

# Cabinet

Tuesday 17 June 2025  
11.00 am

Walworth Living Room, All Saints Hall, Surrey Square, London SE17 2JU

## 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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### Contact

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

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Members of the committee are summoned to attend this meeting

### Althea Loderick

Chief Executive

Date: 9 June 2025



# Cabinet

Tuesday 17 June 2025

11.00 am

Walworth Living Room, All Saints Hall, Surrey Square, London SE17 2JU

## 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**

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.

#### **5. MINUTES**

1 - 12

To approve as a correct record the minutes of the open section of the meeting held on 11 March 2025.

Item No.	Title	Page No.
6.	<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 11 June 2025.	
7.	<b>DEPUTATION REQUESTS</b>	
	To consider any deputation requests. The deadline for the receipt of deputation requests is midnight Wednesday 11 June 2025.	
8.	<b>SOUTHWARK'S HOMELESSNESS AND ROUGH SLEEPING STRATEGY 2025-2030 - FORMAL CONSULTATION REVIEW AND SUGGESTED AMENDMENTS TO FINAL DRAFT</b>	13 - 29
	To agree the proposed amendments for the final draft Homelessness and Rough Sleeping Strategy 2025-2030 and accompanying action plan.	
9.	<b>ALLOCATIONS FOR STRATEGIC COMMUNITY INFRASTRUCTURE LEVY FUNDING</b>	30 - 38
	To agree the allocation of strategic community infrastructure levy funding towards the fit out of the Harold Moody Health Centre on Thurlow Street, in support of bus priority works and refurbishment works associated with the Southwark Pensioners Centre.	
10.	<b>EXPANSION OF HIGHSHORE SPECIAL SCHOOL</b>	39 - 89
	To agree to the proposals to expand the Highshore Special School to a satellite provision on the site of the former Comber Grove Primary School.	
11.	<b>EXPANSION OF CHERRY GARDEN SPECIAL SCHOOL</b>	90 - 145
	To agree to the proposals to expand the Cherry Garden Special School to a satellite provision located within the Bellenden Primary School.	
12.	<b>CONSIDERATION OF PROPOSAL TO CLOSE CHARLOTTE SHARMAN PRIMARY SCHOOL</b>	To follow
	To agree to close Charlotte Sharman Primary School from the 31 August 2025 onwards.	

Item No.	Title	Page No.
13.	<b>CONSIDERATION OF PROPOSAL TO CLOSE ST MARY MAGDALENE CE PRIMARY SCHOOL</b>	To follow
	To agree to close St Mary Magdalene Church of England Primary School from the 31 August 2025 onwards.	
14.	<b>APPROPRIATION OF LAND AT GREENDALE</b>	146 – 158
	To approve the appropriation of land at Greendale.	
15.	<b>REFRESH OF PROCUREMENT FRAMEWORK TO SUPPORT SOUTHWARK 2030 AND APPROVAL OF NEW SOCIAL VALUE FRAMEWORK</b>	159 – 179
	To approve the refreshed Southwark 2030 Procurement Framework and the draft social value framework.	
16.	<b>STATEMENT OF COMMUNITY INVOLVEMENT AND DEVELOPMENT CONSULTATION CHARTER: REVIEW AND UPDATES</b>	180 – 191
	To agree the updated Statement of Community Involvement (SCI) and Development Consultation Charter (DCC) 2025 with the minor changes and agree the updated Development Consultation Charter templates (Early Engagement Strategy, Engagement Summary, and Equality and Needs Impact Assessment).	
17.	<b>RESPONSE TO ENVIRONMENT SCRUTINY COMMISSION REPORT - BIODIVERSITY SCRUTINY REVIEW</b>	192 – 230
	To consider the responses to the recommendations in respect of the scrutiny commission report.	
18.	<b>RESPONSE TO OVERVIEW AND SCRUTINY COMMITTEE - RECOMMENDATIONS ARISING FROM SCRUTINY OF CONSORT ESTATE MAJOR WORKS, SE15 CHARGES TO LEASEHOLDERS</b>	231 – 241
	To consider the responses to the recommendations in respect of the overview and scrutiny report.	

Item No.	Title	Page No.
19.	<b>POLICY AND RESOURCES: CAPITAL OUTTURN REPORT 2024-25</b>	242 – 282
	To note the capital outturn position.	
20.	<b>POLICY AND RESOURCES: REVENUE OUTTURN REPORT 2024-25</b>	283 – 313
	To approve interdepartmental budget movements and note the forecast revenue outturn position for 2024-25.	
21.	<b>APPOINTMENT TO OUTSIDE BODIES 2025-26</b>	314 – 327
	To consider and agree appointments to outside bodies for the 2025-26 municipal year.	
22.	<b>NOMINATIONS TO PANELS, BOARDS AND FORUMS 2025-26</b>	328 - 335
	To agree the allocation of places to the panels, boards and forums for the 2025-26 municipal year.	
23.	<b>REPORT OF THE EDUCATION AND LOCAL ECONOMY SCRUTINY COMMISSION: REVIEW OF EDUCATION AND HEALTH CARE PLAN (EHCP), SPECIAL EDUCATIONAL NEEDS AND DISABILITIES (SEND) PROVISIONS AND INCLUSIONS IN SCHOOLS</b>	336 - 344
	To consider recommendations from the education and local economy scrutiny commission in respect of review of education and health care plan, special educational needs and disabilities provisions and inclusions in schools.	
24.	<b>REPORT OF THE EDUCATION AND LOCAL ECONOMY SCRUTINY COMMISSION: REVIEW OF THE DRAFT TOWN CENTRE ACTION PLAN, YOUTH EMPLOYMENT SUPPORT AND EAST STREET TRADERS</b>	345 - 350
	To consider recommendations from the education and local economy scrutiny commission in respect of the review of the draft town centre action plan, youth employment and East Street traders.	

Item No.	Title	Page No.
25.	<b>INTERIM REPORT OF THE HOUSING, COMMUNITY SAFETY AND COMMUNITY ENGAGEMENT SCRUTINY COMMISSION: SCRUTINY REVIEW OF TENANT STRUCTURES (DRAFT RESIDENT INVOLVEMENT STRATEGY)</b>	351 - 355
	To consider recommendations from the housing, community safety, community engagement scrutiny commission in respect of review of tenant structures (draft resident involvement).	
26.	<b>REPORT OF THE HEALTH AND SOCIAL CARE SCRUTINY COMMISSION: NURSING CARE HOME DELIVERY SCRUTINY REVIEW REPORT</b>	356 - 374
	To consider recommendations from the health and social care scrutiny commission in respect of nursing care home delivery scrutiny review.	
27.	<b>MOTIONS REFERRED FROM COUNCIL ASSEMBLY</b>	375 - 389
	To consider the following motions referred from council assembly March 2025 meeting as follows:	
	<ul style="list-style-type: none"> <li>• Creating healthy green and leisure spaces for the whole community</li> <li>• Scrap the Two Child Cap</li> <li>• Extension of the Franchise</li> <li>• A Fair Deal for Southwark's Carers</li> <li>• A National Care Service for England.</li> </ul>	
	<b>DISCUSSION OF ANY OTHER OPEN ITEMS AS NOTIFIED AT THE START OF THE MEETING</b>	

**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****28. MINUTES**

To approve a correct record the closed minutes of the meeting held on 11 March 2025.

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

Date: 9 June 2025



## Cabinet

MINUTES of the OPEN section of the Cabinet held on Tuesday 11 March 2025 at 11.00 am at Kingswood House, Seeley Drive, Dulwich, SE21 8QN

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

### 1. APOLOGIES

An apology for absence was received from Councillor Sarah King.

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

None.

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

No representations were received.

### 4. DISCLOSURE OF INTERESTS AND DISPENSATIONS

Councillor Evelyn Akoto declared a disclosable pecuniary interest as a leaseholder and Councillor Natasha Ennin as a social housing tenant.

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

None were received.

**6. DEPUTATION REQUESTS**

None were received.

**7. MINUTES**

**RESOLVED:**

That the minutes of the meeting held on 4 February 2025 be approved as a correct record and signed by the chair.

**8. PETITION: REQUEST FOR DETAILED BREAKDOWN OF SERVICE CHARGES TO BE INCLUDED BY DEFAULT IN FINAL INVOICE**

Having declared a disclosable pecuniary interest, Councillors Evelyn Akoto and Natasha Ennin left the meeting while this item was being discussed.

A response to the issues raised by the petition were published as an Appendix to the petition report. Additionally, the leader responded to the petition at the meeting, addressing the concerns identified and future plans for dealing with leaseholder charges.

**RESOLVED:**

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

**9. THE PROVISION OF NEW COUNCIL HOMES AT JOAN STREET, SE1**

**RESOLVED:**

1. That pursuant to s120 of the Local Government Act 1972 and s9 of the Housing Act 1985 it be agreed 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 of the report on the basis outlined in the report.
2. That authority be delegated to the strategic director resources and the director of planning and growth to conclude detailed terms for the agreement to lease on the proviso it creates no additional net capital or revenue

obligations for the housing revenue account (HRA) and can be shown to satisfy the council's fiduciary duty.

3. That it be confirmed that the previously proposed infill development for Styles House Estate will not proceed.
4. That the involvement of the Styles House tenant management organisation (TMO) and residents in supporting the infill project and that they will continue to be consulted with on the alternative approach outlined in the report to the development of the area around the Estate be noted with thanks.

## **10. TOWN CENTRE ACTION PLANS**

### **RESOLVED:**

That 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 be approved.

## **11. ENDORSEMENT OF THE SELECTED MULTI-ARTS CENTRE OPERATOR FOR BERMONDSEY BLUE**

### **RESOLVED:**

1. That 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 be confirmed.
2. That 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 the open version of the report and fully in the closed version be agreed.
3. That it be noted that the service-level outputs of Bermondsey 223 will be set out in the service level agreement (SLA) appended to the AfL.
4. That it be noted 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. That 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 the report be approved.

6. That authority be delegated 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 the report and in the closed report.

## 12. ENDORSEMENT OF THE SELECTED LGBTQ+ CULTURAL CENTRE OPERATOR

### RESOLVED:

1. That 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 of the report) be endorsed.
2. That the commencement of expenditure of monies for services and works relating to delivering the LGBTQ+ cultural space, from strategic community infrastructure levy (CIL) grant funding allocated under a separate decision (ref. background papers) be agreed.
3. That 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 the report, be noted.
4. That authority be delegated 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 the report and in the closed report.

## 13. GATEWAY 1 - PROCUREMENT STRATEGY FOR ADULTS' HOME CARE, CHILDREN'S HOME CARE AND REABLEMENT

### RESOLVED:

1. That the proposal to strategically commission all adults' home care services, children's home care services, and reablement services in Southwark be approved 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	A single lot borough-wide framework agreement for adults'	A single lot borough-wide framework agreement	A single lot covering the whole of the borough

	figure 1 for a map of the geographic areas)	'specialist' provision with up to three providers	with up to three providers	
Procurement Strategy:	For each sub-lot, a 'primary' and 'secondary' providers will be awarded a contract. See paragraphs 47-49 for definitions of primary and secondary providers and bidder restrictions	A framework to be established with up to three providers	A framework to be established with up to three providers	An individual contract to be awarded
Contract type	Cost and volume	Cost and volume	Cost and volume	Block contract
Number of contracts	12 (see paragraph 46 for an explanation of the number of contracts per geographic sub-lot)	3	3	1

2. That 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 be approved 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 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 be approved, 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 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 be approved, 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 the gateway 2 contract award recommendations for adults' home care services, children's home care services, and reablement services be delegated to the strategic director of children and adult services, in consultation with the cabinet member for health and wellbeing and deputy leader and cabinet member for children's, education and refugees be approved, 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 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 cabinet member for health and wellbeing be approved.

#### 14. GATEWAY 2 - FLEXI-CARE SERVICES

##### RESOLVED:

1. That the contract award further detailed in paragraph 2 of the report 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 1 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 be approved.

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
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.				

## 15. LEDBURY ESTATE COMPULSORY PURCHASE ORDER - FINAL APPROVAL

### RESOLVED:

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 the following be agreed:
- 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 of the report 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 of the report 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 following be delegated 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 it be resolved 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.

**16. REPORT OF THE OVERVIEW AND SCRUTINY COMMITTEE:  
RECOMMENDATIONS ARISING FROM SCRUTINY OF CONSORT ESTATE  
MAJOR WORKS, SE15, CHARGES TO LEASEHOLDERS**

Councillor Ian Wingfield, chair of overview and scrutiny committee presented the report to the meeting and answered questions.

**RESOLVED:**

1. That the recommendations of the overview and scrutiny committee as set out at paragraph 5 of the report be noted.
2. That the recommendations from the committee be considered and that the relevant cabinet member reports back to cabinet on the recommendations within eight weeks.

**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.

**17. MINUTES**

The minutes of the meeting held on 4 February 2025 were approved as a correct record and signed by the chair.

**18. ENDORSEMENT OF THE SELECTED MULTI-ARTS CENTRE OPERATOR FOR BERMONDSEY BLUE**

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

**19. ENDORSEMENT OF THE SELECTED LGBTQ+ CULTURAL CENTRE OPERATOR**

The cabinet considered the closed information relating to this item. Please see item 12 for the decision.

**20. GATEWAY 1 - ADULTS' HOME CARE, CHILDREN'S HOME CARE AND REABLEMENT**

The cabinet considered the closed information relating to this item. Please see item 13 for the decision.

**21. GATEWAY 2 - FLEXI-CARE SERVICES**

The cabinet considered the closed information relating to this item. Please see item 14 for the decision.

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

The cabinet considered the closed information relating to this item. Please see item 15 for the decision.

The meeting ended at 12.35pm.

**CHAIR:**

**DATED:**

**DEADLINE FOR NOTIFICATION OF CALL-IN UNDER SECTION 17 OF THE OVERVIEW AND SCRUTINY PROCEDURE RULES IS MIDNIGHT, WEDNESDAY 19 MARCH 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>	17 June 2025
<b>Report title:</b>	Southwark's Homelessness and Rough Sleeping Strategy 2025-2030 – Formal consultation review and suggested amendments to final draft
<b>Cabinet Member:</b>	Councillor Helen Dennis, New Homes and Sustainable Development
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	Not applicable

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

We continue to be in the midst of an escalating crisis in housing and homelessness, with a record number of households, including children, in temporary accommodation in England, and rough sleeping also on the increase across London. An increase in S21 no-fault evictions, the cost of living crisis, insufficient Local Housing Allowance (LHA) and challenges around Home Office cases have fueled an increase in homelessness applications over recent years, and it is shocking that 1 in 21 children in London is now estimated to be in temporary accommodation. At the same time it is becoming increasingly difficult for the council to procure accommodation in a timely manner that meets the needs of local people. The financial implications of this for local authorities are severe with Councils across London now estimated to be collectively spending £4m a day on temporary accommodation. In some local authorities, it is also leading to the use of Bed & Breakfast accommodation for extended periods of time, and out of area placements, which are further and further way from a person or family's support networks. This is being fueled by factors outside of local authority control, but we remain committed in Southwark, to providing the best possible service to those who find themselves in housing need and using our limited resources in the most effective way possible.

This Homelessness & Rough Sleeping Strategy sets out our overarching goal, "to work to end homelessness through the delivery of timely, effective and collaborative support which enables Southwark residents to address their housing insecurity". This goal underlines the importance of partnership – in Southwark facilitated by our Homelessness Forum – and of early intervention, to support residents before they reach crisis point. The Strategy sets out three underpinning objectives and organises our response under five priority headings. Firstly, we want to be **data-led** so that we can respond better to our residents' needs, and this Strategy is informed by a comprehensive Data Review which examines the challenges and trends specific to Southwark. As an example, we continue to have a much higher number

of homelessness presentations from single men, and applications that result from eviction from friends and family. Secondly, we want to ensure that advice and support is **effective** and **timely**, and thirdly, we want to be **outcomes-focused**, always learning and open to how we can improve the quality of our support. The five priorities set out in the Strategy are to:

1. Prioritise Homelessness Prevention.
2. Deliver High Quality Advice and Support.
3. Work to End Rough Sleeping.
4. Achieve Quality Outcomes through Housing Provision.
5. Tackle Systemic Housing Insecurity.

These priorities have been discussed with many people and organisations through the consultation period and I want to thank everyone who took time to provide input. In particular, we took time to organise a number of focus groups so that we could hear from residents who have direct experience of our service, a practice that I am keen for us to embed in an ongoing way through our structures going forward. Among the things set out in our Action Plan are the commitments to establish a recurring strategic roundtable, chaired by myself as the lead Cabinet Member, and to set up a Temporary Accommodation Action Group, drawing on best practice from other local authorities. Over the coming months, we will also be taking action to make our Homelessness Service more accessible and to once again reopen Bournemouth Road as a Homelessness Prevention Hub, ensuring that other key services are also co-located there to enable our residents to get the timely advice that they need. We will also be ensuring that the new Allocations Policy goes hand in hand with this Strategy, supporting our objectives around homelessness prevention and move-on. Despite the financial challenges, I was pleased that Council Assembly agreed a budget amendment earlier in 2025, committing an additional £520,000 to our homelessness work, and along with additional grant funding from government, I hope that we will be able to strengthen our prevention and support offer as we go forward including through Housing First and partners such as BEAM. Work continues on developing our TA Supply Plan and among other things we will be using over £11m from the Local Authority Housing Fund to buy-back former council homes on our estates, as well as investing in empty homes on the Aylesbury Estate that are earmarked for redevelopment in latter phases of the regeneration there.

Delivering a successful strategy is not just about our Housing Solutions team. It is about the many partners that we work with on a daily basis to address homelessness, and also about a cross-departmental approach. Our ambitions here are supported by our Exchequer Team who continue to provide Cost of Living support and administer Discretionary Housing Payments, by Adults' and Children's who commission our specialist services and support our care leavers, by a Housing Department which continues to manage the largest stock of council housing in London, and ultimately by a Council which is committed to delivering as many homes at social rent as possible, including through our council house-building programme which to date has delivered 3000 new homes either completed or on site. In the end, efforts to end homelessness will only succeed when all branches of government pull in the same direction. We had a glimpse of what is possible via the 'Everyone In' initiative, and the Mayor of London has also now set out his ambition to end rough sleeping by 2030. It is our hope that with the right political will, including through the cross-departmental work being undertaken by central

government, we will soon see an end to this crisis and better outcomes for everyone in housing need.

## RECOMMENDATIONS

1. That Cabinet agree the proposed amendments in this report for the final draft Homelessness and Rough Sleeping Strategy 2025-2030 (hereafter ‘the Strategy’,) and accompanying action plan.
2. That Cabinet note the findings of the formal consultation process that was held between 2 September and 8 December 2024.

## REASONS FOR RECOMMENDATIONS

3. This paper seeks Cabinet agreement to implement the finalised Strategy and action plan to enable Southwark in setting out a clear plan that is aligned to the Council’s vision, with a framework of collaborative and effective activities to best meet the needs of our residents for the next 5 years.

## ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

4. None.

## BACKGROUND INFORMATION

5. The Homelessness Act 2002 places a duty on housing authorities to conduct a review of homelessness in their area every five years and develop a homelessness strategy based on the findings of that review.
6. Southwark Council’s homelessness statutory duties are primarily set out in the Housing Act 1996 (as amended.) Part 7 of the Housing Act (1996) sets out the definition of homelessness, and the duties that local authorities owe to applicants who are accepted as being homeless or threatened with homelessness.
7. The Council has an interim duty to provide accommodation while it makes inquiries, if there is reason to believe that an applicant may be eligible, homeless and in priority need. Accommodation is arranged for the applicant until a decision has been reached on their application.
8. If the Council decides that it owes the ‘main homelessness duty’ to an applicant, they will be offered temporary accommodation until they find their own accommodation or are made a final offer of accommodation, or the duty ends in another way.
9. **The Localism Act (2011)** also amended the 1996 Housing Act by allowing local authorities to discharge their homelessness duty by arranging a suitable offer of accommodation in the private rented sector.
10. **The Homelessness Reduction Act (2017)** made significant changes to the Housing Act (1996) and placed a number of new duties upon local authorities. These include:

11. To assess the cause of homelessness, circumstances and needs of all household members, including children.
12. To develop and agree with applicants a personalised plan of the steps that will be taken to prevent or relieve homelessness.
13. Extending the time frame a household is threatened with homelessness from 28 days to 56 days, meaning that local authorities have a duty to prevent homelessness from an earlier stage.
14. New duties to assess all eligible applicants (not just those unintentionally homeless and in priority need), and new duties to take reasonable steps to prevent and relieve homelessness.
15. A duty on public authorities to refer service users who may be homeless, or threatened with homelessness to the housing authority (with the consent of the individual.)
16. Services must be designed to meet the needs of specific groups, including care leavers, people leaving hospital / prison and victims of domestic abuse.
17. **The Domestic Abuse Act (2021)** places a duty on local authorities in England to provide support to victims of domestic abuse and their children. It makes provision that all eligible homeless victims of domestic abuse automatically have 'priority need' status for homelessness assistance.

#### KEY ISSUES FOR CONSIDERATION

18. The report provides a brief summary of the development of the Strategy to date and details of the exercises undertaken during the 12-week formal consultation process.
19. The report provides an overview of the feedback received from stakeholders during the formal consultation process and then in consideration of the issues that should be addressed, identifies proposed activities that need to be developed further, or new activities need to be introduced. These now form the finalised version of our Strategy which will be taken forward for June Cabinet session.
20. It must be noted that with our budget for accommodation costs set at £21.4m for 2023-2024, Southwark saw the greatest need for services since the height of the pandemic and a 15% increase in demand in the last 3 years. Consequently, the Council's output in its delivery has led to a net overspend of £10m with use of reserves of £4m.
21. Given that the demand for services continues to increase and the supply options are reducing and/or costing more to maintain, the context in which our strategy must be delivered presents a range of risks that will require a strategic approach. It is important to enhance areas that deliver impact and difference in value and benefits to residents, when deciding how we resource housing supply.

22. The context in which our strategy must be delivered is therefore extremely challenging. Funding additional services that may be requested by stakeholders, however welcome, is severely constrained to ensure we continue to meet our fiduciary duties as a Council. The strategy therefore seeks to enhance prevention-focused activities through a data-led approach and forge greater collaboration across Council services and Southwark's rich and varied voluntary and community sector to deliver for our residents. The amendments suggested in this paper therefore seek to strike a balance in this regard.
23. Homelessness and rough sleeping continues to increase across London and nationally. London Councils estimate that the 2024-2025 overspend across London local authorities equates to £330m and a predicted funding shortfall for 2025-2026 of at least £500m.
24. In Southwark, our estimated overspend for 2024-2025 was £14m for temporary accommodation and Housing Needs, before use of reserves of £4m. Council Assembly has agreed an additional £520,000 over 2 years through a budget amendment, to support prevention work and to improve support, but the financial challenge is significant and continues to require advocacy. It must be noted that Southwark remains to have more households in temporary accommodation than most boroughs with 4,123 households in this type of provision at the end of 2024-2025.
25. To provide context of the position on temporary accommodation numbers for Cabinet's benefit, the Strategy itself has been amended to detail total numbers in temporary accommodation, as well as families placed in shared nightly provision and total numbers of children in these placements. This exercise has also been completed comparative to our nearest neighbours and London generally, (please see appendix 3, pages 30-33.) For clarity, our nearest neighbours are determined to be boroughs of similar demographics and demand profiles to Southwark, (as per MHCLG analyses,) being Lambeth, Hackney, Islington, Hammersmith and Fulham & Greenwich:
26. This data highlights a consistent increase in the number of homeless households in temporary accommodation in Southwark, rising from 3410 in 2021 to 3975 in 2024, (a 17% increase). This has been reflected in our nearest neighbours to a greater extent over the same period of 40% and London generally by 22%.
27. In contrast with our nearest neighbours and much of London generally, Southwark has managed to ensure homeless families are not placed in shared nightly accommodation, (bed and breakfast) for over 6 weeks.
28. Given overall demand pressures, Southwark has seen a consistent increase in the number of children in temporary accommodation, rising by 29% between October 2021 and October 2024. This has been seen in a lesser extent with our nearest neighbours of a 25% increase and across London generally with a 13% increase.

## Development of the strategy

29. To help with reviewing and shaping the Strategy, the service completed and presented a comprehensive 4-year data review and draft priorities to key stakeholders to gain feedback in the homelessness forum held on 27 April 2023. The service also undertook an online informal consultation exercise on 5, 11 and 19 July 2023 with over 30 internal and external partners working in the areas of housing, health, justice and welfare rights as well as an all staff briefing and feedback session on 26 July 2023 and an in-person meeting with ex-service users with complex needs on 10 August 2023.
30. The initial draft Strategy and supplementary papers were agreed at Housing Board on 25 October 2023. Following this, the item was reviewed at Cabinet and Housing and Community Safety Scrutiny Commission on 14 December 2023. From these reviews, further revisions to the draft Strategy, data review, engagement and consultation plan and action plan were made and on 6 March 2024, Cabinet approved the draft Strategy for formal consultation following the election period.
31. Due to the restrictions of the pre-election protocols of the Mayoral and then General election, Southwark was not able to commence a formal consultation process until 2 September 2024 following SMT agreement to the consultation plan on 9 July 2024. On Monday 2 September 2024, the formal consultation period commenced.

## DEVELOPMENT OF THE STRATEGY AND CONSULTATION PROCESS

32. A list of all engagement and communications activities and a full summary of the consultation feedback can be found in appendix 1. Through the various channels of communication utilized, Southwark received 113 responses via survey submissions from a broad range of stakeholders. We also gratefully received substantive feedback from Southwark Law Centre, Southwark's Public Health service and our commissioned rough sleeper outreach partner St Mungo's.
33. From efforts to seek feedback from in-person events with partners and focus groups with residents; we gathered feedback from those with lived experience to better understand homelessness, barriers to more effective service provision, sources of support and networks that have helped our residents.
34. The profile of respondents is varied. As our appended summary outlines; the majority of stakeholders who engaged with our consultation were residents. The demographic makeup of respondents is varied across age, gender, ethnicity and disability and through our online consultation hub accessibility features, residents were able to use translated forms into their first language. In addition, at in-person events, such as the resident Local Housing Forums, paper copies of the survey were provided to residents to complete.
35. Notably, nearly a third of residents who have responded have experienced homelessness and Southwark received broad agreement with the draft strategic aim, priorities and high-level activities were expressed by our stakeholders.

36. It must be noted that the feedback from stakeholders detailed broad agreement with the Strategy aims and priorities. As such, these overarching elements of the work remain unchanged and for completeness these are outlined as follows:
1. ***To use a data-led and joined up approach***  
To invest in prevention and support those at the earliest stages of housing difficulty by using a data-led and joined up approach and working with our partners.
  2. ***To ensure effective and timely advice and support is provided to help make real and lasting change for our residents.***  
To ensure residents can access tailored, collaborative and effective support, where it's needed and when it's needed. Our work will be undertaken to ensure communities are connected and supported to reduce inequality.
  3. ***To improve the outcomes of residents in the quality of our support and work together to tackle the root causes of homelessness.***  
Southwark and its partners will seek to build resilience in the borough and empower its residents to withstand systemic drivers of housing insecurity and making the case for wider change.

## **OVERVIEW OF THE FEEDBACK RECEIVED FROM STAKEHOLDERS**

37. Grouping the feedback thematically, stakeholders have expressed a number of areas that should be addressed in our Strategy. It should be noted that the majority of issues and areas of development for the Borough are adequately reflected in the aims and actions of the draft strategy. A full list of the issues raised and the consideration against each can be found in Appendix 2.
38. A number of issues have been raised by stakeholders that on reflection of our existing draft, it is suggested further work is required and new activities and actions are required for the Borough to undertake. These suggested changes have been highlighted in both the Strategy, (Appendix 3) and the action plan (Appendix 4.) To note, all data related feedback received by our stakeholders have been accepted and homelessness data and relevant analysis up until the last complete financial year have now been included in the Strategy and highlighted in yellow for ease of reference.
39. This report seeks to initially outline the suggested changes in response to the consultation period and to seek agreement for these to proceed for further scrutiny with our Executive leadership and then seek revisions as may be appropriate in good time for the next available Cabinet meeting in June 2025.
40. The following areas where further work is suggested is as follows:
41. **More personalised advice in housing plans and tackling backlogs in applications**
  42. It is proposed that whilst our existing draft strategy seeks to improve the handling of homelessness casework at Priority 2 Deliver High Quality Advice and Support (page 32 of Appendix 3 and activity 11 at page 8 of

Appendix 4) the actions that flow from this do not detail minimising casework delays, or personal housing plans which are important outcomes to make explicit. Therefore, suggested amendments to the action plan are as follows:

- To ensure staff receive regular training and development around effective casework and that referrals under s198 to other Authorities wherever relevant, are made promptly and accurately *so that delays in assessments are minimised.* (Page 8 of appendix 4.)
  - *To ensure personalised housing plans are tailored to the needs of residents through regular casework audits, caseload reviews with senior management and advice and guidance through caseworker monthly meetings* (new action at Page 9 of appendix 4.)
43. **Using empty council properties for housing the homeless. Additionally, a focus on children with additional or educational needs was recommended, ensuring smooth transitions between school stages and maintaining current school placements with reasonable travel times.**
44. The work of the Council in assessing needs and identifying suitable placements is covered under Priority 4 – Quality Outcomes Through Housing Provision with the high-level activity 36 of the Strategy (page 36 of appendix 3 and actions under this in page 25 of appendix 4.) This is work in tandem with our temporary accommodation procurement and placement policy and our work in this area must be considered in the context of significant supply pressures and levels of demand.
45. The proportion of voids usage for TA is considered as an internal measure, balanced against a number of varying factors and so it is suggested this is not explicit in the Strategy. Where homes are available for a limited period, such as those that become vacant in the course of regeneration plans, these will be prioritized for homelessness families. Priority for homeless households in new lettings will also be explored through the revision of Southwark’s allocations scheme, but the overall aim of the Council must remain to ensure Council owned stock is made available where possible as secure long-term homes for our residents.
46. The report asks Cabinet to note that Southwark will be finalizing a temporary accommodation supply action plan, that will expand the stock available both in and out of Borough. The plan will include the activities already underway with use of the Local Authority Housing Fund allocation and borrowing arrangements for buy-back of 50 units of accommodation and further initiatives, such as the re-acquisition of high-quality regeneration site stock, so that in-borough stock provision can be maximized wherever possible.
47. With the introduction of a temporary accommodation working group this year, it is proposed to add the following amendments to the Strategy and action plan:
48. The Strategy –
- New high-level activity 37 under Priority 4 of appendix 3, (page 40) –

*37. To launch a temporary accommodation working group with partner agencies and resident groups to collectively identify and tackle issues faced by households and improve services to access health and resettlement support.*

49. Action plan –

New set of actions for this high level activity in appendix 4, (page 24.)

- *Holding quarterly meetings with the group to take forward the four lines of enquiry –*
- *Quality including suitability of dwellings used as temporary accommodation.*
- *Support for children and families including neurodiverse and Disabled children.*
- *Council led multi-agency work to address the needs of people in TA.*
- *Improving information flow between TA households and partners to help with initiatives to access health and effective resettlement from TA.*

50. **The homelessness forum could include groups supporting vulnerable populations like LGBT+ individuals and asylum seekers.**

Currently, Southwark's Manna Centre and Southwark's Day Centre for Asylum Seekers are members of Southwark's Homelessness Forum. However, we have not as yet invited groups representing the LGBTQ+ Community. It is therefore proposed to amend the action plan at action 48 (page 42 of appendix 3 and page 31 of appendix 4,) to include the following:

- *To invite organisations representing the LGBTQ+ community to join both the homelessness and prevention forums.*

51. **Taking advantage of public health training, including Making Every Contact Count (MECC)**

It is proposed that many of the developments proposed in the draft strategy under Priority 2 – Deliver High Quality Advice and Support and its high-level activities 11-18 address the feedback issues above with working on a more effective and responsive hybrid model of service delivery. This will be better enabled through the re-design of Southwark's Homesearch Centre in 2025. However, further actions have been identified to make explicit, improvements to accessibility and customer care in the draft action plan at high level activity 15 (page 34 of appendix 3) and new actions listed on the draft action plan (page 12 of appendix 4.)

52. For clarity of Cabinet Members:

*Activity 15 – Review access to Housing Solutions services post-covid and implement a new service delivery model.*

- *To ensure residents have easy access to translation services and a fully accessible front facing facility is maintained for those with physical disabilities.*

- *To ensure staff have regular training on trauma informed practice and making every contact count to improve the quality of advice provision and effective coordination among partner services.*

53. **The long-term need for tenancy support and access to services was highlighted. Supported housing provision was noted as needing improvement, especially in communication, access, and transparency.**

54. It is proposed that this feedback is largely considered already in the draft strategy under Priority 3 and activity 29 in the draft strategy (page 37 of appendix 3) and the draft action plan (page 20 of appendix 4.) It is to be noted that there is a Thamesreach Pilot Move On programme that will be reporting recommendations in the Summer of 2025 to consider around this area that can be implemented under this activity. A particular issue raised by Hostel residents in the focus group was being able to bid through the Allocations Scheme with support and so this area has been made explicit in the action plan under activity 29 (page 20 of appendix 4):

- *To improve access to move on accommodation through the Allocations Scheme.*

55. Feedback has also highlighted the need to improve joint working with partners in healthcare including the NHS, to ensure those being discharged from healthcare settings are supported through appropriate pathways, aligning to 2024 DHSG/MHCLG statutory guidance. As such, a further high-level activity, (numbered 8 on page 35 of appendix 3,) has been added to the Strategy and operational actions have been built from this to improve staff training and case coordination, (page 6 of appendix 4.)

56. Under Priority 3 Work to End Rough Sleeping - Further amendments to the draft action plan have been made to update; funding streams, legislative and policy changes, as well as improve the reach and effectiveness of our commissioned Street Outreach Service. We have also introduced amendments to develop further links with key Council and voluntary agencies working in the area of community safety and support for our most vulnerable residents.

57. In view of the implementation of a 56-day notice period for applicants claiming asylum under the streamlined asylum process (a previous lobbying point in the initial draft,) high-level activity number 26 (page 37 of appendix 3 and page 18 of appendix 4,) has been amended to state as follows:

- During the 56-day notice period given by the Home Office to Streamlined Asylum Applicants, ensuring the Council and partner agencies are working effectively to provide resettlement and support.*

58. We have amended the Rough Sleeper Initiative and Accommodation for Ex Offenders grants as the new combined Rough Sleeping Prevention and Recovery Grant 25/26 (action 27 of appendix 4 on page 19.)
59. To provide additional development of Southwark's commissioned Street Outreach Service, we have also introduced an additional high-level activity in the Strategy (activity 28, page 40 of appendix 3) to maintain key joint work with health partners and to seek opportunities for further grant in expanding off the street provision and support (developed operationally in further actions on page 19 of appendix 4.)
60. We have made the addition of the Task and Targeting forum to the list of multi-agency meetings in the rough sleeping space, introduced by our Rough Sleeping Coordinator. In this same operational area, we seek to include the action of working with the Drug and Alcohol Team (DAAT) to improve outcomes through the use of housing-led and treatment led grant provision, (action 29 of appendix 4 on pages 20 and 21.)
61. To ensure we meet our high-level activity 31 of improving supported hostel access and move on, we have also introduced further actions to work jointly with our supported hostels and ensure a system-wide approach is taken to commissioning and procurement of accommodation, (action 31 of pages 21 and 22 of appendix 4.)
62. From feedback provided by CMT and Lead Member, we have now merged a number of actions in our action plan and revised the timescales of delivery across our priorities. A full list of these changes can be found in appendix 2 (pages 7 and 8.) The action plan at appendix 4 has also been shortened and reformatted to present a clearer outline of our actions and how these are connected to our high-level activities and priorities. The purpose of this is to support technological advancements and improved whole system management as part of the overarching strategy.

### **Policy framework implications**

63. The proposed strategy takes account of the existing overarching Council policies:
64. Contribute to the delivery of the Council's Good Lives vision, particularly the promise to deliver 11,000 new council homes by 2043, as well as investment plans for the council's housing stock.
65. Provide clear leadership and management to ensure the council is able to deliver commitments as set out in the Housing Strategy 2013 – 2043 and the action plans contained therein.
66. To align and support Southwark's existing Allocations Policy of 2013 and its next iteration in 2025.
67. To align and enhance the Council's commitments of Southwark Stands Together to ensure systemic inequality experienced by our Black, Asian and minority ethnic residents is addressed.

68. To align and enhance the Southwark 2030 strategy and its 6 goals. Specifically to ensure the themes of improving access to suitable homes, connected neighbourhoods, access to employment and skills and improving health and wellbeing are all underpinned by our draft aims and activities.
69. Housing remains one of the borough's most significant challenges but as the largest council landlord in London, we have a unique responsibility to lead by example in providing high quality homes and advocating for national policies to support the future of affordable, good quality housing. We will only be successful if by 2030, we have reversed the trend of increased homelessness seen across London.
70. To align and support the Council's Temporary Accommodation Placement and Procurement Policies.
71. To deliver Southwark's homelessness services within its budget and grant streams.

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

72. Section 149 of the Equality Act, lays 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 ("the approach") commits the council to ensuring that equality is an integral part of our day-to-day business.

### **Community impact statement**

73. The strategy's focus on preventing homelessness and access to high quality and accessible advice generally will benefit communities. Improvements to the access of advice around debt and entitlements for residents will likely mitigate the risks of housing insecurity or loss of homes. Improvements in the coordination of agencies through prevention forums, the better use of data to target interventions and expanding the network of fora will help align and enhance prevention work for residents in the Borough.

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

74. In the course of our development and delivery of our strategy, we have completed and shared an in-depth Equality and Impact Needs Assessment (EINA) to appraise the aims and activities of the Strategy and how these will deliver for our residents. A redeveloped EINA has now been completed to reflect the suggested finalised amendments to the strategy following formal consultation feedback. This assessment can be found in appendix 5.

### **Health impact statement**

75. We will ensure our strategy promotes healthy outcomes for our residents and staff.

### **Climate change implications**

76. We will ensure that wherever possible in the course of our strategic and underpinning operational objectives are consulted upon and agreed, developments to new ways of working will be considered to achieve our commitment minimize climate change.

### **Resource implications**

77. The activities identified in our strategy will be progressed by existing council officers directly as well as in partnership with statutory and voluntary partners and commissioned services.
78. The actions and activities set out in the detailed strategy will be delivered within the existing funding envelope for Temporary Accommodation and Housing Needs. The Council also has many grant streams to support homelessness predominately to foster prevention, including an increase of £3.15m for HPG in 25/26, and to enable enhanced support for rough sleeping, specifically mentioned in Appendix 3.
79. The Council also has additional capital grant funding to support the acquisition of 45 new homes (Local Authority Housing Fund) and set up of modular housing (Single Homelessness Accommodation Programme).
80. In recognition of the Council's commitment to addressing Homelessness and Rough Sleeping, it has also agreed an additional £520k over two years to support prevention work and to improve support.
81. Homelessness and rough sleeping continues to increase across London and nationally, both in terms of households and costs. For the Southwark, Temporary Accommodation and Housing Needs overspend for 2024-2025 was £14.1m, before use of reserves of £4m. There has been a relatively steady increase in households entering TA, however, supply-side scarcity and increased rental rates to external landlords were the main contributor to this overspend. A number of measures have been introduced around supply costs to help mitigate these costs and these will continue, as well as mentioned within the strategy such as data-led prevention to help drive down costs.
82. The legal implications are set out in the comments from the Assistant Chief Executive below.

### **Consultation**

83. Southwark has now completed a comprehensive informal and formal consultation process as detailed in this report in the development of this Strategy.

## SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

### Assistant Chief Executive, Governance and Assurance

84. Part 7 of the Housing Act 1996 sets out the definition of homelessness, and the duties owed by local authorities to applicants who become homeless or are threatened with homelessness.
85. The Homeless Reduction Act 2017 requires local authorities to intervene at an earlier stage and take reasonable steps to prevent homelessness (to those threatened with homelessness within 56 days) and/ or to relieve homelessness (through sustaining or securing accommodation) for eligible applicants who become homeless or are threatened with homelessness.
86. The legislation concerning homelessness reviews and strategies is set out in sections 1 to 3 of the Homelessness Act 2002 (the 2002 Act).
87. Section 1 of the 2002 Act provides that a local housing authority may from time to time carry out a homelessness review for their district and formulate and publish a homelessness strategy based on the results of that review. The authority must exercise that power to ensure that a new homelessness strategy for their district is published within 5 years of the date of publication of their last homelessness strategy.
88. Section 2 of the 2002 Act sets out the meaning and scope of a homelessness review.
89. Section 3 of the 2002 Act, defines a homelessness strategy as a strategy for preventing homelessness in the district, securing that sufficient accommodation is and will be available for people in their district who are or may become homeless, securing the satisfactory provision of support for people in the district who are or may become homeless, or who have been homeless and need support to prevent them becoming homeless again.
90. In formulating or modifying a homelessness strategy, the authority must have regard to its current allocation scheme, its current tenancy strategy, the current London housing strategy, and the extent to which objectives can be achieved by other public bodies, voluntary organisations etc.
91. Before adopting or modifying a homelessness strategy, the authority must consult such public or local authorities, voluntary organisations or other persons as they consider appropriate. The law requires that consultation must be undertaken when proposals are at a formative stage and include sufficient information and time for interested parties to respond. This must be satisfied for fair and proper consultation with the outcomes being taken into account in the final decision making process. The consultation that has taken place is set out in paragraphs 33-37 of the report.
92. In carrying out a homelessness review, and in developing the revised Homelessness and Rough Sleeping Strategy, under Section 182(1) of the Housing Act 1996 the authority must have regard to the code of practice issued by the Secretary of State under Section 214A of the Housing Act 1996,

namely the Homelessness code of guidance to local authorities 2018 as updated. Chapter 2 of the Code of Guidance relates to homelessness strategies and reviews.

93. The authority must keep their homelessness strategy under review, and may modify it from time to time, and the modifications or the strategy as modified must also be published.
94. A copy of the strategy must be available for inspection at the council's principal office, or a copy provided to member of public if asked for, and under the Code of Guidance the Council should publish the strategy and review documents on its website.
95. As a public authority, the council must take account of the provisions of the Human Rights Act 1998 and not act in a way which is incompatible with a Convention right.
96. In discharging its functions to homeless persons, the council must also have due regard to the Public Sector Equality Duty in s149 Equality Act 2010. S149(1) provides that, in exercising its functions, a public authority must have due regard to the need to (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the 2010 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.
97. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
98. S149(3) provides that having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it; and (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
99. S149(4) provides that the steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include steps to take account of disabled persons' disabilities.
100. Section 149(6) provides that compliance with the duties in section 149 may involve treating some persons more favourably than others.
101. Cabinet is referred to the Community Impact Section of this report which sets out the consideration given to the Public Sector Equality Duty.

102. Within the Cabinet Scheme of Delegation, approval of the Council's Homelessness and Rough Sleeping strategy is reserved to the Cabinet. The Cabinet has the authority to approve the recommendations set out in paragraph 1 and 2 of this report.

### **Strategic Director, Resources**

103. The backdrop to temporary accommodation remains extremely challenging, with rising demand, limited supply and increasing costs placing significant financial pressure on the service. Therefore, the Homelessness and Rough Sleeping strategy aims to improve the effectiveness of service by enhancing activities and there are no direct financial implications. The council remains fully aware of its statutory homeless duties and is taking a number of actions to ensure the service is delivered within the agreed resources and in the most cost effective and sustainable way.

104. The current rough sleeping provision is predominately funded through government grants. However, these funding streams are time-limited and subject to reduction or cessation over time. Therefore, it may be necessary to review and adapt our rough sleeping strategy should this occur.

### **BACKGROUND DOCUMENTS**

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

### **APPENDICES**

<b>No.</b>	<b>Title</b>
Appendix 1	Consultation Feedback Summary
Appendix 2	Evaluation of feedback and proposed amendments
Appendix 3	Final draft Strategy
Appendix 4	Final draft Action Plan
Appendix 5	Equalities and Impact Needs Assessment

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Helen Dennis, New Homes and Sustainable Development	
<b>Lead Officer</b>	Hakeem Osinaike, Strategic Director of Housing	
<b>Report Author</b>	Jerome Duffy, Programme, Policy and Change Manager	
<b>Version</b>	Final	
<b>Dated</b>	2 June 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	No
<b>Cabinet Member</b>	Yes	No
<b>Date final report sent to Constitutional Team</b>	2 June 2025	

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Allocations for Strategic Community Infrastructure Levy funding
<b>Cabinet Member:</b>	Councillor Helen Dennis, New Homes and Sustainable Development
<b>Ward(s) or groups affected:</b>	Faraday, Chaucer, London Bridge and West Bermondsey, Borough and Bankside, St Georges, North Walworth, Camberwell Green, Champion Hill, Goose Green, Dulwich Hill
<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**

I am delighted to bring forward another report on allocations of Strategic Community Infrastructure Levy (SCIL), detailing investments in boroughwide infrastructure that will make a significant difference to the lives of residents in Southwark. This is all funding generated by development and paid for by developers in the borough, secured by Southwark’s strong planning policies. We are absolutely committed to ensuring that residents benefit from development, and through this funding round I’m delighted that we will be able to support fit-out of the new state of the art Harold Moody Health Centre on the Aylesbury Estate, as well as ensuring that Southwark Pensioners’ Centre deliver their new home in Camberwell. In addition, we know how important the bus network is for our residents – investment in public transport was one of the top priorities identified through the Southwark Citizens’ Jury on Climate Change. This allocation of £1m will support a wider bid to Transport for London which we hope, will deliver a multi-million pound programme that will improve bus times between London Bridge and the South Circular. All of these investments are consistent with our agreed SCIL framework, and I look forward to seeing the difference they will make.

## **RECOMMENDATIONS**

### **Recommendations for the Cabinet**

1. To agree the allocation of Strategic Community Infrastructure Levy funding of up to £1,250,000 towards the fit out of the Harold Moody Health Centre on Thurlow Street.
2. To agree the allocation of Strategic Community Infrastructure Levy funding of £1m in support of the Bus Priority works.

3. To agree the allocation of £500,000 of Strategic Community Infrastructure Levy funding to the refurbishment works associated with the Southwark Pensioners Centre.

## **BACKGROUND INFORMATION**

4. Community Infrastructure Levy (CIL) is the sum of funding collected from major development sites across the Borough to pay for the implementation of new infrastructure to support the growth of communities. CIL is split into strategic CIL (70% of receipts) which is spent on Borough-wide infrastructure projects such as the construction of new tube stations. The remainder is made up of neighbourhood CIL (25% of receipts) and administration CIL (5% of receipts).
5. CIL is used to mitigate the impact of new development, and is a key tool to manage growth arising from increased population on a local area. CIL can be used to fund a wide range of infrastructure, including transport, flood defences, schools, hospitals, and other health and social care facilities as set out in section 216(2) of the Planning Act 2008, and regulation 59 Community Infrastructure Levy Regulations 2010 (as amended) ("CIL Regulations"). This definition allows the levy to be used to fund a very broad range of facilities such as play areas, parks and green spaces, cultural and sports facilities, academies and free schools, district heating schemes and police stations and other community safety facilities. This flexibility gives councils the opportunity to choose what infrastructure is needed to deliver their local plan. It should be noted that charging authorities may not use the levy to fund affordable housing.
6. Local authorities must spend the levy on infrastructure needed to support the development of their area. The levy is intended to focus on the provision of new infrastructure and should not be used to remedy pre-existing deficiencies in infrastructure provision unless those deficiencies will be made more severe by new development. CIL is for capital expenditure rather than revenue expenditure and any revenue requirements from delivering capital projects must be met from existing budgets.
7. To date the council has opted to use Strategic CIL to support the funding of major transport infrastructure, which is needed to support the targets for new homes and employment in the recently adopted Southwark Plan. The principle investment to date has been a total of £71.5m to provide a new step free tube station at the Elephant & Castle which will integrate the Northern Line with the Bakerloo Line extension. Work on this project is now underway.
8. The council has now received sufficient CIL receipts to meet the costs of its full commitment to the new tube station at Elephant and Castle. Strategic CIL is continuing to be generated from developments across the Borough and a small surplus is now available to support projects. The amounts received are likely to grow significantly over the next few years allowing the council to invest further in transport infrastructure to support growth, including the Bakerloo Line Extension. On an annual basis, the council produces an Annual Infrastructure Funding Statement showing how it is proposed to spend CIL and how CIL has been spent (see Appendix 1 for 23/24 report).

9. In July 2023 Cabinet agreed to allocate £1m of Strategic CIL to the Southwark Pensioners Centre for refurbishment of the property at 201-203 Camberwell Road which includes design, construction and fit-out, with match funding expected from Southwark Pensioners fund raising events.
10. In March 2024, Cabinet agreed a framework for allocating Strategic CIL as follows
  - 50% of the fund to be allocated for investment in the Bakerloo Line Extension
  - Match funding of investment by bodies such as Network Rail and TfL in key transport projects such as Peckham Rye Station and Elephant and Castle overground station
  - Match funding of investment by bodies such as TfL in active travel routes
  - Infrastructure as identified in the Council Delivery Plan that meets the legal definition of infrastructure and benefits the community

In addition the report agreed funding for the Elephant and Castle Overground Station and the Bakerloo Line Extension Stations design work. In July 2024 Cabinet agreed funding towards the Peckham Rye Station improvement works. In January 2025 Cabinet agreed funding towards the LQTBQ+ centre, 634-636 Old Kent Road, the Bakerloo Line Extension Funding Study and Nunhead Station.

Since the criteria was agreed in March 2024 the Strategic CIL allocations have been as follows

<b>Scheme</b>	<b>Amount £ (non BLE)</b>	<b>Amount £ (BLE)</b>
Elephant and Castle Overground Station	350,000	
Bakerloo Line Extension Stations design work		250,000
Peckham Rye Station	1,000,000	
LGTBQ+ Centre	1,500,000	
634-636 Old Kent Road		2,373,563
Bakerloo Line Extension Funding Study		30,000
Nunhead Station	50,000	
<b>Total</b>	<b>2,900,000</b>	<b>2,653,563</b>

## **KEY ISSUES FOR CONSIDERATION**

11. The current balance of Strategic CIL funds available for allocation is £29,506,270.
12. In accordance with the agreed framework, it is proposed to allocate up to £1.25m towards the fit out of upper floors of the Harold Moody Health Centre on Thurlow Street. This fit out will enable Guys and St Thomas to relocate health services into the building.

13. In accordance with the agreed framework, it is proposed to allocate up to £1m towards the Bus Priority Network works along the key strategic corridor from South Circular to London Bridge. This funding would be offered as match funding for a £9m bid to TfL.
14. In accordance with the agreed framework, it is proposed to allocate a further £0.5m towards the refurbishment works to create the new Southwark Pensioners Centre. In July 2023, Cabinet agreed to allocate £1m of Strategic CIL into the refurbishment of 201-205 Camberwell Road as part of a £2m project. Due to the increases in construction prices it is now anticipated that this overall cost has now increased to £2.5m. The allocation of this additional funding will enable the construction contract to be let and the programme to be maintained.
15. A running total of Strategic CIL allocations will be maintained within Planning and Growth in order to ensure the 50% limits are not exceeded. The current running total is set out in paragraph 10 above. The Annual Infrastructure Funding Statement will set out any allocations proposed and those made.

### **Policy framework implications**

16. The allocation of Strategic CIL as proposed will support the delivery of key strategic projects.

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

#### **Community impact statement**

17. By their very nature, the projects supported by Strategic CIL such as investment in transport interchanges have a major positive impact on the community in a wide geographical area.

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

18. Section 149 of The Equality Act 2010 imposes a general equality duty on public authorities (the Public Sector Equality Duty) ("PSED") in the exercise of their functions, to have due regard to the need to:
  - Eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Equality Act 2010
  - Advance equality of opportunity between people who share a relevant protected characteristic and people who do not share it
  - Foster good relations between people who share a relevant protected characteristic and people who do not share it.
19. For the purposes of the PSED the following are "protected characteristic" considerations:
  - Age
  - Marriage and civil partnership
  - Disability
  - Gender reassignment
  - Pregnancy and maternity

- Race
  - Religion or belief
  - Sex
  - Sexual orientation.
20. The PSED duty and implications for groups with protected characteristics will be considered further as the projects are developed and delivered.
21. The investment of Strategic CIL in the manner set out above will not have an adverse impact on those with protected characteristics. For example, the additional investment in the Pensioners Centre will enhance the quality and range of services available for the elderly in the Borough.

### **Health impact statement**

22. The investment of Strategic CIL is likely to have a positive impact on health through improvements in air quality as a result of the reduction in vehicular traffic by expansion and improvement of public transport.

### **Climate change implications**

23. The proposed allocation of Strategic CIL will contribute towards the response to the climate emergency through for example investment in public transport infrastructure.

### **Resource implications**

24. The allocation of Strategic CIL is managed by resources in Planning and Growth.
25. The proposal is to allocate up to £1.25m of Strategic CIL to the fitting out of the top floor at Harold Moody Health Centre.
26. The proposal is to allocate £1m of Strategic CIL as match funding for Bus Priority works.
27. The proposal is to allocate £0.5m to the refurbishment for the Southwark Pensioners Centre.
28. These proposals can be accommodated from existing Strategic CIL balances as indicated above. Future reports will need to be brought to Cabinet to cover any further costs for later stages of the major projects.
29. Detailed work and reconciliation will be carried on an on-going basis to ensure that there are sufficient CIL finance available to fund the project against the latest expenditure projections.
30. With its origins in EU law, the Subsidy Control Act 2022 (“2022 Act”) came into force in January 2023. This 2022 Act governs how public sector organisations (like the council) can provide financial assistance to ‘enterprises’. For the purposes of the rules, financial assistance can be provided in several different ways, including direct financial awards. However, these rules do not apply to

all types of financial assistance given by public sector organisations. For the rules to apply, the financial assistance must fall under the definition of a 'subsidy' under the Act.

31. These rules have been designed to ensure that the 'subsidies' awarded by UK's public sector organisations are fairly and proportionately awarded. Thus, even where applicable there are certain rules that public sector organisations must follow to lawfully award the subsidy.
32. Officers have assessed the proposals set out in this report to ensure compliance with the subsidy control regime. Officers have concluded that the allocation of funding in the way set out in paragraphs 1 to 3 of this report is in accordance with the regulations.

### **Legal Implications**

33. See comments from the Assistant Chief Executive Governance and Assurance.

### **Consultation**

34. The individual allocations will be subject to consultation with relevant parties.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

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

35. The Council has a statutory duty to get 'best value' under section 3(1) of the Local Government Act 1999 and must make arrangements to secure continuous improvement in the way in which its functions are exercised.
36. The council has the legal power to decide what infrastructure is needed. The levy can be used to increase the capacity of existing infrastructure or to repair failing existing infrastructure, if that is necessary to support development.
37. Regulation 59(1) of the Community Infrastructure Regulations 2010 provides that: "A charging authority must apply CIL to funding the provision, improvement, replacement, operation or maintenance of infrastructure to support the development of its area." The relevant definition of infrastructure is at s.216(2) of the Planning Act 2008: "infrastructure" includes: (a) roads and other transport facilities (b) flood defences (c) schools and other educational facilities (d) medical facilities (e) sporting and recreational facilities, and (f) open spaces 35. This is a broad definition as it is an inclusive list, and not exclusive.
38. Under Regulation 59(4), any reference to applying CIL includes a reference to causing it to be applied, and includes passing CIL to another person for that person to apply to funding infrastructure.
39. The Planning Practice Guidance provides that the levy can be used to fund a wide range of infrastructure, including transport, flood defences, schools, hospitals, and other health and social care facilities. The definition of

infrastructure allows CIL to be used to fund a very broad range of facilities such as play areas, open spaces, parks and green spaces, cultural and sports facilities, healthcare facilities, academies and free schools, district heating schemes and police stations and other community safety facilities. This flexibility gives Southwark the opportunity to choose what infrastructure is needed to deliver the Southwark Plan 2022 and the London Plan 2021 i.e. the development plan. CIL may not be used to fund affordable housing.

40. Under 216 (1) of the Planning Act 2008, CIL regulations may require that CIL received in respect of development of land in an area is to be passed by the charging authority that charged the CIL to a person other than that authority.
41. Under 216 (2) of the Planning Act 2008, CIL regulations must contain provision to secure that money passed to a person in discharge of a duty under subsection (1) is used to support the development of the area to which the duty relates, or of any part of that area, by funding:
  - a) the provision, improvement, replacement, operation or maintenance of infrastructure, or
  - b) anything else that is concerned with addressing demands that development places on an area.
42. Under 216 (3) of the Planning Act 2008 a duty under subsection (1) may relate to:
  - a) the whole of a charging authority's area or the whole of the combined area of two or more charging authorities, or
  - b) part only of such an area or combined area.
43. Under 216(4) of the Planning Act 2008, CIL regulations may make provision about the persons to whom CIL may or must, or may not, be passed in discharge of a duty under subsection (1).
44. Under 216(5) of the Planning Act 2008 a duty under subsection (1) may relate:
  - a) to all CIL (if any) received in respect of the area to which the duty relates, or
  - b) such part of that CIL as is specified in, or determined under or in accordance with, CIL regulations.
45. The 2022 Act (as mentioned above) where applicable contains set rules, procedures and processes that allow public sector organisations like the council to award 'subsidies' to achieve public policy objectives.
46. For example, section 52 of the Subsidy Control Act 2022, provides that these bodies must request a report from the Competition and Markets Authority prior to giving certain types 'subsidies' or establishing applicable 'subsidy schemes'.
47. And under section 12 (1) of the Subsidy Control Act 2022, these bodies (if applicable):

- a) must consider the 'subsidy control principles' before deciding to give a 'subsidy', and
- b) must not give the 'subsidy' unless it is of the view that the subsidy is consistent with those principles.

48. The Human Rights Act 1998 imposes a duty on the council as a public authority to apply the European Convention on Human Rights, as a result the council must not act in a way which is incompatible with these rights. Such rights include (but are not limited to) Article 8 (respect for private and family life); Article 6 (right to a fair trial) and Article 1 of the First Protocol (right to peaceful enjoyment of property). Officers consider that the recommendation set out in paragraphs 1 to 3 of this report (if so approved) will not result in a breach of the provisions in the Human Rights Act 1998.

### **Strategic Director, Resources CAP25/021**

49. This report seeks approval to release £2,750,000.00 from various Strategic CIL agreements to deliver the projects outlined above in this report.
50. The Strategic Director of Resources notes the resource implications in paragraphs 24 to 32 and confirms that the council has received the related funds and they are available for the purposes outlined in this report.

### **BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Cabinet Report on Framework for Strategic Community Infrastructure Levy funding 6 <sup>th</sup> March 2024	Sustainable Growth	Neil Kirby 07984 269587
<a href="https://moderngov.southwark.gov.uk/documents/s119055/Report%20Strategic%20CIL.pdf">https://moderngov.southwark.gov.uk/documents/s119055/Report%20Strategic%20CIL.pdf</a>		
Title of document(s) Cabinet Report on Peckham Rye Station	Title of department / unit Address Sustainable Growth	Name Phone number Neil Kirby 07984 269 587
<a href="https://moderngov.southwark.gov.uk/documents/s121514/Report%20Peckham%20Rye%20station%20upgrade%20-%20CIL%20contribution%20to%20Dovedale%20Court%20entrance.pdf">https://moderngov.southwark.gov.uk/documents/s121514/Report%20Peckham%20Rye%20station%20upgrade%20-%20CIL%20contribution%20to%20Dovedale%20Court%20entrance.pdf</a>		

## APPENDICES

No.	Title
Appendix 1	Infrastructure Funding Statement 23/24 (Available on the council's website) <a href="#">Agenda for Cabinet on Tuesday 17 June 2025, 11.00 am - Southwark Council</a>

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Helen Dennis, New Homes and Sustainable Development	
<b>Lead Officer</b>	Clive Palfreyman, Strategic Director of Resources	
<b>Report Author</b>	Neil Kirby, Assistant Director Sustainable Growth	
<b>Version</b>	Final	
<b>Dated</b>	5 June 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 of Finance and Governance	Yes	Yes
<b>Cabinet Member</b>	Yes	No
<b>Date final report sent to Constitutional Team</b>		5 June 2025

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Expansion of Highshore Special School
<b>Cabinet Member:</b>	Councillor Jasmine Ali, Deputy Leader and Cabinet Member for Children, Young People, Education & Refugees
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	Not applicable

### **FOREWORD - COUNCILLOR JASMINE ALI, DEPUTY LEADER AND CABINET MEMBER FOR CHILDREN, YOUNG PEOPLE, EDUCATION AND REFUGEES**

I am delighted to bring this report to Cabinet for the expansion of Highshore Special School through the repurposing of the former Comber Grove primary school.

The following proposal sets out a positive proposal to expand Highshore Special School to meet the growing need for specialist places in the borough for children with complex learning needs.

Highshore School is a secondary education school for young people with special education needs. It is based in Camberwell and the work of the school and Head Teacher, Evelina Dimopoulou her team and students is an outstanding example of inclusive education, and the proposed expansion will ensure that more young people can benefit from its specialist curriculum and supportive environment. The proposal responds to clear evidence of rising demand for places, with families increasingly seeking high-quality, local specialist provision.

The idea is to expand Highshore through the repurposing of the former Comber Grove school that closed in August 2024. Comber Grove is just eight minutes away from the Highshore site.

This expansion supports our commitment to ensuring that children with special educational needs and disabilities (SEND) are educated in settings that meet their individual needs and are as close to home as possible. It aligns with our wider investment in SEND provision as outlined in the Southwark Inclusion Strategy.

The proposal includes capital investment to expand the school site, create additional classrooms and ensure the school's facilities remain of the highest standard. It will also ensure the school's staffing and support structures can grow sustainably alongside pupil numbers.

I want to thank the Head Teacher, Evelina Dimopoulou and the school Governors at Highshore, who have worked closely with the council to shape this proposal. It is

through partnership and long-term planning that we can deliver our ambition for inclusive education in Southwark.

In Southwark 2030, we have set our vision to revolutionise our special education needs and or disabilities service. Realising this proposed school expansion of Highshore school will be a huge benefit and will add great value to our secondary and post 16 offer to our young people with special needs and or disabilities.

## **RECOMMENDATION**

### **Recommendation for the Cabinet**

1. That the Cabinet agree to the proposals to expand the Highshore Special School to a satellite provision on the site of the former Comber Grove Primary School.

## **REASONS FOR RECOMMENDATIONS**

2. The number of pupils requiring special school places in Southwark is greater than the number of available places. This means many of our children and young people locally need to attend school in other boroughs, often involving long daily travel times that are not in the best interests of the child.
3. Highshore school is a successful local special school that has reached its pupil capacity. Expanding the school will support more children to be educated locally.

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

4. The Council has assessed the following possible options for the school going forward:

<b>Option</b>	<b>Appraisal</b>
Status quo	Not taking action would result in Highshore pupils continuing to be accommodated in less than ideal provision, and a continued need for out of borough independent provision for our children and young people.
Reduce commissioned places in line with capacity assessment	This would result in existing and potential pupils needing to secure alternate placements, whilst some could be expected to transition into mainstream school with a high level of support, it is likely that the substantial majority would need to move into out of borough independent provision.

## **POST DECISION IMPLEMENTATION**

5. If agreed the council's Children's Services and Capital Programmes teams will work with the school leadership and school community to finalise the design of the school, including the key facilities and internal environment, and will commence a programme of refurbishment to bring the existing building up to the required modern standard for its pupils.

Key Activity	Target completion date
Finalise school design in partnership with parents and young people	September 2025
Procurement of construction contractors	November 2025
Practical completion and handover	February 2027
New site available to pupils	March 2027

## BACKGROUND INFORMATION

6. The council has a statutory duty under the [Education Act 1996](#) (The Act) (amended by the [Education and Inspections Act 2006](#)) to *secure that sufficient schools for providing— (a) primary education, and (b) [secondary] education are available for their area with a view to secure diversity and increase opportunities for parental choice when planning the provision of school places in the borough.*
7. Under section 14 sub-section 6(b) of The Act this includes the requirement on the local authority to give regard to *the need for securing that special educational provision is made for pupils who have special educational needs.*
8. This duty includes matching projected demand with supply, and determining whether this demand is temporary or permanent. Based on available evidence, the authority can request schools that have the potential to expand to admit additional pupils or an additional form of entry for fixed period of time, or to expand permanently, or seek to create new provision in the area.
9. In September 2022 the Council entered into a [Dedicated Schools Grant 'Safety Valve' Agreement](#) (The Agreement) with the Department for Education (DfE). The Agreement will see the DfE releasing funding to the local authority to clear a £23 million Dedicated Schools Grant (DSG) deficit in return for the delivery of a number of conditions and associated activity to reduce High Needs Budget (HNB) spend.
10. Condition 3.3 of The Agreement requires the Council to deliver the 'Education Capital Strategy' (including the use of the High Needs Provision Capital Allocation) to develop in borough provision to meet need, provide adequate special school places and support mainstream inclusion, with a focus on ensuring provision is high quality and value for money.
11. In October 2022 the Council published its [Joint Strategic Needs Assessment \(JSNA\) for Children & Young People with Special Educational Needs & Disabilities](#). The JSNA identified Southwark as the 3rd highest borough across London for the prevalence of Special Educational Needs and Disabilities (SEND) in the child population.

12. In November 2022 a new [Special Educational Needs and Disabilities \(SEND\) Strategy](#) was published which identified increasing demand for specialist provision in the Borough, which has put pressure on the number of commissioned places available in maintained special provision and has meant an increase in the number of children and young people needing to access specialist provision out of the borough, and in Independent Special Schools. The first priority of the new strategy is to improve local provision for children and young people with complex and multiple needs.
13. [The Southwark 2030 strategy](#) sets a further commitment of the council to deliver a good start in life for all our children and young people, including those with additional needs and reducing inequality impacting on outcomes for those children and young people.
14. Highshore School is a secondary school with an additional sixth form provision, supporting children and young people from Key Stage 3 to Key Stage 5. The school was designed to accommodate 90 pupils and is currently commissioned to provide 152 places. The school currently has 156 pupils on its school roll (as at September 2024) but is profiled to rise to 166 in just this year.
15. The school is mixed gender community special school situated in Camberwell in the Camberwell Green ward. The school is registered with the Department for Education (DfE) to support children with a range of needs, including;
  - Specific learning difficulty
  - Visual impairment
  - Other difficulty/disability
  - Hearing impairment
  - Speech, language and communication
  - Autistic spectrum condition (ASC)
  - Multi-sensory impairment
  - Physical disability
  - Moderate learning difficulty
  - Severe learning difficulty
  - Profound and multiple learning difficulty.
16. The primary cohort of children in the school are those with ASC, with comorbidities of the broader range of needs above.

17. Due to existing and forecast increases in demand it is proposed to consult on the expansion of the school to a satellite site for the following reasons;
- the school itself is becoming oversubscribed
  - to increase capacity within the borough to reduce the need for children to be placed in special provision outside of Southwark.
18. The proposed expansion of the school is a 'prescribed alternation' under the [Statutory guidance for proposers and decision makers: Making significant changes to maintained schools](#).

### **KEY ISSUES FOR CONSIDERATION**

19. The council is committed to supporting, where possible, permanent expansions and the development of our existing high quality provision where viable rather than the creation of new schools. Building on existing strong relationships of our schools with the authority and the community. With all of Southwark's special secondary schools rated good or outstanding by Ofsted and consistently identified as having strong and committed leadership, the opportunities to expand further and develop more local need is clear.
20. In addition, the recent successful delivery of the Keeping Education Strong Strategy to manage falling school rolls in mainstream provision has released a number of education sites which can be readily repurposed into new special provision.

### **Approach to special pupil place planning**

21. Southwark's pupil place planning is based on Greater London Authority (GLA) projections which are commissioned by Southwark and most London boroughs. These are informed mainly by current school rolls, birth rates, underlying population projections, migration, and new housing developments.
22. The DfE requires local authorities to complete the School Capacity Survey (SCAP) on an annual basis. The SCAP takes place each year in June and July and collects information on:
- Primary and secondary, capacity for the current academic year
  - mainstream primary pupil number forecasts for the next 5 academic years
  - mainstream secondary pupil number forecasts for the next 7 academic years
  - plans for changes to the number of primary and secondary mainstream places for the next 3 academic years
23. In May 2023 the DfE amended the SCAP to include details on specialist provision for the first time. Under the new guidance local authorities have

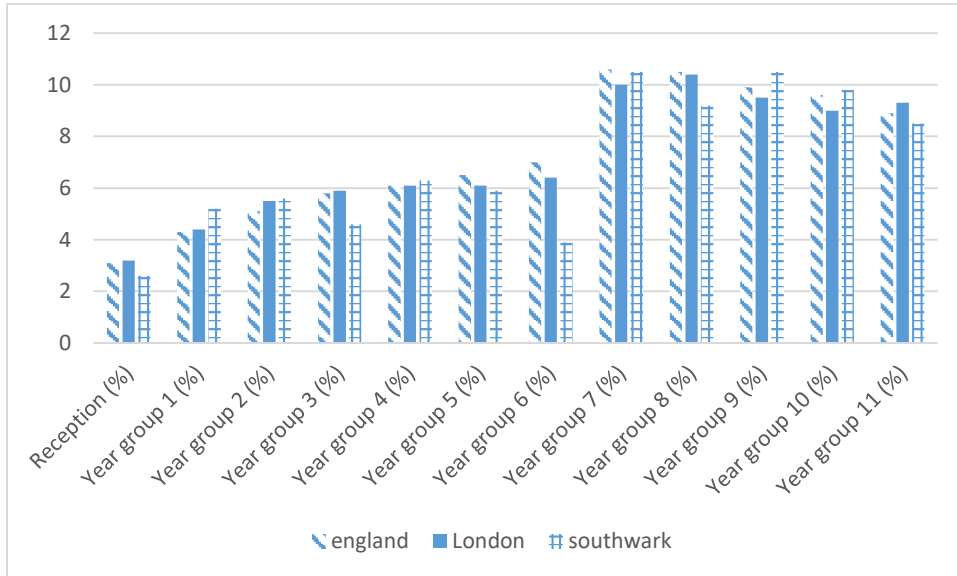
been required to report additionally on:

- specialist provision capacity for the current academic year
- pupil number forecasts for primary specialist placements for the next 5 academic years
- pupil number forecasts for secondary specialist placements for the next 7 academic years
- Special school forecasts are broken down by the type of provision pupils are expected to attend across four categories:
- SEN units & resourced provision in mainstream schools
- State-funded special schools (LA-maintained schools, special academies, non-maintained special schools<sup>1</sup>)
- Independent schools (independent schools and independent special schools)
- Alternative provision (PRUs, AP academies and any other AP)

24. The methodology and expectations for special provision planning from the DfE recognises the significant complexities in forecasting demand and provision for SEND pupils. In particular the interrelationship with wider programmes and activity to promote inclusion of pupils in mainstream schools; the impact of opening new local specialist provision on the proportion of pupils educated through independent provision; and local measures focussed on earlier intervention to prevent escalations in need. All of these moveable considerations, coupled with the dynamic nature of children's individual needs, means a high degree of analysis and care is required before any firm commitments for the development of specialist provision are brought forward. This is to ensure there is no risk of over provision or adversely impacting other strategic intentions, such as promoting increasing inclusion in mainstream provision.

### **Special place capacity - secondary**

25. It is well established locally, regionally and nationally that higher proportions of secondary age pupils are in special education provision (Figure 1). This is commensurate with evidence that shows the mitigating actions and inclusive provision that can be mobilised around primary age pupils, such as resource bases, is less applicable in a secondary setting where the demands of mainstream curriculum become less conducive to the additional support needs of some pupils with complex difficulties.

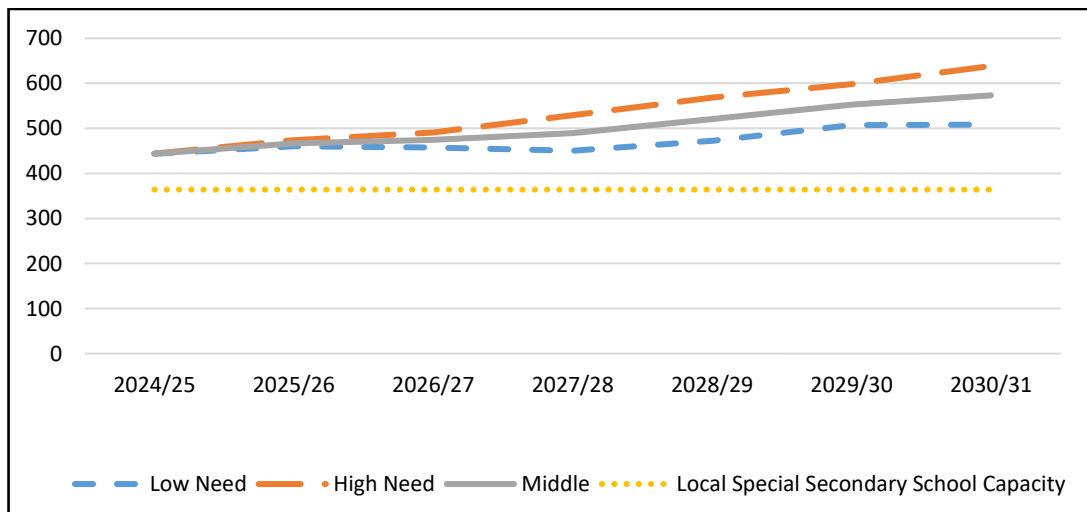


**Figure 1: Percentage of pupils in special education provision by year group**

26. Growth modelling has been undertaken to provide assurance on our forecasting for secondary special place demand in the borough. This has been predicated on three weighted scenarios:

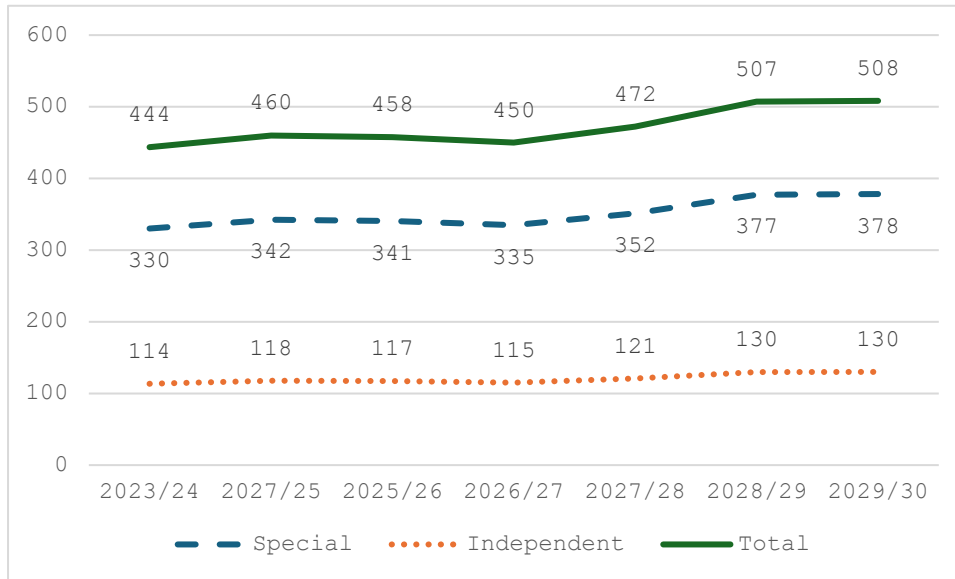
- *‘Low demand scenario’* – weighting forecasting on continuing falling pupil rolls and high estimations of success in supporting more children to remain in mainstream provision.
- *‘High demand scenario’* – weighting forecasting towards the previous 5-year trend of significant increases in demand for special school places, and a lower impact of falling pupils rolls.
- *‘Middle scenario’* – a measured central position between the two scenarios.

27. In all modelling forecasting suggests a continued increase in need for special school secondary places, and a gap in capacity of between 39% and 75% by 2031 (figure 2).



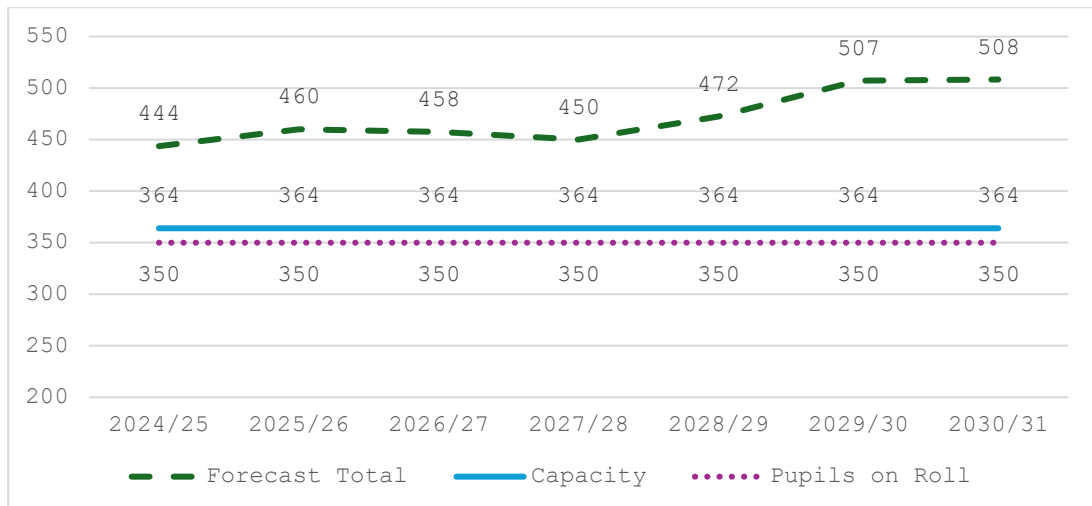
**Figure 2: Special Place Forecasting – Southwark Secondary Pupils**

28. Even at the most conservative modelling it is forecast that demand for secondary age special provision will see a continued increase in the coming years (Figure 3).



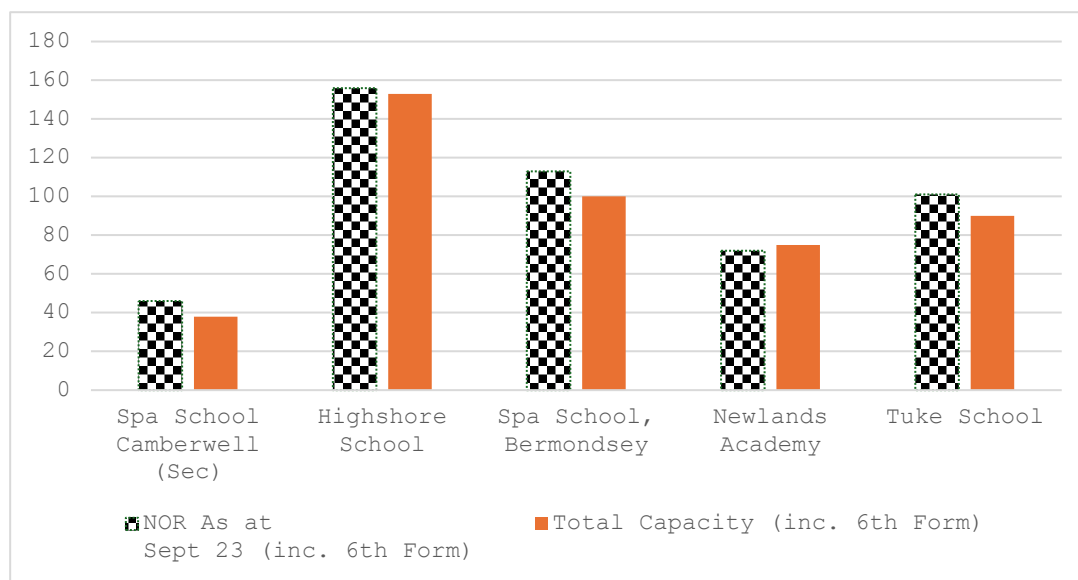
**Figure 3: Special Place Forecasting – Southwark Secondary Pupils**

29. It is recognised that there will always be a smaller cohort of children with additional needs who require very specific support that can only be provided in independent specialist provision. However, the strategic intention of the council is to increase local capacity to make more places available to those pupils currently in independent provision who can realistically be educated in our local special schools. There is currently an estimated 20% gap in available local places for all secondary pupils requiring a special school place, forecast to rise to 40% by 2030 (figure 4). Discounting the smaller cohort who will require independent placements, this still leaves a significant gap in local capacity.



**Figure 4: Special Place Forecasting – Secondary Pupils vs capacity**

30. There are five special schools in Southwark for secondary pupils. All but one of which is currently accommodating more pupils than its commissioned capacity, that being Newlands Academy (figure 5).



**Figure 5: Secondary Special Schools Pupils on Numbers on Roll (NOR) vs Commissioned Capacity**

31. However, there are specific concerns in relation to the number of currently commissioned places at Highshore School, which as noted above was built to accommodate 90 pupils but is currently housing 156.
32. To fully inform investment proposals a detailed capacity study of the current Highshore school site was commissioned. The original school was designed and continues to be commissioned to [BB102 standards](#) (government standards for designing for disabled children and children with special educational needs - published in 2014.) The BB102 area space standards were withdrawn in 2018 and replaced by the [new BB104 standards](#). The BB104 sets higher per pupil space standards than previous.
33. The current school site is a mix of some areas that are generous and some that are deficient in area against the new standards, the latter mainly because of the significant increase in numbers of roll.
34. The current school, when considered against BB104 recommended space, is within the minimum acceptable range for its existing numbers (155) but not the immediate profiled increase (166), and is below the median range, and is also below the common arrangement for best practice commensurate with the needs of its pupils. The school currently support some very complex pupils but does not have enough learners with the most complex needs that would put it into the higher area category required for non-ambulant pupils but there is a small proportion of pupils on site with these needs. The school supports children with higher presenting need and therefore the capacity evaluation confirms that the school should sit within the median to higher space range.

35. Whilst the school currently supports a mixed cohort of needs, the strategic intentions of the authority are to support more children with lower needs to stay in or return to mainstream schools, releasing special school capacity to accommodate more highly complex children. This means future arrangements in our special schools will tend towards a lower pupil to space ratio than is currently being provided.
36. The capacity assessment suggests that the school should accommodate no more than 136 pupils based on the new space standards, and if supporting an increasingly complex cohort of pupils previously either in or likely to need independent provision then the school has space for approximately 99 pupils against the current space standards.
37. This means that the school is already oversubscribed to ensure the best quality education for all pupils, and with continuing increases in demand this will only be exacerbated and likely lead to even more high cost out of borough independent placements.
38. The Council has assessed the following possible options for the school going forward:

<b>Option</b>	<b>Appraisal</b>
Status quo	Not taking action would result in Highshore pupils continuing to be accommodated in less than ideal provision, and a continued need for out of borough independent provision for our children and young people.
Reduce commissioned places in line with capacity assessment	This would result in existing and potential pupils needing to secure alternate placements, whilst some could be expected to transition into mainstream school with a high level of support, it is likely that the substantial majority would need to move into out of borough independent provision.
Expand provision into a satellite site	This is the preferred option and would allow for both the release of capacity within the existing site to adapt the school to provide a higher quality of accommodation for its pupils, whilst also increasing overall capacity in the borough meaning less demand for expensive out of borough placements.

39. After consideration of the above options for Highshore, the recommendation is to expand the school to a satellite site, the former Comber Grove primary school site.
40. Proximity is an important factor in efficient and value for money operation of multi-site education facilities and the former Comber Grove site is seen as the ideal opportunity for expansion of Highshore School being less than 300m as the crow flies or an approximately 8-minute walk. The location of the schools are outlined in Appendix 1. This ensures easy oversight and on hand support of school leadership and staff across both sites.

41. Additionally, the Comber Grove sites proximity presents a positive option for minimising disruption to pupils and families in terms of travel arrangements and meets two tests set within statutory guidance to be considered for satellite expansion, being:
- Will facilities across the 2 sites be used (e.g. sharing of the facilities and resources available at the 2 sites, such as playing fields)?
  - Is the new site in an area that is easily accessible to the community that the current school serves?
42. A feasibility study for the Comber Grove site has been completed to inform these proposals and estimates the site as being able to accommodate between 60-70 pupils. Which will accommodate the short to medium term expected increase in Highshore’s forecast pupils, together with continuing work to ensure only those pupils most in need are educated in our special provision. We can anticipate the expansion will also deliver on our strategic intentions to reduce our use of high cost out of borough independent placements.

### **Policy framework implications**

43. Southwark Council’s ‘Fairer, Greener, Safer Delivery Plan 2022 – 2026’ restates the Council’s long-term commitment to ensuring our schools are high quality and inclusive. Expanding our existing ‘Good’ special schools through a collaborative process between our wider education system leaders and the local authority is a strong example of delivering on those aims.
44. The Southwark 2030 strategy sets the ambition to reduce inequality and ensure that our most vulnerable children and young people are given the best opportunity of a good start in life. Ensuring more of our children are educated locally and in the highest quality environment is a significant step towards delivering on our commitment.
45. The statutory process to undertake ‘prescribed alterations’ to a maintained school is set out in the DfE’s statutory guidance document making significant changes (‘prescribed alterations’) to maintained schools – October 2024. The process includes five stages as follows:
- Stage one – Publication (statutory proposal/notice)
  - Stage two – Representation (formal consultation) minimum 4 weeks
  - Stage three – Decision
  - Stage four – Referral (if applicable)
  - Stage five – Implementation
46. Stage one was completed with the publication of statutory proposals on 7 April 2025.
47. Stage two, statutory representation period, was conducted between 7 April 2025 and 5 May 2025. The outcome and details of the formal consultation are set out in the consultation section below.

48. Stage three of the statutory process, and the council's constitution, reserves the final decision making on these proposal to the council's Cabinet.
49. In line with statutory guidance, if the cabinet does not make a decision on the proposals within 2 months of the expiry of the representation period (5 July 2025), the matter would then be referred to the Office of the Schools Adjudicator (OSA) for a final decision.
50. The following bodies have the right to have the decision referred to the OSA independent of the local authority after the cabinet decision is taken
- The Diocesan Board of Education of any C of E Diocese in the relevant area.
  - The Bishop of any Roman Catholic Church in the relevant area.
- This would be stage four if any referral is made within 4 weeks of the cabinet decision.
51. Stage five is implementation, whilst there is no prescribed timescale for implementation, the statutory notice provides the estimated timescale for delivery.

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

### **Community impact statement**

52. The [Public Sector Equality Duty](#), Section 149 of the [Equality Act 2010](#), requires public bodies to consider all individuals when carrying out their day-to-day work - in shaping policy, delivering services and as an employer. Public bodies need to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between people with protected characteristics and those with none when carrying out their activities.
53. An Equality Impact and Needs Assessment (EINA) has been completed and is attached at Appendix 5. The statutory guidance requires the cabinet to consider the impact of this proposal on local integration and community cohesion objectives when they are taking a decision.

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

54. The council is committed to ensuring equality is an integral part of our daily business. "Protected characteristics" are the grounds upon which discrimination is unlawful - these are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
55. As noted above an EINA has been completed informed by the consultation activity and is attached to this report.

### **Health impact statement**

56. Ensuring a sufficiency of provision for children with special educational needs and disabilities in the local area will have a positive impact on the health of our pupils, with reductions in travel times for some pupils and ensuring that more pupils are able to access provision that is able to meet their health and care needs as well as their education needs.

### **Climate change implications**

57. The Council has committed to considering the climate change implications of any decisions made. As a part of the proposals to adapt and invest capital funds into the new premises for the school, programmes will include modernising the energy efficiency and carbon footprint of the site.
58. Increasing local capacity in specialist provision will also reduce the number and distance travelled to attend school for a number of pupils, reducing emissions from car, taxi and bus journeys.

### **Resource implications**

59. Insufficient local special school capacity leads to pressure on the dedicated schools grant due to the reliance on high cost out of borough independent specialist placements for children who could otherwise be educated in local provision.
60. Additionally, the use of out of borough placements places a pressure on the council's revenue budget due to the requirement to provide home to school transport for these pupils. More in borough placements will also lead to decreases in these costs.
61. The proposals are to re-purpose a recently vacated school site making best use of the council's assets to meet the needs of our communities. Re-purposing the school site removes any risk of the Secretary of States powers to direct the use of unused school premises to be used for a new free school being invoked. Removing the risk of any loss of assets to the council.

### **Legal implications**

62. The Council's general duty in relation to securing sufficient school places in its area, and its functions in relation to making alterations to its existing maintained schools, is described in the body of the report.

### **Financial implications**

63. The council is in receipt of the High Needs Provision Capital Allocation which is a dedicated grant from the DfE to be used for investment in the expansion and positive adaptation of specialist provision. The current allocation contains sufficient funds to deliver the proposed works without the need for further borrowing. As such there will be no requirement to secure additional capital funding from the council.

64. Of the High Needs Provision Capital Allocation income, £12m has been set aside in the Children's Capital Programme for these works.

### Consultation

65. The council undertook stage one of the statutory process as outlined in paragraph 47.
66. It is a statutory requirement for the council to consult any parties they think appropriate in consideration of its proposals. The formal representation period took place across the required 4-week period. The consultation was undertaken by:
- Placing the statutory notice and proposal documentation on the school and council websites
  - Publication of the statutory notice in a local newspaper alongside press coverage of the proposals
  - Publication in the school's weekly email newsletter
  - A direct email to all parents of children currently attending the school
  - An email to all stakeholder groups, including
    - Ward Members and local MPs
    - All Southwark school heads and chairs of governors
    - The Directors of Children's Services of all neighbouring local authorities and all peer authorities with children attending the school
    - The Southwark Diocesan Board of Education and the Catholic Diocese
  - An online consultation hosted on the council's consultation hub
  - A publicised email and postal address for comments
  - An in-person consultation event held at the school
  - A virtual consultation event
67. The consultation documents made publicly available and distributed directly to all stakeholders listed above are attached in appendix 2 – 4.
68. 30 written responses were received for the consultation, 28 of which (93%) supported the expansion of the school, 2 (7%) were unsure. No respondents opposed the expansion of the school. 4 parents attended the in-person consultation event and 5 attended the virtual event. All attendees at both events were supportive of the proposals to expand the school.
69. An overview of comments provided is included below:

Points raised	LA comment
Creating more local provision for children with special needs is important, an additional site offers more space for a wider range of resources to be available to children with special needs.	No comment
I am concerned about the impact on other special schools.	All Southwark special schools have been engaged in the development of our strategic plan for expansion, and

Points raised	LA comment
	have not noted any concerns about these specific proposals. Our special schools broadly support differing cohorts of children, and are unlikely to be negatively impacted by these plans.
I am happy for the expansion providing extra staff, helpers, teachers and resources are made available to support this.	Special school are funded in line with the commissioned and pupil numbers, as such the funding available to the school will increase in line with its pupil numbers. The expansion is not therefore reliant on the existing school budget.
It is needed as they are not many specialist school spaces for children with EHCPs in secondary locally.	No comment
This expansion will be great for the school community. Not only will it give Southwark extra spaces for children to attend Highshore, it will mean a bespoke site for 6th form which will much better support student transition to adulthood. Highshore is already over capacity and over subscribed for good reason. Highshore is committed to the education of its young people and this additional capacity will mean it is better able to manage the needs of all its students, whether that means different needs can be placed together or a bespoke site for post 16 which will be able to focus on life skills, employability and preparation for adulthood.	No comment
To me, as a parent of children with special needs there are no negatives. We need more options, more spaces and better choices for our SEND children.	No comment
Urgently, important things happen	No comment
While it is great to hear that Comber Grove will be re-purposed, 5- 7 million pounds to refurbish a school offering only 60-70 new specialist places for pupils in Southwark does not seem impactful nor sensible. There is a lack of attention given to early intervention and therefore I wonder whether the building would be best repurposed to offer primary specialist school placements?	The council's SEND Strategy recognizes both the need to expand secondary special provision whilst at the same time focusing on early intervention. A programme of activity is taking place in parallel to increase the offer of early support for SEND children.  Other proposals are being consulted upon separately with a view to the expansion of primary specialist places.

Points raised	LA comment
<p>If there are SEND specialist resources or facilities would they be open or accessible in school holidays to maximise use of the space/resources for children e.g. short breaks or for VCS to deliver holiday schemes from.</p> <p>Could the buildings be open to more community use</p>	<p>Following the mobilisation and familiarization period with the new facility, the school leadership have agreed to explore the opportunity for wider community use of the facilities, in particularly during school holidays. These considerations will be taken forward in the design activity.</p>
<p>Question about whether there will be access issues for school buses</p>	<p>The initial design study has considered the safety arrangements for school drop off and collection, and any potential impact on the local area. The study suggests the site is able to accommodate safe and non-disruptive arrangements.</p>
<p>This is a fantastic opportunity for Highshore, Southwark and young people with SEN to have a facility to really push them to prepare for adulthood as much as possible. Moving to this site, which is still part of Highshore and still supported will help them prepare for the transitions beyond school.</p>	<p>No comment</p>

70. Based on the consultation responses provided it is recommended that the planned expansion proceeds, and as noted above, the school community are actively engaged in the full design of the new facility.

71. No representations were received from neighbouring councils, the Southwark Diocesan Board of Education or the Catholic Diocese.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Assistant Chief Executive, Governance and Assurance (NM 4/6/25)**

72. The legal implications of the proposal are contained within the body of the report.

### **Strategic Director, Resources**

73. The Strategic Director notes the contents of this report, particularly the items contained in the Financial Implications section. The contents of this report does not require any additional funding from the Council.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
<a href="#">Making significant changes ('prescribed alterations') to maintained schools - Statutory guidance for proposers and decision-makers, DfE January 2023</a>	Children Services Directorate, Children and Adult Services, 4th Floor, 160 Tooley Street, London, SE1 2QH	Michael Crowe 02075255000

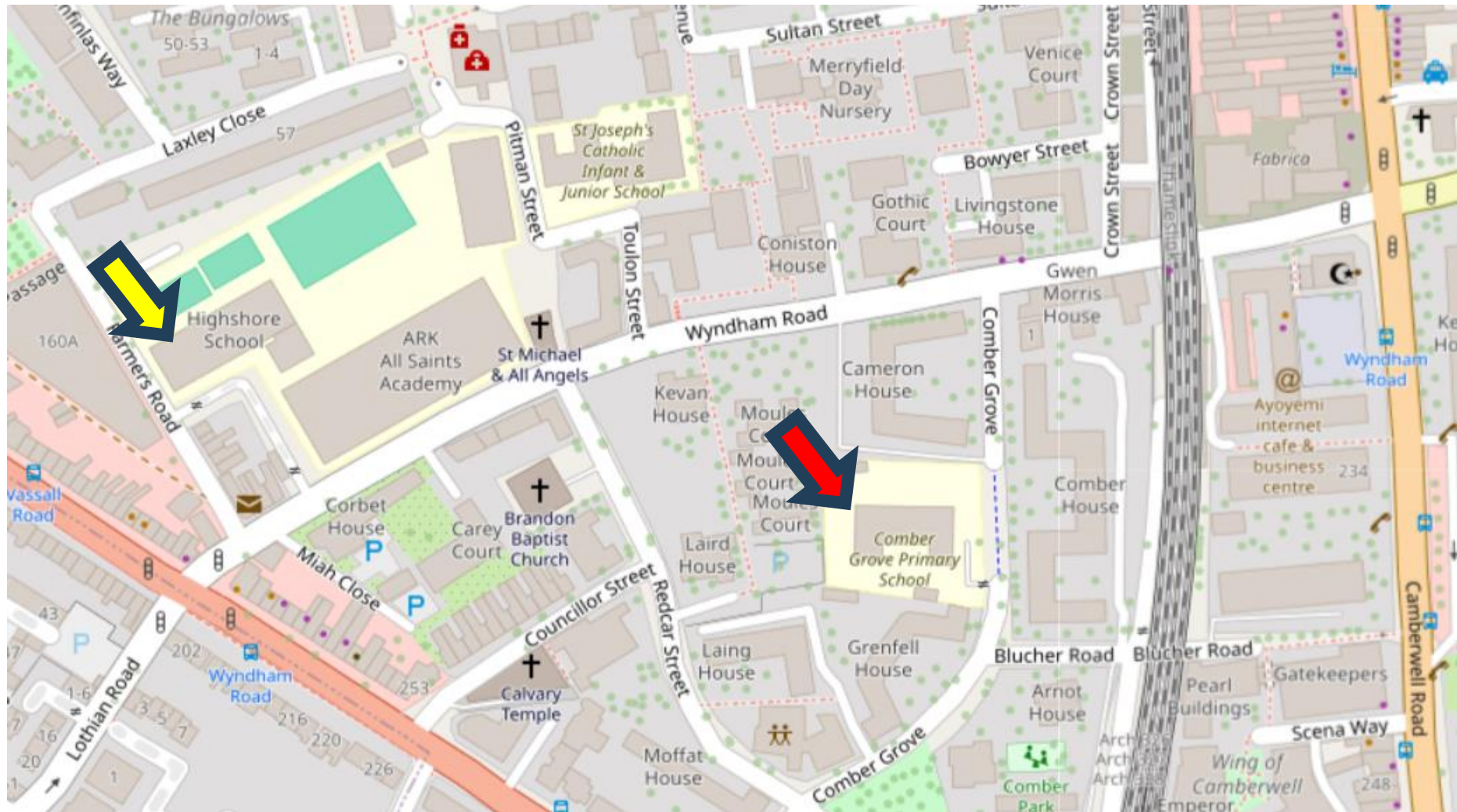
## APPENDICES

No.	Title
Appendix 1	Map showing the locations of the Highshore School and Comber Grove Site
Appendix 2	Statutory Notice
Appendix 3	Statutory Proposals
Appendix 4	Easy Read Proposal Presentation
Appendix 5	Equality Impact and Needs Assessment

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Jasmine Ali, Deputy Leader and Cabinet Member for Children, Young People, Education and Refugees	
<b>Lead Officer</b>	David Quirke-Thornton, Strategic Director of Children and Adult Services	
<b>Report Author</b>	Michael Crowe, Assistant Director Transformation & Operations (Children's Services)	
<b>Version</b>	Final	
<b>Dated</b>	4 June 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>	4 June 2025	

**APPENDIX ONE – LOCATION OF HIGHSHORE SCHOOL (YELLOW ARROW) AND COMBER GROVE SITE (RED ARROW)**





## **Statutory Notice**

### **Proposal to expand the Highshore School into a satellite provision, that will occupy the whole of the recently closed Comber Grove Primary School site.**

Southwark Council publishes these proposals under section 19(1) of the Education and Inspections Act 2006 and having regard to the DfE guidance 'Making significant changes ('prescribed alterations') to maintained schools - Statutory guidance for proposers and decision makers October 2024.

The proposal in this notice is to expand the Highshore School into a satellite provision, that will occupy the whole of the recently closed Comber Grove Primary School from a provisional date of September 2026.

These proposals would see:

- The expansion of the Highshore School to a two-site specialist provision.
- The creation of approximately 60-70 new specialist places for pupils at Highshore school.
- Investment into the renovation and refurbishment of the Comber Grove school buildings and site to meet the needs of Highshore school pupils.
- More local specialist places meaning more parental choice.

The proposals to expand Highshore School was published on 7 April 2025. Within four weeks from the date of publication of this proposal, any person may object to or make comments on the proposal by visiting <https://engage.southwark.gov.uk/en-GB/projects/highshore-expansion>, by emailing [schoolcapitalprojects@southwark.gov.uk](mailto:schoolcapitalprojects@southwark.gov.uk) or by writing to: Education Capital Team, Hub 1, 4<sup>th</sup> Floor, Southwark Council, 160 Tooley Street, SE1 2TZ.

The closing date for receipt of responses to the representation period is 5 May 2025 at 5pm. The Council's Cabinet will meet after the end of the representation period, in June 2025, to take the final decision on the proposal in this notice.

This notice is an extract from the complete proposal. Copies of the complete proposal can be viewed at [engage.southwark.gov.uk/en-GB/projects/highshore-expansion](https://engage.southwark.gov.uk/en-GB/projects/highshore-expansion). If you require a paper copy of this, please contact us via email at [schoolcapitalprojects@southwark.gov.uk](mailto:schoolcapitalprojects@southwark.gov.uk) or by writing to: Education Capital Team, Hub 1, 4<sup>th</sup> Floor, Southwark Council, 160 Tooley Street, SE1 2TZ

Michael Crowe

A handwritten signature in black ink, appearing to read "Michael Crowe".

Assistant Director – Transformation & Operations (Children's Services)

Publication Date: 7 April 2025



## Statutory Notice

**Full Statutory Proposal to expand the Highshore School into a satellite provision, that will occupy the whole of the recently closed Comber Grove Primary School site.**

### **1. Contact details (name and address of the proposer):**

Southwark Council  
 160 Tooley Street  
 London  
 SE1 2TZ  
 Tel: 0207 525 5000  
 Email: [schoolcapitalprojects@southwark.gov.uk](mailto:schoolcapitalprojects@southwark.gov.uk)

### **1a. Name, address and category of school proposed for expansion**

Highshore School (Community special school)  
 135 Farmer Road,  
 London  
 SE5 0TW  
 Tel: 0207 708 6790  
 Email: [office@highshore.southwark.sch.uk](mailto:office@highshore.southwark.sch.uk)

### **1b. Address of the proposed expansion satellite site**

Former Comber Grove School  
 Comber Grove  
 London  
 SE5 0LQ

## **2. The proposal**

**Date on which it is proposed to expand the school: 1 September 2026**

It is proposed to expand the Highshore School into a satellite provision, that will occupy the whole of the recently closed Comber Grove Primary School from a provisional date of September 2026.

These proposals would see:

- The expansion of the Highshore School to a two-site specialist provision.
- The creation of approximately 60-70 new specialist places for pupils at Highshore school.
- Investment into the renovation and refurbishment of the Comber Grove school buildings and site to meet the needs of Highshore school pupils.
- More local specialist places meaning more parental choice.

Different options for how the new site could be designed for pupils include:

- As a **Dedicated Post 16 Provision** – This would be establishing a dedicated site specifically for all the school's post-16 pupils, incorporating specialised facilities and accessibility features. This would mean relocating existing 6<sup>th</sup> form classes from the main Highshore site to the new school, creating more Key Stage 3 & 4 spaces at the existing site and increasing the number of 6<sup>th</sup> form places in the new site.
- As an **integrated Secondary and Post 16 Space** – This would create a flexible space that can support both Secondary and post 16 pupils, allowing for shared resources and facilities. This might mean that rather than using the two sites for different age groups, instead they would be being used to support groups of children with different types of needs. This would mean the two buildings might have slightly different designs so that the arrangements are more focussed on children's specific needs.

Overall, on both options would create the approximately 60 – 70 new specialist places across all key stages, and these are subject to consultation with the community on these proposals.

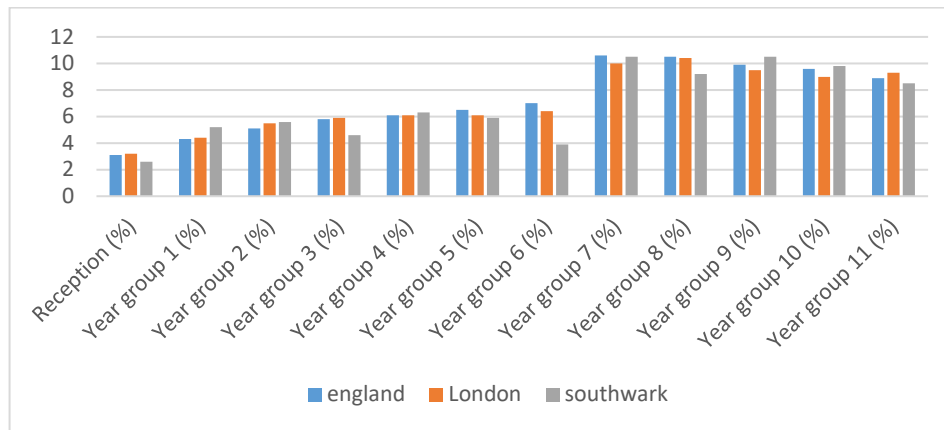
### 3. Rationale

The council is committed to supporting, where possible, permanent expansions and the development of our existing high-quality provision where viable rather than the creation of new schools. Building on existing strong relationships of our schools with the authority and the community. With all of Southwark's special secondary schools rated good or outstanding by Ofsted and consistently identified as having strong and committed leadership, the opportunities to expand further and develop more local need is clear.

In addition, the recent successful delivery of the Keeping Education Strong Strategy to manage falling school rolls in mainstream provision has released a number of education sites which can be readily repurposed into new special provision.

#### **Special place capacity - secondary**

It is well established locally, regionally and nationally that higher proportions of secondary age pupils are in special education provision (Figure 1). This is commensurate with evidence that shows the mitigating actions and inclusive provision that can be mobilised around primary age pupils, such as resource bases, is less applicable in a secondary setting where the demands of mainstream curriculum become less conducive to the additional support needs of some pupils with complex difficulties.

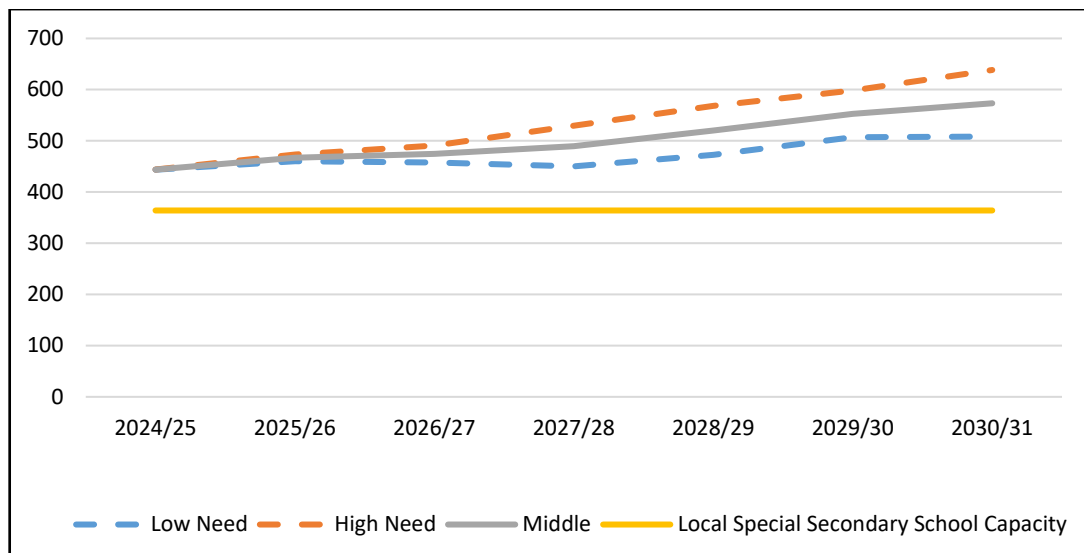


**Figure 1: Percentage of pupils in special education provision by year group**

Growth modelling has been undertaken to provide assurance on our forecasting for secondary special place demand in the borough. This has been predicated on three weighted scenarios:

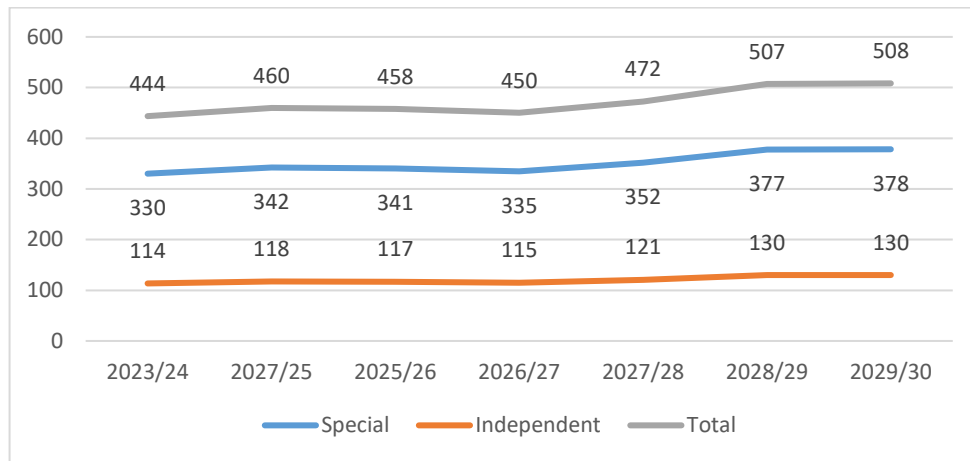
- *'Low need scenario'* – weighting forecasting on continuing falling pupil rolls and high estimations of success in supporting more children to remain in mainstream provision.
- *'High need scenario'* – weighting forecasting towards the previous 5-year trend of significant increases in demand for special school places, and a lower impact of falling pupils rolls.
- *'Middle scenario'* – a measured central position between the two scenarios.

In all modelling forecasting suggests a continued increase in need for special school secondary places, and a gap in capacity of between 39% and 75% by 2031 (figure 2).



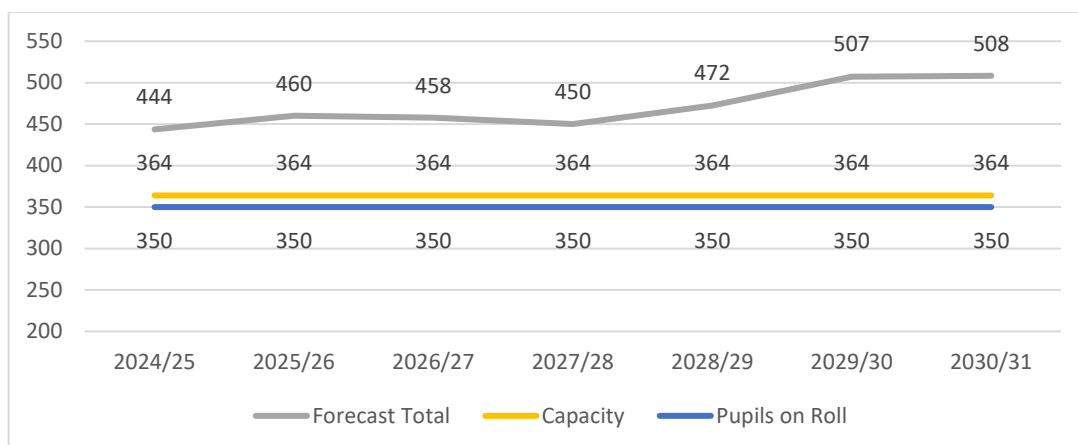
**Figure 2: Special Place Forecasting – Southwark Secondary Pupils**

Even at the most conservative modelling whilst it is anticipated that the demand for primary special provision will remain relatively stable over the next 3-5 years as inclusive provision is strengthened across the borough, it is forecast that demand for secondary age special provision will see a continued increase (Figure 3).



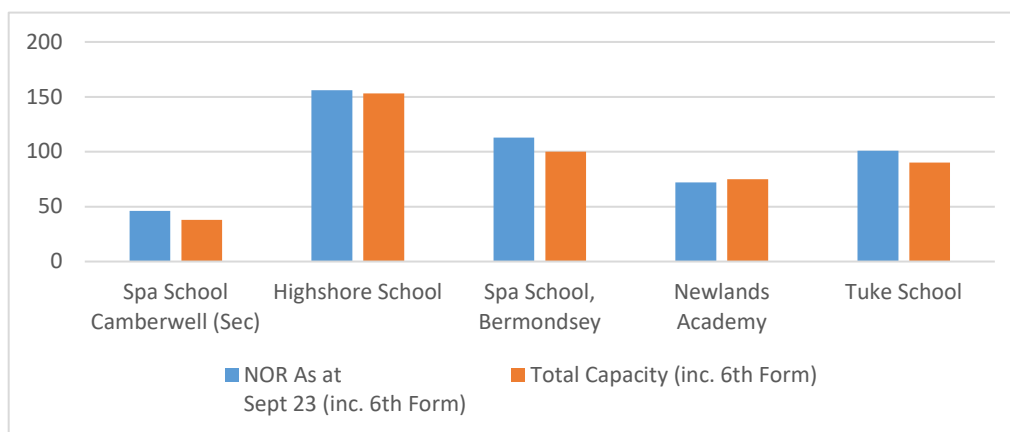
**Figure 3: Special Place Forecasting – Southwark Secondary Pupils**

It is recognised that there will always be a smaller cohort of children with additional needs who require very specific support that can only be provided in independent specialist provision. However, the strategic intention of the council is to increase local capacity to make more places available to those pupils currently in independent provision who can realistically be educated in our local special schools. There is currently an estimated 20% gap in available local places for all secondary pupils requiring a special school place, forecast to rise to 40% by 2030 (figure 4). Discounting the smaller cohort who will require independent placements, this still leaves a significant gap in local capacity.



**Figure 4: Special Place Forecasting – Secondary Pupils vs capacity**

There are five special schools in Southwark for secondary pupils. All but one of which is currently accommodating more pupils than its commissioned capacity, that being Newlands Academy (figure 5).



**Figure 5: Secondary Special Schools Pupils on Numbers on Roll (NOR) vs Commissioned Capacity**

Highshore School is a secondary school with an additional sixth form provision, supporting children and young people from Key Stage 3 to Key Stage 5. The school was designed to accommodate 90 pupils and is currently commissioned to provide 152 places. The school currently has 168 pupils on its school roll.

The school is mixed gender community special school situated in Camberwell in the Camberwell Green ward. The school is registered with the Department for Education (DfE) to support children with a range of needs, including;

- Specific learning difficulty
- Visual impairment
- Other difficulty/disability
- Hearing impairment
- Speech, language and communication
- Autistic spectrum condition
- Multi-sensory impairment
- Physical disability
- Moderate learning difficulty
- Severe learning difficulty
- Profound and multiple learning difficulty.

The primary cohort of children in the school are those with ASC, with comorbidities of the broader range of needs above.

Based on the existing gap in local places and the breadth of support offered through the school, a proposal has been developed to expand the school to a satellite site.

Comber Grove Primary School closed in August 2024 due to falling pupil numbers it is just an 8-minute walk away from the current Highshore School, meaning the two sites will be able to share resources and staff, and offer a really strong integrated offer for pupils. The closeness of the two schools will also mean travel arrangements and routes for pupils will be very similar.

Comber Grove is an old Victorian school which will need investment to make it a fully modern specialist school. Detailed feasibility studies have been undertaken on both possible design options for the school, which provide estimate costs of £5m - 7m. These costs will be met by the council's high needs capital allocation, provided by government.

Insufficient local special school capacity leads to pressure on the dedicated schools grant due to the reliance on high cost out of borough independent specialist placements for children who could otherwise be educated in local provision.

Additionally, the use of out of borough placements places a pressure on the council's revenue budget due to the requirement to provide home to school transport for these pupils. More in borough placements will also lead to decreases in these costs.

The proposals will deliver long term value for money in reduce costs for pupil places and transport costs.

#### **4. Impact on other educational institutions within the area**

Due to the existing gap in available provision locally the council does not consider that these proposals will have a negative impact on any other local educational institutions within the area, and will positively support pupils to be educated closer to home.

As a part of developing these proposals there has been open discussion with the community of schools in Southwark.

#### **5. Implementation Plan**

This consultation will be open for 4-weeks until the 5<sup>th</sup> May 2025.

A proposal will be presented to the Council's Cabinet on 17<sup>th</sup> June 2025 for a final decision.

If agreed the council and school will work in partnership with the school community to finalise the designs for the school

From Summer 2025 until Summer 2026 work will happen at Comber Grove to refurbish and renovate the school

Subject to any programme delivery issues the new school site is proposed to open for September 2026.

#### **6. Procedure for making representations (support, objections and comments)**

Within four weeks from the date of publication of this proposal, any person may make representations to support, object to, or comment on the proposal by visiting [engage.southwark.gov.uk/en-GB/projects/highshore-expansion](https://engage.southwark.gov.uk/en-GB/projects/highshore-expansion), by emailing [schoolcapitalprojects@southwark.gov.uk](mailto:schoolcapitalprojects@southwark.gov.uk) or by writing to: Education Capital Team, Hub 1, 4th Floor, Southwark Council, 160 Tooley Street, SE1 2TZ.

The closing date for receipt of responses to the representation period is 5 May 2025 at 5pm.

If you require this document in a different format, please email [schoolcapitalprojects@southwark.gov.uk](mailto:schoolcapitalprojects@southwark.gov.uk)

# Consultation Document: Highshore School Expansion

April 2025



# Contents of this document

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# What is the consultation about?

Highshore School is mixed gender special secondary school supporting children with a range of types of need.

The school is currently supporting more pupils than it was originally designed to, and its pupil numbers are expected to continue to grow.

A plan has been developed to expand the school into a satellite provision which will occupy the whole of the former Comber Grove Primary school site.

We want to know what you think about these plans, if you support them, if you have any concerns, and what we can do to work together to get the right schools for all pupils in Southwark.



# A word from the Headteacher

*We know that there are more and more children across Southwark who need the kind of support that only our special schools can provide.*

*At Highshore we're proud of all our pupils, and the supporting and caring environment and education that we provide for them.*

*We know that our school is quite full, and we want to make sure that this doesn't affect the quality of support our children get, and we want to make sure that more children in Southwark can share the same great school experience.*

*That's why we've been working with the council to look at good options for us to expand, and we think the nearby Comber Grove school is ideal. It's really near to us and is an amazing opportunity to build a stronger offer for everyone.*

*This is an exciting time for our school and our pupils, and we're really looking forward to supporting more Southwark children in getting the right education they need locally. We hope you will join us in getting this right for everyone!*

**- Evelina**



**Evelina Dimopoulou (Headteacher)**

# A bit about Highshore


Highshore School is a secondary school with an additional sixth form provision, supporting children and young people from Key Stage 3 to Key Stage 5. The school has about 152 places, but at the moment has 168 pupils. The number of pupils is expected to rise in the next few years

The school is mixed gender community special school situated in Camberwell in the Camberwell Green ward. The supports children with a range of needs, including;

- Specific learning difficulty
- Visual impairment
- Other difficulty/disability
- Hearing impairment
- Speech, language and communication
- Autistic spectrum condition
- Multi-sensory impairment
- Physical disability
- Moderate learning difficulty
- Severe learning difficulty
- Profound and multiple learning difficulty

The school was last inspected by Ofsted in February 2023 and found to be 'good'



*Parents and carers are very positive about this school. They describe it as a 'family'. They say that their children are achieving well, both academically and in  their personal development.*

*Highshore is a calm, happy and safe environment. Classrooms and corridors are full of colourful displays. Leaders make sure that therapy support for pupils is given the priority it needs. This includes through the provision of holiday activities and help for parents. Even the school lift offers the pupils that use it a sensory experience.*

*Leaders have high expectations for pupils. They have created a school where everyone works together to make sure that pupils' confidence and ability to communicate and be independent flourish during their time at the school.*

*Pupils are kept safe and are well looked after. They know that adults are there for them. They say that everyone is kind and respectful towards each other. As a result, pupils get on well together during lessons and at social times. Any incidents of poor behaviour or bullying are rare. - **Ofsted 2023***

# Special needs in Southwark

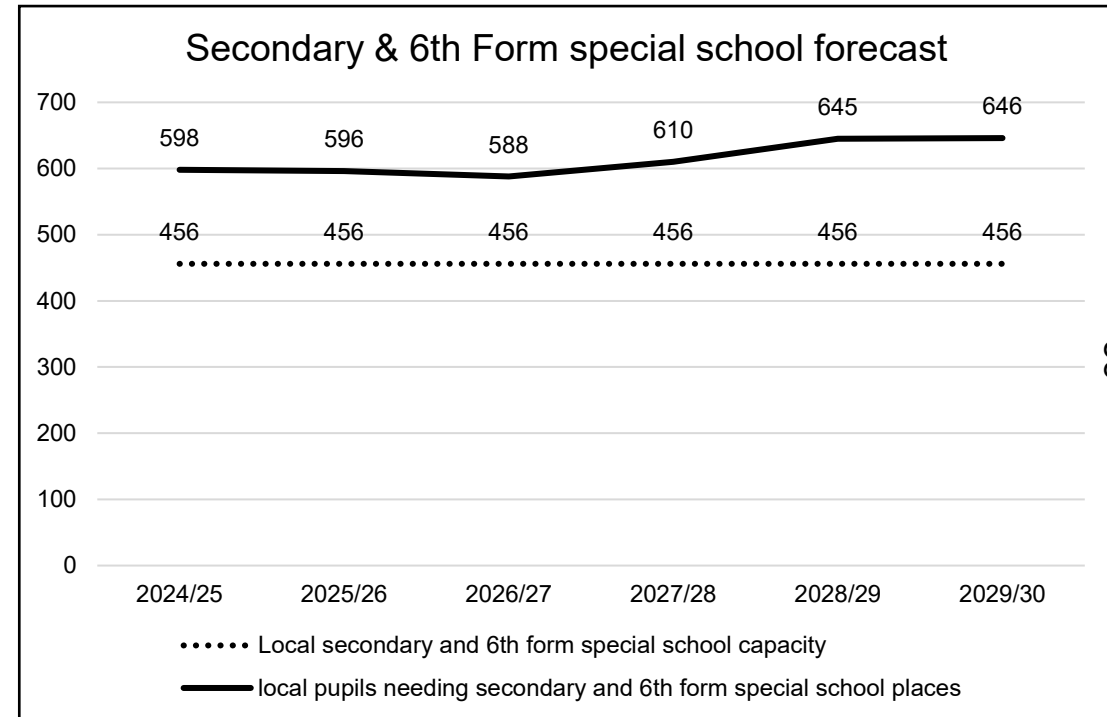
The council has a legal duty to make sure that there are sufficient schools available in the area for those who need them. Including that special educational provision is made for pupils who have special educational needs.

Like everywhere in the country, Southwark has more and more pupils with special needs. There has been an 156% increase in pupils with education, health and care plans in the last 10 years.

At the moment we have about 456 special school places in our local secondary special schools (including 6<sup>th</sup> form places). There are about 600 of our children in specialist secondary and 6<sup>th</sup> form schools. We also expect that number to rise over the next few years, possibly reaching about 650 by 2029.

Whilst a lot of the pupils who aren't in our local special schools are in the right independent schools to meet their needs, there are some pupils who would benefit from being in a local school who still have to go to independent schools. This is because our local special schools are getting full. Those independent schools tend to be outside Southwark and involve travel journeys that can be long and not the best thing for children.

Because of this we think creating more spaces in our local special schools is the right thing to do. So that more of our children can stay local and get the great educational experience that our local schools provide, and so that parents can be given more choice to have their children stay in local schools.



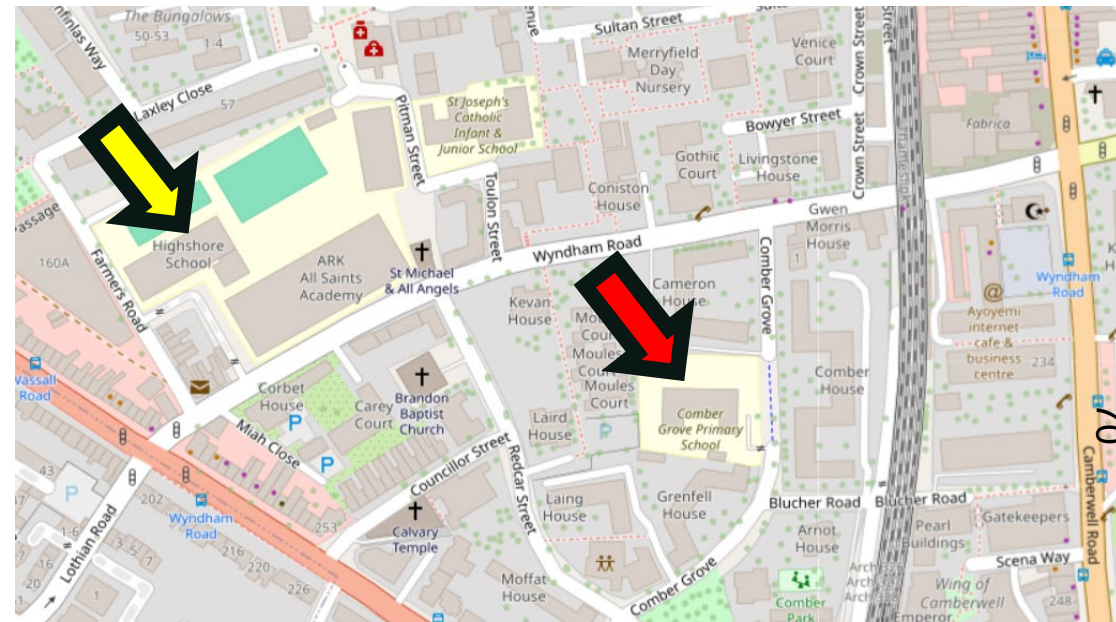
# The plan to expand Highshore School

Comber Grove Primary School closed in August 2024 due to falling pupil numbers. The council has committed to re-purposing closed schools for educational uses where its possible and the right thing to do. This mostly means looking at how the closed school buildings can be refurbished to meet the demand for specialist places.

Comber Grove is just an 8-minute walk away from the current Highshore School, meaning the two sites will be able to share resources and staff, and offer a really strong integrated offer for pupils. The closeness of the two schools will also mean travel arrangements and routes for pupils will be very similar.

Comber Grove is an old Victorian school and we know it will need a lot of investment to make it a fully modern specialist school. We have worked with architects who are experts in building and refurbishing specialist schools, and we have secured the £5m - £7m we need to complete the work to make the school great for pupils. This work could include things like:

- Building a dedicated new sports hall
- Making sure the building is fully accessible, including new lifts to all floors.
- All new internal fixtures and fittings
- Modern green adaptations to make the building more energy efficient
- A full refurbishment to make the whole school environment right for the needs of Highshore pupils



Map of Highshore school and the Comber Grove Primary School Site

# The plan to expand Highshore School

We've been looking at different options for how the new site could be designed for pupils:

- As a **Dedicated Post 16 Provision** – This would be establishing a dedicated site specifically for all the school's post-16 pupils, incorporating specialised facilities and accessibility features. This would mean relocating existing 6<sup>th</sup> form classes from the main Highshore site to the new school, creating more Key Stage 3 & 4 spaces at the existing site and increasing the number of 6<sup>th</sup> form places in the new site.
- As an **integrated Secondary and Post 16 Space** – This would create a flexible space that can support both Secondary and post 16 pupils, allowing for shared resources and facilities. This might mean that rather than using the two sites for different age groups, instead they would be being used to support groups of children with different types of needs. This would mean the two buildings might have slightly different designs so that the arrangements are more focussed on children's specific needs.
- These are just our early ideas and we're open to everyone's thoughts about what might work best.

Overall, on both options we think either one would create about 65 – 70 new specialist places across all key stages.

**Possible Future Ground Floor Layout**



**Possible Future First Floor Layout**

# What will happen next

1. This consultation will be open for 4-weeks until the 5<sup>th</sup> May.
2. Once everyone's feedback has been gathered a report will be written and presented to the council's Cabinet on the 17<sup>th</sup> June. The Cabinet meeting will make the final decision on whether to expand the school or not.
3. If the final decision is approved to expand the school, work will keep going between parents, pupils the school community and the council to refine and agree the final design of the school. This stage will run until the Summer
4. From Summer 2025 until Summer 2026 work will happen at Comber Grove to refurbish and renovate the school
5. If everything goes as expected, we will be ready to welcome pupils to the new school in September 2026.



# Equality Impact and Needs Analysis for the expansion of Highshore Special School

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## Guidance notes

### Things to remember:

Under the Public Sector Equality Duty (PSED) public authorities are required to have due regard to the aims of the general equality duty when making decisions and when setting policies. Understanding the affect of the council's policies and practices on people with different protected characteristics is an important part of complying with the general equality duty. Under the PSED the council must ensure that:

- Decision-makers are aware of the general equality duty's requirements.
- The general equality duty is complied with before and at the time a particular policy is under consideration and when a decision is taken.
- They consciously consider the need to do the things set out in the aims of the general equality duty as an integral part of the decision-making process.
- They have sufficient information to understand the effects of the policy, or the way a function is carried out, on the aims set out in the general equality duty.
- They review policies or decisions, for example, if the make-up of service users changes, as the general equality duty is a continuing duty.
- They take responsibility for complying with the general equality duty in relation to all their relevant functions. Responsibility cannot be delegated to external organisations that are carrying out public functions on their behalf.
- They consciously consider the need to do the things set out in the aims of the general equality duty not only when a policy is developed and decided upon, but when it is being implemented.

Best practice guidance from the Equality and Human Rights Commission recommends that public bodies:

- Consider all the [protected characteristics](#) and all aims of the general equality duty (apart from in relation to marriage and civil partnership, where only the discrimination aim applies).
- Use equality analysis to inform policy as it develops to avoid unnecessary additional activity.
- Focus on the understanding the effects of a policy on equality and any actions needed as a result, not the production of a document.
- Consider how the time and effort involved should relate to the importance of the policy to equality.
- Think about steps to advance equality and good relations as well as eliminate discrimination.
- Use good evidence. Where it isn't available, take steps to gather it (where practical and proportionate).
- Use insights from engagement with employees, service users and others can help provide evidence for equality analysis.

Equality analysis should be referenced in community impact statements in Council reports. Community impact statements are a corporate requirement in all reports to the following meetings: the cabinet, individual decision makers, scrutiny, regulatory committees and community councils. Community impact statements enable decision makers to identify more easily how a decision might affect different communities in Southwark and to consider any implications for equality and diversity.

The public will be able to view and scrutinise any equality analysis undertaken. Equality analysis should therefore be written in a clear and transparent way using plain English.

Equality analysis may be published under the council's publishing of equality information, or be present with divisional/departmental/service business plans. These will be placed on the website for public view under the council's Publications Scheme. All Cabinet reports will also publish related

Equality analysis should be reviewed after a sensible period of time to see if business needs have changed and/or if the effects that were expected have occurred. If not then you will need to consider amending your policy accordingly. This does not mean repeating the equality analysis, but using the experience gained through implementation to check the findings and to make any necessary adjustments.

Engagement with the community is recommended as part of the development of equality analysis. The council's Community Engagement Division and critical friend, the Forum for Equality and Human Rights in Southwark can assist with this (see section below on community engagement and [www.southwarkadvice.org.uk](http://www.southwarkadvice.org.uk)).

Whilst the equality analysis is being considered, Southwark Council recommends considering Socio-Economic implications, as socio-economic inequalities have a strong influence on the environment we live and work in. As a major provider of services to Southwark residents, the council has a legal duty to reduce socio-economic inequalities and this is reflected in its values and aims. For this reason, the council recommends considering socio-economic impacts in all equality analyses, not forgetting to include identified potential mitigating actions.

## Section 1: Equality impact and needs analysis details

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<b>Proposed policy/decision/business plan area to which this equality analysis relates</b>		The expansion of the Highshore Special School			
<b>Equality analysis author</b>		Michael Crowe, Assistant Director – Transformation & Operations			
<b>Strategic Director:</b>		David Quirke-Thornton, Strategic Director			
<b>Department</b>		Children & Adults Services	<b>Division</b>		Children's Services
<b>Period analysis undertaken</b> Please note that the equality analysis informs all stages of the budget setting process up to final decision making. It can be built upon at all stages.  It can be further built upon and reviewed at implementation stage.		April 2025			
<b>Indicative date of implementation of the proposal</b>		September 2026			
<b>Sign-off</b>	Alasdair Smith	<b>Position</b>	Director of Children's Services	<b>Date</b>	2 May 2025

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## Section 2: Description of proposal

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**Please provide full details of the proposal**

The proposal is to expand the current Highshore Special School to a satellite site at the former Comber Grove Primary School. The proposal includes investment to deliver a capital programme to refurbish and modernise the closed school site for pupils with special educational needs and disabilities.

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### Section 3: Overview of service users and key stakeholders consulted

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2. Service users and stakeholders	
<b>Key users of the department or service</b>	<p>Children with additional needs            Parents of children with additional needs            Schools leaders, governors and staff</p>
<b>Key stakeholders were/are involved in this policy/decision/business plan</b>	<p>Local authority children's services leaders and staff            Ward Members and local MPs            All Southwark school heads and chairs of governors            The Directors of Children's Services of all neighbouring local authorities and all peer authorities with children attending the school            The Southwark Diocesan Board of Education and the Catholic Diocese</p>

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## Section 4: Pre-implementation equality impact and needs analysis

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This section considers the potential impacts (positive and negative) on groups with 'protected characteristics', the equality information on which this analysis is based and any mitigating actions to be taken, including improvement actions to promote equality and tackle inequalities. An equality analysis also presents as an opportunity to improve services to meet diverse needs, promote equality, tackle inequalities and promote good community relations. It is not just about addressing negative impacts.

The columns include societal issues (discrimination, exclusion, needs etc.) and socio-economic issues (levels of poverty, employment, income). As the two aspects are heavily interrelated it may not be practical to fill out both columns on all protected characteristics. The aim is, however, to ensure that socio-economic issues are given special consideration, as it is the council's intention to reduce socio-economic inequalities in the borough. Key is also the link between protected characteristics and socio-economic disadvantage, including experiences of multiple disadvantage.

### **Socio-economic disadvantage may arise from a range of factors, including:**

- poverty
- health
- education
- limited social mobility
- housing
- a lack of expectations
- discrimination
- multiple disadvantage

**The public sector equality duty ( PSED )** requires us to find out about and give due consideration to the needs of different protected characteristics in relation to the three parts of the duty:

1. Eliminating discrimination, harassment and victimisation
2. Advancing equality of opportunity, including finding out about and meeting diverse needs of our local communities, addressing disadvantage and barriers to equal access; enabling all voices to be heard in our engagement and consultation undertaken; increasing the participation of under represented groups
3. Fostering good community relations; promoting good relations; to be a borough where all feel welcome, included, valued, safe and respected.

**The PSED is now also further reinforced in the two additional Fairer Future For All values: that we will**

- Always work to make Southwark more equal and just
- Stand against all forms of discrimination and racism

<p><b>Age</b> - 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).</p>	
<p><b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b></p>	<p><b>Potential Socio-Economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b></p>
<p>The expansion of the school will positively increase the availability of provision for children and young people aged 11 – 19. Additionally this will increase available options for the parents of those children and young people.</p>	<p>Southwark pupils with special educational needs are more likely to be within families experiencing economic disadvantage. These proposals will positively impact those pupils and families by lessening the need for children to travel out of the borough for education, and reducing extraneous demands on parent capacity and resources.</p>
<p><b>Equality information on which above analysis is based</b></p>	<p><b>Socio-Economic data on which above analysis is based</b></p>
<p>The target school pupil population.</p>	<p>Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.</p>
<p><b>Mitigating and/or improvement actions to be taken</b></p>	
<p>None</p>	<p>None</p>

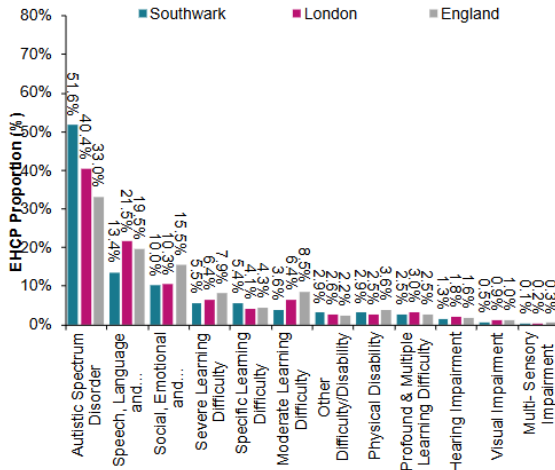
<p><b>Disability</b> - A person has a disability if s/he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.</p> <p>Please note that under the PSED due regard includes:</p> <p>Giving due consideration in all relevant areas to "the steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities." This also includes the need to understand and focus on different needs/impacts arising from different disabilities.</p>	
<p><b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b></p>	<p><b>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b></p>

The proposals will increase the quality of education accommodation for pupils with special educational needs and disabilities, and the level of available provision to those pupils.	As above due to the disproportional rate of pupils with SEND experiencing socio-economic disadvantage these proposals will have a positive impact.
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
All pupils attending the school will meet this protected characteristic. At the beginning of 2025 there were 3,649 children and young people with an education, health and care plan, and approximately 7,500 children receiving SEND support in school. This represents a 156% growth in children and young people with an EHCP in the last 10 years. These proposals will support the work to meet the increasing demand and need for specialist provisions in the borough.	Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.
<b>Mitigating and/or improvement actions to be taken</b>	
None	None

<p><b>Gender reassignment:</b> - The process of transitioning from one gender to another.</p> <p><b>Gender Identity:</b> Gender identity is the personal sense of one's own gender. Gender identity can correlate with a person's assigned sex or can differ from it.</p>	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/needs/issues arising from socio-economic disadvantage (positive and negative)</b>
Whilst no data is collected locally, and importantly there is no causal link, some peer reviewed research has identified an increased prevalence amongst individuals diagnosed with autistic spectrum disorder who's gender identity that does not correlate with sex assigned at birth. Ensuring more pupils are able to be supported in a high quality, caring local education provision will ensure that those pupils needs are well met and they are supported holistically. There is a likelihood that these proposal will positively impact on this protected characteristic.	As above due to the disproportional rate of pupils with SEND experiencing socio-economic disadvantage these proposals will have a positive impact.
<b>Equality information on which above analysis is based.</b>	<b>Socio-economic data on which above analysis is based</b>
<a href="#">Warrier, V, Greenberg, D, M, Weir, E, Buckingham, C, Smith, P, Lai, M, C, Allison, C, Baron-Cohen, S, (2020) Elevated rates of autism, other neurodevelopmental and psychiatric diagnoses, and autistic traits in</a>	Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational

[transgender and gender-diverse individuals. Nature Communications, 11, 3959.](#)

The primary need type for pupils in southwark special schools is Autistic Spectrum Disorder, with 51.6% of all pupils with education, health and care plans. The proportion of all Southwark SEND pupils (EHCP and Non-EHCP) with autistic spectrum disorder as their primary need continues to rise, reaching 23.2% in 2024. This is 7.7% points above the England average of 15.5%, and the 9th highest proportion in England



needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.

**Mitigating and/or improvement actions to be taken**

None

None

**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 couples. 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 impacts (positive and negative) of proposed policy/decision/business plan**

**Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)**

Marriage or civil partnership would not directly involve children of school age, although they may be the children of married or unmarried parents or civil partners. The marital status of the parents or carers of school pupils forms no part of the admissions process for schools. As such the impact of these proposals on this protected characteristic is likely to be neutral.

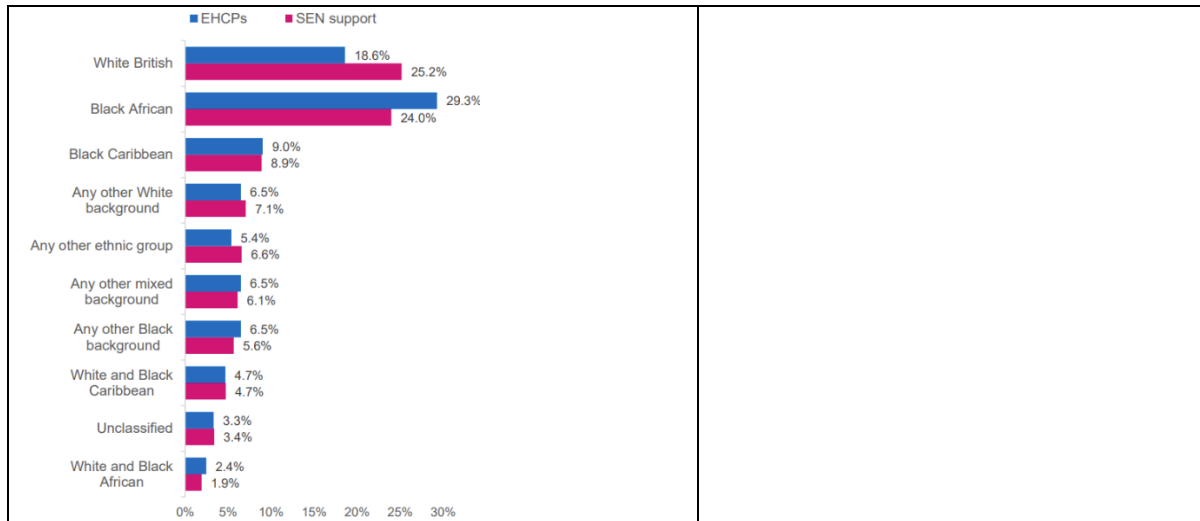
As above due to the disproportional rate of pupils with SEND experiencing socio-economic disadvantage these proposals will have a positive impact.

Equality information on which above analysis is based	Socio-economic data on which above analysis is based
No data is collected on the marital or civil partnership status of the parents of school pupils	Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.
Mitigating and/or improvement actions to be taken	
None	None

<p><b>Pregnancy and maternity</b> - 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.</p>	
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
Pregnancy and maternity would not directly involve children of school age, although it may be relevant to the parents of pupils at the school. Increasing local provision supports reduced disruption to families lives and planning, which has the potential to reduce families stress and increase resilience through more local support as such the impact of these proposals on this protected characteristic is likely to be neutral or potentially positive.	As above due to the disproportional rate of pupils with SEND experiencing socio-economic disadvantage these proposals will have a positive impact.
Equality information on which above analysis is based	Socio-economic data on which above analysis is based
No data is collected on the this protected characteristic	Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for

	free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.
<b>Mitigating and/or improvement actions to be taken</b>	
None	None

<b>Race</b> - 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	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/needs/issues arising from socio-economic disadvantage (positive and negative)</b>
Pupils from black backgrounds are more likely to have an education, health and care plan than other groups locally. These proposals will have a positive impact on those pupils by increasing the range and availability of local provision.	As above due to the disproportional rate of pupils with SEND experiencing socio-economic disadvantage these proposals will have a positive impact.
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
<p>Whilst those from a Black African ethnic background account for nearly a quarter of children with SEN, they account for almost a third of those with an EHC plan.</p> <p>Conversely, children from a White British ethnic background account for just over a quarter of those with SEN, but account for 19% of those with an EHC plan.</p> <p>Within ethnic groups, the proportion of children with SEN who have an EHC plan varies.</p> <p>1 in 4 children with SEN from a Black African ethnic background have an EHC plan, compared to nearly than 1 in 6 children with SEN from a White British ethnic background.</p>	Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.



**Mitigating and/or improvement actions to be taken**

None

None

**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 impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.**

**Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)**

No local data is collected on the religion and belief of pupils in special schools or their parents and carers. Special school admissions are not based on religious or belief characteristics as such these proposals are likely to be neutral.

As above due to the disproportional rate of pupils with SEND experiencing socio-economic disadvantage these proposals will have a positive impact.

**Equality information on which above analysis is based**

**Socio-economic data on which above analysis is based**

No data is collected on this protected characteristic

Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.

**Mitigating and/or improvement actions to be taken**

None	None
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<b>Sex</b> - A man or a woman.	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b>
More children in Southwark with an education, health and care plan, and attending special schools are male. Whilst increased provision is therefore likely to impact male pupils more than female pupils, as admissions to special schools are based on need not any other criteria, these proposals will likely be positive for all.	As above due to the disproportional rate of pupils with SEND experiencing socio-economic disadvantage these proposals will have a positive impact.
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
The majority (72.3%) of children with an EHC plan in Southwark schools are male.	Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.
<b>Mitigating and/or improvement actions to be taken</b>	
Our work to continually improve the identification, and earlier identification of children with special educational needs and disabilities will support better awareness of needs amongst female pupils. We will continue to track and monitor the balance of identified needs to ensure that no children are prevented from accessing the right provision and support based on delays in identification of their needs.	None

<b>Sexual orientation</b> - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/ needs/issues arising from socio-</b>

	<b>economic disadvantage (positive and negative)</b>
No local data is collected on the sexual orientation of pupils in special schools or their parents and carers. There is no likelihood of negative impact on this special characteristic from these proposals	As above due to the disproportional rate of pupils with SEND experiencing socio-economic disadvantage these proposals will have a positive impact.
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
No data is collected on this protected characteristic	Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.
<b>Mitigating and/or improvement actions to be taken</b>	
None	

### **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**

These proposals are likely to have a positive impact on the human rights of the pupils attending the expanded school due to more opportunity being available to meet their needs and support them to thrive into adulthood and independence

### **Information on which above analysis is based**

Increased numbers of school places for pupils in need.
<b>Mitigating and/or improvement actions to be taken</b>
None

### **Conclusions**

**Summarise main findings and conclusions of the overall equality impact and needs analysis for this area:**

**Have any potential significant concerns amongst service users or the wider community been identified?**

No

**Have any potential negative, disproportionate or adverse impacts on particular protected characteristics been identified?**

No

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**Have you identified any negative or positive impacts re: the promotion of good community relations ?**

Yes, positive – consultation has been undertaken with the local community and no responses provided were against the proposals put forward. 93% of respondents support these proposals with 7% of respondents being unsure. This represents a positive reflection of community support for the expansion plans.

**Are there any specific implications for groups experiencing socio-economic disadvantage ?**

No

**Are there any specific implications for groups experiencing socio-economic disadvantage and protected characteristics ?**

No

**Are there any specific implications for Borough Plan priorities or commitments ?**

No

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## Section 5: Further equality actions and objectives

<b>5. Further actions</b>			
Based on the initial analysis above, please detail the key mitigating and/or improvement actions to promote equality and tackle inequalities; and any areas identified as requiring more detailed analysis.			
<b>Number</b>	<b>Description of issue</b>	<b>Action</b>	<b>Timeframe</b>
1	Improve early identification of additional needs in female pupils	Investment in evidence based assessment tools	Complete
2			
3			
4			
5			
6			
7			

<b>5. Equality and socio-economic objectives (for business plans)</b>				
Based on the initial analysis above, please detail any of the equality objectives outlined above that you will set for your division/department/service. Under the objective and measure column please state whether this objective is an existing objective or a suggested addition to the Council Plan.				
<b>Objective and measure</b>	<b>Lead officer</b>	<b>Current performance (baseline)</b>	<b>Targets</b>	
			<b>Year 1</b>	<b>Year 2</b>
Not applicable				

<b>6. Review of implementation of the equality objectives and actions</b>
Not applicable at this time.

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Expansion of Cherry Garden Special School
<b>Cabinet Member:</b>	Councillor Jasmine Ali, Deputy Leader and Cabinet Member for Children, Young People, Education & Refugees
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	Not applicable

## **FOREWORD - COUNCILLOR JASMINE ALI, DEPUTY LEADER AND CABINET MEMBER FOR CHILDREN, YOUNG PEOPLE, EDUCATION AND REFUGEES**

I am happy to bring this positive Cabinet report for formal approval to expand Cherry Garden Special School. This is in response to the increasing demand for specialist early years and primary places for children with profound and multiple learning difficulties.

Cherry Garden is a highly regarded school with a proven track record of nurturing some of our most vulnerable children. The proposed expansion is an important step in ensuring that we continue to meet the complex and evolving needs of children with SEND within Southwark.

The idea is to expand Cherry Garden School through the repurposing of part of the Bellenden Primary school, just down the road. Both schools are located in Rye Lane ward.

This expansion is part of our broader strategy to grow high-quality, in-borough SEND provision and reduce reliance on costly out-of-borough placements. It will ensure children and families can access tailored support close to home and within their community, with continuity of care and strong school–family partnerships.

The proposal includes additional teaching spaces, therapeutic facilities, and outdoor learning areas to ensure that every child receives a rich and appropriate learning experience. It reflects our core values of inclusion, equity and excellence.

My thanks go to Head Teacher Kelly Hawker and her team at Cherry Garden, and Gregory Doey Executive Head at Bellenden who continue to deliver exceptional outcomes for children and families. With this expansion, we reaffirm our commitment to making Southwark a borough where every child can thrive.

In Southwark 2030, we have set our vision to revolutionise our special education needs and/or disabilities service. With 10,000 children and young people with special needs in our borough, increasing services like this will mean more children will benefit from this proposed school expansion. Cherry Gardens and Bellenden school will add great value to children with complex learning needs locally.

## RECOMMENDATION

### Recommendation for the Cabinet

1. That the Cabinet agree to the proposals to expand the Cherry Garden Special School to a satellite provision located within the Bellenden Primary School.

### REASONS FOR RECOMMENDATIONS

2. The number of pupils requiring special school places in Southwark is greater than the number of available places. This means some of our primary aged children are in education provision that is not necessarily the best place to meet their needs and they have to wait for availability in local special schools. For some children this also means attending school in other boroughs, often involving long daily travel times that are not in the best interests of the child.
3. The Cherry Garden Special School is a successful local special school that has reached its pupil capacity. The Bellenden Primary Schools is a similarly successful local mainstream primary school. Due to falling numbers of pupils in the Bellenden School it has more space than is required. The opportunity of a new partnership between the two schools provides the positive chance to both increase specialist provision, support greater community inclusion, and make best use of the council's education assets.

### ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

4. The Council has assessed the following possible options for the school going forward:

Option	Appraisal
Status quo	Not taking action would result in a number of pupils continuing to be educated in less than ideal provision, and or increased costs in needing to provide more independent special school placements for these pupils.
Identify a new site and construct a wholly new school	Available sites are too large for the proposed expansion and would not represent a good use of resources, the cost of a complete new build school would place an excessive draw on capital resources.
Expansion to other recently closed education premises	All sites are significantly oversized for the needs of the expanded provision and would require refurbishment that would exceed the potentially available capital funds. For example, a fully costed refit of the currently vacant primary school sites tested through a professional feasibility study has estimated an over £7million capital programme cost.

## POST DECISION IMPLEMENTATION

5. If agreed the council's Children's Services and Capital Programmes teams will work with the leadership of the two schools to undertake some adaptations of the Bellenden premises to ensure they are appropriate for the incoming pupils.

Key Activity	Target completion date
Finalise works design	July 2025
Procurement of construction contractors	July 2025
Practical completion and handover	August 2025
New places open to pupils	September 2025

## BACKGROUND INFORMATION

6. The council has a statutory duty under the [Education Act 1996](#) (The Act) (amended by the [Education and Inspections Act 2006](#)) to *secure that sufficient schools for providing— (a) primary education, and (b) [secondary] education are available for their area with a view to secure diversity and increase opportunities for parental choice when planning the provision of school places in the borough.*
7. Under section 14 sub-section 6(b) of The Act this includes the requirement on the local authority to give regard to *the need for securing that special educational provision is made for pupils who have special educational needs.*
8. This duty includes matching projected demand with supply, and determining whether this demand is temporary or permanent. Based on available evidence, the authority can request schools that have the potential to expand to admit additional pupils or an additional form of entry for fixed period of time, or to expand permanently, or seek to create new provision in the area.
9. In September 2022 the Council entered into a [Dedicated Schools Grant 'Safety Valve' Agreement](#) (The Agreement) with the Department for Education (DfE). The Agreement will see the DfE releasing funding to the local authority to clear a £23 million Dedicated Schools Grant (DSG) deficit in return for the delivery of a number of conditions and associated activity to reduce High Needs Budget (HNB) spend.
10. Condition 3.3 of The Agreement requires the Council to deliver the 'Education Capital Strategy' (including the use of the High Needs Provision Capital Allocation) to develop in borough provision to meet need, provide adequate special school places and support mainstream inclusion, with a focus on ensuring provision is high quality and value for money.
11. In October 2022 the Council published its [Joint Strategic Needs Assessment \(JSNA\) for Children & Young People with Special Educational Needs & Disabilities](#). The JSNA identified Southwark as the 3rd highest borough across London for the prevalence of Special Educational Needs and Disabilities (SEND) in the child population.

12. In November 2022 a new [Special Educational Needs and Disabilities \(SEND\) Strategy](#) was published which identified increasing demand for specialist provision in the Borough, which has put pressure on the number of commissioned places available in maintained special provision and has meant an increase in the number of children and young people needing to access specialist provision out of the borough, and in Independent Special Schools. The first priority of the new strategy is to improve local provision for children and young people with complex and multiple needs.
13. [The Southwark 2030 strategy](#) sets a further commitment of the council to deliver a good start in life for all our children and young people, including those with additional needs and reducing inequality impacting on outcomes for those children and young people.
14. Cherry Garden Special School is an outstanding special primary school. The school is currently commissioned to support 85 pupils but has 88 pupils on roll (as at January 2025).
15. The school is mixed gender community special school situated in the Rye Lane ward. The school is registered with the Department for Education (DfE) to support children with a range of needs, including:
  - Visual Impairment,
  - Hearing Impairment,
  - Speech, language and Communication,
  - Autistic Spectrum Disorder,
  - Multi-Sensory Impairment,
  - Physical Disability,
  - Severe Learning Difficulty and
  - Profound and Multiple Learning Difficulty.
16. Due to the current existing pressures on special school capacity, there are a number of primary aged children who are currently in mainstream provision that are not receiving the level of support needed to deliver the best outcomes for them.
17. There is also a small group of children who are being educated in a temporary resourced provision and who should be being educated in a properly agreed special school place.
18. Due to the lack of identifiable places commensurate with children's needs it is proposed that the school to expand to a satellite provision housed within the Bellenden Primary School.

19. The proposed expansion of the school is a 'prescribed alternation' under the [Statutory guidance for proposers and decision makers: Making significant changes to maintained schools](#).

## **KEY ISSUES FOR CONSIDERATION**

20. The council is committed to supporting our existing high-quality provision where viable rather than the creation of new schools. Building on existing strong relationships of our schools with the authority and the community. With all of Southwark's special primary schools rated good or outstanding by Ofsted and consistently identified as having strong and committed leadership, the council is committed to securing the best possible accommodation for its children and young people.
21. In addition, the recent successful delivery of the Keeping Education Strong Strategy to manage falling school rolls in mainstream provision has released and is potentially continuing to release a number of high quality education sites which can support our special provision to be better accommodated.

## **Approach to special pupil place planning**

22. Southwark's pupil place planning is based on Greater London Authority (GLA) projections which are commissioned by Southwark and most London boroughs. These are informed mainly by current school rolls, birth rates, underlying population projections, migration, and new housing developments.
23. The DfE requires local authorities to complete the School Capacity Survey (SCAP) on an annual basis. The SCAP takes place each year in June and July and collects information on:
- Primary and secondary, capacity for the current academic year
  - mainstream primary pupil number forecasts for the next 5 academic years
  - mainstream secondary pupil number forecasts for the next 7 academic years
  - plans for changes to the number of primary and secondary mainstream places for the next 3 academic years
24. In May 2023 the DfE amended the SCAP to include details on specialist provision for the first time. Under the new guidance local authorities have been required to report additionally on:
- specialist provision capacity for the current academic year
  - pupil number forecasts for primary specialist placements for the next 5 academic years

- pupil number forecasts for secondary specialist placements for the next 7 academic years
  - Special school forecasts are broken down by the type of provision pupils are expected to attend across four categories:
    - SEN units & resourced provision in mainstream schools
    - State-funded special schools (LA-maintained schools, special academies, non-maintained special schools<sup>1</sup>)
    - Independent schools (independent schools and independent special schools)
    - Alternative provision (PRUs, AP academies and any other AP)
25. The methodology and expectations for special provision planning from the DfE recognises the significant complexities in forecasting demand and provision for SEND pupils. In particular the interrelationship with wider programmes and activity to promote inclusion of pupils in mainstream schools; the impact of opening new local specialist provision on the proportion of pupils educated through independent provision; and local measures focussed on earlier intervention to prevent escalations in need. All of these moveable considerations, coupled with the dynamic nature of children's individual needs, means a high degree of analysis and care is required before any firm commitments for the development of specialist provision are brought forward. This is to ensure there is no risk of over provision or adversely impacting other strategic intentions, such as promoting increasing inclusion in mainstream provision.

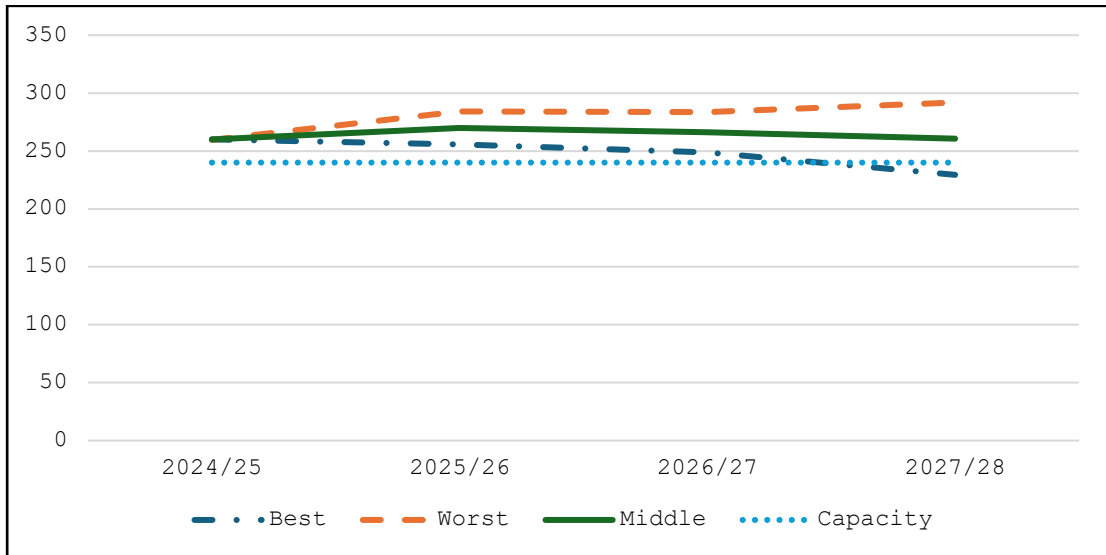
### **Special place capacity - primary**

26. It is well established locally, regionally and nationally that lower proportions of primary age pupils are in special education provision (Figure 1). This is commensurate with evidence that the conditions in mainstream primary schools are more conducive to supporting children with special educational needs and disabilities, whereas the demands of mainstream secondary curriculum become less conducive to the additional support needs of some pupils with complex needs.



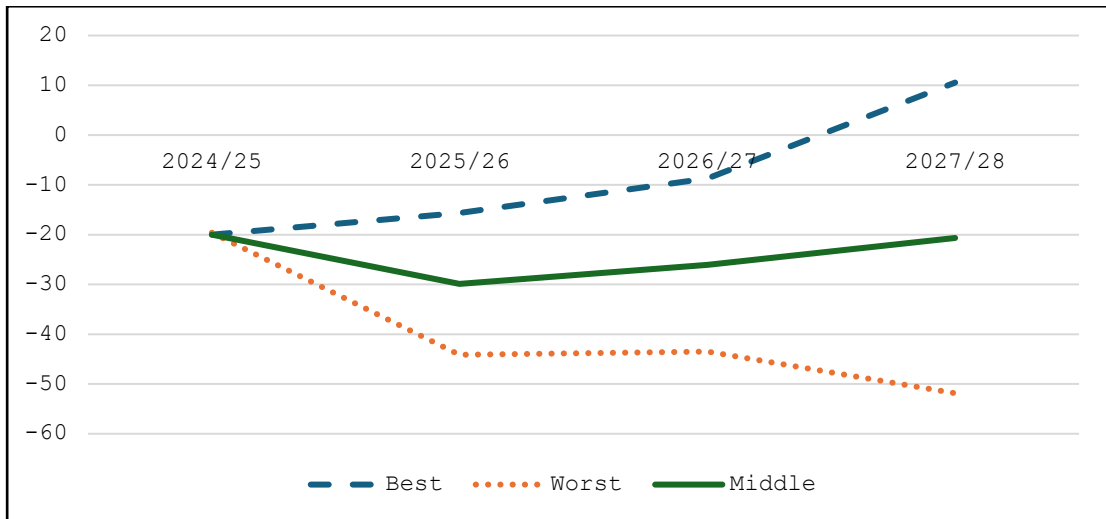
**Figure 1: Percentage of pupils in special education provision by year group**

27. Growth modelling has been undertaken to provide assurance on our forecasting for primary special place demand in the borough. This has been predicated on three weighted scenarios:
- *'Best case scenario'* – weighting forecasting on continuing falling pupil rolls and high estimations of success in supporting more children to remain in mainstream provision.
  - *'Worst case scenario'* – weighting forecasting towards the previous 5-year trend of significant increases in demand for special school places, and a lower impact of falling pupil rolls.
  - *'Middle scenario'* – a measured central position between the two scenarios.
28. Primary modelling presents a mixed picture of the potential future state. In the 'best' case scenario it is anticipated that in the short term demand for primary special school places will reduce slightly over the next 3-5 years. In the middle scenario a smaller fall in demand is forecast. However in the 'worst' scenario demand is anticipated to plateau for the next 2 years before beginning to increase again after that period (figure 2).



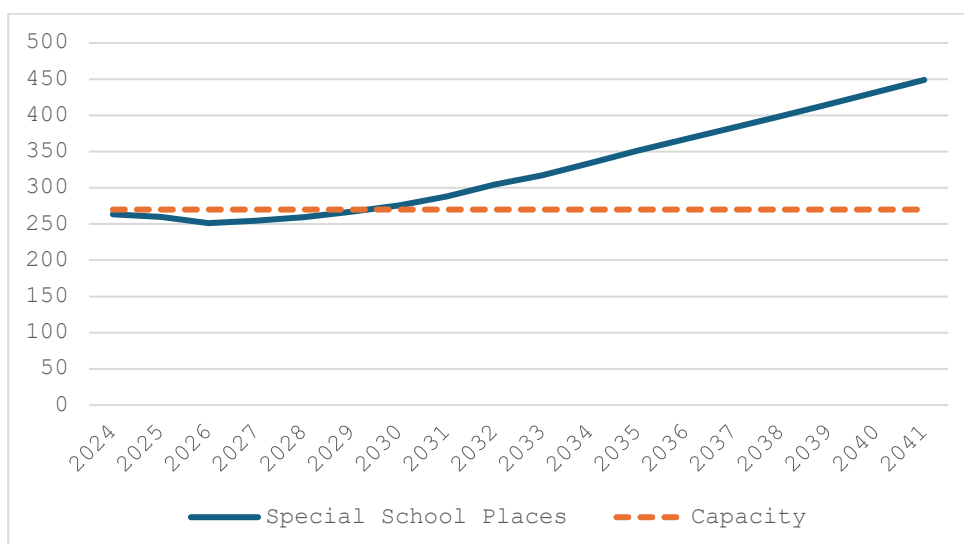
**Figure 2: Special Place Forecasting – Southwark Primary Pupils**

29. In terms of the net capacity within our primary special estate, in the best case scenario it is anticipated that the borough could have a surplus of 4% of the total places in primary special schools by 2027/28, in the middle and worst scenarios an oversubscription of 9% and 21% is forecast respectively (figure 3).



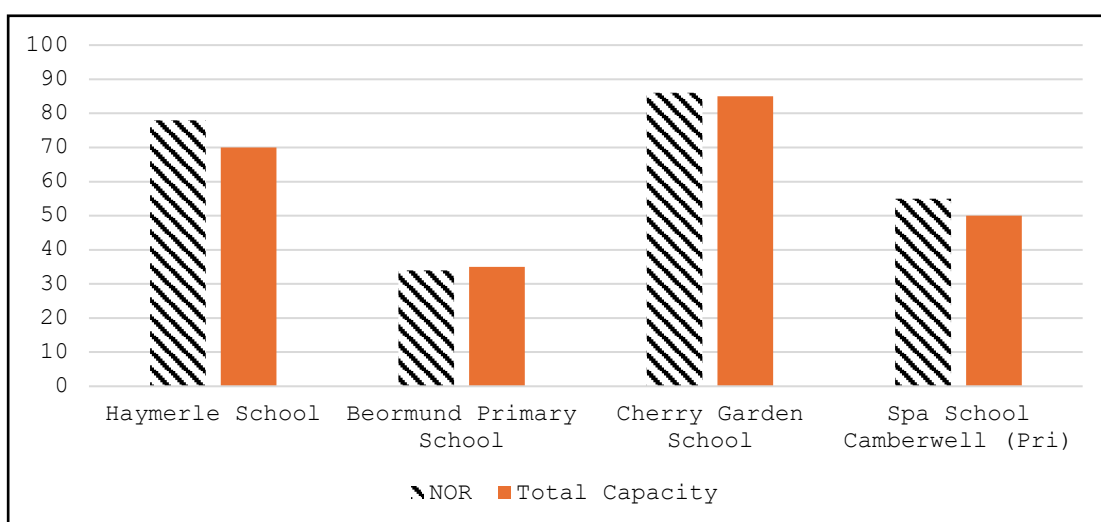
**Figure 3: Special Place Forecasting – Gap in Southwark Primary Places**

30. Importantly longer-term modelling of even the best scenario, based on the exponential increase in demand for special schools in recent years shows a return to rapid growth in later years (figure 4). Though it is important to note that forecasting over the medium to long-term comes with a lower confidence factor, which is particularly acute in the primary years, as there is no existing profile of children in the system to more accurately map growth against as there is for secondary projections. As such it is essential that forecasting is rigorously and routinely maintained year on year to ensure the responsiveness and preparedness of the council in meeting demand.



**Figure 4: Special Place Forecasting – Long term Southwark Primary Demand**

- 31. It is recognised that there will always be a smaller cohort of children with additional needs who require very specific support that can only be provided in independent specialist provision. However, the strategic intention of the council is to ensure, where in their best interests, there is a sufficiency of high-quality local provision to meet all our pupils needs locally and without the need for out of borough independent placements.
  
- 32. There are four special schools in Southwark for primary pupils. All but one of which is currently accommodating more pupils than its commissioned capacity, that being Beormund school (figure 5).



**Figure 5: Secondary Special Schools Numbers on Roll (NOR) vs Commissioned Capacity**

- 33. Due to the medium to long-term uncertainty in demand for primary placements the local authority is not proposing any large-scale expansion of new primary special school provision at this time. Though there is a commitment to modernisation and re-provision where the standard of

accommodation is not necessarily sufficient for the future needs of pupils.

34. However, as set out above, there are immediate and short-term pressures on primary special capacity. These require the mobilisation of creative and partnership solutions with our family of schools.
35. Whilst investment in early intervention and stronger mobilisation of the government agenda to drive inclusion in mainstream provision, through improved environments and increasing skills within mainstream, is likely to achieve our strategic aims of reducing or at least levelling the need for primary special places over time. At the current moment those arrangements are less well developed than they need to be to address the immediate needs of pupils.
36. Solutions that can be quickly mobilised and decommissioned to respond to dynamic needs, and that support both outcomes for pupils and the continued viability of schools facing falling rolls are essential.
37. Due to falling rolls, a number of schools have available spaces which present the ideal opportunity to mobilise such dynamic solutions to meet specialist needs.
38. There are currently 68 primary aged children who have been identified as requiring a special school placement. These children are currently on roll at mainstream primary schools or are receiving tuition outside of a school placement. These arrangements are placing additional pressure within the mainstream system, and the high needs budget, and are not delivering the right support or outcomes for children.
39. Of that group of children;
  - 2% have Severe Learning Needs,
  - 76% have Autism (ASD),
  - 14% have speech language and communication needs (SLCN),
  - 5% have Social, Emotional and Mental Health Needs (SEMH), and
  - 3% have moderate leaning needs (MLD).

all of whom will have comorbidity of needs, making them complex in nature.

40. In addition to the above group of children, there are nine children who are currently attending a temporary resourced provision at the Grange School which has been established and governed by the Local Authority (LA). The children in that provision have a range of needs, predominantly SLCN, ASD and learning needs.
41. All of the children are receiving packages of education via their Educational Health and Care Plan which is legally defined as education other than at school (EOTAS). This means that the LA has determined that these children cannot be placed in a school due to their needs and therefore, a bespoke provision has been arranged.
42. These children are receiving 18 hours of Applied Behavioural Analysis (ABA) as part of their provision, which is a specialist intervention. Whilst

there have been some instances of improved outcomes for these young people it is recognised that all would see a greater benefit from a formal place in our specialist provisions.

43. A recent multi-agency review of provision has been undertaken which has resulted in a recommendation to close the provision at the end of the 2024-25 school year.
44. All the young people at the provision will continue to require intensive support and access to specialist teaching and learning in a positive educational environment with outside space. None of these children could be suitably accommodated in mainstream provision and will need alternative specialist places.
45. To address these needs, options for developing a satellite provision for Cherry Garden school have been explored. The school leadership and its governing body are keen to support expansion, and the local authority is confident in their strategic capacity to deliver this.
46. In line with our strategic intentions to mobilise dynamic provision, particularly where the wider family of schools are experiencing falling rolls and have spare space, the council has evaluated a number of potential schools that could support a satellite and benefit from co-location of such a provision.
47. Spare capacity at Bellenden Primary School in Peckham Rye has been identified as the best fit option for the expanded provision. The premises are council maintained, in close proximity to the existing Cherry Garden site, require minimal adaptation, and provide all necessary spaces for the proposed group of pupils.
48. The Council has assessed the following possible options for the school going forward:

<b>Option</b>	<b>Appraisal</b>
Status quo	Not taking action would result in a number of pupils continuing to be educated in less than ideal provision, and or increased costs in needing to provide more independent special school placements for these pupils
Identify a new site and construct a wholly new school	Available sites are too large for the proposed expansion and would not represent a good use of resources, the cost of a complete new build school would place an excessive draw on capital resources.
Expansion to other recently closed education premises	All sites are significantly oversized for the needs of the expanded provision and would require refurbishment that would exceed the potentially available capital funds. For example, a fully costed refit of the currently vacant primary school sites tested through a professional feasibility study has estimated an over £7million capital programme cost.

Option	Appraisal
Expand to a satellite provision at Bellenden School	<b>Preferred Option.</b> As set out above, both school leadership teams are fully supportive of the proposal and it represents the most cost effective option for mobilizing the provision at the necessary pace.

49. The leadership at Bellenden School are keenly supportive of proposals to accommodate a satellite provision within their premises. There are some minor adaptations required to the site to accommodate the new usage. These include, accessibility changes, and adaptations of the catering and play space.

### Policy framework implications

50. Southwark Council's 'Fairer, Greener, Safer Delivery Plan 2022 – 2026' restates the Council's long-term commitment to ensuring our schools are high quality and inclusive. Supporting our 'Good' special schools to thrive in the best quality accommodation is a strong example of delivering on those aims.
51. The Southwark 2030 strategy sets the ambition to reduce inequality and ensure that our most vulnerable children and young people are given the best opportunity of a good start in life. Ensuring more of our children are educated locally and in the highest quality environment is a significant step towards delivering on our commitment.
52. Due to the proposed initial increase of 16 pupils to the schools overall numbers, with the potential to grow to 25 additional places, which exceeds the 10% increase change limit, this proposals constitutes a prescribed change and as such will follow the statutory process.
53. The statutory process to undertake 'prescribed alterations' to a maintained school is set out in the DfE's statutory guidance document making significant changes ('prescribed alterations') to maintained schools – October 2024. The process includes five stages as follows:
- Stage one – Publication (statutory proposal/notice)
  - Stage two – Representation (formal consultation) minimum 4 week
  - Stage three – Decision
  - Stage four – Referral (if applicable)
  - Stage five – Implementation
54. Stage one was completed with the publication of statutory proposals on 28 April 2025.
55. Stage two, statutory representation period, was conducted between 28 April 2025 and 26 May 2025. The outcome and details of the formal consultation are set out in the consultation section below.
56. Stage three of the statutory process, and the council's constitution, reserves the final decision making on this proposal to the council's Cabinet.

57. In line with statutory guidance, if the cabinet does not make a decision on the proposals within 2 months of the expiry of the representation period (5 July 2025), the matter would then be referred to the Office of the Schools Adjudicator (OSA) for a final decision.
58. The following bodies have the right to have the decision referred to the OSA independent of the local authority after the cabinet decision is taken
- The Diocesan Board of Education of any C of E Diocese in the relevant area.
  - The Bishop of any Roman Catholic Church in the relevant area.
- This would be stage four if any referral is made within 4 weeks of the cabinet decision.
59. Stage five is implementation, whilst there is no prescribed timescale for implementation, the statutory notice provides the estimated timescale for delivery.

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

### **Community impact statement**

60. The [Public Sector Equality Duty](#), Section 149 of the [Equality Act 2010](#), requires public bodies to consider all individuals when carrying out their day-to-day work - in shaping policy, delivering services and as an employer. Public bodies need to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between people with protected characteristics and those with none when carrying out their activities.
61. An Equality Impact and Needs Assessment (EINA) has been completed and is attached at Appendix 5. The statutory guidance requires the cabinet to consider the impact of this proposal on local integration and community cohesion objectives when they are taking a decision.

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

62. The council is committed to ensuring equality is an integral part of our daily business. "Protected characteristics" are the grounds upon which discrimination is unlawful - these are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
63. As noted above an EINA has been completed informed by the consultation activity and is attached to this report.

### **Health impact statement**

64. Ensuring a sufficiency of provision for children with special educational needs and disabilities in the local area will have a positive impact on the health of our pupils, with reductions in travel times for some pupils and ensuring that more

pupils are able to access provision that is able to meet their health and care needs as well as their education needs.

### **Climate change implications**

65. The Council has committed to considering the climate change implications of any decisions made. In considering the adaptations required to make the site fit for purpose, opportunities to increase the energy efficiency of the school will be considered.
66. Increasing local capacity in specialist provision will also reduce the number and distance travelled to attend school for a number of pupils, reducing emissions from car, taxi and bus journeys. The proximity of the two schools supports less requirement for travel for both pupils and staff.

### **Resource implications**

67. Insufficient local special school capacity leads to pressure on the dedicated schools grant due to the reliance on high cost out of borough independent specialist placements for children who could otherwise be educated in local provision.
68. Additionally, the use of out of borough placements places a pressure on the council's revenue budget due to the requirement to provide home to school transport for these pupils. More in borough placements will also lead to decreases in these costs.
69. Falling pupil numbers are impacting particularly on the local mainstream primary estate meaning there is a level of inefficient use of space in these schools. The proposals are to re-purpose this vacant space making best use of the council's assets to meet the needs of our communities. Whilst the Bellenden Schools is not at risk of closure and is well managed the shared use of space will offer some additional financial stability to the school.

### **Legal implications**

70. The Council's general duty in relation to securing sufficient school places in its area, and its functions in relation to making alterations to its existing maintained schools, is described in the body of the report.

### **Financial implications**

71. The council is in receipt of the High Needs Provision Capital Allocation which is a dedicated grant from the DfE to be used for investment in the expansion and positive adaptation of specialist provision. The current allocation contains sufficient funds to deliver the proposed works without the need for further borrowing. As such there will be no requirement to secure additional capital funding from the council.
72. Of the High Needs Provision Capital Allocation income, £1m has been set aside in the Children's Capital Programme for these works.

## Consultation

73. The council undertook stage one of the statutory process as outlined in paragraph 54.
74. It is a statutory requirement for the council to consult any parties they think appropriate in consideration of its proposals. The formal representation period took place across the required 4-week period. The consultation was undertaken by:
- Placing the statutory notice and proposal documentation on the school and council websites
  - Publication of the statutory notice in a local newspaper alongside press coverage of the proposals
  - Publication in the school's weekly email newsletter
  - A direct email to all parents of children currently attending the school
  - An email to all stakeholder groups, including
    - Ward Members and local MPs
    - All Soutwark school heads and chairs of governors
    - The Directors of Children's Services of all neighbouring local authorities and all peer authorities with children attending the school
    - The Soutwark Diocesan Board of Education and the Catholic Diocese
  - An online consultation hosted on the council's consultation hub
  - A publicised email and postal address for comments
75. The consultation documents made publicly available and distributed directly to all stakeholders listed above are attached in appendix 2 – 4.
76. 50 responses were received for the consultation, 39 (78% of which support the expansion of the school, 6 (12%) were unsure, and 5 (10%) did not support the expansion of the school.
77. Of those respondents who did not support the proposals, only one comment was provided making it difficult to specify any particular concerns those individuals have about the proposals. However, the one comment provided did reflect some similar points raised by those who were 'unsure' which primarily sought further detail on how the plans might impact pupils currently attending Bellenden school. These are addressed in the overview below.
78. An overview of comments provided is included below:

Points raised	LA comment
A large number of respondents commented that this plan was an 'excellent idea,' a 'fantastic opportunity' and a 'welcome and creative solution.'	No comment
A large number of respondents were positive about the existing work of both schools and supported the opportunity for closer collaboration between both, as well as the benefits of geographic	No comment

Points raised	LA comment
proximity. They recognized the expertise and quality of Cherry Garden school in particular, its community focus and existing partnership working with other schools.	
A number of respondents recognized and were supportive of the need to create more SEND places in local schools	No comment
Some respondents were keen to ensure that the plans will be mutually beneficial, in particular in ensuring that staff in mainstream schools are able to learn and be supported to provide for children in mainstream schooling	Cherry Garden school already delivers an effective outreach support offer to mainstream schools and these plans reflect the intention to continue that work and build closer integration between specialist and mainstream provision and increased knowledge exchange.
A number of respondents noted the plan was a positive response to falling pupils rolls, use of council and community assets, and a positive opportunity to ensure sustainability of those schools with spare space	No comment
A number of respondents expressed a keenness for the combined schools to support integration and shared experiences for pupils, such as shared play times and assemblies, to deliver an inclusive offer. These comments came from both school communities.	The planned works will include distinct outdoor play areas for the pupils of the two schools. Joint working between the school leadership teams will undertake work to understand and where it is supportive and appropriate for pupils or groups of pupils to undertake mixed activities that support their mutual development and an inclusive environment for all pupils.
A number of respondents queried the level of access to resources between the two Cherry Garden school sites. Citing the high quality SEND specific resources in the existing premises and the need to ensure an equitable offer for those pupils.	The work to adapt the new spaces for Cherry Garden pupils will include all necessary adaptations to support their needs including appropriately equipped hygiene and personal facilities, as well as sensory and therapy spaces that are equitable to the existing Cherry Garden facilities. Where facilities are not replicable, such as the Hydrotherapy Pool, pupils will be able to access these at the main site, or other venues in the community such as Peckham Pulse, where Cherry Garden already has an existing strong relationship that effectively supports therapy needs as well as community integration, with decisions based on venues being

Points raised	LA comment
	commensurate with children's individual needs.
There were mixed views on any potential movement between the two sites for pupils, with some respondents supporting the opportunity for travel between the two sites as contributing to independence training for children, and others concerned that travel could be disruptive for pupils.	The school team will plan on a child-by-child basis to ensure that pupils are receiving education in the best environment to meet their individual needs, and with the most direct access to the facilities and wider arrangements that are right for them. Regular travel between sites will be minimal for pupils.
Some respondents queried how the plans would be delivered. Asking if classrooms/play areas would be mixed use or separate, whether there are any concerns about pupils potentially mixing who have different needs and are different ages. How this could impact on space available for the existing Bellenden pupils and if there are any behaviour concerns that could impact across pupil groups.	The age ranges of the two pupil groups will be aligned as both are primary school settings. The Bellenden school currently has less than half its designed for pupil numbers, as such there are no concerns about the re-purposing of space for Cherry Garden school leading to unavailability of sufficient space for Bellenden pupils. The plans will deliver dedicated spaces both internally and externally for both pupil groups. This will ensure that pupils can be supported separately commensurate with their needs. However, as above where there are positive opportunities for shared engagement activity the school leadership will make local decisions on these.
Some respondents asked about school start times and if this would mean any changes to the usual timing of school events such as parents evening and sports day	It is unlikely that these plans will necessitate any changes to existing schedules of activity within Bellenden school.
Some respondents asked about the relationship between the two school staff groups and the children. Particularly if parents and children from would be encouraged to get to know staff from both schools, and which school uniforms pupils would wear.	The school leadership teams are committed to supporting an inclusive environment and will seek to ensure they are known across both parent and pupil groups to promote the shared approach. Pupils will continue to wear uniforms of their respective schools.
Some respondents raised questions about the safe drop-off of pupils at the satellite site, in particular the potential to use Troy Town as a safe drop off zone.	The staggered school day timings will support a safe drop off and pick up arrangement for pupils. Work is progressing with the Council's highways team on the potential usage the closed Troy Town street to provide additional drop of and collection space for pupils. Any changes to those highways arrangements will be subject to a separate public consultation.

79. Based on the consultation responses provided it is recommended that the planned expansion proceeds.
80. Only one representation was received from a neighbouring council, which was supportive of the proposals. No representations were received from the Southwark Diocesan Board of Education or the Catholic Diocese.

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

#### **Assistant Chief Executive, Governance and Assurance (NM 4/6/25)**

81. The legal implications of the proposal are contained within the body of the report.

#### **Strategic Director of Resources**

82. The Strategic Director notes the contents of this report, particularly the items contained in the Financial Implications section. The contents of this report does not require any additional funding from the Council.

### **BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
<a href="#">Making significant changes ('prescribed alterations') to maintained schools - Statutory guidance for proposers and decision-makers, DfE January 2023</a>	Children Services Directorate, Children and Adult Services, 4th Floor, 160 Tooley Street, London, SE1 2QH	Michael Crowe 02075255000

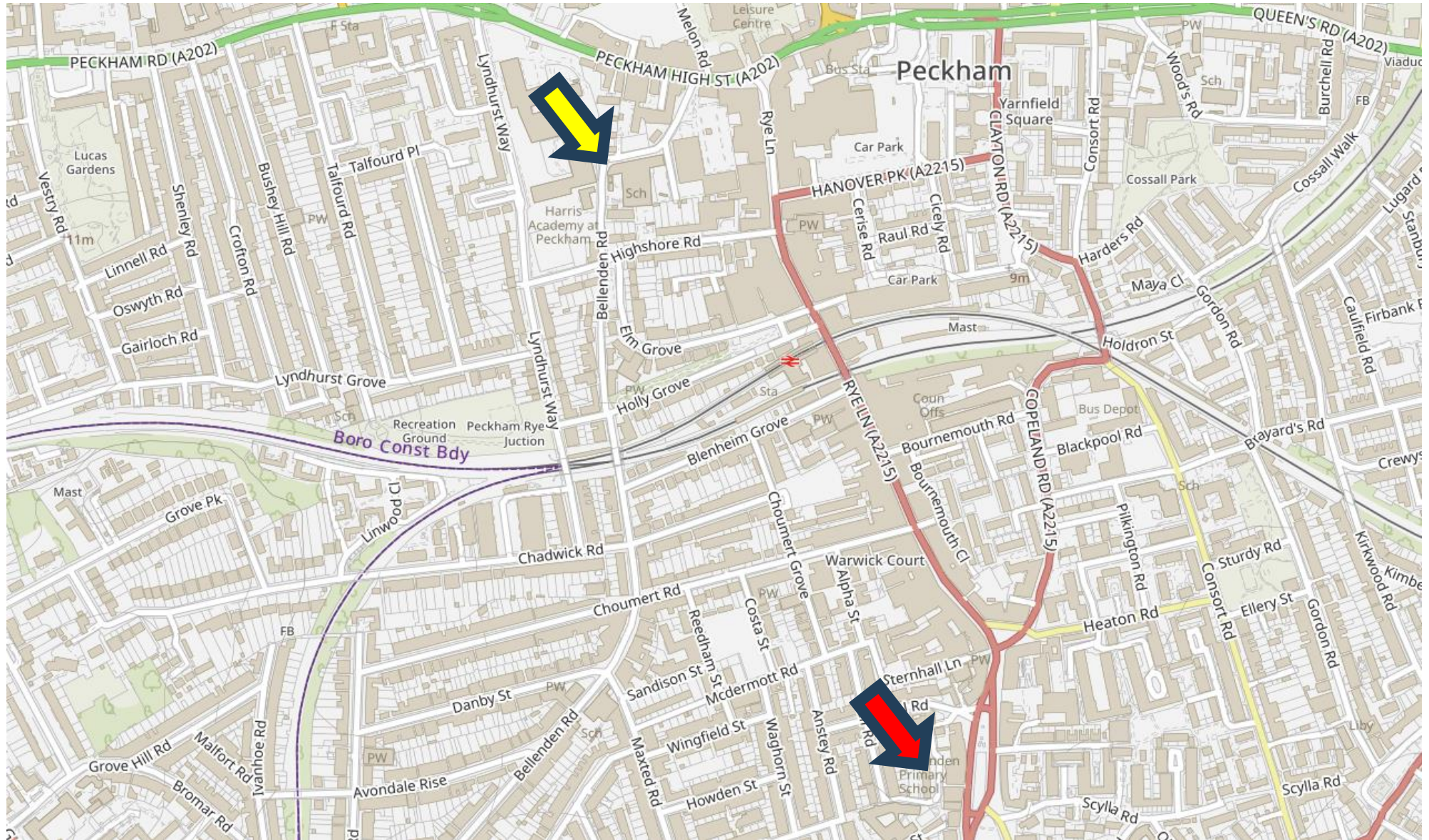
### **APPENDICES**

<b>No.</b>	<b>Title</b>
Appendix 1	Map showing the locations of the Cherry Garden School and Bellenden School
Appendix 2	Statutory Notice
Appendix 3	Statutory Proposals
Appendix 4	Easy Read Proposal Presentation
Appendix 5	Equality Impact and Needs Assessment

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Jasmine Ali, Deputy Leader and Cabinet Member for Children, Young People, Education and Refugees	
<b>Lead Officer</b>	David Quirke-Thornton, Strategic Director of Children and Adult Services	
<b>Report Author</b>	Michael Crowe, Assistant Director Transformation & Operations (Children's Services)	
<b>Version</b>	Final	
<b>Dated</b>	4 June 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>	4 June 2025	

**APPENDIX ONE – LOCATION OF CHERRY GARDEN SCHOOL (YELLOW ARROW) AND BELLENDEN PRIMARY SCHOOL (RED ARROW)**



## Statutory Notice

### **Proposal to expand the Cherry Garden School into a satellite provision, that will occupy spare classroom space at the Bellenden Primary School.**

Southwark Council publishes these proposals under section 19(1) of the Education and Inspections Act 2006 and having regard to the DfE guidance 'Making significant changes ('prescribed alterations') to maintained schools - Statutory guidance for proposers and decision makers October 2024.

The proposal in this notice is to expand the Cherry Garden School into a satellite provision, that will occupy spare classroom space at the Bellenden Primary School from a provisional date of September 2025.

These proposals would see:

- The expansion of the Cherry Garden School to a two-site specialist provision.
- The initial creation of 16 new specialist places for pupils at Cherry Garden School, with a view to potential expansion to approximately 24 in future.
- Unused spaces at Bellenden Primary School brought back into use for children, making the school more financially secure for the future
- Investment into the making the unused spaces fully accessible and suitable for children with special needs.
- More local specialist places meaning more parental choice.

The proposals to expand Cherry Garden School was published on 28 April 2025.

Within four weeks from the date of publication of this proposal, any person may object to or make comments on the proposal by visiting <https://engage.southwark.gov.uk/en-GB/projects/cherry-garden-sch> or by writing to: Education Capital Team, Hub 1, 4<sup>th</sup> Floor, Southwark Council, 160 Tooley Street, SE1 2TZ.

The closing date for receipt of responses to the representation period is 26 May 2025 at 5pm. The Council's Cabinet will meet after the end of the representation period, in June 2025, to take the final decision on the proposal in this notice.

This notice is an extract from the complete proposal. Copies of the complete proposal can be viewed at <https://engage.southwark.gov.uk/en-GB/projects/cherry-garden-sch>. If you require a paper copy of this, please contact us via email at [schoolcapitalprojects@southwark.gov.uk](mailto:schoolcapitalprojects@southwark.gov.uk) or by writing to: Education Capital Team, Hub 1, 4<sup>th</sup> Floor, Southwark Council, 160 Tooley Street, SE1 2TZ

Michael Crowe



Assistant Director – Transformation & Operations (Children's Services)

Publication Date: 26 April 2025



## Statutory Notice

**Full proposal to expand the Cherry Garden School into a satellite provision, that will occupy spare classroom space at the Bellenden Primary School.**

### **1. Contact details (name and address of the proposer):**

Southwark Council  
 160 Tooley Street  
 London  
 SE1 2TZ  
 Tel: 0207 525 5000  
 Email: [schoolcapitalprojects@southwark.gov.uk](mailto:schoolcapitalprojects@southwark.gov.uk)

#### **1a. Name, address and category of school proposed for expansion**

Cherry Garden (Community special school)  
 41 Bellenden Road,  
 London  
 SE15 5BB  
 Tel: 0207 237 4050  
 Email: [admin@cherrygardenschool.co.uk](mailto:admin@cherrygardenschool.co.uk)

#### **1b. Address of the proposed expansion satellite site**

Bellenden Primary School  
 6 Dewar Street  
 London  
 SE15 4JP  
 Tel: 0207 732 7107  
 Email: [office@bellenden.southwark.sch.uk](mailto:office@bellenden.southwark.sch.uk)

### **2. The proposal**

**Date on which it is proposed to expand the school: 1 September 2025**

It is proposed to expand the Cherry Garden School into a satellite provision, that will occupy spare classroom space at the Bellenden Primary School from a provisional date of September 2025

These proposals would see:

- These proposals would see:
- The expansion of the Cherry Garden School to a two-site specialist provision.

- The initial creation of 16 new specialist places for pupils at Cherry Garden School, with a view to potential expansion to approximately 24 in future.
- Unused spaces at Bellenden Primary School brought back into use for children, making the school more financially secure for the future
- Investment into the making the unused spaces fully accessible and suitable for children with special needs.
- More local specialist places meaning more parental choice.

### 3. Rationale

The council is committed to supporting, where possible, expansions and development of our existing high-quality specialist provision where viable rather than the creation of new schools. Building on existing strong relationships of our schools with the authority and the community. Cherry Garden is an ‘outstanding’ special primary school.

Due to a decrease in admissions numbers in recent years the Bellenden school has vacant space that provides a viable option for expansion of Cherry Garden and represents a positive use of spare capacity in a local primary school.

#### Special place capacity

It is well established locally, regionally and nationally that lower proportions of primary age pupils are in special education provision (Figure 1). This is commensurate with evidence that the conditions in mainstream primary schools are more conducive to supporting children with special educational needs and disabilities, whereas the demands of mainstream secondary curriculum become less conducive to the additional support needs of some pupils with complex needs.



Figure 1: Percentage of pupils in special education provision by year group

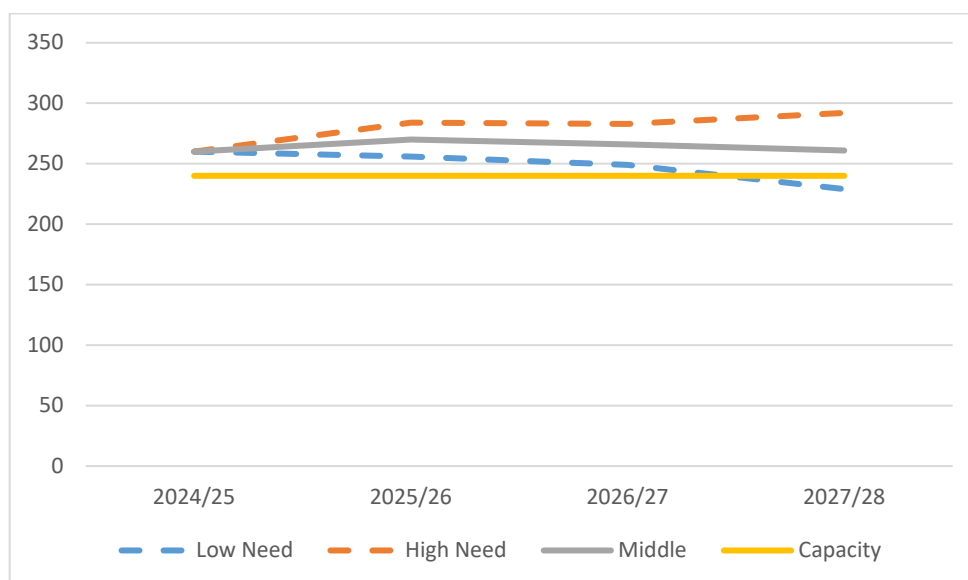
Growth modelling has been undertaken to provide assurance on our forecasting for primary special place demand in the borough. This has been predicated on three weighted scenarios:

- ‘*Low need scenario*’ – weighting forecasting on continuing falling pupil rolls and high estimations of success in supporting more children to remain in mainstream provision.
- ‘*High need scenario*’ – weighting forecasting towards the previous 5-year trend of significant increases in demand for special school places, and a

lower impact of falling pupils rolls.

- *'Middle scenario'* – a measured central position between the two scenarios.

Primary modelling presents a mixed picture of the potential future state. In the 'low need' scenario it is anticipated that in the short-term demand for primary special school places will reduce slightly over the next 3-5 years, falling below the available local capacity by 2027. In the middle scenario a smaller fall in demand is forecast, but this would remain above current primary special school capacity. However, in the 'high need' scenario demand is anticipated to plateau for the next 2 years before beginning to increase again after that period (figure 2).



**Figure 2: Special Place Forecasting – Southwark Secondary Pupils**

Importantly longer-term modelling of even the lowest need scenario, based on the exponential increase in demand for special schools in recent years shows a return to rapid growth in later years. Though it is important to note that forecasting over the medium to long-term comes with a lower confidence factor, which is particularly acute in the primary years, as there is no existing profile of children in the system to more accurately map growth against as there is for secondary projections.

It is recognised that there will always be a smaller cohort of children with additional needs who require very specific support that can only be provided in independent specialist provision. However, the strategic intention of the council is to increase local capacity to make more places available to those pupils currently in independent provision who can realistically be educated in our local special schools. There is currently an estimated 20% gap in available local places for all secondary pupils requiring a special school place, forecast to rise to 40% by 2030 (figure 4). Discounting the smaller cohort who will require independent placements, this still leaves a significant gap in local capacity.

There are four special schools in Southwark for primary pupils. All but one of which is currently accommodating more pupils than its commissioned capacity, that being Beormund school (figure 3).

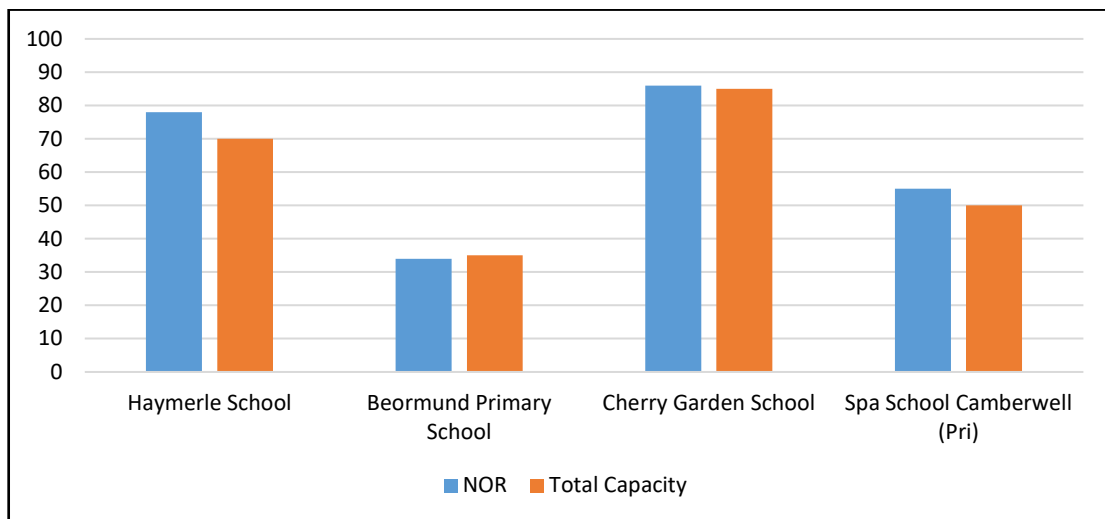


Figure 5: Secondary Special Schools Numbers on Roll (NOR) vs Commissioned Capacity

Due to the medium to long-term uncertainty in demand for primary placements the local authority is not currently proposing any large-scale capital investment in new primary special school provision.

However, as set out above, there are immediate and short-term pressures on primary special capacity. These require the mobilisation of creative and partnership solutions with our family of schools.

Whilst investment in early intervention and stronger mobilisation of the government agenda to drive inclusion in mainstream provision, through improved environments and increasing skills within mainstream, is likely to achieve our strategic aims of reducing or at least levelling the need for primary special places over time. At the current moment those arrangements are less well developed than they need to be to address the immediate needs of pupils.

Solutions that can be quickly mobilised and decommissioned to respond to dynamic needs, and that support both outcomes for pupils and the continued viability of schools facing falling rolls are essential.

Due to falling rolls, a number of schools have available spaces which present the ideal opportunity to mobilise such dynamic solutions to meet specialist needs.

There are currently 68 primary aged children who have been identified as requiring a special school placement. These children are currently on roll at mainstream primary schools or are receiving tuition outside of a school placement. These arrangements are placing additional pressure within the mainstream system, and the high needs budget, and are not delivering the right support or outcomes for children.

Of that group of children;

- 2% have Severe Learning Needs,
- 76% have Autism (ASD),
- 14% have speech language and communication needs (SLCN),
- 5% have Social, Emotional and Mental Health Needs (SEMH), and
- 3% have moderate leaning needs (MLD).

all of whom will have comorbidity of needs, making them complex in nature.

In addition to the above group of children, there are nine children who are currently attending an temporary resourced provision at the Grange School which has been established and governed by the Local Authority (LA). The children in that provision have a range of needs, predominantly SLCN, ASD and learning needs. The provision at the Grange is a temporary arrangement and these pupils need to be supported in to fully established education places.

All the young people at the provision will continue to require intensive support and access to specialist teaching and learning in a positive educational environment with outside space. None of these children could be suitably accommodated in mainstream provision and will need alternative specialist places.

To address these needs, options for developing a satellite provision for Cherry Garden school have been explored. The school leadership and its governing body are keen to explore expansion, and the local authority is confident in their strategic capacity to deliver this.

In line with our strategic intentions to mobilise dynamic provision, particularly where the wider family of schools are experiencing falling rolls and have spare space, the council has evaluated a number of potential sites, including:

- The closed Harris Primary Free School in Peckham – this site has potential to be repurposed as SEND provision in the future, however, due to significant redesign of the current building by Harris Academy it would not be useable for September 2025 or likely 2026.
- The St Mary Magdalene CE Primary School in Nunhead which potentially due to close in July 2025 – this site is potentially a good option for future SEND provision, however, there is a lack of clarity from the Church as to the ongoing operating costs and plan for the premises if the school does close, which would impact on the necessary pace of mobilisation at this stage.
- Spare capacity at Bellenden Primary School in Peckham Rye – this site is the best fit option for the expanded provision. The premises are council maintained, in close proximity to the existing Cherry Garden site, require minimal adaptation, and provide all necessary spaces for the proposed group of pupils.

The leadership at Bellenden School are keenly supportive of proposals to accommodate a satellite provision within their premises. There are some very minor adaptations required to the site to accommodate the new usage. These include, accessibility changes, and adaptations of the catering and play space.

An initial review of necessary works suggests the cost would be minimal and significantly below the cost of the development of wholly new provision.

It is proposed that a two-class satellite of Cherry Garden Special School at Bellenden Primary School is opened in September 2025. The proposals require minimum intervention and cost, and can be adapted easily as needs change across the borough. They present a positive opportunity for both schools and support the best use of funds, assets, and the opportunity to bring two school communities closer together.

#### **4. Impact on other educational institutions within the area**

Due to the existing gap in available provision locally the council does not consider that these proposals will have a negative impact on any other local educational institutions within the area, and will positively support pupils in both schools.

#### **5. Implementation Plan**

This consultation will be open for 4-weeks until the 26<sup>th</sup> May 2025.

A proposal will be presented to the Council's Cabinet on 17<sup>th</sup> June 2025 for a final decision.

If agreed the council and schools will work in partnership with the local community to finalise the designs for the new classrooms.

Work will be carried out over the 2025 summer holidays to make the spaces ready for pupils. Subject to any programme delivery issues the new classes are proposed to open for September 2025.

#### **6. Procedure for making representations (support, objections and comments)**

Within four weeks from the date of publication of this proposal, any person may object to or make comments on the proposal by visiting <https://engage.southwark.gov.uk/en-GB/projects/cherry-garden-sch> or by writing to: Education Capital Team, Hub 1, 4<sup>th</sup> Floor, Southwark Council, 160 Tooley Street, SE1 2TZ.

The closing date for receipt of responses to the representation period is 26 May 2025 at 5pm.

If you require this document in a different format, please email [schoolcapitalprojects@southwark.gov.uk](mailto:schoolcapitalprojects@southwark.gov.uk)

# Consultation Document:

# Cherry Garden School Expansion

April 2025



# Contents of this document

- What is this consultation about? Page 3
- A word from the headteachers Page 4
- A bit about Cherry Garden & Bellenden Page 6
- Special needs in Southwark Page 8
- The plan to expand Cherry Garden School Page 7 – 8
- What happens next Page 9

# What is the consultation about?

Cherry Garden School is mixed gender special primary school supporting children with a range of types of need.

The school is currently supporting more pupils than it was originally designed to, and there are a number of pupils in other schools who would have their needs met better if they could go to Cherry Garden.

A plan has been developed to expand Cherry Garden school into a satellite provision, that will use spare classroom spaces at the nearby Bellenden Primary school.

We want to know what you think about these plans, if you support them, if you have any concerns, and what we can do to work together to get the right schools for all pupils in Southwark.



**Cherry Garden School**



**Bellenden Primary**

# A word from the Headteachers

*At Cherry Garden school we're proud of the outstanding support, education and care we provide to all our pupils.*

*But more than that we're proud of the work we do everyday with our partner schools across Southwark to support pupils with special educational needs and disabilities, whether they come to Cherry Garden or go to school elsewhere.*

*We've got a long history of working with other schools to help them meet the needs of pupils, we offer advice and support to other headteachers and staff to help them help pupils. We see ourselves as not just a school but a part of the whole community of schools in Southwark.*

*That's why we're really excited about not just being able to have more space for Cherry Garden but to also be working closely with our partners at Bellenden to deliver new ways of working together to make more places for our children with special needs but also to build better more inclusive education for all children.*

*We hope you will share your thoughts and join us on this journey*

**- Kelly**



**Kelly Hawker (Headteacher -  
Cherry Garden)**

# A word from the Headteachers

*Here at the River Peck Federation and Bellenden School it's always been a priority to make sure that our school, classrooms and staff are inclusive and that we can support our pupils whatever their needs are.*

*We believe that the best thing for all our pupils is to learn in safe and caring environments that celebrate difference and help pupils to learn and grow together alongside their friends. But we know that for some pupils the best thing for them sometimes means being supported by our special schools, and the expert staff and leaders there.*

*We already work incredibly closely with our friends and colleagues just down the road at Cherry Garden, sharing knowledge and training, and learning from each other all the time about how best to support our pupils.*

*We know lots of our schools are in difficult times at the moment because there are less young children in Southwark, and that's been the same for us at Bellenden. When the opportunity came up for us to think about sharing space with Cherry Garden we couldn't have been more excited about what the positive benefit this could have both for the future of Bellenden and building an even more amazing offer for all our pupils.*

**- Gregory**



**Gregory Doey (Executive Headteacher – River Peck Federation)**

# A bit about Cherry Garden

Cherry Garden School is an outstanding special primary school. The school has about 85 places, but at the moment has 88 pupils. There are a number of pupils in other schools in Southwark who would be better supported if they were in Cherry Garden school.

The school is mixed gender community special school situated in Rye Lane area. The school supports children with a range of needs, including;

- Visual impairment
- Hearing impairment
- Speech, language and communication
- Autistic spectrum condition
- Multi-sensory impairment
- Physical disability
- Severe learning difficulty
- Profound and multiple learning difficulty

The school was last inspected by Ofsted in December 2024 and found to be 'outstanding'



*Pupils at Cherry Garden School receive the highest quality of care and education. No stone is left unturned to ensure that pupils' physical, emotional or developmental needs are met in full. Whatever these needs, staff work effectively to enable pupils to succeed. The school's high expectations help pupils to achieve the very best outcomes.*

*One of the strongest aspects of the school is the relationships with pupils and their parents and carers. These highly positive relationships are one of the school's cornerstones of its success. They help to ensure that behaviour is impeccable. In addition, adapting how the curriculum is taught to meet each pupil's individual needs is the essence of the school's provision.*

*Pupils receive this high-quality education because the curriculum is carefully designed. Pupils benefit from expert teaching and strong links with their families. This has a positive impact on pupils' outcomes and happiness. Pupils enjoy school a great deal. - Ofsted 2024*

# A bit about Bellenden

Bellenden School is a mainstream primary school. The school moved to a completely new building in 2018. The new school was built for about 420 pupils, and a 26 place nursery.

Since the school was built the number of primary school pupils in the area has reduced a lot, and at the moment the school has just 214 pupils.

This means that the almost half of the space in the school is currently unused. This is difficult for the school to manage financially and its important that the school looks at the best ways to use the spaces it has for the community and children in Southwark.

Bellenden has a long history of offering excellent support to children with special educational needs and disabilities, working with parents to make sure that children's needs are met.

The school was last inspected by Ofsted in March 2024 and found to be 'good'



*The school has high expectations for all pupils. Staff know how to best support all pupils with learning, including those with special educational needs and/or disabilities (SEND). Lessons are adapted to meet pupils' needs so that they can achieve success in their learning.*

*Pupils appreciate the various additional opportunities the school provides, such as sporting, musical and cultural events. Parents are invited into the school to share music performances. Pupils learn to work together to perform syncopated rhythms and harmonies on the steel pans. These aspects of the curriculum have been given a great deal of thought to really enrich pupils' experience of school.*

*School leaders quickly and accurately identify the needs of pupils with SEND. The school works closely with parents to ensure that it can provide the best possible support. Lessons are carefully adapted to meet the needs of pupils with SEND, with teaching typically focusing on helping them to learn the curriculum well. -  
**Ofsted 2024***

# Special needs in Southwark

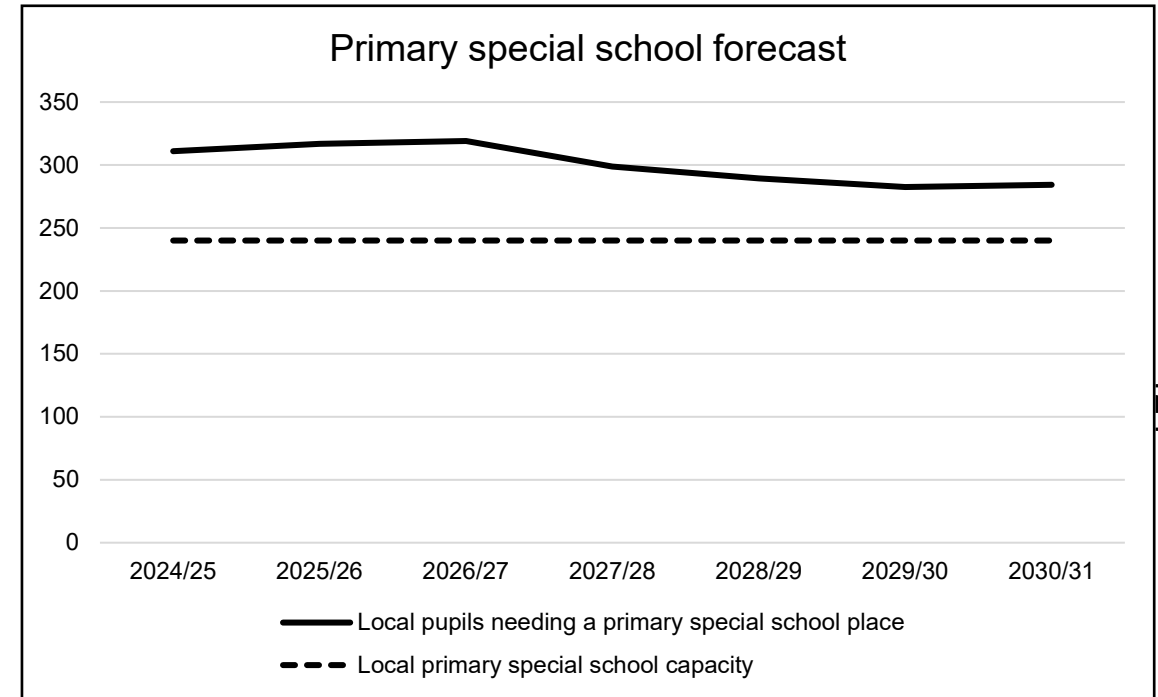
The council has a legal duty to make sure that there are sufficient schools available in the area for those who need them. Including that special educational provision is made for pupils who have special educational needs.

Like everywhere in the country, Southwark has more and more pupils with special needs. There has been an 156% increase in pupils with education, health and care plans in the last 10 years.

At the moment we have about 240 special school places in our local primary special schools. There are about 311 of our children in special primary schools. We expect that number to drop a bit over the next few years, but that the number of pupils will still be higher than the available local places.

We know that quite a few of our primary special school pupils go to schools that are just over the border in our neighbouring boroughs like Lambeth and Lewisham, and that often those schools are closer to their homes, so are the right places for them. But because we don't have all the local places we need, there are some of our pupils who go independent schools that are further away from home, and also some pupils that are in other local mainstream schools but their needs would be better met in special schools.

Because of this we think creating more spaces in our local special schools is the right thing to do. Helping more of our children to stay local, get the right educational experience for them, and so that parents can be given more choice about where their children go to school.



# The plan to expand Cherry Garden School

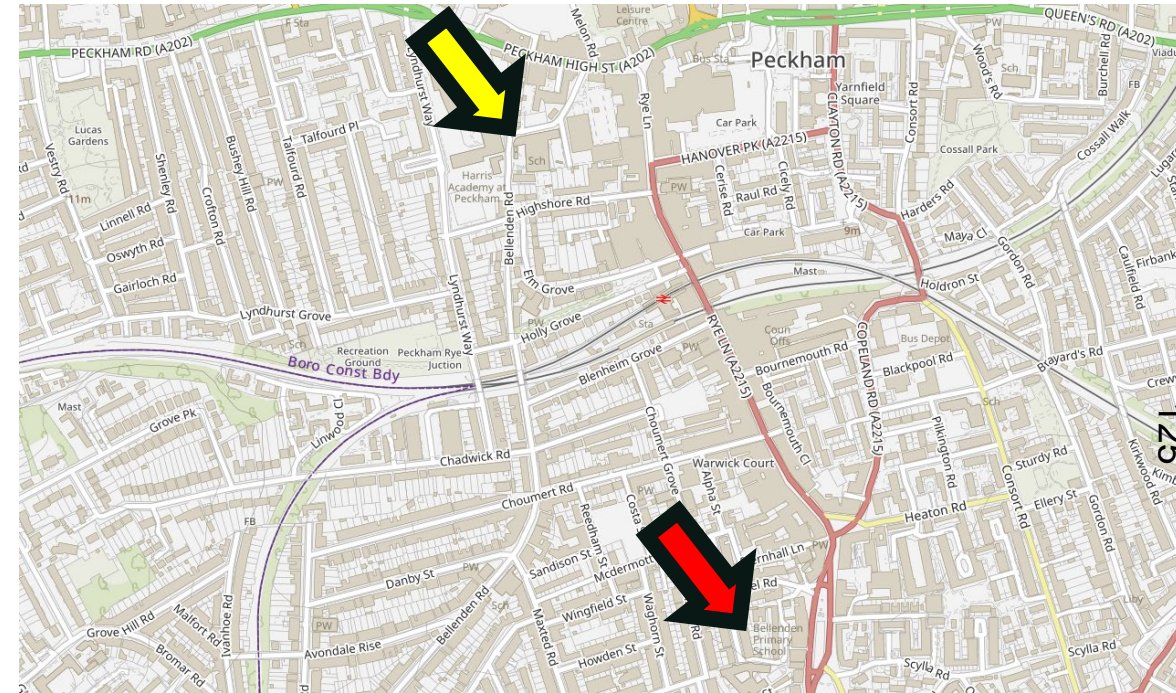
Bellenden School is a mainstream primary school. The school moved to a completely new building in 2018. The new school was built for about 420 pupils, and a 26 place nursery. Since the school was built the number of primary school pupils in the area has reduced a lot, and at the moment the school has just 214 pupils.

This means that the almost half of the space in the school is currently unused. This is difficult for the school to manage financially and its important that the school looks at the best ways to use the spaces it has for the community and children in Southwark.

The Council and our community of schools are committed to supporting all schools to thrive, and to making sure that we maximise the use of available spaces to support more pupils with special educational needs and disabilities.

Bellenden is just an 4-minute drive and a 15-minute walk away from the current Cherry Garden School, meaning the two sites will be able to work really closely together, they will share staff and resources not just between the two Cherry Garden sites, but there will be opportunities for both Cherry and Bellenden to link up better and for staff to collaborate and learn how to support pupils better together.

As above, Bellenden is a relatively new school, meaning it has modern facilities and is in a great condition. There will be some very small work needed to redecorate some of the unused classrooms to make them right for Cherry Garden's pupils.



Map of Cherry Garden School and Bellenden School Site

# What will happen next

1. This consultation will be open for 4-weeks until 26<sup>th</sup> May.
2. Once everyone's feedback has been gathered a report will be written and presented to the council's Cabinet on the 17<sup>th</sup> June. The Cabinet meeting will make the final decision on whether to expand the school or not.
3. If the final decision is approved to expand the school, work will keep going between parents, pupils the school community and the council to refine and agree the final layout and decoration of the new classrooms and of the school. This stage will run until the Summer
4. From Summer 2025 until September 2025 work will happen at Bellenden to redecorate and do the small adaptations to the unused classroom spaces
5. If everything goes as expected, we will be ready to welcome new pupils to the school in September 2025.



# Equality Impact and Needs Analysis for the expansion of Cherry Garden Special School

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## Guidance notes

### Things to remember:

Under the Public Sector Equality Duty (PSED) public authorities are required to have due regard to the aims of the general equality duty when making decisions and when setting policies. Understanding the affect of the council's policies and practices on people with different protected characteristics is an important part of complying with the general equality duty. Under the PSED the council must ensure that:

- Decision-makers are aware of the general equality duty's requirements.
- The general equality duty is complied with before and at the time a particular policy is under consideration and when a decision is taken.
- They consciously consider the need to do the things set out in the aims of the general equality duty as an integral part of the decision-making process.
- They have sufficient information to understand the effects of the policy, or the way a function is carried out, on the aims set out in the general equality duty.
- They review policies or decisions, for example, if the make-up of service users changes, as the general equality duty is a continuing duty.
- They take responsibility for complying with the general equality duty in relation to all their relevant functions. Responsibility cannot be delegated to external organisations that are carrying out public functions on their behalf.
- They consciously consider the need to do the things set out in the aims of the general equality duty not only when a policy is developed and decided upon, but when it is being implemented.

Best practice guidance from the Equality and Human Rights Commission recommends that public bodies:

- Consider all the [protected characteristics](#) and all aims of the general equality duty (apart from in relation to marriage and civil partnership, where only the discrimination aim applies).
- Use equality analysis to inform policy as it develops to avoid unnecessary additional activity.
- Focus on the understanding the effects of a policy on equality and any actions needed as a result, not the production of a document.
- Consider how the time and effort involved should relate to the importance of the policy to equality.
- Think about steps to advance equality and good relations as well as eliminate discrimination.
- Use good evidence. Where it isn't available, take steps to gather it (where practical and proportionate).
- Use insights from engagement with employees, service users and others can help provide evidence for equality analysis.

Equality analysis should be referenced in community impact statements in Council reports. Community impact statements are a corporate requirement in all reports to the following meetings: the cabinet, individual decision makers, scrutiny, regulatory committees and community councils. Community impact statements enable decision makers to identify more easily how a decision might affect different communities in Southwark and to consider any implications for equality and diversity.

The public will be able to view and scrutinise any equality analysis undertaken. Equality analysis should therefore be written in a clear and transparent way using plain English.

Equality analysis may be published under the council's publishing of equality information, or be present with divisional/departmental/service business plans. These will be placed on the website for public view under the council's Publications Scheme. All Cabinet reports will also publish related

Equality analysis should be reviewed after a sensible period of time to see if business needs have changed and/or if the effects that were expected have occurred. If not then you will need to consider amending your policy accordingly. This does not mean repeating the equality analysis, but using the experience gained through implementation to check the findings and to make any necessary adjustments.

Engagement with the community is recommended as part of the development of equality analysis. The council's Community Engagement Division and critical friend, the Forum for Equality and Human Rights in Southwark can assist with this (see section below on community engagement and [www.southwarkadvice.org.uk](http://www.southwarkadvice.org.uk)).

Whilst the equality analysis is being considered, Southwark Council recommends considering Socio-Economic implications, as socio-economic inequalities have a strong influence on the environment we live and work in. As a major provider of services to Southwark residents, the council has a legal duty to reduce socio-economic inequalities and this is reflected in its values and aims. For this reason, the council recommends considering socio-economic impacts in all equality analyses, not forgetting to include identified potential mitigating actions.

## Section 1: Equality impact and needs analysis details

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<b>Proposed policy/decision/business plan area to which this equality analysis relates</b>		The expansion of the Cherry Garden Special School			
<b>Equality analysis author</b>		Michael Crowe, Assistant Director – Transformation & Operations			
<b>Strategic Director:</b>		David Quirke-Thornton, Strategic Director			
<b>Department</b>		Children & Adults Services	<b>Division</b>		Children's Services
<b>Period analysis undertaken</b> Please note that the equality analysis informs all stages of the budget setting process up to final decision making. It can be built upon at all stages.  It can be further built upon and reviewed at implementation stage.		May 2025			
<b>Indicative date of implementation of the proposal</b>		September 2025			
<b>Sign-off</b>	Alasdair Smith	<b>Position</b>	Director of Children's Services	<b>Date</b>	27 May 2025

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## Section 2: Description of proposal

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### Please provide full details of the proposal

The proposal is to expand the current Cherry Garden Special School to a satellite site housed within vacant space at the Bellenden Primary School. The proposal includes investment to deliver minor adaptations to the facilities for pupils with special educational needs and disabilities.

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### Section 3: Overview of service users and key stakeholders consulted

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2. Service users and stakeholders	
<b>Key users of the department or service</b>	<p>Primary age pupils in mainstream school            Primary age pupils with additional needs            Parents of children in mainstream school and those with additional needs            Schools leaders, governors and staff</p>
<b>Key stakeholders were/are involved in this policy/decision/business plan</b>	<p>Members of the local community            Local authority children's services leaders and staff            Ward Members and local MPs            All Southwark school heads and chairs of governors            The Directors of Children's Services of all neighbouring local authorities and all peer authorities with children attending the school            The Southwark Diocesan Board of Education and the Catholic Diocese</p>

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## Section 4: Pre-implementation equality impact and needs analysis

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This section considers the potential impacts (positive and negative) on groups with 'protected characteristics', the equality information on which this analysis is based and any mitigating actions to be taken, including improvement actions to promote equality and tackle inequalities. An equality analysis also presents as an opportunity to improve services to meet diverse needs, promote equality, tackle inequalities and promote good community relations. It is not just about addressing negative impacts.

The columns include societal issues (discrimination, exclusion, needs etc.) and socio-economic issues (levels of poverty, employment, income). As the two aspects are heavily interrelated it may not be practical to fill out both columns on all protected characteristics. The aim is, however, to ensure that socio-economic issues are given special consideration, as it is the council's intention to reduce socio-economic inequalities in the borough. Key is also the link between protected characteristics and socio-economic disadvantage, including experiences of multiple disadvantage.

### **Socio-economic disadvantage may arise from a range of factors, including:**

- poverty
- health
- education
- limited social mobility
- housing
- a lack of expectations
- discrimination
- multiple disadvantage

**The public sector equality duty ( PSED )** requires us to find out about and give due consideration to the needs of different protected characteristics in relation to the three parts of the duty:

1. Eliminating discrimination, harassment and victimisation
2. Advancing equality of opportunity, including finding out about and meeting diverse needs of our local communities, addressing disadvantage and barriers to equal access; enabling all voices to be heard in our engagement and consultation undertaken; increasing the participation of under represented groups
3. Fostering good community relations; promoting good relations; to be a borough where all feel welcome, included, valued, safe and respected.

**The PSED is now also further reinforced in the two additional Fairer Future For All values: that we will**

- Always work to make Southwark more equal and just
- Stand against all forms of discrimination and racism

<b>Age</b> - 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).	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential Socio-Economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b>
<p>The expansion of the school will positively increase the availability of provision for children and young people aged 5 – 11. Additionally this will increase available options for the parents of those children.</p> <p>The expansion plan is to utilise vacant space within an existing mainstream primary school. Whilst this could be seen to be posing a reduction in available school space for pupils already at the Bellenden School, the level of available space is more than sufficient to have no negative impact on those pupils.</p>	<p>Southwark pupils with special educational needs are more likely to be within families experiencing economic disadvantage. These proposals will positively impact those pupils and families by lessening the need for children to travel out of the borough for education, and reducing extraneous demands on parent capacity and resources.</p> <p>The Bellenden school has a high proportion of pupils who are eligible for free school meals, there is no likely impact within these proposals on the opportunity or experience for those pupils facing socio-economic disadvantage.</p>
<b>Equality information on which above analysis is based</b>	<b>Socio-Economic data on which above analysis is based</b>
<p>The target school pupil population for Cherry Garden School.</p> <p>Bellenden School is a mainstream primary school. The school moved to a completely new building in 2018. The new school was built for about 420 pupils, and a 26 place nursery.</p> <p>Since the school was built the number of primary school pupils in the area has reduced, and at the moment the school has just 214 pupils.</p> <p>This means that the almost half of the space in the school is currently unused. This is difficult for the school to manage financially and its important that the school looks at the best ways to use the spaces it has for the community and children in Southwark.</p>	<p>Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.</p> <p>42% of the pupils on the school roll at the Bellenden Primary school are eligible for free school meals.</p>
<b>Mitigating and/or improvement actions to be taken</b>	
None	None



**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.

Please note that under the PSED due regard includes:

Giving due consideration in all relevant areas to "the steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities." This also includes the need to understand and focus on different needs/impacts arising from different disabilities.

<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b>
<p>The proposals will increase the quality of education accommodation for pupils with special educational needs and disabilities, and the level of available provision to those pupils.</p> <p>Additionally, the proposals will strengthen the support and partnership offer to pupils in the Bellenden School who have additional needs and disabilities but who do not necessarily meet the level of need to require a special school place. This will be an additional positive impact for those pupils</p>	<p>As above due to the disproportional rate of pupils with SEND experiencing socio-economic disadvantage these proposals will have a positive impact.</p>
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
<p>All pupils attending the school will meet this protected characteristic. At the beginning of 2025 there were 3,649 children and young people with an education, health and care plan, and approximately 7,500 children receiving SEND support in school. This represents a 156% growth in children and young people with an EHCP in the last 10 years. These proposals will support the work to meet the increasing demand and need for specialist provisions in the borough.</p> <p>18% of the pupils at the Bellenden Primary school have been identified as having special educational needs.</p>	<p>Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.</p>
<b>Mitigating and/or improvement actions to be taken</b>	
None	None

**Gender reassignment:**

- The process of transitioning from one gender to another.

**Gender Identity:** Gender identity is the personal sense of one's own gender. Gender identity can correlate with a person's assigned sex or can differ from it.

**Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.**

**Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)**

Whilst no data is collected locally, and importantly there is no causal link, some peer reviewed research has identified an increased prevalence amongst individuals diagnosed with autistic spectrum disorder who's gender identity that does not correlate with sex assigned at birth. Ensuring more pupils are able to be supported in a high quality, caring local education provision will ensure that those pupils needs are well met and they are supported holistically. There is a likelihood that these proposal will positively impact on this protected characteristic.

As above due to the disproportional rate of pupils with SEND experiencing socio-economic disadvantage these proposals will have a positive impact.

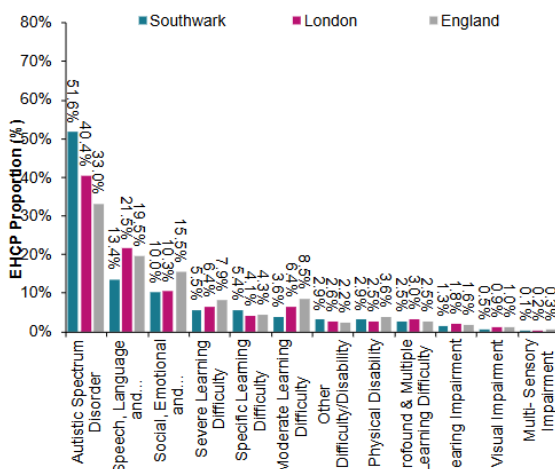
**Equality information on which above analysis is based.**

**Socio-economic data on which above analysis is based**

[Warrier, V, Greenberg, D, M, Weir, E, Buckingham, C, Smith, P, Lai, M, C, Allison, C, Baron-Cohen, S. \(2020\) Elevated rates of autism, other neurodevelopmental and psychiatric diagnoses, and autistic traits in transgender and gender-diverse individuals. Nature Communications, 11, 3959.](#)

Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.

The primary need type for pupils in southwark special schools is Autistic Spectrum Disorder, with 51.6% of all pupils with education, health and care plans. The proportion of all Southwark SEND pupils (EHCP and Non-EHCP) with autistic spectrum disorder as their primary need continues to rise, reaching 23.2% in 2024. This is 7.7% points above the England average of 15.5%, and the 9th highest proportion in England



**Mitigating and/or improvement actions to be taken**

None	None
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<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 couples. 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>	
<p><b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b></p>	<p><b>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b></p>
<p>Marriage or civil partnership would not directly involve children of school age, although they may be the children of married or unmarried parents or civil partners. The marital status of the parents or carers of school pupils forms no part of the admissions process for schools. As such the impact of these proposals on this protected characteristic is likely to be neutral.</p>	<p>As above due to the disproportional rate of pupils with SEND experiencing socio-economic disadvantage these proposals will have a positive impact.</p>
<p><b>Equality information on which above analysis is based</b></p>	<p><b>Socio-economic data on which above analysis is based</b></p>
<p>No data is collected on the marital or civil partnership status of the parents of school pupils</p>	<p>Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.</p>
<p><b>Mitigating and/or improvement actions to be taken</b></p>	
<p>None</p>	<p>None</p>

**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.

<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b>
<p>Pregnancy and maternity would not directly involve children of school ag. Parents with young children in primary school are more likely than those with older children to meet this protected characteristic. Increasing local provision supports reduced disruption to families lives and planning, which has the potential to reduce families stress and increase resilience through more local support as such the impact of these proposals on this protected characteristic is likely to be neutral or potentially positive.</p>	<p>As above due to the disproportional rate of pupils with SEND experiencing socio-economic disadvantage these proposals will have a positive impact.</p>
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
<p>No data is collected on this protected characteristic</p>	<p>Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.</p>
<b>Mitigating and/or improvement actions to be taken</b>	
<p>None</p>	<p>None</p>

<p><b>Race</b> - 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</p>	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b>
<p>Pupils from black backgrounds are more likely to have an education, health and care plan than other groups locally. These proposals will have a positive impact on those pupils by increasing the range and availability of local provision.</p>	<p>As above due to the disproportional rate of pupils with SEND experiencing socio-economic disadvantage these proposals will have a positive impact.</p>

Similarly the Bellenden School pupil population is predominantly from black or black British backgrounds, therefore there are both potential positive and negative implications from these proposals. Whilst the space is unused there is a need to consider the impact of reduce availability of space for those pupils but also the positive impact of a broader integrated link of two school communities which is likely to bring positive experiences to the pupil communities.

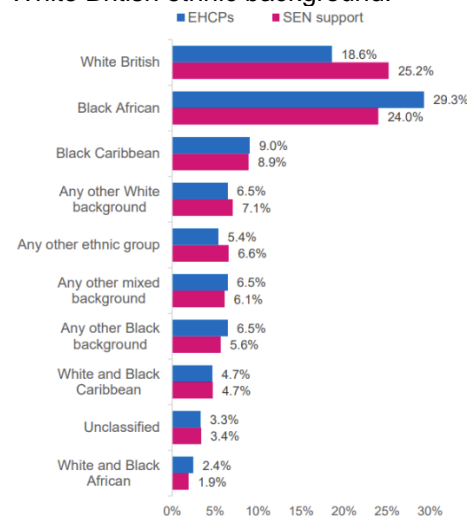
### Equality information on which above analysis is based

Whilst those from a Black African ethnic background account for nearly a quarter of children with SEN, they account for almost a third of those with an EHC plan.

Conversely, children from a White British ethnic background account for just over a quarter of those with SEN, but account for 19% of those with an EHC plan.

Within ethnic groups, the proportion of children with SEN who have an EHC plan varies.

1 in 4 children with SEN from a Black African ethnic background have an EHC plan, compared to nearly than 1 in 6 children with SEN from a White British ethnic background.



The breakdown of the Bellenden School pupil population is as follows

Ethnicity Group	Bellenden School Pupil Population
Any other ethnic group	4.21%
Asian or Asian British	12.15%
Black or Black British	40.19%
Mixed/Dual background	22.90%
Unknown / Missing	4.67%
White	15.89%

### Socio-economic data on which above analysis is based

Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.

<b>Mitigating and/or improvement actions to be taken</b>	
Continue to monitor parent and pupil satisfaction with the school arrangements, in particular on those families from specific ethnic backgrounds	None

<b>Religion and belief</b> - 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.	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b>
No local data is collected on the religion and belief of pupils in special schools or their parents and carers. Special school and the Bellenden school admissions are not based on religious or belief characteristics as such these proposals are likely to be neutral.	As above due to the disproportional rate of pupils with SEND experiencing socio-economic disadvantage these proposals will have a positive impact.
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
No data is collected on this protected characteristic	Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.
<b>Mitigating and/or improvement actions to be taken</b>	
None	None

**Sex** - A man or a woman.

<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b>						
<p>More children in Southwark with an education, health and care plan, and attending special schools are male. Whilst increased provision is therefore likely to impact male pupils more than female pupils, as admissions to special schools are based on need not any other criteria, these proposals will likely be positive for all.</p> <p>The Bellenden school population is evenly mixed between male and female pupils, therefore there is unlikely to be any disproportionate impact on either group.</p>	<p>As above due to the disproportional rate of pupils with SEND experiencing socio-economic disadvantage these proposals will have a positive impact.</p>						
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>						
<p>The majority (72.3%) of children with an EHC plan in Southwark schools are male.</p> <table border="1" data-bbox="233 1012 617 1146"> <thead> <tr> <th>Sex</th> <th>Bellenden Pupils</th> </tr> </thead> <tbody> <tr> <td>F</td> <td>52.80%</td> </tr> <tr> <td>M</td> <td>47.20%</td> </tr> </tbody> </table>	Sex	Bellenden Pupils	F	52.80%	M	47.20%	<p>Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.</p>
Sex	Bellenden Pupils						
F	52.80%						
M	47.20%						
<b>Mitigating and/or improvement actions to be taken</b>							
<p>Our work to continual improve the identification, and earlier identification of children with special educational needs and disabilities will support better awareness of needs amongst female pupils. We will continue to track and monitor the balance of identified needs to ensure that no children are prevented from accessing the right provision and support based on delays in identification of their needs.</p>	<p>None</p>						

<b>Sexual orientation</b> - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b>
<p>No local data is collected on the sexual orientation of pupils in special schools or their parents and carers.</p>	<p>As above due to the disproportional rate of pupils with SEND experiencing socio-</p>

There is no likelihood of negative impact on this special characteristic from these proposals	economic disadvantage these proposals will have a positive impact.
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
No data is collected on this protected characteristic	Nationally, 36% of pupils with special educational needs are eligible for free school meals compared to 20% of pupils without special educational needs. In Southwark, pupils with EHC plans are more likely to be eligible for free school meals than pupils on SEN support (52% compared to 43%), to indicate higher SEN is more likely for children receiving free school meals.
<b>Mitigating and/or improvement actions to be taken</b>	
None	

### 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

These proposals are likely to have a positive impact on the human rights of the pupils attending the expanded school due to more opportunity being available to meet their needs and support them to thrive in their onward education journey.

### Information on which above analysis is based

Increased numbers of school places for pupils in need.

### Mitigating and/or improvement actions to be taken

None

## **Conclusions**

**Summarise main findings and conclusions of the overall equality impact and needs analysis for this area:**

**Have any potential significant concerns amongst service users or the wider community been identified?**

No

**Have any potential negative, disproportionate or adverse impacts on particular protected characteristics been identified?**

No

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**Have you identified any negative or positive impacts re: the promotion of good community relations ?**

Yes, positive – consultation has been undertaken with the local community and the majority 78% were fully supportive of the proposals. This represents a positive reflection of community support for the expansion plans and the opportunity for developing a more inclusive community.

**Are there any specific implications for groups experiencing socio-economic disadvantage ?**

No

**Are there any specific implications for groups experiencing socio-economic disadvantage and protected characteristics ?**

No

**Are there any specific implications for Borough Plan priorities or commitments ?**

No

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## Section 5: Further equality actions and objectives

5. Further actions			
Based on the initial analysis above, please detail the key mitigating and/or improvement actions to promote equality and tackle inequalities; and any areas identified as requiring more detailed analysis.			
Number	Description of issue	Action	Timeframe
1	Improve early identification of additional needs in female pupils	Investment in evidence based assessment tools	Complete
2	Continue to monitor parent and pupil satisfaction with the school arrangements, in particular on those families from specific ethnic backgrounds	Work with the schools to regularly engage the school community on parental satisfaction with arrangements	February 2026 July 2026
3			
4			
5			
6			
7			

5. Equality and socio-economic objectives (for business plans)				
Based on the initial analysis above, please detail any of the equality objectives outlined above that you will set for your division/department/service. Under the objective and measure column please state whether this objective is an existing objective or a suggested addition to the Council Plan.				
Objective and measure	Lead officer	Current performance (baseline)	Targets	
			Year 1	Year 2
Not applicable				

6. Review of implementation of the equality objectives and actions
Not applicable at this time.



<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Appropriation of land at Greendale
<b>Cabinet Member:</b>	Councillor Helen Dennis, New Homes and Sustainable Development
<b>Ward(s) or groups affected:</b>	Champion Hill
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	Not applicable

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

The open space at Greendale Playing Fields has long been an asset for the local community providing both green space for recreation and for nature, as well as sporting facilities. However, the Astro Turf Pitch site has fallen into a dilapidated state and, while the community has continued to make use of it for informal play and recreation, investment is needed to bring these facilities back to a state where they are fit for organised sports and can positively contribute towards increasing local participation in sporting activity.

A scheme is in place with planning consent granted that would not only result in the replacement of the dilapidated Astro Turf Pitch with a modern all-weather sports pitch, capable of being more intensively used by the whole community, but would also secure the long term future of Dulwich Hamlet Football Club, a community-focussed club that has been based in the area for over a hundred years.

Cabinet is therefore recommended to approve the appropriation of the highlighted land from open space to planning purposes, an administrative process that will enable the council to consider future land arrangements that would enable the delivery of the approved scheme with confidence.

**RECOMMENDATIONS**

**Recommendations for the Cabinet**

That Cabinet:

1. Confirms that the Astro Turf Pitch Site at Greendale Playing Fields shown edged red on the plan at Appendix 1 of the report that is currently held for open space purposes is no longer required for those purposes and approves the appropriation of the land to planning purposes to facilitate the carrying out of the consented development proposals for the area in accordance with section 226 of the Town and Country Planning Act 1990 and section 122(1) of the Local Government Act 1972.

2. Notes that a future report will be brought to Cabinet setting out detailed land arrangements for the site and wider development.

## **REASONS FOR RECOMMENDATIONS**

3. To ensure that the consented development is able to be implemented, delivering on the site a new all-weather pitch for both the use of Dulwich Hamlet Football Club (referred to herein as “Dulwich Hamlet FC”, “DHFC” or “the club”) and of the wider community.
4. The site is dilapidated and in need of investment in order to provide sporting facilities safe and suitable for community use. Planning consent is in place for the redevelopment of the Astro Turf Pitch Site and wider Champion Hill stadium site. Not appropriating the site would risk the delivery of the consented redevelopment scheme being frustrated or delayed by injunctions.

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

5. Proceeding with implementation and future land transaction without first appropriating the site was considered, given the current use and future uses of the site are both as an artificial sports pitch, but this is not recommended. Although the use of the site under the consented scheme could still be considered to be compatible with continuing open space use of the land, this was not considered to be the optimum route as it would not remove the risk of future legal challenge.

## **POST DECISION IMPLEMENTATION**

6. Following the decision by cabinet, the following actions will be taken:

<b>Key Activity</b>	<b>Target completion date</b>
Report to cabinet on land transfer arrangements	October 2025

## **BACKGROUND INFORMATION**

7. Greendale Playing Fields is an area of open space near to East Dulwich Station. It is broadly bounded by Green Dale, Wanley Road, Sainsbury’s Dog Kennel Hill, Champion Hill stadium and a public footpath. Greendale Playing Fields is currently designated as Metropolitan Open Land (“MOL”) within the adopted local plan. The land now comprises areas of wild grassland and dilapidated former sports facilities, including tennis courts and an Astro Turf pitch. The Astro Turf Pitch Site is an area within the wider Greendale Playing Fields comprising a derelict Astro Turf pitch and immediately adjacent soft landscaped land. An Astro Turf pitch is a “2G” or second-generation, sand-dressed pitch originally intended for use for sports such as hockey, tennis and recreational football, but no longer considered acceptable for competitive football. The site is shown edged red within the plan at Appendix 1.

8. The Greendale Playing Fields site is owned by Southwark council and registered under Title Numbers LN245239 and TGL57173. It was originally acquired in 1963 by London County Council for educational purposes for a school and school playing fields and was held and managed by the Inner London Education Authority (“ILEA”). The site was transferred to the council following the abolition of ILEA in 1990 with ongoing restrictions in title for educational use and playing fields, however following the transfer the land was not considered suitable for school playing fields and was later let on a commercial basis to Dulwich Hamlets Football Club in 1994 under a long lease, while covenants restricting the site to educational uses were subsequently removed in 2001. In 2018, having previously opposed the renewal of the long lease over the whole of Greendale Playing Fields following its expiry in March 2015, the council granted to DHFC a lease over just the Astro Turf Pitch Site of initially 18 months term. Annual renewals were subsequently granted by the council in 2020, 2021 and 2022. The council ultimately reoccupied the Astro Turf Pitch Site in October 2024.
9. Greendale Playing Fields is adjacent to the Champion Hill Stadium site. The Stadium has been home to Dulwich Hamlet FC since its construction in the early 1990s. The Champion Hill Stadium Site comprises the existing football pitch, stadium and associated facilities including car park. The Champion Hill Stadium Site is owned by Greendale Property Company Limited (or “Greendale PropCo”). The existing grass pitch is designated as Other Open Space within the local plan.
10. On 18 June 2019, a planning application was submitted for a comprehensive redevelopment scheme across land comprising the Champion Hill Stadium Site plus the AstroTurf Pitch Site (but excluding the remainder of Greendale Playing Fields). The scheme (application reference 19/AP/1867) comprises redevelopment of the Champion Hill Stadium Site, including the demolition of existing buildings, and use of the AstroTurf Pitch Site, to provide:
- the erection of a new stadium with relocated playing pitch with associated floodlighting and boundary treatment, and part two-, part three-storey clubhouse building with sports and leisure facilities, with capacity for 4,000 spectators;
  - the construction of a multi-functional “kick-about” recreational space;
  - the erection of a series of buildings between four and six storeys in height to provide 219 residential dwellings, associated car parking, cycle parking, refuse storage and access road;
  - the widening and greening of a public route with associated hard and soft landscaping; and
  - the relocation of telecommunications equipment and re-provision of the substation together with plant and equipment.
11. On 27 July 2020, the council’s Planning Committee resolved to grant planning permission. On 21 February 2022, Planning permission was granted. The planning permission has an associated section 106 Agreement made between Southwark Council, Greendale PropCo and Dulwich Hamlet FC, which sets out proposed land transfer arrangements which are summarised as follows:-
- The developer will construct a new football stadium for the benefit of Dulwich Hamlet FC, comprising new pitch predominantly on the council land at the Astroturf Pitch Site and a new stand and stadium on part of its

- own land at the southwest end of the Champion Hill Stadium Site.
  - Once the new football stadium is built, the developer would then offer the transfer of the freehold interest in the part of the new stadium that it owns to the council.
  - Following the freehold transfer, the council would then grant a long lease to Dulwich Hamlet FC, subject to approval.
12. While deemed acceptable by the local planning authority, the proposed transfer arrangements remain subject to approval by the council as landowner. These arrangements will be the subject of a future report to cabinet later this year.

## KEY ISSUES FOR CONSIDERATION

13. The land proposed to be appropriated is only that area of the wider Greendale Playing Fields referred to as the Astro Turf Site and is illustrated edged red within the plan at Appendix 1. This land comprises the derelict all-weather pitch plus ancillary soft landscaped land surrounding it. The site was originally acquired for educational purposes and was laid out as school sports playing fields but subsequently let to Dulwich Hamlet FC for the club's own use. Inadequate pitch boundary treatment and historic misuse have resulted in the artificial grass playing surface becoming heavily dilapidated and now well past its economic life. The pitch has been unfit for safe use for organised sports now for some years, the club have not used it for training purposes since 2017, and recent external inspection reports have condemned the current playing surface. Despite the pitch being unfit for formal use for organised sports, in practice the general public have been able to access the pitch in recent years, due to dilapidated boundary fencing and main site gates being left unlocked from around 2018 onwards, and the site has been subject to ongoing informal recreational use, including dog walking and informal sports.
14. Planning consent for the redevelopment of the site was granted on 21 February 2022. The consented scheme would see the existing dilapidated pitch replaced with a new, modern all-weather playing surface, along with associated boundary treatments to ensure it is protected for sporting use. The new facilities would be used by both DHFC and the wider community, as required by planning condition of the consented scheme. The replacement of existing unsafe and dilapidated facilities with new fit-for-purpose sporting facilities and associated infrastructure would be a significant benefit, while the informal accessed nature of the existing pitch would also be replicated through the provision of a new kick-about space in the associated development.
15. On the basis of the overall assessment of open space set out within the Southwark Open Space Strategy (January 2013), the broad locality is not one with an open space deficiency, and it benefits from access within walkable distances to large nearby parks including Goose Green, Ruskin Park and Dulwich Park with space for informal sport and play. The open space strategy does, however, note that a number of open spaces locally are not fulfilling their current potential, including specifically the artificial pitches at Greendale. Improvements to these facilities are therefore long overdue. The borough also has a recognised need for additional, modern 3G football pitches (a "3G" or third-generation pitch is an artificial grass surface designed to replicate natural

grass for sports like football and rugby) borough-wide and particularly within the centre of the borough, as identified in the council's Playing Pitch Strategy (March 2017). The latest Football Foundation's Local Football Facility Plan (February 2025) highlights the need for 5 new full size 3G pitches in the borough to meet demand and recognises that the opportunities to build them mostly exist in the south of the borough, noting under priority projects that the pipeline full size 3G pitch at Greendale as contributing towards meeting this demand should the proposed facilities come to fruition.

16. The appropriation and resulting consented planning use are considered to be in the public interest as they would result in the redevelopment of the Astro Turf Pitch Site in addition to the adjoining Champion Hill stadium site, delivering much-needed new sporting facilities on the land plus further ancillary facilities on adjacent land, including replacement informal recreational space, as well as enabling the delivery of new homes, open space and public realm as part of the wider development. These arrangements would also secure the long-term future of local community football club, Dulwich Hamlet FC.
17. The council therefore considers that the land is no longer required in the public interest for its existing use and is instead required for planning purposes. Appropriating to planning purposes will allow for the redevelopment of the site in line with the consented scheme. The council considers that the public need for access to identified recreational activities would be satisfactorily met by new arrangements, so those needs no longer require the land to be held for its current purpose.
18. A future report will be brought to cabinet on proposed land arrangements for the site and wider development, following statutory requirements for advertisement.

### **Policy framework implications**

19. Detailed planning consent is in place for the redevelopment of the site (planning ref 19/AP/1867). That planning permission remains extant. The policy framework position was considered as part of the local planning authority's determination of the scheme, which included where the development proposal was in accordance with the policy framework and where it was a departure, including the impacts on MOL and the very special circumstances, linked to the protection of the Club and the increased potential for participation in sport, that would justify these impacts.
20. During the period between the committee resolution to approve and the issuing of the planning approval, the London Plan 2021 was adopted, and the Southwark Plan 2022 completed Examination in Public stage and was imminently due to be adopted. The draft policies within both these documents were also considered in the assessment of the application. Within the now adopted Southwark Plan 2022, the Astro Turf pitch site remains designated as MOL and sits immediately adjacent to site designation NSP40: Dulwich Hamlet Champion Hill Stadium, Dog Kennel Hill, which requires the delivery of new homes in addition to retention or re-provision of the football ground and associated facilities. The site designation specifically notes that planning application 19/AP/1867 is relevant to the designated site.

21. Since the consent was granted, the National Planning Policy Framework (“NPPF”) 2021 has been replaced by the NPPF 2024. NPPF 2024 continues to provide overarching policy support for sustainable development that meets social objectives including delivery of new homes and open spaces that reflect the needs and support communities’ health, social and cultural well-being. It notes that development impacting open space can be acceptable where replaced by equivalent or better provision in terms of quantity and quality.
22. While the 2022 planning consent remains extant, it is considered that when assessed against the current policy framework the development proposal would continue to be supported, given the mitigations included against departures.

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

### **Community impact statement**

23. The site is currently used for informal recreation. Land is laid out for formal sporting use although those facilities are dilapidated and the land is only available for informal recreation. Informal public access is available.
24. The proposed redevelopment scheme replaces existing dilapidated facilities with new fit-for-purpose modern facilities, meeting the needs of both the club and the wider community for all weather sports pitches. The loss of informal sporting use is mitigated through the provision of a kick-about space within the adjoining development.

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

25. The Equality Act 2010 creates at s.149 a Public Sector Equality Duty that in summary requires the council in the exercise of its functions to have due regard to the need to:
  - a) eliminate discrimination;
  - 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.
26. Relevant protected characteristics for the purposes of the Equality Act are:
  - Age
  - Civil partnership
  - Disability
  - Gender reassignment
  - Pregnancy and maternity
  - Race
  - Religion or belief
  - Sex, and
  - Sexual orientation.
27. In considering the recommendations herein the cabinet must have due regard to the possible effects them on any groups sharing a protected characteristic

in order to discharge its public sector equality duty. This is an ongoing obligation.

28. Both the council as Local Planning Authority and the Mayor of London previously undertook consideration of equalities impacts in assessing and determining the original planning application. These considerations included specific focus on the issue of the loss of the Astro Turf pitch and took into account the proposed mitigations, including the replacement 3G pitch and proposed Community Use Agreement and the informal kick-about space. At that stage Council concluded that the impact of the loss of the Astro turf was appropriately mitigated through the re-provision of sport and recreation facilities, the robust community use safeguards and the significant qualitative enhancements. These conclusions remain relevant to the present report.
29. Should the recommendations set out within the present report be approved, the redevelopment of the site would be able to proceed including the delivery of new sporting facilities within the Astro Turf Pitch Site for use by both the club and wider community, in addition to the redevelopment of the wider Champion Hill Stadium Site, delivering new homes, additional open space and public realm. While there could be considered to be impacts, particularly during the implementation phase, on access to green and open space associated health impacts and impacts on opportunities for sporting participation, the site is designated as Metropolitan Open Land, it is not a public park and has been in private control for some decades. These potential impacts could impact various groups with protected characteristics, as set out above, however this is considered to be outweighed given that the impacts are appropriately mitigated, the scheme will result in an overall increase in public and green space, including green links between existing green spaces, new play spaces and informal kick-about space, as well as new community assets including new and upgraded sports facilities, plus new and affordable housing. Overall, this creates a compelling case in the public interest to proceed to facilitate the improved social outcomes for the local community the redevelopment will provide.

### **Health impact statement**

30. The appropriation of the site will enable the redevelopment providing new sporting facilities for use by Dulwich Hamlet FC, as well as for use by the wider community. In addition, they will enable the wider development to proceed delivering new homes, open space and public realm including a formal kick-about space and a number of play spaces.
31. The wider Greendale Playing Fields will not be directly affected and will remain available for informal recreation. These arrangements will therefore deliver a range of open spaces for use by the breadth of the community from formal sports pitches, informal kick-about areas, younger play areas and general open space, which will increase opportunities for participation in organised and informal sporting activities, improving health and wellbeing.
32. The development will also secure the long-term future at the site of Dulwich Hamlet FC. The continued presence of a local community football club also supports health outcomes through its sense of community identity and wider

community work.

### **Climate change implications**

33. There are no direct climate change implications resulting from the appropriation of land at Greendale.
34. Issues around climate change implications resulting from the future development were considered as part of the determination of the planning application.

### **Resource implications**

35. There are no direct resource implications resulting from the appropriation of land at Greendale.

### **Legal implications**

36. Where land is expressly acquired and held by a local authority for open space use, for example under the Public Health Act 1875 or Open Spaces Act 1906, this can create a statutory trust for the benefit of the public. Where a public trust exists, a council can only remove the public's right by appropriating or disposing of the land after following the statutory advertising procedure in accordance with the Local Government Act ("LGA") 1972.
37. In this case, the designation of the site is not immediately straightforward. While the land is open space in character and has come to be used by the general public for recreational purposes, this is in part due to dilapidated boundary fencing and main site gates being left unlocked from around 2018 onwards, and not formally designated open space. The land was originally acquired by the LCC for educational and school playing fields use and was transferred to the council with ongoing covenants restricting its use to the same. The site was subsequently considered not to be suitable for educational use and was laid out as sporting facilities and let commercially to DHFC for the club's use, with covenants regarding its ongoing educational and playing field use later removed during the term of that lease. Officers have been unable to find any record of the site being declared surplus for educational and playing fields uses prior to its original disposal to DHFC, nor of any appropriation of the site.
38. In seeking to verify the position, council officers have taken reasonable steps including: -
  - Contacted the original freeholder
  - Inspected the title deed packets
  - Undertaken a search of committee meeting minutes
  - Made enquiries of local history group to find minutes of council decisions relating to the site and
  - Inspected witness statements and supporting evidence to court cases relating to the site.
39. Based on the information available to the council, therefore, on balance it is not considered that the land is subject to a public trust. Additionally, even if a

public trust did exist, it is considered that the appropriation would still be justified for the reasons set out within this report.

40. As the land is held de facto as open space, but not considered to be subject to a public trust, then it may be possible to remove the open space status without following any further statutory process. However, open space that is not subject to a statutory trust can still be appropriated by following the statutory advertising procedure in accordance with the LGA 1972. Further details of this statutory procedure are set out paragraphs 48 to 50 below.

### **Financial implications**

41. There are no direct financial implications resulting from the appropriation of land at Greendale. The costs of appropriation have been met from existing budgets.

### **Consultation**

42. The proposed development scheme was consulted upon prior to planning submission, as set out within the planning application documents, and was also subject to statutory consultation ahead of determination. Over 2,000 responses were received with a majority of respondents generally supportive of the scheme and in particular supportive of the club as a community asset and its positive impact on the local economy.
43. Objections to the planning application were considered by the local planning authority in determining the planning application. The material planning considerations raised by objectors can be summarised as follows:
- Loss of Metropolitan Open Land (“MOL”) and inappropriate building on MOL
  - The impact on the openness of MOL and absence of ‘very special circumstances’ justifying development on MOL
  - Loss of existing artificial pitch which is available to the public and the replacement facility is significantly smaller
  - Replacement of open space is not adequate
  - Impact on ecology and wildlife and the Site of Importance for Nature Conservation (“SINC”)
  - Introduction of residential would lead to transport impacts
  - The residential development is overbearing and out of scale with the surrounding dwellings
  - Impact on the future of the football club
  - There should be more social housing
  - Noise and light pollution; and
  - Loss of trees and its implications for climate change.
44. The above objections were considered and officers concluded that on balance the benefits of the overall development outweighed the harm caused and recommended that planning permission be granted and Planning committee resolved to grant consent on that basis.
45. It is a statutory requirement that the council advertise its intention to appropriate. The proposed appropriation was consulted upon through

advertisements in the local press for a minimum of 2 consecutive weeks. Public notices were placed weeks within Southwark News on 17 April, 24 April and 1 May, with a deadline for representations of 8th May.

46. Only one written representation has been received in response to the published notices of intent to appropriate, from the club itself whose comments are summarised as follows:
- Planning Committee has already considered arguments for and against the development and concluded that the application be approved. The decision on appropriation should not re-run these arguments.
  - The proposed redevelopment is of critical importance to the club given its cumulative seasonal attendance of 70,000 supporters, selling out on 33 occasions and locking out fans on 13 occasions. The appropriation of land, allowing the development to proceed, is the only way to ensure that the opportunity to attend the club's fixtures can continue be extended to those Southwark residents who wish to do so.
  - There is a significant financial impact to the club of delay, which would potentially impact the club's sustainability. With increased costs resulting from the cost-of-living crisis, rise in living wage and increase in national insurance, and without the potential for increased attendances, the club is prohibited from making further investment into sporting provision.
  - The club has recently secured surrounding land own by St Olave's and St Saviour's Foundation and invested in 3 grass pitches in order to expand use of those pitches for local schools and youth teams increasing sporting participation and community use. These arrangements would not be able to be continued in the long term without the ongoing sustainability secured by the stadium development. Combined these would secure a 10-acre sporting site improved for community use through the club's work.
  - Dulwich Hamlet FC is a unique club delivering a range of community benefits including driving local footfall, supporting the local economy, and participation in sports, and the appropriation is required to unlock the development to allow the club to continue its work in the borough.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Head of Procurement**

47. Not applicable

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

48. Section 122 Local Government Act 1972 provides councils with a general power to appropriate land belonging to the council that is no longer required for the purpose for which it is held for any other purpose for which the council is authorised by statute to acquire land. Before appropriating open space land, under s.122(2A) LGA 1972, a council must advertise its intention to appropriate and consider any objections. Details of the advertisement and any responses is set out at paragraphs 45 and 46 above.
49. A principal council can only appropriate land under section 122(1) of the LGA

1972 if the land is no longer required for the purpose for which it is currently held. In reaching this decision, the council must consider the public need within the area for the existing use. Details of these considerations are set out at paragraphs 13 to 17 above.

50. The appropriation for planning purposes under s.122 LGA 1972 would also remove any statutory trust that exists over the land. The appropriation of open space for planning purposes overrides statutory restrictions on its use, and it may thereafter be used by any person in accordance with planning permission by virtue of s.241(1) Town & Country Planning Act ("TCPA") 1990.

### **Strategic Director of Resources (FG-77)**

51. This cabinet report seeks approval to appropriate land at Greendale Playing Fields from open space purposes to planning purposes to facilitate the carrying out of the consented development proposals for the site.
52. It is also noted that a future report will be brought to Cabinet which will detail the land arrangements regarding the wider development of the site.
53. As per the Resource implications section, there are no resources implications arising from this report.
54. Officer time and staff costs arising will be managed within existing approved revenue budgets for Sustainable Growth in 25/26.

### **Other officers**

55. No other officers have been required to be consulted.

### **BACKGROUND DOCUMENTS**

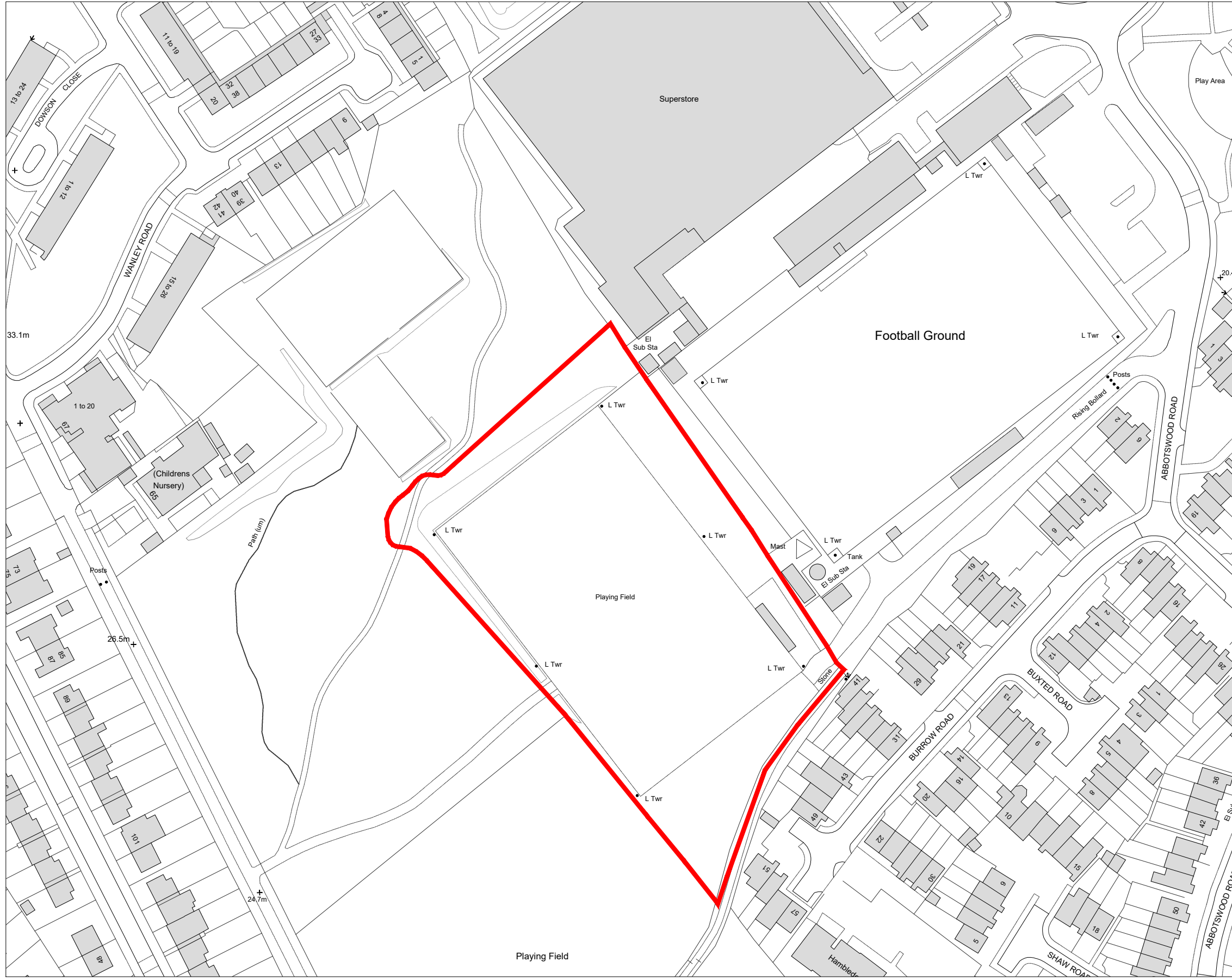
<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Planning application (ref. 19/AP/1867) documents, case officer's reports and s.106 agreement: <a href="https://planning.southwark.gov.uk/online-applications/applicationDetails.do?activeTab=summary&amp;keyVal=ZZZV0JKBWR961">https://planning.southwark.gov.uk/online-applications/applicationDetails.do?activeTab=summary&amp;keyVal=ZZZV0JKBWR961</a>	Planning & Growth, 160 Tooley Street	Matt Derry 07718961418

### **APPENDICES**

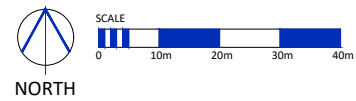
<b>No.</b>	<b>Title</b>
Appendix 1	Astro Turf Pitch Site plan



## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Helen Dennis	
<b>Lead Officer</b>	Clive Palfreyman, Strategic Director Resources	
<b>Report Author</b>	Matt Derry, Head of Sustainable Growth South	
<b>Version</b>	Final	
<b>Dated</b>	5 June 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	Yes	Yes
Strategic Director, Resources	Yes	Yes
List other officers here	n/a	n/a
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>	5 June 2025	



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	<b>address</b> ASTRO TURF PITCH SITE GREENDALE PLAYING FIELDS LONDON SE5/SE22	<b>title</b> APPROPRIATION OF LAND	<b>date</b> 14.04.2025	<b>scale</b> 1:1250	<b>sheet</b> A3	
			<b>dwg no.</b> PL16101-01	<b>revision</b> SB	<b>drawn</b> SB	

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<b>Meeting name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Refresh of Procurement Framework to support Southwark 2030 and approval of new Social Value Framework
<b>Cabinet Member:</b>	Councillor Stephanie Cryan, Equalities, Democracy and Finance
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a

#### **FOREWORD – COUNCILLOR STEPHANIE CRYAN, CABINET MEMBER FOR EQUALITIES, DEMOCRACY AND FINANCE**

The new Procurement Act gives us a timely opportunity to revisit our procurement framework and align it closely to our Southwark 2030 vision and goals, helping to drive through our key priorities.

The Southwark 2030 Procurement Framework is closely aligned to the Future Southwark Transformation Programme which aims to deliver both opportunities and value through procurement. Procurement must be for the benefit of our residents, and it is right that opportunities are provided to allow local small and medium sized businesses and organisations to tender for contracts.

The new framework will also require robust contract management as well as full transparency and accountability. Alongside this we will need to demonstrate how we are using procurement to deliver full and meaningful Social Value.

As a council we spend approximately £650m with external suppliers and we need to utilise this purchasing power to align social value to our Southwark 2030 goals and overarching vision.

As well as setting out our Southwark 2030 Procurement Framework, this report asks Cabinet to agree a new Social Value Framework. The framework strengthens how we secure, evaluate, monitor, and report Social Value activity, driving consistency in the approach across commissioning and procurement within the council. It sets out our intention to work collaboratively with organisations locally, regionally, and nationally to build real and lasting impact for Southwark communities, with contactors having to demonstrate Social Value achieved throughout the length of a contract.

The Social Value Framework will enable us to help deliver for our communities and to put them front and centre so that everyone can benefit from procurement going forward.

## **RECOMMENDATIONS**

1. That Cabinet approve the refreshed Southwark 2030 Procurement Framework, at Appendix 1.
2. That Cabinet endorse the emerging corporate approach to Social Value and approve the draft Social Value Framework, at appendix 2.
3. That Cabinet agree the continued delegation of approval for minor and consequential amendments to the Southwark 2030 Procurement Framework to the Assistant Chief Executive, Governance and Assurance, in consultation with the Cabinet Member for Equalities, Democracy and Finance.
4. That Cabinet agree the delegation of approval for minor and consequential amendments to the Social Value Framework to the Strategic Director of Resources, in consultation with the Cabinet Member for Equalities, Democracy and Finance.

## **REASONS FOR RECOMMENDATIONS**

5. The reasons for the recommended update to Southwark Council's procurement framework are detailed in paragraphs 32-36 of this report.
6. The reasons for the recommended new Social Value Framework are detailed in paragraphs 37-48 of this report.

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

7. There are no alternatives that have been considered in relation to the revised Procurement Framework. In relation to Social Value, the alternative is to maintain the currently limited approach to capturing Social Value. This is not recommended for the reasons set out in this report.

## **POST DECISION IMPLEMENTATION**

8. Once the recommendations within this report have been approved:
  - i. The council's procurement framework is expected to be a live document that supports the way in which the council's expenditure with third parties can support its values so the updated framework will be implemented and published within six weeks of this being approved.
  - ii. The Social Value Framework will be implemented in alignment with the timelines set out in this report at paragraph 58.

## BACKGROUND INFORMATION

9. A review by Overview and Scrutiny Committee of Commissioning and Procurement in Southwark in 2015 led to the development of the first Fairer Future Procurement Strategy. This aimed to introduce clear processes, including Gateway 0 reports for services over £10m in value, briefings for Cabinet Members for all procurements over £100k in value and enhanced provisions relating to blacklisting.
10. Following this, the council approved the Council Plan 2018-22 and revised Fairer Future Commitments in November 2018. These changes were reflected in an updated document, the Fairer Future Procurement Framework, which incorporated changes to legislation, guidance and policies, referred to Social Value, the End Violence at Work Charter, and strengthened provisions in relation to workforce issues.
11. The revised Framework was approved by Cabinet on 18 June 2019 and Cabinet was also asked to note next steps for enhancing the council's commitment to Social Value in procurement, with a report to be brought back on their implementation and impact.
12. At their meeting in December 2020, Cabinet received a report which considered the recommendations made by the Education and Business Scrutiny Commission in July 2020 following their investigation into the accessibility of procurement opportunities in Southwark to local businesses and community organisations and their review of the council's early activity to implement Social Value provisions of its Fairer Future Procurement Framework.
13. A future report on progress in relation to the scrutiny report and on updates to the Fairer Future Procurement Framework were presented to Cabinet on 8 December 2020 and 1 February 2022 respectively.
14. Updates to the Fairer Future Procurement Framework that reflect new policies, strategies and council commitments that have been made since this was last approved by Cabinet are detailed within the version control section of the Procurement Framework (appendix 1). In response to requests to enhance Social Value in procurement, deliver on the council's 2030 ambitions for the borough, the release of Southwark's Economic Strategy (2023-2030) and new Procurement Act (2023), the council is compelled to build a more targeted and meaningful programme on Social Value for the whole council.
15. Social Value is an umbrella term for capturing the positive benefits that an organisation delivers for society beyond its core obligations. It covers three main areas: the community, economy, and environment.
16. The term 'Social Value' was first introduced by The Public Services (Social Value) Act (2012). The act placed responsibility on public sector authorities to consider how wider economic, community and environmental benefits

could be delivered as part of commissioning services. Since then, legislation has made Social Value progressively more integral to both local and central government procurement. As a result, many public authorities now interpret Social Value more broadly, also assessing it across the procurement of supplies (goods) and works.

17. The Procurement Act (2023) and National Procurement Policy Statement (NPPS) somewhat strengthens the role of Social Value within public procurement decisions. Contracting authorities are now legally required to 'have regard to the importance of maximising public benefit' when awarding contracts, rather than just 'consider' Social Value as per The Public Services (Social Value) Act (2012). In addition, the transition within the Procurement Act (2023) from awarding contracts to the 'Most Economically Advantageous Tender' to 'Most Advantageous Tender' further signals this shift, meaning contracting authorities are empowered to leverage procurement as a tool to achieve broader societal benefits aligned with the government missions, rather than basing decisions purely on cost.
18. The Procurement Act (2023) introduces specific obligations for contracting authorities regarding the reporting and monitoring of contracts to enhance transparency and accountability in public procurement (see paragraph 25). In accordance with these guidelines, contracting authorities should utilise a structured approach to measuring Social Value outcomes and reporting progress in contracts transparently.
19. The previous version of the Fairer Future Procurement Framework required the inclusion of Social Value in tenders valued over £100,000. However, there was a lack of consistency in the council's approach to robustly securing, evaluating, monitoring, and reporting Social Value activity. Therefore, as part of refreshing the procurement framework, a standalone Social Value Framework has been developed that will provide the structure and methodology to effectively unlock additional benefits for Southwark's communities through contractual spend, in line with the council's Southwark 2030 ambitions.

### **Summary of the business case**

20. Southwark Council approved the Southwark 2030 strategy and Delivery Plan 2024-2027 commitments and has set clear delivery objectives that support this. The six goals of Southwark 2030 are:
  - Decent Home for all
  - A Healthy Environment
  - A Good Start in Life
  - A Strong and Fair Economy
  - A Safer Southwark
  - Staying Well
21. These goals are supported by three principles:

- Empowering People
- Reducing Inequality
- Investing in Prevention

22. Southwark Council spends in the region of £650m p.a. with external organisations. As a public body, it is governed by legislation in relation to its procurements, in the form of both the Public Contract Regulations (2015), the Provider Selection Regime, and the Procurement Act (2023), which came into force on 24 February 2025.
23. In relation to the way in best leveraging local benefits from the way in which public funds are spent, the Public Services (Social Value) Act (2012) was introduced. A stronger statutory footing to delivering Social Value via procurement is also established via the Procurement Act (2023) and National Procurement Policy Statement (NPPS).
24. Both frameworks that this report seeks approval for will ensure that compliance with all relevant legislation is complete, and in addition how the council can best meet its needs whilst ensuring that it align its values and policies with partner organisations that it enters contract/s with.

#### KEY ISSUES FOR CONSIDERATION

25. The Procurement Act (2023), introduces a requirement for greater transparency in the planning, defining requirements and then procuring and managing its contracts that are covered under the legislation. Included within this is the mandated publication of a pipeline of future contracts that are over £2m in value. The Procurement Act (2023) also includes many new requirements in relation to the publication of notices for transparency, contract details and performance for applicable higher value contracts (over £5million) for the first time.
26. The council has published up to 40 new procurement notices for over Public Contract (PCR) threshold procurements each year. It should be noted that these are not carried out where existing framework agreements are in place and are utilised. The thresholds for contracts covered by the Procurement Act (2023) remains the same as at present, and is updated every two-years:

<b>Contract Type</b>	<b>Value (inc. VAT)</b>	<b>Value (excl. VAT)</b>
Supply and Services	£213,477	£177,897.50
Works	£5,336,937	£4,477,447.50
Light Touch Regime Services (Health and Social Care)	£663,540	£552,950
Concession Contracts	£5,336,937	£4,477,447.50

27. There will be dual procurement legislation which may apply to new

procurements, as those being let under framework agreements that were put in place under the Public Contract Regulations (2015) will also be subject to these rules.

28. The Procurement Act (2023) introduces new obligations to consider opportunities for, and barriers to entry, for SME organisations in relation to procurement opportunities. These will be required to be considered and laid out in future Gateway Reports. These can include options to split contracts into smaller lots (or pieces) or reviewing the impact of the procurement process chosen. The aim is to ensure that support and opportunities for SMEs and local businesses is maximised wherever possible. Southwark Council opportunities are processed via the London Tenders eProcurement Portal, that is free to register. The portal is also used by the majority of London councils so helps support SMEs with less areas for businesses to monitor. A single advertisement portal website, the revised Find a Tender Service website that was introduced under the Procurement Act, also supports this aim (replacing previous split of portals between lower and higher value opportunities).
29. As part of refreshing the Procurement Framework and development of the Social Value Framework, the council is exploring ways to support local Small and Medium Enterprises (SMEs) to build relevant tendering capabilities and skills, including a one-year pilot to support Small and Medium Enterprises to tender for public sector contracts (due to launch in late spring / early summer 2025). This aligns to the assumption within the National Procurement Policy Statement (NPPS) that came into effect with the Procurement Act (2023) and is set out in more detail in paragraph 64.
30. The proposed Procurement Framework maintains the commitments and motions that the council has already made but adds elements in relation to procurement whilst ensuring that these are tailored to meeting the council's Southwark 2030 commitments.
31. The Procurement Act (2023) provides clearer legislative guidance for the public sector, calling for contracting authorities to have regard to Social Value ensuring it is included within the evaluation and assessment process for procurement and contracts. This requirement is set out within the Social Value Framework.

### **Southwark 2030 Procurement Framework**

32. The key change to the Southwark 2030 Procurement Framework is the incorporation of the council's corporate strategy. These align to the way in which the council is delivering its statutory requirements of the Procurement Act (2023). The National Procurement Policy Statement (NPPS) that forms part of this, has four priority areas, that align to the council's Southwark 2030 principle of delivering a strong and fair economy:
  - Delivering value for money
  - Driving economic growth

- Delivering social and economic value
  - Building commercial capacity to deliver value for money and stronger outcomes
33. The other elements and assumptions within the National Procurement Policy Statement (NPPS) align strongly with the existing values and principles of those within Southwark's existing and future Procurement Framework, as well as priorities that the council has set out in its policies including the Economic Strategy (2023-2030).
  34. The Southwark 2030 Procurement Framework has also been amended to specifically confirm that it will also apply to any trading companies or joint ventures that the council will enter into.
  35. A programme of work with the council's Corporate Transformation Programme is on-going to support and drive delivery of best value and savings via both procurement and contract management within the new Southwark 2030 Procurement Framework.
  36. New additions include the reference to the Social Value Framework, detailed in this report (appendix 2) and references to Artificial Intelligence in procurement is also included.

### **Social Value Framework**

#### What is the purpose of a Framework for Social Value?

37. In line with Southwark 2030, the Social Value Framework will govern our approach to securing meaningful Social Value contributions for our residents within procurement, contract management and wider activities at the council.
38. It clearly articulates our goals and methodology, and our intention to work collaboratively across the whole council, and with our external partners, to develop a genuine understanding of the opportunities around Social Value. The council is committed to unlocking maximum impact through all its activities, including creating the best possible community, economy, and environment for our residents to thrive.

#### Who will benefit from this work?

39. A comprehensive, whole-council approach to delivering Social Value will benefit the council, our suppliers, residents, businesses and the Voluntary and Community Sector.
40. For the council, it ensures our suppliers meet the needs of goods, works and services in a way that delivers value for money, whilst maximising the potential of our borough. It helps to deliver our strategic objectives and the ambitions of Southwark 2030 and Council Delivery Plan.
41. For our suppliers, it provides an opportunity to differentiate themselves from

their competitors, build stronger relationships with the council, and demonstrate a real and measurable commitment to social responsibility.

42. The Voluntary and Community Sector deliver vital contributions to address local challenges, support vulnerable residents and foster community resilience. An effective approach to Social Value will secure meaningful benefits for our residents, communities, businesses and the Voluntary and Community Sector beyond that of our existing planning policy frameworks (CIL and S106), and our Procurement Framework. This will support the provision of additional resources required for the Voluntary and Community Sector to thrive, enhance collaboration between our businesses and the Voluntary and Community Sector, and deliver long-term sustainable impact for our communities.

How was the Social Value Framework developed?

43. The Social Value Framework has been drafted with input and support from across the council. Key stakeholders from all directorates have been involved to identify key challenges and priorities on the implementation of a robust approach to capturing Social Value. This engagement has included interviews, surveys, and presentations at team meetings, Leadership Network and Directors Forum.
44. In addition to our internal consultation, we have also consulted peer organisations including partner boroughs and private sector organisations to help inform what good looks like. We have also engaged with suppliers to ensure our approach is consistent with their delivery capabilities.
45. Stakeholders, including the Voluntary and Community Sector, Small and Medium Enterprises and Co-operatives, will continue to be engaged following the adoption of the Social Value Framework to ensure it is embedded effectively and delivers meaningful outcomes.

How will stakeholders be engaged?

46. The following actions will be taken to effectively and meaningfully implement the Social Value Framework, to build a coalition of support by council staff, suppliers, and partners.

Stakeholder group	Actions
Council staff	<ul style="list-style-type: none"> <li>• Draft 'Directorate Action Plans' with input from Senior Leadership Teams</li> <li>• Launch a Social Value Training Programme via MyLearningSource</li> <li>• Nominate 'Social Value Champions' within each department</li> <li>• Deliver staff drop-ins</li> <li>• Share resources via a 'Social Value Hub'</li> </ul>

Stakeholder group	Actions
	<ul style="list-style-type: none"> <li>Use internal communication channels to highlight case studies and examples of good practice</li> </ul>
Suppliers	<ul style="list-style-type: none"> <li>Deliver an external launch event</li> <li>Communicate expectations clearly through training, workshops and guidance</li> <li>Deliver supplier drop-ins</li> <li>Build partnerships between suppliers and the Voluntary and Community Sector</li> <li>Co-design Social Value requirements through better market engagement</li> <li>Recognise and reward performance with 'Social Value Supplier Accreditation'</li> <li>Establish clear feedback loop through forums or surveys to continuously improve</li> </ul>
Partners	<ul style="list-style-type: none"> <li>Provide capacity building support including training and resources</li> <li>Involve local partners, including the Voluntary and Community Sector, in co-design of Social Value initiatives</li> <li>Ensure ongoing communication and feedback loops</li> <li>Facilitate creation of long-term partnerships between suppliers and local Voluntary and Community Sector</li> </ul>

47. We will engage and empower our communities throughout implementation and delivery of the Social Value Framework to ensure that additional meaningful and long-term Social Value contributions are secured for our residents.
48. A summary of our engagement activities throughout every stage of implementation is provided below:

Stage	Resident engagement
Planning & design	Officers will use findings from local needs assessments and resident consultations during tender preparations to inform the Social Value tender requirements and evaluation criteria.
Tendering	Market engagement activity will direct our suppliers to key sources containing information on resident needs to influence the setting of Social Value targets.
Contract delivery	Supplier's delivery of Social Value activities and initiatives will directly benefit our residents.
Contract completion	Our two-step measurement and reporting solution supports our aspirations to understand and demonstrate the full impact of this framework on our residents and communities.

## Risks

49. It is appropriate to consider possible adverse effects that the Social Value Framework may have on council operations, its supply chain, and partners, along with reasonable mitigations:

<b>Possible adverse effect</b>	<b>Mitigations</b>
Possible increase in contracting costs	<ul style="list-style-type: none"> <li>Increased pre-market engagement to determine proportionate tender requirements</li> </ul>
Over promising by providers leading to undeliverable commitments	<ul style="list-style-type: none"> <li>Adoption of remedial approach to non-delivery to demonstrate importance of setting proportional and realistic targets</li> <li>Upskilling of officers to deliver robust evaluations of Social Value</li> </ul>
Divergent approaches to Social Value	<ul style="list-style-type: none"> <li>Unify approach to Social Value by aligning the Social Value Framework with updates to planning policy and the emerging Social Purpose of Land Framework</li> <li>Collaborate with anchor institutions during implementation to ensure coherence and effectiveness e.g. NHS</li> </ul>
Additional barriers for Voluntary and Community Sector tendering for council contracts	<ul style="list-style-type: none"> <li>Consultation with the sector to develop additional guidance, training and support</li> <li>Exploration of an alternative approach to Social Value where Voluntary and Community Sector are bidding e.g. Voluntary and Community Sector-specific methodology</li> </ul>
Additional barriers for Small and Medium Enterprises	<ul style="list-style-type: none"> <li>Consultation with Small and Medium Enterprises to develop additional guidance, training, and support</li> </ul>
Misdirected Social Value contributions	<ul style="list-style-type: none"> <li>Create Social Value data repository accessible for officers, suppliers and partners to ensure evidence-led approach</li> <li>Explore Voluntary and Community Sector-led 'match it' between contractors and Voluntary and Community Sector organisations to deliver Social Value contributions</li> </ul>

## Key / Non-key Decisions

50. This report deals with a key decision.

## Policy Framework Implications

51. The refreshed Southwark 2030 Procurement Framework and new Social Value Framework will be the golden thread connecting the council's strategic objectives as set out in Southwark 2030 and Council Delivery Plan to its procurement and contract management practices.
52. Both Frameworks act as additions to the legislative and governance framework that the council operates under, aiming to support the achievement of best value, practice and benefits to Southwark and its residents.
53. The Social Value Framework is an addendum to our Southwark 2030 Procurement Framework to achieve more from the council's spending on services.
54. The methodology outlined within Social Value Framework is fully aligned to the six goals within our Southwark 2030 strategy. This will ensure that the Social Value Framework delivers targeted activity that supports the council and our supply chain to achieve our vision and adhere to our three principals of empowering our people, investing in prevention and reducing inequality.
55. In addition to this, the Social Value Framework fully reflects the commitments within our Council Delivery Plan. We have adopted the following definition of Social Value:
 

*'A method whereby the council ensures our suppliers meet the needs for goods, works and services in a way that delivers value for money whilst maximising the potential of our borough making it fairer, greener and safer for all our residents.'*
56. The framework will drive a more focused and holistic approach to ensure that goods, works and services not only meet our core requirements but deliver additional outcomes that support the council and our supply chain to achieve more towards these shared goals.
57. The Social Value Framework is also consistent with the Southwark Plan 2019-36, the Climate Change Strategy, the Joint Health and Wellbeing Strategy, Southwark Stands Together, the Cultural Strategy, Digital Strategy and the emerging Community Plans.

## Project Plan

58. Should the recommendation within this report be approved, the Southwark 2030 Procurement Framework will be utilised for all new procurements within six weeks of the approval. In relation to the Social Value Framework, the following key activities will be delivered:

Key Activity	Target completion date
<p>Aligned to the Framework, support will be made available to officers, suppliers and partners including:</p> <ul style="list-style-type: none"> <li>• Staff training and workshops hosted on MyLearningSource</li> <li>• Toolkits and templates for officers and suppliers</li> <li>• Staff and supplier drop-ins</li> </ul>	July 2025
<p>Work collaboratively and purposefully with the council's Senior Leadership Team to agree the process for implementation within each directorate:</p> <ul style="list-style-type: none"> <li>• Identify pipeline of procurement activity</li> <li>• Identify Social Value Champions</li> <li>• Deliver training</li> <li>• Begin monitoring and reporting activity</li> </ul>	December 2025
<p>Engage residents, the Communities team and our Voluntary and Community Sector to identify needs and key community partners to support our suppliers deliver targeted and meaningful Social Value. Identify a 'broker' to share findings and build relationships.</p>	December 2025
<p>In collaboration with Southwark Insights and Intelligence team, create a Social Value Repository of Data under Southwark Insights Hub to provide data and evidence to inform decision making around Social Value requirements and activity.</p>	April 2026
<p>Creation of a digital tool mapped to the Social Value Measures to effectively monitor, report and evaluate Social Value activity and share updates with Cabinet Lead and Assistant Chief Executive.</p>	June 2026
<p>Mainstream Social Value beyond two-year pilot.</p>	June 2026

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

### Community impact statement

59. The Southwark 2030 Procurement Framework doesn't directly impact the community but each gateway report for procurements that follow the approval of the Southwark 2030 Procurement Framework, will need to assess and detail any potential impacts.
60. The draft Social Value Framework sets out the methodology towards embedding Social Value within procurement and contract management activities, supporting the delivery of our Southwark 2030 ambitions. Through the implementation of our framework, we are encouraging our suppliers to deliver outcomes that increase the positive benefits for our communities in Southwark.

61. Our methodology specifies a range of community impact interventions, aligned to our Southwark 2030 goals, that our suppliers can commit to delivering throughout the duration of their contract. These include support for initiatives to tackle homelessness and rough sleeping, resident-led creation and improvement of community facilities on estates, free housing advice and support for residents, support for students at local educational institutions, children, young people and family-centred initiatives, support for initiatives to prevent and reduce crime and anti-social behaviour, support for initiatives to reduce violence and promote safety of women, girls and young people, digital inclusion initiatives, support for involvement in creative and cultural events or projects, and community health and wellbeing initiatives.
62. The Social Value Framework will unlock additional activity and support for our Voluntary and Community Sector, including investments of money, time, materials, space, and resources donated by our supply chain partners. This will contribute to addressing the findings within Community Southwark's 'State of the Southwark Voluntary and Community Sector' report which include the increase of core and unrestricted funding and community space and premises.
63. The council will consult and collaborate with the Communities team and our local Voluntary and Community Sector partners to determine the key activities and initiatives under each of the Social Value measures to ensure that our suppliers deliver targeted and meaningful Social Value which responds to the needs of our community and Voluntary and Community Sector.

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

64. The Southwark 2030 Procurement Framework doesn't directly have an impact on equalities but each gateway report for procurements that follow the approval of the Southwark 2030 Procurement Framework, will need to assess and detail any potential impacts. That said, the National Procurement Policy Statement (NPPS) includes core requirements and assumptions for Contracting Authorities such as Southwark Council, that are set out in the Southwark 2030 Procurement Framework. A key one of the assumption is to, "Maximise procurement spend with Small and Medium-sized Enterprises (SMEs) and Voluntary, Community and Social Enterprises (VCSEs)". This assumption aligns to Southwark's Economic Strategy (2023-2030) and plan to support local Small and Medium Enterprises and Voluntary and Community Sector organisations to bid for and win public sector contracting opportunities wherever possible.
65. Our Social Value Framework supports our Southwark Stands Together (SST) pledge to make the borough and our organisation more equal and just and stand against all forms of discrimination and racism. There is a commitment from the Local Economy team within the Southwark Stands Together Action Plan for the Social Value Framework to encourage large institutions to use the services of local businesses including Black, Asian,

ethnic and women-led businesses. To do this, we have included the following measure within our methodology: 'Proportion of local SME spend with organisations led by underrepresented groups'.

66. The Social Value Framework has been developed with ongoing input from the Equalities, Diversity, and Inclusion team to agree the Social Value measures, and develop supporting diversity, equality and inclusion considerations to ensure meaningful and targeted activity is delivered to support vulnerable groups with protected characteristics.
67. In addition to this, a full Equalities Impact and Needs Assessment (EINA) report has been completed to assess the Social Value Framework against the council's Equality Duty. The report can be found at appendix 3.
68. The Equalities Impact and Needs Assessment highlights the areas where the Social Value Framework sets out to achieve positive impacts on groups where negative socio-economic outcomes related to shared protected characteristics exist. There are no negative impacts associated with the Social Value Framework.

#### **Health impact statement**

69. The Southwark 2030 Procurement Framework doesn't directly have any impact on health but each gateway report for procurements that follow the approval of the Southwark 2030 Procurement Framework, will need to assess and detail any potential impacts.
70. The Social Value Framework has been developed with early and ongoing input from Public Health officers to ensure alignment with the Joint Health and Wellbeing Strategy (JHWS) 2022-2027. The strategy provides the vision for both improving health and wellbeing and reducing inequalities in the borough.
71. There is an agreed action within the Joint Health and Wellbeing Strategy between the Public Health team and Local Economy team to utilise the Social Value Framework to deliver on the priorities 'healthy employment and good health for working age adults' and 'strong and connected communities'. This is because the Social Value Framework methodology provides measures relating to employment of long-term unemployed residents from marginalised groups and at risk of poor health, living wage accreditation, staff physical and mental wellbeing, support for involvement in creative and cultural events or projects, and community health and wellbeing initiatives.
72. Public Health officers have collaborated with the Local Economy team to jointly draft guidance relating to each of these measures to ensure the supply chain delivers activity which targets priority groups and addresses key issues relating to access and health inequalities.

### **Climate change implications**

73. The Southwark 2030 Procurement Framework doesn't directly impact climate change but each gateway report for procurements that follow its approval, will need to assess and detail any potential impacts.
74. The Social Value Framework has been developed with input from key representatives of the Climate Change Team to ensure alignment with our Climate Change Strategy and ambition to deliver a sustainable future for the people of Southwark and do all that we can to deliver net zero by 2030.
75. The Climate Change Strategy and action plan focuses the following key priority areas: greener buildings, active and sustainable travel, thriving natural environment, circular economy, green jobs, and renewable energy. To support the delivery of these priorities, our Social Value Framework methodology includes measures which support biodiversity, ecosystems and development of green space and initiatives which tackle the climate emergency.
76. Climate Change representatives have supported the Local Economy Team to draft guidance to support these measures, as well as the 'environmental considerations' that suppliers should make when designing and delivering Social Value activity to reduce the impact on the local environment and address the key challenges that our borough faces.
77. The Climate Action Plan has commitments to 'Establish standards of effective carbon reduction, measurement and management within contracts' and to 'Introduce a carbon neutral aligned procurement policy with workable models for its use and application during the procurement process and contract management'. The Local Economy Team has worked closely with Climate Change representatives to understand the interface between these actions and the Social Value Framework. Due to the importance of both considerations, a separate weighting will be applied to 'Decarbonisation' in addition to the weighting on Social Value set out within the Social Value Framework to ensure one issue is not substituted for action on the other.

### **Economic considerations**

78. The Southwark 2030 Procurement Framework doesn't directly impact the economic balance of the procurement and contracts that it enters, but individual gateway reports for each procurement that follow its approval will need to assess and detail any potential implications.
79. The Economic Strategy 2023-2030 sets out the council's ambitions for reshaping Southwark's economy to achieve the Southwark 2030 vision. The strategy includes a commitment to 'make full use of [...] Social Value obligations to secure [...] jobs, skills and other local benefits from investment in Southwark'.

80. Under the theme 'A strong and fair economy', the Social Value Framework will encourage our suppliers to deliver a significant range of activity that supports an economy 'with opportunity for all' and 'of good work'. The measures that align to this include employment opportunities for residents and residents who are long-term unemployed including those Not in Education, Employment or Training (NEETs), people with disabilities, women and gender minorities, LGBTQ+, homeless, ex-offenders, people with long-term health conditions, people with learning difficulties, older-age people, parents returning to work, carers, care leavers and refugees. There is also a measure to capture the 'Proportion of local workforce who are Black, Asian and minority ethnic'.
81. In addition, there are measures to facilitate the delivery of apprenticeships, accredited training opportunities and work experience, as well as support for entrepreneurs, start-ups, Small and Medium Enterprises, Co-operatives and the Voluntary and Community Sector, and digital inclusion initiatives for vulnerable groups.
82. Our methodology includes measures to increase spend in the local economy in alignment our Economic Strategy (2023-2030). The measures cover both general local spend and spend with Small and Medium Enterprises and Small and Medium Enterprises led by underrepresented groups.
83. In partnership with our Living Wage Unit, and to support the delivery of our Council Delivery Plan target to double the number of accredited Living Wage Employers by March 2026, the framework includes a measure which asks suppliers to commit to becoming Living Wage accredited.
84. In alignment with the council's commitment to being a corporate parent to looked after children and care leavers, the methodology includes a measure which asks suppliers to become a signatory of the Care Leavers Covenant. This ensures our suppliers commit to supporting, engaging, employing and creating inclusive working environments for care leavers.

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

85. The council's contract register publishes the details of all contracts over £5million in value to meet the obligations of the Local Government Transparency Code. The council's Contract Standing Orders detail that Lead Contract Officers for each procurement and contract must ensure that all appropriate details of this procurement are added to the contract register via the eProcurement System.
86. Contract performance will need to be reported against set KPIs, including Social Value for all covered contracts (over the threshold for the regulations to apply), and detail their performance in their Annual Performance Reports.
87. Where KPIs are published for contracts over £5million, the council will ensure that at least one of the KPIs relates to the delivery of Social Value.

This will drive better transparency with the council's reporting on Social Value and demonstrate to suppliers the importance of delivering on their promises.

88. Each team within the council will be responsible for monitoring the delivery of Social Value commitments using the relevant Social Value measures from the Social Value Framework. This is in alignment with best practice contract management of compliance and performance outlined in the S2030PF. Teams will be responsible for sharing updates with the Local Economy Team so that the council can centrally report on the outcomes achieved.

#### **Staffing/procurement implications**

89. All implications can be delivered within existing resources.

#### **Financial implications**

90. There are no direct financial implications for the adoption of the revised Southwark 2030 Procurement Framework or the Social Value Framework.

#### **Investment implications**

91. Not applicable

#### **Legal implications**

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

#### **Consultation**

93. Not applicable

#### **Other implications or issues**

94. Not applicable

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

#### **Strategic Director of Resources (Fin 24/82)**

95. There are no direct financial implications in this report.

#### **Head of Procurement**

96. This report relates to the overarching framework that procurements will include and report upon in relation to meeting the council's commitments and strategic aims, together with delivering beneficial and measurable Social Value benefits for Southwark and its residents.

### **Assistant Chief Executive – Governance and Assurance (NBC 20250516)**

97. This report seeks the Cabinet's approval to the refreshed Southwark 2030 Procurement Framework (S2030PF), at appendix 1, and other recommendations in relation to its implementation, as further detailed in paragraphs 1-4. Pursuant to Part 3B of the constitution, the Cabinet has responsibility to consider and promote strategic and council wide initiatives to improve the quality, efficiency and effectiveness of the council's services to the public, and therefore this decision is reserved to Cabinet.
98. The Cabinet's attention is drawn to the Public Sector Equality duty (PSED General Duty) under the Equality Act 2010, and when making decisions to have 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 Cabinet is specifically referred to the Community, equalities (including socio-economic) and health impact statements at paragraphs 58 onwards of this report, which should be considered when considering the recommendations in this report.
99. The Procurement Act 2023 ("the Act") introduces a shift in how public bodies approach social value, moving from simply "considering" it to "having regard to" maximizing public benefit. This means a greater emphasis on measuring and incorporating social, economic, and environmental benefits into procurement decisions.
100. The Act requires councils to comply with their constitution, including procurement legislation and the National Procurement Policy Statement (NPPS), which emphasizes value for money and which includes not just costs but also effectiveness, efficiency, economy and wider socio-economic and environmental benefits. The Act encourages councils to measure and demonstrate the social value generated by their procurements. This may include benefits like local job creation, support for SMEs, workforce diversity, and environmental improvements.
101. The Act also strengthens accountability and transparency by requiring:
- Authorities to set and publish at least three Key Performance Indicators (KPIs) for all £5 million+ contracts
  - Where KPIs for Social Value are used, annual reviews to assess whether suppliers are delivering on their social value commitments
  - Public reporting on supplier performance, meaning social value failures will be visible to stakeholders where KPIs are used to measure social value performance.

102. The Act introduces greater flexibility and transparency in procurement processes, aiming to reduce barriers for SMEs and encourage a more diverse supply chain. This includes measures like faster electronic invoicing, prompt payments, and reduced administrative burdens.
103. The increased emphasis on social value and the greater oversight associated with the Act also raise the risk of non-compliance. This means robust record-keeping and strong strategic sourcing and contract management will be crucial to ensure compliance.

## BACKGROUND DOCUMENTS

Background Documents	Held At	Contact
National Procurement Policy Statement	Central Government	Central Government
<b>Link:</b> <a href="https://www.gov.uk/government/publications/national-procurement-policy-statement">https://www.gov.uk/government/publications/national-procurement-policy-statement</a>		
London Tenders Portal eProcurement system	ProActis website	Procurement Advice Team
<b>Link:</b> <a href="https://procontract.due-north.com/register">https://procontract.due-north.com/register</a>		
Find a Tender Service portal	Website	Procurement Advice Team
<b>Link:</b> <a href="https://www.find-tender.service.gov.uk/">https://www.find-tender.service.gov.uk/</a>		
Report to Cabinet 1 February 2022	Constitutional Team Southwark Council 160 Tooley Street London SE1 2QH	Paula Thornton 020 7525 4395
<b>Link:</b> <a href="https://moderngov.southwark.gov.uk/documents/s104648/Report%20Update%20o%20Fairer%20Future%20Procurement%20Framework.pdf">https://moderngov.southwark.gov.uk/documents/s104648/Report%20Update%20o%20Fairer%20Future%20Procurement%20Framework.pdf</a>		
Report to Cabinet 18 January 2021	Constitutional Team Southwark Council 160 Tooley Street London SE1 2QH	Paula Thornton 020 7525 4395
<b>Link:</b> <a href="https://moderngov.southwark.gov.uk/documents/s93008/Report%20Update%20on%20Fairer%20Future%20Procurement%20Framework.pdf">https://moderngov.southwark.gov.uk/documents/s93008/Report%20Update%20on%20Fairer%20Future%20Procurement%20Framework.pdf</a>		
Report to Cabinet 8 December 2020:	Constitutional Team Southwark Council 160 Tooley Street London SE1 2QH	Paula Thornton 020 7525 4395
<b>Link:</b> <a href="https://moderngov.southwark.gov.uk/documents/s92387/Report%20Response%20">https://moderngov.southwark.gov.uk/documents/s92387/Report%20Response%20</a>		

Background Documents	Held At	Contact
<a href="http://modern.gov.southwark.gov.uk/documents/s83220/Report%20Fairer%20Future%20Procurement%20Strategy.pdf">to%20the%20Education%20Business%20Scrutiny%20Commission%20report%20on%20procurement%20accessibility.pdf</a>		
Report to Cabinet 18 June 2019:	Constitutional Team Southwark Council 160 Tooley Street London SE1 2QH	Paula Thornton 020 7525 4395
<b>Link:</b> <a href="http://modern.gov.southwark.gov.uk/documents/s83220/Report%20Fairer%20Future%20Procurement%20Strategy.pdf">http://modern.gov.southwark.gov.uk/documents/s83220/Report%20Fairer%20Future%20Procurement%20Strategy.pdf</a>		

## APPENDICES

No	Title
Appendix 1	Southwark 2030 Procurement Framework
Appendix 2	Social Value Framework
Appendix 3	EINA Social Value Framework

**AUDIT TRAIL**

<b>Cabinet Member</b>	Councillor Stephanie Cryan, Equalities, Democracy and Finance	
<b>Lead Officer</b>	Clive Palfreyman, Strategic Director of Resources	
<b>Report Author</b>	Elaine McLester, Head of Procurement and Chloe Melvin, Principal Programme Officer – Social Value	
<b>Version</b>	Final	
<b>Dated</b>	5 June 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>
Strategic Director of Resources	Yes	Yes
Head of Procurement	Yes	Yes
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Assistant Director of Economy	Yes	Yes
<b>Cabinet Member</b>	<b>Yes</b>	<b>Yes</b>
<b>Date final report sent to Cabinet</b>		5 June 2025

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Statement of Community Involvement and Development Consultation Charter: Review and Updates
<b>Cabinet Member:</b>	Councillor Helen Dennis, New Homes and Sustainable Development
<b>Ward(s) or groups affected:</b>	All
<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**

Ensuring that we enable quality conversations with the community about planned development is core to what we want to achieve as a council. We know that residents can often find the planning process hard to engage with, and unnecessarily complex, and the voices of those in housing need, are often missing from the debate. In 2022, we agreed our Statement of Community Involvement alongside the Southwark Development Consultation Charter, which is important in setting out our expectations of developers seeking to invest in our borough.

Reflecting on implementation of these documents to date, and the DCC in particular, this report now confirms and adopts changes aimed at clarifying our requirements including for our own minor council housing schemes, aligning with our Southwark 2030 goals, the Land Commission response, and the EINA process including on socio-economic disadvantage. In response to consultation and evidence heard by Scrutiny, we are also providing further clarification on publication and sharing of the Early Engagement Strategy (EES), as well as the content required through the Fact-Based Audit. These changes aim to ensure that consultation is taken seriously, that documents are made available to the public in a timely fashion, and that there is a focus on broad engagement across the community. I want to thank everyone who took time to provide feedback on this document.

**RECOMMENDATIONS**

**Recommendations for the Cabinet**

1. To agree the updated Statement of Community Involvement (SCI) and Development Consultation Charter (DCC) 2025 with the minor changes

set out in Appendices 2 and 3.

2. To agree the updated Development Consultation Charter templates (Early Engagement Strategy, Engagement Summary, and Equality and Needs Impact Assessment) set out in Appendices 4, 5, and 6.

## **REASONS FOR RECOMMENDATIONS**

3. The amended SCI and the DCC were the subject of a report to Cabinet on 3 December 2024 which recommended minor changes and clarifications to the SCI and DCC. Cabinet approved the drafts for consultation.
4. Within that report, it was agreed that a further report would be brought to Cabinet recommending the adoption of the final versions, following public consultation.
5. The production of an SCI is a statutory obligation, set out in section 18(1) of the Planning and Compulsory Purchase Act 2004. The SCI is a key element within the planning process which helps the Council deliver the goals of Southwark 2030, specifically Empowering People and Reducing Inequality.
6. The recommended updates to the SCI and DCC and associated templates are necessary to improve clarity for applicants and ensure alignment between the DCC requirements and current Council priorities.
7. The changes also aim to emphasise the importance of delivering Social Value through development, in line with the Southwark 2030 Strategy. The changes align the SCI with the work of the Southwark Land Commission, maintain high standards of community involvement and ensure compliance with the Public Sector Equalities Duty (PSED).
8. These changes reflect the council's commitment to continuous improvement, ensuring that the planning process remains responsive to evolving best practice and community needs.

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

9. The alternative option is that no revisions to the SCI and DCC are made, and the process continues as previously adopted. This is not recommended as the SCI/DCC is intended to be a live document which incorporates best practice and Council priorities.

## **BACKGROUND INFORMATION**

10. The Consultation Plan for the proposed changes to the SCI and DCC was approved by Cabinet on 3 December 2024. The scope of the consultation was minor changes and clarifications to the SCI/DCC. This was not a full review of the document that was adopted in 2022.

11. The SCI and DCC have been amended in response to the comments made during the consultation held from 16th December 2024 – 19th February 2025. Twenty-one responses were received. Many responses were positive in relation to the objectives of the SCI/DCC. As far as possible and within the scope of the consultation, feedback on suggested changes has been incorporated into the final versions. The consultation report (Appendix 8) sets out the feedback.

### KEY ISSUES FOR CONSIDERATION

12. The following sections provide an overview of the key changes made to the SCI and the DCC and associated templates based on the consultation feedback.

#### 13. Amendments to SCI

Page Reference	Summary of Change	Reason for Change
Page 5	The percentages of residents of different ethnicity have been updated.	To reflect the figures from the 2021 Census.
Page 12	Webpage links added to diagram containing 'GLA Stage 1 and 2'	To ensure residents understand the GLA referral process.
Page 15	The number of individuals on the Planning Mailing List has been updated.	To reflect the current number on the Planning Mailing list.

#### 14. Amendments to DCC

Page Reference	Summary of Change	Reason for Change
Page 4	Addition of the text 'Make EES publicly available, in advance of submission' to Table.	Clarify when ESS should be published.
Page 5	Including NHS providers as a relevant organisation that developers should engage with.	To address consultee comment from NHS Healthy Urban Development and South East London Integrated Care Board.

Page Reference	Summary of Change	Reason for Change
Page 5	Including Southwark Community Health Ambassadors Network as an organisation that developers should engage with.	To support applicants in connecting with Southwark communities.
Page 6	Clarification of when applicants should submit the EES.	To clarify the timeline of when ESS should be submitted.
Page 6	Addition of condensed Heritage, Site Layout, and Climate Mitigation sections to the Fact-Based Audit.	These sections were added back in, in response to consultee comments.
Page 7	Addition of section relating to expectations for applicants to undertake consultation themselves and the level of seniority of staff.	To ensure that issues raised by attendees at events can be properly addressed and followed up by the applicant.
Pages 9-13	Replacing repetition with 'Alternative circumstances' column.	To simplify the tables.

#### 15. Amendments to Early Engagement Strategy

Page Reference	Summary of Change	Reason for Change
Page 1	Addition of links to relevant public health data.	To ensure developers use relevant and good quality data.
Page 5	Retention of Heritage, Site Layout, and Climate Mitigation sections to the Fact-Based Audit.	These sections were added back in to respond to consultee comments.
Page 3	Addition of questions in FBA relating to healthcare facilities.	To ensure applicants have an in-depth consideration of

Page Reference	Summary of Change	Reason for Change
		the potential impact on healthcare provision.

16. Amendments to Engagement Summary

Page Reference	Summary of Change	Reason for Change
Page 1	Addition of links to relevant public health data.	To ensure developers use relevant and good quality data.
Page 5	Retention of Heritage, Site Layout, and Climate Mitigation sections to the Fact-Based Audit.	Sections were added back in to respond to consultee comments.
Page 3	Addition of questions in FBA relating to healthcare facilities.	To ensure applicants have a more in-depth consideration of the potential impact development can have on healthcare provision.

17. Amendments to the Social Value Statement

Page Reference	Summary of Change	Reason for Change
Pages 9-11 (of ES)	Consolidation of some questions in the Social Value Statement.	To simplify the section and align with Southwark 2030 goals.
Pages 9-11 (of ES)	Changes to wording of questions to 'How does the scheme...'	To use open ended questions.

18. Amendments to Equalities Impact and Needs Assessment

Page Reference	Summary of Change	Reason for Change
All	Change from 'Equalities Impact and Needs Assessment' to 'Equalities Impact and Needs Analysis'.	To reflect best practice at Southwark for assessing equalities impacts.

**Implementation Plan**

19. The Planning Policy Team have provided additional training to officers on the changes to the SCI and DCC. This will further ensure that applicants are meeting the Council's expected standards of engagement at the validation and assessment stages of planning applications.

**Policy framework implications**

20. The inclusion of new questions related to Social Value in the Engagement Summary Template is linked to Southwark Plan Policy SP2 (Southwark Together).
21. By enhancing early participation and clarifying consultation processes, the proposed changes support Policy SP5 (Thriving neighbourhoods and tackling health inequalities), ensuring that developments reflect local priorities and contribute to community well-being.
22. The focus on Social Value directly supports Policy SP2 (A great start in life) and Policy SP1 (Homes for all), helping developments deliver benefits such as affordable housing, employment opportunities, and improved public spaces.

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

23. The proposed updates to the Statement of Community Involvement (SCI) and Development Consultation Charter (DCC) aim to enhance community engagement in Southwark's planning process. By promoting early and transparent communication between developers and the community, the revisions will help facilitate meaningful participation in decisions which affect local neighbourhoods.
24. Key changes, such as a stronger focus on Social Value and updated consultation templates, will make it easier for developers to demonstrate how they address community needs. This aligns with Southwark's long-term strategy to create developments that benefit the local economy and community well-being.

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

25. Section 149 of the Equality Act 2010 sets out the Public Sector Equality Duty (PSED). This requires public bodies to consider the impact of decision making on individuals with protected characteristics when carrying out their day-to-day work, in shaping policy, in delivering services and in relation to their own employees.
26. The SCI and engagement on the SCI are intended to be inclusive and accessible. Planning has a key role to play in supporting the Council to promote equality and value diversity. We want to involve as many people as possible from as many communities as possible in the planning process. This aligns with our Public Sector Equality Duty.
27. The Human Rights Act 1998 imposed a duty on the Council as a public authority to apply the European Convention on Human Rights as a result the Council must not act in a way which is incompatible with these rights. The SCI to which this report refers is not considered to be contrary to the Act.
28. Assessing equalities impacts and promoting equality is central to SCI and DCC, as set out in the Equalities section of the SCI and the DCC, as well as the requirement for a proportionate equalities assessment and for developers to work with the Council to meet the Public Sector Equalities Duty.
29. The SCI and our additional work on consultation and engagement support the wider objectives of Southwark Stands Together, a Council-wide, long-term programme of positive action, education and initiatives working with staff and the community to tackle racism, injustice and inequalities as recognised within the SCI.
30. The adopted SCI and DCC are supported by an Equalities Impact and Needs Assessment which assesses the impact of the SCI and DCC on people with protected characteristics in our community. It identifies where there will be positive or negative impacts. It also identifies mitigating actions to be taken where necessary. The SCI / DCC EQIA in December 2022 found that these documents would have a positive impact on equalities, by allowing the community to have a say on how their neighbourhood changes and make sure development responds to the needs of the community.
31. The amendments proposed within this report have been assessed via a separate Equalities Impact and Needs Assessment (Appendix 7). This assessment has found the impact of these changes to be neutral. The overall impact of the SCI / DCC remains positive.
32. The SCI confirms that an Integrated Impact Assessment will support the preparation of Development Plan Documents assessing the sustainability, equality and health impacts of the Development Plan Document.

33. The DCC confirms that an EINA is a validation requirement at planning application stage for Council-own applications of one home or more and any change in commercial floorspace (with the exception of hidden homes), major applications, and strategic applications, which should include evidence that the application has had due regard to the impacts on those with protected characteristics and promoted equality.

#### **Health impact statement**

34. Planning has a key role to play in supporting the Council to promote equality and value diversity, and creating inclusive places residents can be proud of.
35. The adopted SCI and DCC are supported by an Equalities Impact and Needs Assessment which sets out potential health impacts, both positive and negative, of the SCI and DCC. Where necessary mitigating actions are identified, which sets out potential health impacts, both positive and negative, of the SCI and DCC. Where necessary mitigating actions are identified.

#### **Climate change implications**

36. The Council has declared a Climate Emergency with the ambition to reach carbon neutrality by 2030. Plan-making will involve preparation and implementation of planning policies to meet this ambition when implemented through development management processes. This is supported by Southwark's Climate Change Strategy which sets out Action Points to meet this target.
37. Planning applications will be required to meet the policy requirements in the Southwark Plan 2022. Climate change considerations for both mitigation and adaptation should be considered in all development as good practice. The DCC requires applicants to consider climate change mitigation and adaptation measures that are relevant to the site within the consultation, as well as listing carbon reduction measures that have been included in the scheme.
38. Major development should deliver carbon reductions on site in line with policy and take steps to adapt new developments to climate change impacts through special consideration of biodiversity, green infrastructure and air quality. The DCC allows the community to engage and comment on these aspects of development, helping residents shape climate change mitigation measures within the borough.

#### **Resource implications**

39. There are no immediate resource implications arising from this report.
40. Staffing and any other resources connected with this report to be contained within existing departmental revenue budgets.

## **Legal Implications**

41. The council is required by law under Section 18(1) of the Planning and Compulsory Purchase Act 2004 to have a Statement of Community Involvement (SCI) and is required to undertake a review of the SCI every five years.
42. An SCI sets out how and when the community and other stakeholders can be involved in development plan preparation and in the consideration of planning applications, including pre-application proposals and appeals. It also sets out the council's policy for providing advice and guidance in relation to neighbourhood planning.
43. An Equality Impact and Needs Assessment found in Appendix 7 has been completed on the SCI/DCC in compliance with the Council's Public Sector Equality Duty (PSED) where local authorities are required to have due regard to the aims of the general equality duty when making decisions and when setting policies.
44. The focus on Social Value is in compliance with the principles as laid down in the Public Services (Social Value) Act 2012.

## **Financial Implications**

45. There are no foreseen financial implications associated with the proposed changes to the SCI/DCC, or the proposed consultation on these changes.
46. Staffing and any other resources connected with this report to be contained within existing departmental revenue budgets.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Head of Procurement**

47. Comments not sought due to the nature of this report.

### **Assistant Chief Executive, Governance and Assurance (KD – 14/05/2025)**

48. The Cabinet is asked to agree:
  - a. the updated SCI and DCC 2025 with the minor changes set out in Appendices 2 and 3 and
  - b. the updated Development Consultation Charter templates (Early Engagement Strategy, Engagement Summary, and Equality and Needs Impact Assessment) set out in Appendices 4, 5, and 6.

This is to be approved by the Cabinet in accordance with the Part3B of the Council's constitution.

49. The Equality Act 2010 introduced the public sector equality duty (PSED), which merged existing race, sex and disability equality duties and extended them to include other protected characteristics; namely age,

gender reassignment, pregnancy and maternity, religion and belief, and sex and sexual orientation, including marriage and civil partnership. In summary those subject to the equality duty, which includes the council, must in the exercise of their functions: (i) have due regard to the need to eliminate unlawful discrimination, harassment and victimisation; and (ii) foster good relations between people who share a protected characteristic and those who do not. The impact the proposed minor changes to the SCI/DCC may have on those with protected characteristics is considered as part of this report. Officers have concluded that the proposals are not considered to have any adverse impacts on persons with protected characteristics.

50. The Human Rights Act 1998 imposed a duty on the council as a public authority to apply the European Convention on Human Rights; as a result, the council must not act in a way that is incompatible with these rights. The most important rights for planning purposes are Article 8 (respect for homes), Article 6 (natural justice) and Article 1 of the First Protocol (peaceful enjoyment of property). Officers consider that the implementation of the proposals contained in this report will not result in the council acting in the way that is incompatible with the European Convention.
51. Council Assembly on 14 July 2021 approved a change to the council's constitution to confirm that all decisions made by the council will consider the climate and equality (including socio-economic disadvantage and health inequality) consequences of taking that decision. The climate implications of the proposed changes to the SCI/DCC and various templates are considered as part of this report at paragraphs 25-37.
52. The Cabinet will note the consultation that has been carried out in connection with the proposals. Although there was no legal or constitutional requirement to consult on the minor changes, officers considered that consultation would be beneficial and in line with best practice and Council priorities.
53. The principles of fair consultation have been followed, and officers have properly considered and taken into account responses, making any necessary amendments before recommending a revised and final SCI, DCC and templates to the Cabinet for adoption.

#### **Strategic Director of Resources (FG-65)**

54. The strategic director of resources notes that there are no direct financial implications arising from this report.
55. Staffing and any other costs associated with this recommendation are to be contained within existing departmental revenue budgets.

#### **Other officers**

56. Not applicable

**BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
The Southwark Plan 2022	Planning Policy 160 Tooley Street London Borough of Southwark  Online at: <a href="#">Southwark Plan 2022 reduced 1.pdf</a>	Juliet Seymour Head of Policy, Building Control and the Historic Environment

**APPENDICES**

<b>No.</b>	<b>Title</b>
Appendix 1	Updated Validations Checklist
Appendix 2	Updated Statement of Community Involvement
Appendix 3	Updated Development Consultation Charter
Appendix 4	Updated Early Engagement Strategy Template
Appendix 5	Updated Engagement Summary Template
Appendix 6	Updated Equalities Impact and Needs Analysis Template
Appendix 7	Equalities Impact and Needs Assessment for the proposed revisions to the SCI / DCC
Appendix 8	Consultation Report for the proposed revisions to the SCI / DCC

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Helen Dennis, New Homes and Sustainable Development	
<b>Lead Officer</b>	Juliet Seymour, Head of Policy, Building Control and the Historic Environment	
<b>Report Author</b>	Charlotte Brooks-Lawrie, Head of Planning Policy	
<b>Version</b>	Final	
<b>Dated</b>	2 June 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>	2 June 2025	

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Cabinet response to 'Biodiversity Scrutiny Review Report Recommendations'
<b>Cabinet Member:</b>	Councillor Portia Mwangangye, Leisure, Parks and Young People
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a

**FOREWORD - COUNCILLOR PORTIA MWANGANGYE, CABINET MEMBER FOR LEISURE, PARKS AND YOUNG PEOPLE**

Southwark Council has long recognised that protecting and enhancing biodiversity is crucial to the wellbeing of the borough, and, as such, has made it a priority. Accessible, biodiverse, open spaces provide healthy environments for all our residents, helping to reduce health inequality, and making access to nature available to all.

In Southwark, we are committed to taking action for biodiversity, raising awareness, and engaging residents with nature at all levels. Our goal is to involve all our communities, especially those with protected characteristics or limited access to nature, in delivering our biodiversity policies and activities.

It is well documented that biodiversity is in crisis, with species and habitats declining both globally and nationally. The Environment Scrutiny Commission (ESC)'s Biodiversity Review acknowledges the central role local authorities have in tackling this crisis.

Southwark has a successful track-record of enhancing the biodiversity value of our public spaces by planting meadows, woodlands and hedgerows, creating ponds and stag-beetle loggeries, reducing pesticide use, and relaxed mowing schedules.

We have continued to protect nature by extending protection to our Sites of Importance for Nature Conservation, creating healthy and thriving natural environments through our tree planting and community gardening programmes, and cleaning our air and combating climate change by making our streets greener and more resilient to extreme weather.

We are proud of Southwark's long legacy for delivering for nature, and for supporting our valued third sector partners who manage nature reserves, provide

environmental education, and deliver outreach and engagement for communities across the borough.

The Environment Scrutiny Commission's 34 recommendations are a welcome opportunity to reflect on and improve our approach towards our biodiversity goals and maintain our position as a leading London borough for biodiversity protection and enhancement.

## **RECOMMENDATIONS**

### **Recommendations for the Cabinet**

1. Approve this report as the Council's response to the 34 recommendations put forward by the Environment Scrutiny Commission's Biodiversity Review, as set out in the Overview and Scrutiny Procedure rule 15.3.
2. To accept 10 recommendations and partially accept 24 recommendations for reasons outlined in this report.

### **Recommendations for the Leader of the Council**

3. N/a

## **REASONS FOR RECOMMENDATIONS**

4. Southwark is committed to protecting biodiversity and increasing access to nature, continuing the council's strong legacy of action for the environment. Biodiversity is in crisis, with species and habitats suffering global and national declines. Protecting and enhancing biodiversity for both nature and people is a statutory requirement, as required of the Biodiversity Duty, and is critical to the health and wellbeing of the borough and our residents.
5. We welcome the Environment Scrutiny Commission (ESC)'s Biodiversity Review as an opportunity to reflect on and improve our approach towards our biodiversity goals and maintain our position as a leading London borough for biodiversity protection and enhancement.
6. Our specific response to each of the ESC's 34 recommendations is outlined in detail below. We have made our recommendations acknowledging that taking actions for nature recovery by the Council is dependent on officer and financial resources, working within the remit of the Council's jurisdiction, existing legislative and policy frameworks, abiding by best professional practices, consideration of competing council priorities, particularly for land, and practical considerations around infrastructure, safety, and accessibility.
7. The commission's recommendations impact various departments across the council. All relevant service areas have contributed to the response set out in this report.
8. Many of the over-arching recommendations consist of several 'Priority Actions' (sub-recommendations). Where Priority Actions are numerous and varied, it has only been possible to Partially Accept rather than fully accept the Recommendation as a whole. The explanatory detail behind this is set out in

the 'Response to Recommendation' column. For example, some of the actions may have already been implemented while some are actively being worked towards fulfilling, either in whole or in part. In addition, some require the council to review or implement policies which may already be in progress, or where responsibility for delivery sits outside the Council - with other authorities, agencies or organisations.

## ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

9. None - The council's constitution requires that a response to scrutiny recommendations is made to cabinet.

## POST DECISION IMPLEMENTATION

10.

Key Activity	Target completion date
Publication of Climate and Environment and Householder Supplementary Planning Documents (SPD)	Summer 2025
Climate Change Action Plan and Strategy - review at cabinet	September 2025
London Local Nature Recovery Strategy (LNRS) publication	Autumn 2025
Southwark Biodiversity Partnership Terms of Reference agreed	Autumn 2025
Conduct borough-wide Ecology Survey and SINC Review	7 January 2026
Publication of first Biodiversity Duty Report	March 2026
London Green Infrastructure Framework (LGIF)	Autumn 2025
Develop Southwark's next biodiversity strategy, to replace the SNAP	2026

## BACKGROUND INFORMATION

11. Southwark has a long legacy and strong track record of protecting and enhancing our natural environment. Biodiversity is a central priority for the council, considered across departments and functions, with multiple objectives and commitments within several major policies. Our current Southwark Nature Action Plan 2020 (SNAP) identifies the strategic vision for biodiversity in the borough, building on the success of previous biodiversity strategies dating back almost twenty years. The council welcomes the recommendations arising from the Environment Scrutiny Commission's Biodiversity Review as an opportunity to showcase our historical achievements and ongoing action for biodiversity, as well as demonstrate innovative ideas that can guide nature recovery in Southwark into the future.
12. The Environment Scrutiny Commission (ESC) was constituted in 2019/20, with

reviews taking a lead from the Council Assembly's declaration of a Climate Emergency in March 2019. The ESC's Biodiversity Review comes from evidence heard at a series of Scrutiny meetings, largely from 2023-2024, with a focus on biodiversity and the biodiversity crises, in response to growing public awareness and government prioritisation of this issue.

13. The 34 recommendations of the ESC's Biodiversity Review were approved for consideration by Cabinet on 3 December 2024 (see Background Documents). Overview and Scrutiny Procedure [rule 15.3](#) requires Cabinet to consider and provide a written response to the report within two months, which this report constitutes.

## KEY ISSUES FOR CONSIDERATION

COMMISSION'S RECOMMENDATION 1 TO CABINET	
1.	<p><b>Adopt the Biodiversity COP 15 commitment known as 30x30, which calls for the effective protection and management of 30% of the world's land, fresh waters and oceans by the year 2030, as a strategic local aim. Adopt also, the <a href="#">Kunming-Montreal Global Biodiversity Framework (GBF)</a> which aims to “catalyse, enable and galvanize urgent and transformative action”. This calls for action at an international, national and local level and, as such, will align local ambition and pride to national and global ambition. This is a proven way to increase commitment to pro-environmental behaviour changes<sup>1</sup>.</b></p> <p><b>Priority Actions:</b></p> <ul style="list-style-type: none"> <li>• Develop the updated Southwark Nature Action Plan (SNAP) with the Global Biodiversity Framework (GBF) and 30x30 aims.</li> <li>• Build the 30x30 aim into the development of Ecological Networks and the Green Infrastructure Strategy.</li> <li>• Include a commitment to 30x30 and the Global Biodiversity Framework (GBF) in the Climate Strategy and Action Plan.</li> <li>• Update the Thriving Nature theme referred to in the Climate Change Resilience and Adaptation Strategy and Climate Change Strategy, to ensure the Climate Change Action Plan includes sufficient provision for biodiversity, including a delivery plan for Ecological Networks, measurable objectives for habitat protection, habitat creation, and de-paving as default, wherever possible.</li> <li>• Incorporate a commitment for the Council to see all areas of council policy not only through the prism of a Climate Emergency but also through the prism of a Biodiversity Emergency.</li> <li>• Communicate the 30x30 and GBD as a global and local ambition to stakeholders and residents and encourage civil society to adopt the GDF and 30x30 alongside Net Zero by 2030.</li> <li>• Review Southwark SINCS with view to increasing size and number.</li> <li>• Identify other ways to protect habitat by working with communities, landowners, householders and other stakeholders.</li> </ul> <p><sup>1</sup> See section 5: <a href="https://www.frontiersin.org/journals/environmental-science/articles/10.3389/fenvs.2023.1103635/full">https://www.frontiersin.org/journals/environmental-science/articles/10.3389/fenvs.2023.1103635/full</a></p>
RESPONSE TO RECOMMENDATION 1	

1.	<p>We agree developing our future biodiversity policies and strategies in line with international frameworks and agreements would boost the profile of biodiversity and help incorporate biodiversity considerations across all council departments and functions.</p> <p>A commitment to 30x30 (protecting 30% of Southwark’s land for nature by 2030) would require cross-departmental commitments and collaboration with external landowners. At present, 24% of Southwark is designated as either a Site of Importance for Nature Conservation (SINCs) or an Open Space under the Local Plan. However, not all this land is owned or managed by the council, and not all is delivering for biodiversity. There are additional opportunities to designate land for biodiversity outside of these designations through new development, or on housing, highway, institutional, and private land. A scoping exercise would first be necessary to determine whether meeting 30x30 is realistic in Southwark, given the significant competing demands for land.</p> <p>We are currently undertaking a borough-wide ecological survey and review of Southwark’s SINC network with the possibility of increasing their size and number. This will contribute to 30x30 but will not be sufficient to reach the final 30% target alone.</p> <p>Officers continually strive to identify novel ways to protect and enhance land for biodiversity and regularly work across council departments and a wide range of local landowners, community groups and stakeholders to protect and enhance nature.</p> <p>The process to develop the next iteration of the Southwark Nature Action Plan (SNAP), will be led by the Parks &amp; Natural Environment team (PNE), following the publication of the Local Nature Recovery Strategy (LNRS) for London by the Greater London Authority (GLA), expected in late 2025. This recommendation can be considered as part of this process.</p> <p>Planning Policy will investigate the recommendation as part of the review of the Southwark Plan. This will involve undertaking research and commissioning evidence on greening and open space issues as part of the technical evidence to support the Southwark Plan.</p> <p>There is the potential to include this recommendation in the Climate Action Plan should a scoping exercise be completed to determine feasibility.</p>
<b>RECOMMENDATION 1: PARTIALLY ACCEPTED</b>	

<b>COMMISSION’S RECOMMENDATION 2 TO CABINET</b>	
2.	<p><b>Prioritise development of a Green Infrastructure Strategy to map out a coherent Ecological Network for Southwark, which:</b></p> <ul style="list-style-type: none"> <li><b>i. Maps current SINCs and green and blue spaces</b></li> <li><b>ii. Identifies opportunities to increase the size of current SINCs.</b></li> <li><b>iii. Joins up or enhances connections between wildlife SINCs, either through physical corridors, or through ‘stepping stones’.</b></li> </ul>

- iv. **Aids the creation of new wildlife SINCS**  
 v. **Reduces the pressures on wildlife by improving the wider environment, including through buffer-zones around wildlife SINCS (amended from Lawton, 2010)**

**Priority Actions:**

- Account must be taken of the full range of semi-natural habitats needed by wildlife. Gaps must be identified (e.g. ponds, absent in many areas of Southwark) and plans developed to address these gaps.
- Consider designing nature-friendly crossings of major barriers to nature, such as Jamaica Road at Southwark Park/King's Stairs and Old Kent Road. Consideration should be given to reducing traffic, noise and artificial light, and to increasing vegetation at key locations, including overhead "canopy bridges".
- Several of Southwark's existing major wildlife corridors end just short of Peckham's Rye Lane area. Consider designating Peckham as a Missing Link / Biodiversity Connectivity Zone and implementing special measures to encourage the development of wildlife affordances in this area.
- The Ecological Network, and Green Infrastructure Strategy, should be co-designed and monitored in conjunction with the Southwark Biodiversity Partnership (the Southwark Nature Action Plan (SNAP) reference group), and other local groups/stakeholders, recognizing and building on existing greening efforts by community groups and landowners.
- The Green Infrastructure Strategy should be led by the council's Planning department, as part of a cross departmental initiative that recognises the interrelationships between Planning, Climate Change, Parks, Housing, Flood Management, Highways, Air Quality and other departments, while maintaining a co-design approach with the Southwark Biodiversity Partnership.
- Link the development of Southwark's Green Infrastructure Strategy and local Ecological Network with the development of the citywide LGIF and LNRS, working with the GLA as an active and informed partner.
- The Green Infrastructure Strategy should:
  - I. identify geographically specific opportunities for cross-borough collaboration, ensure existing green infrastructure is optimised and existing barriers to wildlife movement are reduced, and consider green infrastructure in an integrated way as part of a wider network connecting to neighbouring boroughs.
  - II. recognize a buffer zone around SINC boundaries, with attention to reducing artificial lighting, noise, height limits for tall buildings (overshadowing) and traffic and increasing habitat for wildlife through de-paving, and installation of green roofs.
  - III. Look to use development and redevelopment opportunities to provide new green spaces and extend and link existing greenspaces and parks.
  - IV. Integrate Food Growing.

**RESPONSE TO RECOMMENDATION 2**

2. Taking account of ecological connectivity is a priority in several council policies, including the Southwark Plan and Climate Change Action Plan. Officers aims to support projects that are in strategic locations for habitat networks, for example, the North Bermondsey Wildlife Corridor, the North

Camberwell Wildlife Corridor, the Low Line project, and Buglife's B-Lines project.

We are working towards reviewing our SINC's and other habitat opportunities across the borough through our borough-wide ecological survey taking place this year, with the possibility of increasing their size and number. Our work as a supporting authority to the GLA to develop the London Local Nature Recovery Strategy (LNRS) will also contribute towards this recommendation, through identifying opportunity areas for biodiversity recovery, and incentivising the delivery of Biodiversity Net Gain (BNG) in new developments within areas of strategic significance for biodiversity.

The next iteration of the Southwark Nature Action Plan (SNAP) – our primary biodiversity strategy – must take the LNRS into account, as per the strengthened Biodiversity Duty required of local authorities. Following the LNRS, our next biodiversity strategy will be required to have a strong spatial component, and ecological connectivity will be a significant consideration.

Artificial canopy bridges are not an appropriate conservation intervention in Southwark, which lacks arboreal mammals of conservation concern that would benefit from this type of measure. Tree canopies can naturally form bridges over a road depending on tree species and age, road size, and safety.

'Streets for Nature' is one of the central pillars for the Streets for People programme and a key focus of this work is on the interface between the natural world and the built environment. This includes the mapping of these sites and their relation to the transport network.

Through the provision of enhanced connectivity by walking and cycling especially, the programme aims to improve access to these sites and public enjoyment of them. As a result, this would increase the value placed on them and therefore increase demand for the number and depth of such sites.

An Open Space Needs Assessment along with the Green Infrastructure Strategy, SINC review and LNRS will identify opportunities to increase and enhance connectivity for biodiversity.

A Green Infrastructure Strategy for Southwark will draw on a range of sources. This will include the open space and greening elements of the Climate and Environment Supplementary Planning Document (SPD), a new Open Space Needs Assessment and a SINC Review, currently in progress. The GLA are also in the process of developing a London-wide Nature Recovery Strategy which will inform the borough-specific work.

The Green Infrastructure Process Guide for Local Planning Authorities (September 2024) and Natural England Green Infrastructure Framework will be followed, as well as London Plan policy guidance.

**RECOMMENDATION 2: PARTIALLY ACCEPTED**

**COMMISSION'S RECOMMENDATION 3 TO CABINET**

3.	<p><b>Improve the engagement, governance and oversight of the SNAP by putting forward a Terms of Reference document, for the Southwark Biodiversity Partnership to consider and adopt, as it sees fit. Ensure, as far as possible, that the Southwark Biodiversity Partnership has a clear remit to report on delivery of the SNAP through the agreed Terms of Reference, including providing the SNAP annual report to Cabinet as part of a wider report on Biodiversity performance.</b></p>
<p><b>RESPONSE TO RECOMMENDATION 3</b></p>	
3.	<p>The Southwark Biodiversity Partnership (SBP) is composed of multiple organisations who would need to collectively agree on any Terms of Reference, or whether they want to contribute to an annual report. This is not a Council decision, although we can support in these functions.</p> <p>The SBP has moved towards greater independence since 2024 and is now chaired by an independent voluntary chair. A revised Terms of Reference is currently in draft. Oversight of the current SNAP (as the primary biodiversity strategy for Southwark), and engagement with future biodiversity strategies is included as a draft objective of the group, although final wording is still to be agreed by the partner organisations.</p>
<p><b>RECOMMENDATION 3: PARTIALLY ACCEPTED</b></p>	

<p><b>COMMISSION'S RECOMMENDATION 4 TO CABINET</b></p>	
4.	<p><b>Explore methods of delivering biodiversity improvements through the Planning process, beyond the minimum 10% Biodiversity Net Gain (BNG) specified in the Environment Act 2021 when undertaking the 2027 review of the Southwark Plan and through Special Planning Documents (SPD). This should be combined with more ambitious Urban Greening Factor (UGF) targets. Improvements to both, taken together, are most likely to deliver better outcomes for biodiversity.</b></p> <p><b>Priority Actions:</b></p> <ul style="list-style-type: none"> <li>• Having adopted the London Plan guidance on UGF of 0.3 for predominantly commercial and 0.4 for predominantly residential developments, the council must ensure that, in accordance with the guidance, these targets are treated as the minimum benchmark rather than the maximum required.</li> <li>• Ensure the UGF is adopted into the current SPD on Climate and Environment, currently being consulted upon.</li> <li>• Monitor BNG and UGF for compliance, with a view to achieving at least the required 10% BNG on-site as well as the UGF floor targets.</li> <li>• Ensure continued monitoring and spot auditing of BNG delivery throughout the 30-year period.</li> <li>• Explore the following in the review of the Southwark Plan: <ul style="list-style-type: none"> <li>○ Increasing the BNG to above the present 10% improvement on baseline.</li> <li>○ Applying a minimum 0.4 UGF to all major commercial as well as residential projects.</li> <li>○ Applying UGF targets to smaller projects as well as major sites.</li> </ul> </li> </ul>

- Adopting higher targets for BNG and UGF at strategic locations, as defined by the Green Infrastructure Strategy/ Ecological Network, such as SINC buffer zones or in areas with poor existing wildlife connections.

#### RESPONSE TO RECOMMENDATION 4

4. The GLA sets out the Urban Green Factor (UGF) in Policy G5 Urban Greening of the London Plan and Urban Greening Factor London Plan Guidance. Further detail is set out in London Plan guidance. All local authorities will need to align with this guidance. The UGF guidance is set out in the Climate and Environment SPD, which aligns with current London Plan guidance and provides additional detail. Applicants are expected to meet these standards set out in the London Plan policy. The planning policy team are monitoring compliance with BNG and UGF requirements.
- The Southwark Plan Review will examine evidence and best practice from around the country in relation to the impacts of increasing the Biodiversity Net Gain (BNG) and UGF requirements. All London Boroughs are currently using the 0.4 and 0.3 targets as set by the London Plan planning practice guidance. Westminster is exploring the development of a locally specific UGF based on the Wild West End (WWE) Matrix. This will be investigated further as part of the Southwark Plan review.
- The national urban greening factor guidance has also been updated. The Green Infrastructure Process Guide for Local Planning Authorities, dated September 2024, is considered best practice. This guidance will inform our evidence for policy development for greening in the Southwark Plan review.
- It should be noted that it can be challenging to meet the current UGF scores set out in London Plan guidance, particularly for non-residential development. For example, achieving greening on roof space can conflict with other Southwark Plan policies, e.g. the delivery of solar panels on the roof of buildings to reduce carbon emissions. Some smaller sites are also not always able to meet UGF maximum site coverage due to amenity considerations.
- BNG systems are setup to allow the ongoing monitoring of BNG. A fee for the 30-year monitoring BNG categorised as 'significant' is set out in the S106 and CIL SPD, which is going to Cabinet in July.
- The additional evidence required for a new BNG target will be assessed as part of the review of the Southwark Plan. An increase in mandatory BNG above 10% is also not encouraged by Planning Practice Guidance for Biodiversity (2024). Paragraph 6 sets out that: *'Plan-makers should not seek a higher percentage than the statutory objective of 10% biodiversity net gain, either on an area-wide basis or for specific allocations for development unless justified. To justify such policies, they will need to be evidenced including as to local need for a higher percentage, local opportunities for a higher percentage and any impacts on viability for development. Consideration will also need to be given to how the policy will be implemented.'*

#### RECOMMENDATION 4: PARTIALLY ACCEPTED

<b>COMMISSION'S RECOMMENDATION 5 TO CABINET</b>	
5.	<b>Wherever possible new major residential developments should be conditioned to include grey water recycling and rainwater harvesting, including providing for storage of rainwater in water butts or similar to support community gardening and food growing.</b>
<b>RESPONSE TO RECOMMENDATION 5</b>	
5.	<p>The Climate and Environment SPD has been updated to encourage the inclusion of food growing spaces to support community gardening and for the provision of access to water for this purpose.</p> <p>Food growing is supported in the Local Plan but there are currently no formal planning requirements to deliver or designate sites for food growing. It is therefore difficult to mandate rainwater storage for food growing. The installation of a water butts is an issue which is outside of the planning process, as planning permission is not required for their installation. However, this is encouraged in the Climate and Environment SPD.</p> <p>Policy P68 Reducing Flood Risk of the Southwark Plan sets out the drainage hierarchy to ensure new development is minimising the risk of surface and fluvial flooding. This includes grey water attenuation.</p>
<b>RECOMMENDATION 5: PARTIALLY ACCEPTED</b>	

<b>COMMISSION'S RECOMMENDATION 6 TO CABINET</b>	
6.	<p><b>Explore how domestic planning applications could be conditioned or, at least, applicants could be encouraged to include wildlife friendly features such as green roofs, flow-through planters, rain gardens, swift bricks, insect houses (for example in cases of loft conversions) and water butts, and to minimise impermeable hard surfacing</b></p> <p><b>Priority Actions:</b></p> <ul style="list-style-type: none"> <li>• The council should develop and make available on its website a mini-guide for homeowners and developers applying for planning permission for minor developments or home improvements, with information on the benefits of these nature-friendly features.</li> <li>• The council's climate change team should engage with Thames Water to explore how more residents can be encouraged to install water butts at their homes, for example, by Thames Water managing the subsidised delivery of water butts to residents. (This could be modelled on the existing composting scheme, where residents can buy compost bins at a subsidised rate and community groups, places of worship and schools are able to claim 2 free bins each.)</li> <li>• Update the New Homes Design Guide to take account of the recommendation on the right</li> <li>• Update the Householder SPD to take account of the recommendations outlined on the left</li> </ul>

<b>RESPONSE TO RECOMMENDATION 6</b>	
6.	<p>Mandatory BNG is not legally required for householder applications. The Householder SPD has been amended to include a section on biodiversity enhancements which are appropriate for residents. Swift brick specifications are also included in the Climate and Environment SPD. Bird boxes are encouraged in the Householder SPD.</p> <p>Swift bricks are encouraged on householder applications where relevant. These are imposed via planning condition.</p> <p>The Householder Development SPD sets out guidance for crossovers and approach to front gardens including permeable surfaces and greening applications.</p> <p>This recommendation is an example of a possible new action that can be considered as part of the Climate Action Plan review to determine the role of the Climate Change Team and priority level.</p>
<b>RECOMMENDATION 6: PARTIALLY ACCEPTED</b>	

<b>COMMISSION'S RECOMMENDATION 7 TO CABINET</b>	
7.	<p><b>Update the draft Climate and Environment Supplementary Planning Document (SPD) and Householder SPD to incorporate the review recommendations.</b></p> <p><b>Where this is not possible bring forward a Biodiversity (SPD) and update versions of the Southwark Plan</b></p> <p><b>Priority Actions:</b></p> <ul style="list-style-type: none"> <li>Consider this report in part as a response to the consultation on the Climate and Environment SPD and Householder SPD</li> </ul>
<b>RESPONSE TO RECOMMENDATION 7</b>	
7.	<p><b>Planning policy:</b></p> <p>The Climate and Environment SPD includes a section on Biodiversity, open space and greening. This includes a specific section on how to meet biodiversity requirements onsite and the mandatory BNG requirements.</p> <p>The Householder Development SPD has been revised to include a section on biodiversity and how it can be encouraged onsite. Most householder applications are exempt from mandatory Biodiversity Net Gain under national policy. Householders are encouraged to implement measures to improve biodiversity outside of the mandatory biodiversity net gain requirements.</p>
<b>RECOMMENDATION 7: PARTIALLY ACCEPTED</b>	

<b>COMMISSION'S RECOMMENDATION 8 TO CABINET</b>	
8.	<p><b>Adopt the full dark sky recommendations from All-Party Parliamentary Group (APPG) Dark Skies Policy Plan (<a href="http://appgdarkskies.co.uk">appgdarkskies.co.uk</a>) including</b></p>

	<p><b>standards on the setting, brightness, colour temperature and density of lighting.</b></p> <p><b>Priority actions:</b></p> <ul style="list-style-type: none"> <li>• Encourage adoption in the new London Plan.</li> </ul>
<b>RESPONSE TO RECOMMENDATION 8</b>	
8.	<p>The London Plan Policy D8 Public Realm sets out that - Lighting, including for advertisements, should be carefully considered and well-designed to minimise intrusive lighting infrastructure and reduce light pollution.</p> <p>The GLA's Streetscape Guidance (2022) provides advice on how to avoid light pollution in the design of London's streets and spaces.</p> <p>The London Plan is currently being reviewed for update; the Council could make a representation on this to encourage darker skies.</p> <p>The Southwark Plan will align with GLA guidance for new development. The scope of the review will depend on the detail of the APPG Dark Skies recommendations.</p> <p>It is noted that existing planning policy is contributing to reducing light pollution in the borough.</p> <p>Where relevant, a wildlife friendly lighting design is imposed via condition on a case-by-case basis to mitigate the impact of light on wildlife.</p>
<b>RECOMMENDATION 8: PARTIALLY ACCEPTED</b>	

<b>COMMISSION'S RECOMMENDATION 9 TO CABINET</b>	
9.	<p><b>Conduct an ecological audit of our parks, estates, verges, schools, sports fields, and pockets of land in order to increase habitat for wildlife and adopt wildlife friendly practices.</b></p> <p><b>Conduct this in conjunction with the development of Ecological Networks.</b></p>
<b>RESPONSE TO RECOMMENDATION 9</b>	
9.	<p>The council are currently undertaking a borough-wide habitat survey and SINC review. This will both audit our existing wildlife sites but also identify and assess new sites for designation. However, conducting ecological surveys and detailed habitat mapping is resource heavy, so this project is limited to SINC's, Open Spaces, and some strategic novel spaces identified by the consultant through a gap analysis as having high potential for wildlife. We are taking a strategic approach to identify areas of land with the greatest opportunity for nature recovery or need for protection. This approach already considers whether sites are strategically located to improve ecological networks.</p> <p>The development of the London LNRS by the GLA, with input from LB Southwark as a supporting authority, identified through both internal and</p>

	<p>public consultation a series of Areas that Could Become of Importance for Biodiversity (ACBs). ACB sites are outside of existing wildlife sites and identify novel opportunity areas for nature recovery. The final version of this strategy, including the map of ACB areas is due for publication in autumn 2025.</p> <p>Undesignated land faces several competing demands, particularly from housing need. Ultimately, formal designation of new spaces /changing land use within the Local Plan is a Planning Policy decision.</p> <p>The council has already adopted a range of wildlife friendly practises across our parks and open spaces, including the elimination of scheduled pesticide use, the relaxation of mowing regimes, and the retention of deadwood on-site.</p> <p>The council's Ecology officers provide regular support across Council teams, community partners and private landowners on how they can adopt further wildlife friendly practises in project design, delivery, and ongoing maintenance.</p>
<b>RECOMMENDATION 9: PARTIALLY ACCEPTED</b>	

<b>COMMISSION'S RECOMMENDATION 10 TO CABINET</b>	
10	<p><b>Undertake a mapping exercise with ward councillors and community stakeholders (as recommended by Southwark Land Commission) to identify further land that is currently or can potentially be enhanced for biodiversity. Consider how undesignated open space, such as land currently used for parked vehicles, estate lands, schools, sports field borders, and rooftops, could be transformed and/or managed as places for nature as well as people.</b></p>
<b>RESPONSE TO RECOMMENDATION 10</b>	
10	<p>Mapping exercises to identify land that is can potentially be enhanced for biodiversity is currently underway through our Borough-wide ecology survey and SINC Review, the development of the LNRS, and the Streets for People programme as outlined elsewhere in this report. The SINC Review and LNRS development involved public or community stakeholder consultation elements to identify sites with potential for biodiversity. We welcome suggestions from residents or ward councillors for pieces of land identified as possible opportunities for nature.</p> <p>We are committed to continue our work with the GLA and the community to identify land of current value for biodiversity or could potentially be enhanced for nature recovery.</p>
<b>RECOMMENDATION 10: ACCEPTED</b>	

<b>COMMISSION'S RECOMMENDATION 11 TO CABINET</b>	
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1	<b>When allocating funding for Council projects – i.e. Cleaner Greener Safer (CGS), Devolved Highways Budget (DHB) and others, ensure that the budget covers the costs of the appropriate number of council officers, including experienced project managers and others who are trained in biodiversity improvements (see recommendation 22).</b>
<b>RESPONSE TO RECOMMENDATION 11</b>	
1	<p>The cost of Cleaner Greener Safer (CGS) officers is covered in the overall CGS capital allocation and is top sliced before funding is allocated to individual projects so our costs are covered before we start. Any other council officers we use for help and advice are covered by their own budgets.</p> <p>CGS officers work closely with the council's Ecology and Tree services for expertise and advice on biodiversity related improvements.</p>
<b>RECOMMENDATION 11: ACCEPTED</b>	

<b>COMMISSION'S RECOMMENDATION 12 TO CABINET</b>	
1	<p><b>Depaving has the potential to be a powerful tool against the biodiversity and climate crises and in support of the Climate Change Mitigation and Adaptation Strategy, particularly with regard to flood risk management. In recognition of this, the Commission recommends the following:</b></p> <ol style="list-style-type: none"> <li><b>a. Adopt de-paved as default, wherever possible, in all new Streetscape or housing schemes.</b></li> <li><b>b. Increase our greenspace by de-paving the many unused areas of existing hardstanding to make room for 'pocket parks', new street trees, hedgerows, rain gardens, food growing spaces and other forms of new planting.</b></li> </ol> <p><b>Priority Actions:</b></p> <ul style="list-style-type: none"> <li>• Integrate de-paved as default with the BNG and UGF approach</li> <li>• Employ an internal design review process to ensure that any new streetscape or housing projects incorporate: <ul style="list-style-type: none"> <li>○ green wildlife habitat</li> <li>○ SuDS and other permeable spaces to facilitate water attenuation to the maximum extent possible.</li> </ul> </li> <li>• All projects to redesign our Streetscape and other public realm must be treated as opportunities to improve the borough's biodiversity and flood risk management, rather than purely as functional and/or traffic engineering solutions. Proposals should be flagged as a matter of course with the Southwark Biodiversity Partnership, to ensure that they benefit at the design phase from a wide range of input from landscape architects, horticulturalists, ecologists, urban food growers and community leaders</li> <li>• As part of this, ensure that the Streetscape design, Climate Action Plan, SNAP, Streets for People strategy, Local Flood Risk Management Strategy, Southwark Plan and the Tree Management Policy 2020 are updated to provide a coherent approach to adopting de-paving as the default, wherever possible. Ensure that teams engaged in design and execution of the above, as well as the teams handling the design and execution of Cleaner Greener Safer projects across the borough, are updated and working in accordance with the ambition to de-pave.</li> </ul>

- Highways department should routinely consider applications from utility companies involving excavation of public space in the light of possible green infrastructure projects. Where possible, any scheduled infrastructure projects which involve digging or de-paving to access underground utilities should be coordinated with permanent improvements to improve permeability, increase public green space and improve bio. Where possible, de-paving should be designed to be integrated with stormwater management at area drains, to “slow the flow.”
- The council should explore all possible sources of funding for the various depaving initiatives described, including DEFRA, Thames Water, GLA, insurance companies and environmental NGOs like the London Wildlife Trust.
- Establish a strategic approach to de-paving linked to the Ecological Networks and Green Infrastructure Strategy recommended above.
- Aim for 30% minimum planting for streetscape schemes.
- Encourage and enable interested local residents to adopt de-paved sites and contribute to management and maintenance. Work closely with local community to sensibly design de-paved areas in keeping with local needs, and form maintenance agreements for planted areas.
- Make a program of technical guidance and support available to any residents wishing to de-pave their own private land.
- Where the budget is limited, deliver green spaces with high biodiversity value, and acceptable aesthetic value, by providing an initial seeding of wildflowers, encouraging tolerance of volunteer plants, delivering annual mowing, and ongoing litter picking.
- The Council must mandate (or strongly advise where powers are limited) the use of permeable materials for ground cover wherever possible. Non-permeable materials should be accepted only if there is a technical justification given for permeable materials not being suitable.

## RESPONSE TO RECOMMENDATION 12

1) The Streets for People (SfP) programme is identifying the usage and network value of roads, identifying where the possibility exists to de-pave and return streets to a more natural function. The programme is also delivering pocket parks, trees and other planting solutions, often as part of sustainable urban drainage (SuDS) schemes, across the network and as a component of all schemes delivered.

Through SfP's coordination with other council departments, e.g. Parks and Natural Environment and 'Cleaner, Greener, Safer' (CGS) the hope is to create additional community demand for such changes.

In line with the Natural England Green Infrastructure Framework, the Southwark Green Infrastructure Framework will include detail on green connections and green spaces, many of which serve a dual purpose as SuDS.

The Climate and Environment SPD details best practice advice for the delivery of green space and SuDS. Biodiversity Net Gain (BNG) concerns habitat creation as part of new developments. Depaving is considered by as part of an overall scheme's biodiversity approach on a previously developed site.

The Natural England Green Infrastructure Framework and the Green Infrastructure Process Guide for Local Planning Authorities will be followed.

These evidence base documents will be used to inform the development of policy around greening in the review of the Southwark Plan.

Ecology and Tree officers regularly support Highways schemes to ensure maximum delivery for biodiversity, such as providing advice on plant and tree species selection and maintenance schedules, within the constraints of street schemes including accessibility, safety, cost, maintenance and infrastructure (e.g. underground services).

The council are already working on resident-led depaving projects, such as the Moreton Gate Nature Garden, and strive to support future depaving projects, wherever possible.

The Southwark Biodiversity Fund administered by the Climate Change Team aligns our community engagement, habitation creation and de-paving ambitions, and is also supported through climate adaptation projects delivered in coordination with Highways and Flood teams.

#### **RECOMMENDATION 12: PARTIALLY ACCEPTED**

#### **COMMISSION'S RECOMMENDATION 13 TO CABINET**

- 1 **The Council should adopt a default position that recognises installation of Vehicle Footway Crossovers (VFCs) and associated hard standings as an environmental and social ill which stands at odds with council policies including the Climate Emergency Action Plan, the Climate Emergency Resilience and Adaptation Plan, the Streets for People strategy and the Equal Pavements Pledge (as the repetitive undulation of pavements due to installation of VFCs can be an obstacle to disabled pedestrians and wheelchair users). For these reasons, the council should actively discourage and take steps to reduce the rate and extent of this loss of front gardens and installation of new VFCs wherever possible, publicise its reasons for doing so and ensure that legal obligations relating to hard standings are enforced.**

##### **Priority Actions:**

- Highways and Planning work together to bring forward a new policy on VFCs, including greater enforcement, and that this incorporates the below points:
  - a. There should be a presumption against the installation of VFCs where there is a Controlled Parking Zone (CPZ) in place and/or high parking stress.
  - b. The minimum depth of front garden required for a property to be granted a VFC should be immediately increased to 6m, to ensure that it is large enough to accommodate a modern vehicle without obstruction to the public footway.
  - c. Council tenancy agreements should specifically prohibit tenants from paving over front gardens and there should be a presumption against

the granting of a VFC. This could be reviewed in exceptional individual circumstances.

- d. In an effort to inform the public and discourage further loss of front gardens, details of the adverse environmental impacts of loss of planting and permeability from front gardens should be posted on the council's website under the section where residents apply for a VFC and sent to residents in response to their application. (This could be done by setting up a dedicated email address for applications with an automatic response.) Residents should be asked to confirm that they read and understood the information provided before confirming that they wish to go ahead with their application.
- e. In the event that an application for a VFCs is granted, applicants should be routinely provided with guidance on minimising the adverse environmental impact of the associated front garden conversion, including advice on paving the minimum area required and maximising permeability and planting based on best practice as described by organisations such as the RHS and National Park City Foundation. Applicants should also be informed of their legal obligations in respect of the Town and Country Planning (General Permitted Development) (Amendment) (No. 2) (England) Order 2008 which requires front garden hard surfacing of more than five square metres in area "to either be made of porous material or, if an impermeable surface, to direct runoff to a soakaway area or rainwater storage within the property's boundary"
- f. Increase the application fee and installation charge for VFCs. The increased charge for installation of the VFC will include all existing costs associated with planning, maintenance and implementation, as well as the cost of 2 mandatory checks – 6 months and 1 year after installation – to determine that any associated hard standing conforms as a minimum with the Town and Country Planning (General Permitted Development) (Amendment) (No. 2) (England) Order 2008. The upfront charge should also include a deposit sufficient to cover the costs of remedial action should this be necessary to render any installed hard standings compliant.
- g. The council should enforce against vehicles crossing the public footway where a VFC has been refused.
- h. The council should speed up the process for delivering disabled bays outside homes of disabled residents to respond to the need for adjacent parking.
- i. Explore becoming an early adopter of Pavement Channels to facilitate home charging of EVs parked on the kerbside and join a pilot if there is an opportunity to do so or if the government provides the appropriate assurances and planning guidance.
- j. Do everything possible in current and future legislation to prevent further loss of planting and permeability in front gardens and encourage depaving

<p>1 It is unlikely that a change to our Planning Policy will be approved to effectively prohibit vehicle accesses to private properties as legal advice declares this to be unlawful.</p> <p>Further legal advice was sought to determine if the council can amend its design standard to refuse a vehicle access if the private property is less than 6m deep. Following the advice and discussion with planning and the agreement by the Cabinet Member for Clean Air, Streets and Waste it is proposed to increase the minimum design standard to 6m. Highways and Planning are also looking at the possibility of introducing an Article 4 Planning Condition on all VFC.</p> <p>This final decision on the approach will be incorporated into the Householder Development SPD.</p>
<p><b>RECOMMENDATION 13: PARTIALLY ACCEPTED</b></p>

<p><b>COMMISSION'S RECOMMENDATION 14 TO CABINET</b></p>	
<p>1 <b>Make Southwark a pesticide free borough, to protect biodiversity and to protect our residents from the inherent harms of pesticides. Take a staged approach to eliminating pesticide use from our streets and estates, following on from the elimination of pesticide use from our parks several years ago.</b></p> <p><b>Priority Actions:</b></p> <ol style="list-style-type: none"> <li>I. Draw upon the Pesticide Action Network's (PAN) Toolkit for Local Authorities to smooth this transition and, in particular, to understand the alternatives to pesticide use, the relative costs and the challenges.</li> <li>II. Consider replicating Lambeth Council's Community Weeding Scheme.</li> <li>III. To best understand and manage the challenges involved in this change of practice, including obtaining value for money and stakeholder buy in the Cabinet Member and officers should actively engage with counterparts in Lambeth and other councils that have already undertaken this change and gone pesticide free</li> <li>IV. Publicise to residents and landowners the reasons that Southwark is taking this approach, explaining the harms associated with the spraying of pesticides, and use this position to discourage residents and landowners from private use of pesticides.</li> </ol>	<p><b>RESPONSE TO RECOMMENDATION 14</b></p>
<p>1 Pesticide reduction is an objective in the Climate Action Plan; however, a council-wide pesticide reduction strategy has not yet been formally adopted.</p> <p>Pesticide use has been eliminated from our parks and open spaces, except for targeted use against invasive species, such as Japanese knotweed and giant hogweed, where an effective viable alternative for control is not available. Any proposed weed control methods in parks and open spaces are assessed by ecology officers for their environmental impact.</p> <p>The Waste and Cleaning service is responsible for providing weed management on the Council's public streets and housing estates, on behalf of</p>	

Highway and Housing services.

The use of herbicide for control of vegetation growth for Housing and Highway services has been stopped for all 'green' assets, such as grass verges and communal green space (except for invasive species, such as Japanese knotweed and giant hogweed); and reduced from 2-3 times per year to 1 per year for all 'grey' assets, such as surfaced footways and hard standing. The Cleaning Service has undertaken trials of herbicide-free methods of control and found them to be mostly ineffective but also much more costly. There is evidence that local authorities that have previously gone herbicide-free have subsequently reverted to the use of glyphosate, with the reasons most likely being higher cost and lack of effectiveness.

Until the integrated weed management planning work has been completed, it will not be feasible to determine whether, or not, the aim to eliminate the use of herbicide from the seasonal management of vegetation on Highway and Housing 'grey' assets can be fully achieved.

#### **RECOMMENDATION 14: PARTIALLY ACCEPTED**

#### **COMMISSION'S RECOMMENDATION 15 TO CABINET**

**1 Proactively encourage and enable the installation (including retrofitting) of well-designed, wildlife-friendly green roof systems on buildings and structures. Projects vary, but on average green roof systems have many of the ecological benefits of de-paving, at approximately half the cost per m<sup>2</sup>, sometimes less.**

##### **Priority actions:**

- Recognise the significant biodiversity benefits of well-designed green roofs can deliver, and particularly encourage their use through Planning in priority locations identified through the Green Infrastructure Strategy.
- Promote the use of green roofs for agroecological urban farming.

#### **RESPONSE TO RECOMMENDATION 15**

**1** Biodiverse green roofs are regularly secured by planning condition whenever appropriate. The details of the green roof must be approved as part of the condition. This includes the depth of substrate, species proposed and size of the roof.

Green roofs are encouraged through the Urban Green Factor and biodiversity net gain. This is set out in Policy 59 Green Infrastructure and Policy P60 Biodiversity of the Southwark Plan. Best practice details are set out within the Climate and Environment SPD. Significant BNG is secured by s106 with non-significant elements secured by condition.

Using green roofs for urban farming or food growing is possible on larger roofs where the site is accessible and has appropriate weight bearing load capacity is verified. This would often be a relationship between a commercial landowner and a social enterprise or growing enterprise. Officers are aware of roof garden projects in other parts of London which are funded by private businesses who own the building or funded by Business Improvement Districts. The scale to grow commercially on a rooftop and cost of setting up

and running a project to make a profit does not currently exist in London. The Community Gardening team can hold information such as case studies and signpost/ link opportunities of land that they are made aware of, to experienced growers/ social enterprises/ commercial growing enterprises.

#### RECOMMENDATION 15: PARTIALLY ACCEPTED

#### COMMISSION'S RECOMMENDATION 16 TO CABINET

1 **New trees should be considered as part of a larger habitat design and more priority given to their contribution to local ecology and the wider Ecological Network. Where possible, trees should be co-located with other trees and planting, in larger pits or schemes, and in conjunction with SuDs wherever possible.**

##### Priority Actions

- Amend the existing criteria for choosing trees to include the following:
  - a. benefit to the wider ecology, with a preference for trees that feed pollinators, other invertebrates, and birds, and which takes account of the advantages of native trees to the ecosystem
  - b. placement within the wider Ecological Network, including wildlife corridors and proximity to SINC's (to be set out in the forthcoming Ecological Network/ Green Infrastructure Strategy and London LNRS)
- Planting should be in as large tree pits as possible within the constraints of the site, preferably with at least two trees to support a mosaic habitat designed to sustain the whole life cycle of insects. Where as possible, trees should be integrated with in SuDS.
- Encourage and support community trees groups such as Herne Hill Tree Watch and Trees for Bermondsey.

#### RESPONSE TO RECOMMENDATION 16

1 Where new and replacement tree planting takes place consideration is always given to providing larger tree pits, soil cells and integrating SuDs schemes. This is however influenced by existing immovable onsite constraints such as utilities, footway widths or buildings.

The existing criteria for tree selection is based on the suitability of the tree or trees for a given location based on the existing nursery stock type, eventual height, and spread and environmental tolerances such the ability to tolerate drought stress, paved areas, pollution and waterlogging, in addition to ecosystem services and disservices.

In addition to this we ensure that our planting programmes are diverse following the 10-20-30 rule (Santamour 1990) which prescribes that tree populations should not contain 10% of more than one species, 20% of more than one genus and 30% of more than one family to ensure future resilience.

All tree species both native and non-native support and are important for biodiversity

However, whilst native species such as Oak and willow support invertebrates in greater numbers than non-native trees, such species will not always be suitable for planting within urban areas due to water demand, spatial constraints and their ability tolerate harsh urban conditions.

Current climate change modelling by the Botanic Gardens Conservation International (BGCI) indicates several UK native species will not be viable due to climate change (Change Alliance of Botanic Gardens, 2025). Furthermore, promoting the concept of planting mostly native trees will lead to a lack of species diversity and put Southwark's urban forest against greater risk of mortality due to pests and pathogens.

It is therefore important that we avoid a one size fits all approach to tree species selection to ensure that the boroughs tree stock is resilient to climate change, in addition to pests and pathogens.

Further guidance documents and nationally recognised best practice on the subject of planting and species selection can be found here:

<https://cat.bgci.org/>

<https://www.forestresearch.gov.uk/publications/urban-tree-manual/>

<https://www.tdag.org.uk/tree-species-selection-for-green-infrastructure.html>

<https://www.tdag.org.uk/first-steps-in-urban-tree-canopy-cover.html>

<https://www.forestresearch.gov.uk/research/quantification-and-valuation-of-benefits-provided-by-urban-trees/selecting-urban-trees-for-ecosystem-service-provision/>

[londonurbanforestplan\\_final.pdf](#)

[London Urban Forest Resilience Project Report](#)

We work with, encourage, and support groups such as Herne Hill Tree Watch, Trees for Bermondsey, and numerous community groups to plant trees, hedging and orchards.

#### **RECOMMENDATION 16: PARTIALLY ACCEPTED**

#### **COMMISSION'S RECOMMENDATION 17 TO CABINET**

**1 Mandate biodiverse-friendly planting and maintenance in all new schemes including pocket parks, larger park planting schemes and SuDS.**

**All new contracts approved through Trees, Housing, Parks, Planning or Highways should be chosen to explicitly enhance and maintain biodiversity**

##### **Priority Actions**

- All planting must be managed to ensure:
  - That herbaceous planting is with wildlife-friendly species, with due consideration given to all phases of invertebrate lifecycles, and majority UK native,
  - that Trees are selected according to the amended biodiversity focused criteria (above)
  - resilience in case of drought and excess rainfall and the extremes of UK temperatures.
- Council officers including those managing Cleaning Greener Safer and Devolved Highway Budget projects should be made aware of these criteria.
- Where contractors/sub-contractors are responsible for the choice of plant

<p>species, these criteria should be specified in contracts.</p> <ul style="list-style-type: none"> <li>This is a useful resource  <a href="https://www.lbp.org.uk/downloads/Publications/Management/making-contracts-work-for-wildlife.pdf">https://www.lbp.org.uk/downloads/Publications/Management/making-contracts-work-for-wildlife.pdf</a></li> </ul>
<b>RESPONSE TO RECOMMENDATION 17</b>
<p>1 Ecology and Tree officers regularly support Highways, Housing and Project teams during the design and implementation of new planting schemes to ensure they consider biodiversity along with maintenance and environmental factors.</p> <p>It is not possible to limit tree selection to a majority UK native species as this would limit tree selection to that of 21 species many of which are not suitable for planting in urban areas and are not drought tolerant or resilient to climate change.</p> <p>Please refer to our response to recommendation 16 that provides a further justification on this subject.</p> <p>Contractors are not responsible for the selection of tree species; they are carefully selected by the council's team of qualified arboricultural officers.</p>
<b>RECOMMENDATION 17: PARTIALLY ACCEPTED</b>

<b>COMMISSION'S RECOMMENDATION 18 TO CABINET</b>
<p>1 <b>Improve the active management of SINC's.</b></p> <p><b>Priority Actions:</b></p> <ul style="list-style-type: none"> <li>Ensure the SINC and management plan for each habitat type is in place and well-communicated to all relevant staff.</li> <li>Explicitly include sections for biodiversity-appropriate first response to Anti-Social Behaviour (such as community policing, community engagement in activities such as litter picking, CCTV, fencing off sensitive habitat).</li> </ul>
<b>RESPONSE TO RECOMMENDATION 18</b>
<p>1 81% of Southwark's SINC's, and 96% of those managed by the Council, are currently in positive active management for nature, as per the Department for Environment Food and Rural Affairs (Defra)'s Single Data List (SDL) 160 statistic.</p> <p>Officers regularly write, update, or commission habitat management plans, which include provisions around anti-social behaviour (ASB) when relevant. ASB concerns must be coordinated with community safety and cleaning teams.</p> <p>Officers regularly provide maintenance advice to other teams or residents on how to manage ecological assets.</p> <p>Improving our equipment to aid with proper ecological management is something we can explore, following on from the purchase of two cut-and-collect mowers using a ReWild London grant to aid with meadow management.</p>

Ecological management will be a consideration in the development of any future grounds maintenance contracts.

The borough ecology survey and SINC Review currently underway will involve reviewing existing SINC sites, mapping their habitats and providing recommendations on their future management.

**RECOMMENDATION 18: ACCEPTED**

**COMMISSION'S RECOMMENDATION 19 TO CABINET**

- 1 **Conduct systematic and periodic ecological audits of our parks, estates, verges pockets of land and SINCS, using targeted trial applications of AI-based bioacoustic monitoring devices. Use the information collected to develop more targeted biodiversity protection and support practices and policies.**

**RESPONSE TO RECOMMENDATION 19**

- 1 The council continuously strives to improve our biodiversity monitoring, to ensure there is proper evidence to support decision making around ecology. Wherever possible we support residents and organisations to monitor nature across the borough. Officers have recently been allocated council funding to build recording capacity and skills amongst residents through training and activities. This builds on our network of citizen scientists and third-sector partners who conduct regular biodiversity monitoring of birds, bats, plants, fungi, butterflies, and more, often supported by specialist organisations such as Butterfly Conservation, London Bat Group, and the South London Botanical Institute.

The council collaborates or facilitates, where appropriate, academics conducting biodiversity research in Southwark, including, recently from University College London, the Royal Botanic Gardens Kew, and the Institute of Zoology.

Conducting regular surveys, carrying out scientific analyses, or adopting new sensor technology (e.g. AI-based bioacoustic monitors) carries significant resource costs, and often requires specialist facilities and expertise. Any new monitoring technology would need to be subject to a cost-benefit analysis to ensure that information produced is useful for advancing the Council's policies for biodiversity.

The council is committed to developing this area of work but needs to address the issue of finding additional resource to do it.

**RECOMMENDATION 19: PARTIALLY ACCEPTED**

**COMMISSION'S RECOMMENDATION 20 TO CABINET**

- 2 **Increase blue habitat, especially in areas where there are gaps by:**  
 i. **expanding the areas of marginal habitat around the borough's**

	<p><b>rivers and ponds.</b></p> <p><b>ii. increasing the number of ponds and wetlands, including temporary ponds.</b></p> <p><b>Priority Actions:</b></p> <ul style="list-style-type: none"> <li>• Explore whether and how existing underground rivers could be used in some areas of the borough to achieve this ambition.</li> <li>• Create River Basin Management Plans for the catchments of the Rivers Peck and Neckinger, including Earl's Sluice.</li> </ul>
<b>RESPONSE TO RECOMMENDATION 20</b>	
2	<p>We strive to expand wetland habitat and building ponds wherever possible. However, any new freshwater habitats must consider long term sustainability, for example ensuring ponds aren't reliant on mains water connections, and management plans are in place. We are project partners on Froglife's 'London Blue Chain' project, which are supporting several new pond builds or restorations in Southwark. We are working on a management plan for Burgess Park's lake to guide the expansion and management of the marginal reedbeds, supporting the addition of floating planters in Greenland Dock, and the management of Albion Channel's freshwater habitats. New measures are being implemented in Peckham Rye Park and Southwark Park to improve water quality and the condition of the riparian zone.</p> <p>However, the creation of River Basin Management Plans is the responsibility of the Environment Agency as per the Water Framework Directive. The above ground sections of the Neckinger and Earl's Sluice are now limited to outlets into the Thames, and their formal management is the responsibility of the Port of London Authority, Environment Agency, and Thames Water.</p> <p>This is detailed within the Natural England Green Infrastructure Planning and Design Guide.</p> <p>These documents will inform the evidence base documents that will be used to inform the development of policy around water bodies and water habitat in the review of the Southwark Plan.</p> <p>A 170m bridge across Canada Water was opened in November 2024, bringing residents closer to the restored area of wetland.</p>
<b>RECOMMENDATION 20: PARTIALLY ACCEPTED</b>	

<b>COMMISSION'S RECOMMENDATION 21 TO CABINET</b>	
2	<p><b>Southwark should pursue the Water Framework Directive "Good Ecological Status" for all remaining above ground waterways, such as the Peck.</b></p>
<b>RESPONSE TO RECOMMENDATION 21</b>	
2	<p>None of the above or below ground waterways in Southwark (excluding the Thames) – Peck, Effra, Neckinger, Earl's Sluice – are currently assessed by Environment Agency as per the Water Framework Directive, and do not have River Basin Management Plans, which are the responsibility of the</p>

<p>Environment Agency (EA) to produce and review.</p> <p>Officers supported recent flood alleviation works in Peckham Rye Park and Common which expand the potential of the, largely underground, River Peck to deliver for biodiversity. Further improvements to the surrounding riparian habitat of the above-ground sections of the Peck are planned.</p>
<b>RECOMMENDATION 21: PARTIALLY ACCEPTED</b>

<b>COMMISSION'S RECOMMENDATION 22 TO CABINET</b>	
2	<p><b>Provide, recognise, and protect routes for use by wildlife only, as well as for use for active travel, with reference to the work Southwark Nature Action Volunteers (SNAV) have done on wildlife corridors for nature and people, as part of the broader piece of work on Ecological Networks.</b></p>
<b>RESPONSE TO RECOMMENDATION 22</b>	
2	<p>Taking account of ecological connectivity is a priority for several council policies, including the Southwark Plan and Climate Change Action Plan. The council will endeavour to support projects that are in strategic locations for habitat networks.</p> <p>Many green corridors both for wildlife and active travel are already protected within the SINC system, for example, Surrey Canal Walk, Sydenham Hill Railway Cuttings, Deal Porters Walk, and Nunhead Railway Embankments.</p> <p>We are working towards reviewing our SINCs and other habitat opportunities across the borough through our current borough-wide ecological survey. Our work with the GLA to develop the London Local Nature Recovery Strategy (LNRS) will also contribute towards this recommendation, through identifying opportunity areas for biodiversity recovery, including green corridors.</p> <p>Through the 'Streets for Nature' component, Streets for People builds connections between the green infrastructure and the built environment.</p> <p>Enhancing connectivity by walking and cycling aims to improve access to these sites and public enjoyment of them. As a result, creating additional demand for existing sites and the value added through them for biodiversity and the natural amenity.</p> <p>Sites and routes for wildlife only will be dealt with by the London Plan Local Nature Recovery Strategy, Green Infrastructure framework, updated SNAP and SINC review.</p> <p>These evidence base documents will be used to inform the development of policy around greening and wildlife habitat in the review of the Southwark Plan.</p>
<b>RECOMMENDATION 22: PARTIALLY ACCEPTED</b>	

**COMMISSION'S RECOMMENDATION 23 TO CABINET**

2 **Southwark should work with the GLA to adopt clearer definitions and requirements for nature-friendly "green" corridors, for example including guidelines for minimum widths, sizes, spacing, target species, and types of soil and planting.**

**Priority Actions:**

- Consultation must first take place with Planning and Ecology Officers and the Southwark Biodiversity Partnership.

**RESPONSE TO RECOMMENDATION 23**

2 Defining ideal requirements for ecological connectivity is something that can be considered within our next biodiversity strategy (next iteration of the SNAP), following the LNRS produced by the GLA. The Southwark Biodiversity Partnership will be a key consultee on this strategy.

However, the complexities of the urban environment in terms of land use and ownership, infrastructure and services mean adopting explicit minimum requirements for nature corridors could restrict our ability to deliver projects for nature recovery. We strive to support innovative projects that promote ecological connectivity through the urban environment where the creation of linear green spaces is not possible. For example, the creation of 'stepping stone' wildlife corridors, such as the North Bermondsey Wildlife Corridor and the Camberwell Wildlife Corridor.

The Planning Policy team are actively engaging with the GLA at consultation events on the planning policy open scoping sessions, Green Infrastructure Framework and the Local Nature Recovery Strategy (LNRS). The planning policy team will continue to respond to relevant consultations to gain clarity on definitions, guidelines and requirements for green corridors.

Green corridors will be highlighted as areas for biodiversity potential in the LNRS. Further work will be commenced on identifying and managing green corridors in the borough through the Green Infrastructure framework, updated SNAP and SINC review.

These evidence base documents will be used to inform the development of policy around greening in the review of the Southwark Plan.

**RECOMMENDATION 23: PARTIALLY ACCEPTED****COMMISSION'S RECOMMENDATION 24 TO CABINET**

2 **Encourage, enable and support community and volunteer management of nature, wherever there is interest. As well as reducing costs, this will increase social benefit, educate and enhance the sustainability of wildlife friendly habitat.**

**Priority actions:**

- Encourage, define and develop Public-Common Partnerships, as suggested in the Southwark Land Commission Report, where local

community organisations share responsibility for land management with Southwark as the landowner

#### **RESPONSE TO RECOMMENDATION 24**

2 We strongly encourage community stewardship of green spaces, and support third sector partners wherever possible to facilitate this.

For example, leases or management agreements are in place from large sites such as Sydenham Hill Woods to small sites such as Bellenden Road Nature Reserve, or areas within parks, such as in Shuttleworth Park.

We strive to identify and build new partnerships to support positive environmental management of our green spaces, while ensuring that third sector partners and community organisations are supported to maintain sites sustainably for the long term.

#### **RECOMMENDATION 24: ACCEPTED**

#### **COMMISSION'S RECOMMENDATION 25 TO CABINET**

2 **Develop a training programme on biodiversity and wildlife friendly management of green and blue space, targeted at officers and contractors across all relevant roles and grades, suited to their job roles.**

**This should be an integral part of the staff training already required to ensure that all areas of council policy are seen through the prism of the Climate Emergency and extended to include the Biodiversity Emergency.**

##### **Priority Actions:**

- Ensure that all teams, including Planning, Climate Change, Sustainable Growth, Parks, Housing, Flood Management, Highways, Air Quality and other departments are aware of our ambitions to address the Biodiversity Emergency
- Ecology officers to support / collaborate in developing cross council positive biodiversity training.
- The training ought to be developed for:
  1. Managers and leaders
  2. Staff managing delivery of projects under the Cleaner Greener Safer and Devolved Highways Budget funding streams,
  3. Operational staff including:
    - Grounds maintenance team
    - Cleaning team
    - Supervisory staff
- The training must ensure proper management and that wildlife friendly practices are embedded into operations.
- Training should be repeated at regular intervals for existing staff and embedded in any induction training for new staff.
- Contractors and sub-contractors should be obliged to adopt the same commitments to biodiversity across their areas of responsibility, including in respect of training their staff.

**RESPONSE TO RECOMMENDATION 25**

2 The Climate Change Team is currently developing a staff climate training programme and intranet hub, and biodiversity will be included as part of this programme.

Ecology officers could, provided additional capacity and resource is made available, support with the development of this training.

Within parks, greater provision for ecological training for grounds maintenance staff can be considered as part of any future grounds maintenance contracts. Regular on-the-job training is provided to grounds maintenance staff and contractors by Ecology, Tree, and Parks Operations officers on how to maintain biodiversity assets to a high standard.

The complex interface of green/blue infrastructure and the built environment is a key component of the work that Highways services delivers, recognising the public demand for these features and access to them.

Ensuring additional training and support is available to take full advantage of the opportunities available will be undertaken to make sure the different priorities for public space can be balanced.

The council is committed to developing this area of work but needs to address the issue of finding additional resource to do it.

**RECOMMENDATION 25: ACCEPTED****COMMISSION'S RECOMMENDATION 26 TO CABINET**

2 **Proactively promote Southwark's ambition to address the biodiversity emergency and explain steps that the council is taking and plans to take to achieve that end. This will include information explaining decisions taken in response to the recommendations contained in this document, such as going pesticide free and other changes in management of green and blue spaces across the borough.**

**Develop a programme to engage residents in the appreciation of and connection to nature.**

**Priority Actions**

Use social media and publications such as Southwark Life to explain highlight our ambitions and paths to achieving them. These should include recommendations as to how residents, schools, places of worship and other stakeholders can help to protect and improve biodiversity in their own gardens and local green spaces.

Facilitate an exhibition in the Tooley Street Atrium of Insectinside.me and encourage links to Southwark schools.

Consider developing livestream wildlife webcams to increase resident involvement in and awareness of Southwark's wildlife.

**RESPONSE TO RECOMMENDATION 26**

2 We strive to promote our legacy of action for biodiversity, our current projects for nature recovery, and ambitions for the future with the public, as well as support residents to get involved with nature recovery through comms.

The Community Gardening team sends out a quarterly e-newsletter and runs a Southwark Community Gardening Instagram account highlighting projects and relevant educational and biodiversity topics from Southwark and wider.

The Climate Change Team supports this through a dedicated comms support and through an annual climate report.

We are working with the council's comms team to develop a biodiversity comms plan across multiple communication platforms and styles to reach a broad audience, including social media, print media such as Southwark Life, the council website's ecology pages and in-person activities. This could involve novel methods such as an exhibition in the Tooley Street Atrium or the use of wildlife livestreams, in collaboration with external third-sector or community organisations and residents.

While the council is committed to developing this area of work, this will be subject to finding the necessary resource and agreement against other comms priorities within the council.

**RECOMMENDATION 26: ACCEPTED****COMMISSION'S RECOMMENDATION 27 TO CABINET**

2 **Actively promote wildlife gardening to residents.**

**Priority actions**

- Promote water butts to households including as recommended above.
- Deliver this in partnership with the Centre for Wildlife Gardening and other members of Southwark Biodiversity Partnership.

**RESPONSE TO RECOMMENDATION 27**

2 Community Gardening officers share this through their interaction with individual groups signposting to offers and guidance from other organisations. Also, through their communications channels and the two Southwark Community Gardening networking events they organise each year. Officers regularly link estate community gardens to conservation organisations, such as Froglife and Butterfly Conservation, for collaborations where funding, expertise and training can be delivered by these organisations on site particularly at estate community gardens.

We maintain guidance on ecologically friendly activities on the Council's website:

[https://www.southwark.gov.uk/sites/default/files/2024-10/guidance\\_on\\_creating\\_habitat\\_and\\_biodiversity\\_features\\_for\\_parks\\_and\\_open\\_spaces.pdf](https://www.southwark.gov.uk/sites/default/files/2024-10/guidance_on_creating_habitat_and_biodiversity_features_for_parks_and_open_spaces.pdf)

As per our response to recommendation 27, we are working with the comms

and web team to promote to residents how they can get involved with nature recovery in Southwark, through the development of a dedicated biodiversity comms plan. However, this is subject to the council finding the necessary resource, and agreement against other comms priorities.

**RECOMMENDATION 27: ACCEPTED**

**COMMISSION'S RECOMMENDATION 28 TO CABINET**

- 2 **Develop ambitious cross borough Ecological Networks and particularly consider the ecological and social potential of daylighting more of Southwark's Rivers (e.g. the River Peck in Peckham Rye Park and River Effra in the south of the borough) and increasing marginal habitat.**

**RESPONSE TO RECOMMENDATION 28**

- 2 Officers regularly network with officers from other Boroughs, through the London Borough Biodiversity Forum and London Tree Officers Association.

The production of the London Local Nature Recovery Strategy by the GLA, on which Southwark is a consultee, is defining a pan-London ecological network and promoting cross-borough approaches to biodiversity enhancement.

We are not currently considering 'daylighting' any further sections of Southwark's culverted rivers. There are major logistical and environmental challenges with bringing underground segments of rivers aboveground in areas that have been built up, in cases for centuries, and integrated with the sewer system. Responsibility for culverted waterways is divided between the council, Environment Agency and Thames Water.

Further improvements are planned to the surrounding riparian habitat of the above-ground sections of the Peck and nearby areas of the Effra in Peckham Rye Park and Belair Park, respectively.

**RECOMMENDATION 28: PARTIALLY ACCEPTED**

**COMMISSION'S RECOMMENDATION 29 TO CABINET**

- 2 **Make Southwark a "Right to Grow" borough, taking a motion to Southwark Council Assembly adopting 'The Right to Grow'.**

**Priority actions**

- A 'The Right to Grow' motion along the lines below would be appropriate:
- This Council notes:
  - that the cost-of-living crisis and the continued efforts to recover from the pandemic bring a new focus on ensuring that residents have access to enough fresh food for day to day living.
  - The increasing need to put the health and well-being of residents at the heart of our corporate strategies.
  - The powerful evidence which demonstrates the link between people's

health and wellbeing and the availability of fresh locally produced food.

- That the cost-of-living crisis is creating real hunger, reinforcing the need for healthy fresh food at an affordable price.
- That communities coming together to grow food can radically reduce costs to NHS and social care budgets by reducing loneliness and providing healthy food.
- That there is plenty of under used publicly owned land which could be used for community food growing while also improving the public realm.
- This Council agrees (or to the extent that the below concern executive functions, recommends to the executive) to adopt a Right to Grow on council owned land which is suitable for cultivation.
- As a result, this Council will:
  - Identify and produce a map of all council owned land suitable for community cultivation.
  - Make this land available for cultivation by a simple licence to community organisations at no cost.
  - Consider community food growing on sites awaiting development for other uses on a fixed term basis.
  - Write to Southwark's MPs and ask them to support the Incredible Edible campaign and national right to grow.
- In addition, the Council will work with partners through the Land for Good delivery process and encourage anchor institutions and civil society to join the council in the above endeavour.

## RESPONSE TO RECOMMENDATION 29

2 This recommendation has now been passed at Council Assembly and by Cabinet.

Officers support this recommendation but note that further resources are needed to deliver more.

This would build on the work the Community Gardening service has delivered since 2020 with the launch of the Allotment Expansion Guarantee (AEG). 23 new gardens with 256 growing plots have been set up on Southwark housing estates to date, more in progress.

The Community Gardening team support residents and groups to set up new growing spaces on housing land. They have developed a clear process from checks for site suitability, support for group development, agreements that groups manage and maintain the spaces, consultation, agreements with the landowner, collaboration with other council teams, training and the groups becoming part of a Southwark growing network which is mapped.

The Community Gardening service collaborate with other teams including Properties, Parks and the Ecology service to support stewardship of available (non-housing) land from groups or organisations carrying out food growing activities.

The current capacity of the team would not be able to comprehensively map all prospective land suitable for growing. Possibly this could be resourced as a desktop exercise or ad hoc opportunities identified at different times. The

priority remains on supporting resident led projects to ensure sustainability and need, so being led by where people are who want to run these projects.

#### **RECOMMENDATION 29: ACCEPTED**

#### **COMMISSION'S RECOMMENDATION 30 TO CABINET**

##### **3 Map food growing plots**

###### **Priority actions:**

- Undertake this mapping as part of a larger piece of engagement work with community stakeholders to release more land for community good (see recommendation 10).
- If there is insufficient capacity within the council to carry out this task, mapping will need to be commissioned externally.
- Include as a minimum a public facing element that helps residents to discover ownership of land that could be used to grow food and also invites local landowners to submit potential food growing plots for community use under license, preferably for a minimum period of 5 years (although consideration could be given to shorter terms in some circumstances).

#### **RESPONSE TO RECOMMENDATION 30**

3 The Community Gardening service maps existing gardens rather than potential gardens. Currently they assist enquiries from residents about particular pieces of land – to help identify the landowner. Occasionally they are made aware of existing community gardens or nature gardens which become available as a group no longer has capacity to look after it.

Following our response to recommendation 29, the council is committed to developing this area of work but needs to address the issue of finding additional resource to do it.

#### **RECOMMENDATION 30: PARTIALLY ACCEPTED**

#### **COMMISSION'S RECOMMENDATION 31 TO CABINET**

3 **Update the SNAP to include a community garden plan, which includes the right for residents to have a garden, orchard, or food growing plots on their estate. Include details on how Southwark can support urban agriculture to increase biodiversity.**

#### **RESPONSE TO RECOMMENDATION 31**

3 Work is underway to review and then update the SNAP with a new biodiversity action plan, following the publication of the London Local Nature Recovery Strategy (LNRS), which will guide the structure of the Council's biodiversity strategies. Close working between ecology officers and the community gardening team means that community food growing and gardening, as a link to access to nature and a form of habitat creation, is likely to have a larger

<p>profile.</p> <p>However, a community gardening policy might benefit from being a standalone document, rather than form part of the SNAP. Biodiversity Action Plans are focused on habitats, species, and access to nature, following the 'UK Biodiversity Framework'. This could result in biodiversity overshadowing the other benefits of community gardens, such as for health and wellbeing, or aspects of community gardening governance and management, unrelated to nature recovery, overshadowing biodiversity actions.</p> <p>The council is committed to considering the idea of a Community Gardening strategy/plan, independently to the biodiversity strategy, subject to addressing additional resource needs, as discussed in the response to recommendation 32.</p>
<b>RECOMMENDATION 31: PARTIALLY ACCEPTED</b>

<b>COMMISSION'S RECOMMENDATION 32 TO CABINET</b>	
<b>3</b>	<p><b>Develop a Community Gardening / urban food growing policy and include links to creating local markets and the planning system.</b></p> <p><b>Priority actions</b></p> <ul style="list-style-type: none"> <li>• Create a cross service working group to bring this forward consisting of Community Gardening Coordinators, Planning Policy, Regeneration, Public Health, Climate Change and Ecology teams.</li> <li>• As part of this: <ul style="list-style-type: none"> <li>○ Create new urban farming and community food growing zones alongside new developments (roof tops, schools and new parks and green land). Old Kent Road would be a good test site for an integrated and inclusive food growing system.</li> <li>○ Include a Food Growing Policy in the next update of the Southwark Plan (and /or Environment &amp; Climate SPD) that requires developers to include spaces for urban agriculture, allotments and community gardening.</li> <li>○ Support local market initiatives, such as cooperative grocery stores, farmers' markets and other community hubs, in collaboration with food growing projects in the area and initiatives such as the Walworth Neighbourhood Food Model.</li> <li>○ Undertake to support Agroecology through all urban agriculture initiatives</li> </ul> </li> </ul>
<b>RESPONSE TO RECOMMENDATION 32</b>	
<b>3</b>	<p>The Community Gardening team have developed an action plan for supporting community gardening/ food growing which is updated annually. There is significant potential for a cross-team working group to develop this, with the Community Gardening service able to advise and provide best practise/case-study examples.</p> <p>While, the council is committed to developing this area of work, this is subject to finding required additional resource needs and addressing capacity requirements.</p>

<p>The Climate and Environment SPD has been revised to include a section on food growing spaces within development. Best practice on this will also be reviewed as part of the Southwark Plan review.</p>
<p><b>RECOMMENDATION 32: ACCEPTED</b></p>

<p><b>COMMISSION'S RECOMMENDATION 33 TO CABINET</b></p>	
<p>3</p>	<p><b>Undertake to support Agroecology through food procurement.</b></p>
<p><b>RESPONSE TO RECOMMENDATION 33</b></p>	
<p>3</p>	<p>The Southwark Sustainable Food Strategy (2023-2026) outlines the vision for a sustainable food system in Southwark. This strategy includes the key aim to promote and provide planet-healthy diets  <a href="https://www.southwarkfoodactionalliance.co.uk/wp-content/uploads/2023/09/Good-Food-Southwark-Sustainable-Food-Strategy-2023-26.pdf">https://www.southwarkfoodactionalliance.co.uk/wp-content/uploads/2023/09/Good-Food-Southwark-Sustainable-Food-Strategy-2023-26.pdf</a></p> <p>The Southwark School Food Transformation Programme supports sustainable food procurement, with goals to reduce meat consumption and increase plant-based food consumption in schools, support more local food producers and food businesses, reduce school food waste and source more higher welfare food by using suppliers who have a Food for Life Bronze catering accreditation, which also considers sustainability.</p> <p>Local food is defined as food that is grown, raised, or produced within a 30-mile radius from the borough's boundaries. For essential products that cannot be sourced within this radius, such as fresh fish, the definition is extended to include producers within a 100-mile radius. Local food businesses are suppliers located in Southwark and/or within a 30-mile radius from the borough's boundaries.</p> <p>While the council is committed to exploring further avenues of sustainable food procurement including for example through agro-ecology, this is subject to finding required additional resource needs and addressing capacity requirements.</p>
<p><b>RECOMMENDATION 33: PARTIALLY ACCEPTED</b></p>	

<p><b>COMMISSION'S RECOMMENDATION 34 TO CABINET</b></p>	
<p>3</p>	<p><b>Work with the Capital Growth network to monitor and measure how food growing projects in Southwark are improving biodiversity and helping to tackle the ecological emergency.</b></p>
<p><b>RESPONSE TO RECOMMENDATION 34</b></p>	
<p>3</p>	<p>Officers are already working with Capital Growth to develop new methods to measure and improve biodiversity on food growing sites.</p>

**RECOMMENDATION 34: ACCEPTED****Policy framework implications**

14. The protection and enhancement of biodiversity is a corporate responsibility that cuts across all council departments and functions, as required of the Biodiversity Duty on local authorities, and strengthened by the Environment Act, 2021. Meeting the recommendations accepted or partially accepted by this report will contribute towards our requirements of the Duty. However, action taken to conserve and enhance biodiversity itself contributes to a range of council, regional and national policies and targets.
15. Meeting the recommendations accepted or partially accepted by this report directly contributes to the Southwark 2030 commitment to a “Healthy Environment”, the Climate Change Strategy (2021) and Action Plan (updated annually) commitments to a “Thriving Natural Environment”, and the Climate Resilience and Adaptation Strategy (2024), the Streets for People 2023-2030 ‘Streets for Nature’ theme, and the Southwark Plan 2019-2036 (2022) policies: P57 Open Space, P58 Open water space, P59 Green Infrastructure, P60 Biodiversity and P61 Trees. Action taken for biodiversity additionally contributes to other key council plans and strategies, including the Cultural strategy (2017), Local Flood Risk Management Strategy (2024), Air Quality Strategy and Action Plan (2017), Tree Management Policy (2020), Southwark Land Commission (2023) and Southwark Food Security Action Plan (2019),
16. Action for biodiversity contributes to the London Environment Strategy., the London Plan “Green Infrastructure and Natural Environment” and “Sustainable Infrastructure” policies, and the relevant priorities for Southwark within the upcoming London Local Nature Recovery Strategy (LNRS), currently under production by the GLA.

**Community, equalities (including socio-economic) and health impact statement:**

17. Accepting the recommendations as per this report will have a positive impact on communities in Southwark. Actions for the conservation and promotion of biodiversity promote community cohesion by connecting people with nature, providing volunteering opportunities, and fostering positive interactions between people from different communities. Much of the wildlife assets of Southwark are in parks and public spaces, free to all users, and accessible year-round.
18. Volunteering is vital in the action taken for biodiversity protection and enhancement in the borough. Southwark has developed or supports a huge range of regular volunteering opportunities and will continue to promote volunteering in our open spaces. This includes opportunities with schools, people with disabilities, and underrepresented groups.
19. Accepting the recommendations as per this report will have no detrimental impact to any group or protected characteristic as outlined in the Equalities Act 2010 or the Public Sector Equality duty (PSED) and align with a just transition for our residents in tackling the climate emergency.

20. Many activities to conserve and enhance biodiversity provide novel opportunities for participation with physical activity for members of the public, increasing representation in outdoor activities and promoting resident health and wellbeing. Access to nature is well documented as beneficial to both mental and physical health.
21. Biodiversity directly benefits the health of residents through improving air quality, reducing urban temperatures, reducing noise and calming traffic, managing flood risks, and providing amenity value, recreation space and cultural services.

### **Climate change implications**

22. Conserving and enhancing biodiversity can reduce emissions and mitigate against the impacts of climate change. For example, trees both sequester carbon and provide shade.
23. Accepting the recommendations as per this report will directly contribute to the Council's Climate Change Strategy and Action Plan, which commits to a 'Thriving Natural Environment' and an adapted, resilient borough. These commitments include improving biodiversity, introducing new green corridors, making our streets a green place to walk, play and relax and increasing tree canopy cover across the borough. The Action Plan for the strategy includes 14 SMART actions for the 'Thriving Natural Environment' priority area.
24. A £1m allocation for capital projects for green space enhancements and biodiversity improvements was agreed in 2022 in response to Climate Change Citizen Jury recommendations, which will contribute to both climate change and biodiversity objectives.
25. The council's Climate Resilience and Adaptation Strategy, adopted at cabinet in February 2024, defines the council's approach to responding to the harmful effects of a changing climate. Actions resulting from the delivery of the strategy will offer opportunities for biodiversity improvements through new green infrastructure and sustainable urban drainage to tackle flooding and overheating.

### **Financial and resource implications**

26. The costs connected with meeting the recommendations accepted within this report will be contained within existing revenue and capital budgets relating to existing biodiversity actions and management within the council.
27. Should the implementation of any activities or recommendations outlined in this report require additional funds in future these will be subject to further decision reports setting out the cost and funding mechanisms.

### **Legal implications**

28. There are specific legal implications arising from this report.

## **Consultation**

29. Should the implementation of any activities or recommendations outlined in this report require consultation in future these will be subject to further decision making.
30. Consultation on biodiversity-related projects in the public realm is regularly and extensively carried out with internal departments, external groups, residents, organisations and other users of public spaces

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Head of Procurement**

31. There are no material procurement implications associated, notwithstanding the content of recommendation 33 (partially accepted). The report is otherwise consistent with the council's Fairer Future Procurement Framework as relevant to the subject matter.

### **Assistant Chief Executive, Governance and Assurance (SB140525)**

32. This report seeks Cabinet's approval of the council's response to the 34 recommendations put forward by the Environment Scrutiny Commission's Biodiversity Review, including acceptance of ten recommendations and partial acceptance of 24 recommendations.
33. There are no significant legal implications arising from the recommendations in this report and the proposal to approve the Commission's recommendations is consistent with the council's statutory duty to protect and enhance biodiversity for both nature and the residents of the borough.
34. When considering this report, Cabinet must take account of the Public Sector Equality Duty imposed by section 149 of the Equality Act 2010 which requires the council to have due regard to the needs of those individuals and groups having a protected characteristic under the Act. As noted in the community, equalities and health impact statements the recommendations of this report will have a positive impact on communities and no adverse effects on those with a protected characteristic are anticipated.
35. This report is being considered by Cabinet in line with the requirement contained in paragraph 15.3 of the Overview and Scrutiny Procedure Rules contained within the council Constitution.

### **Strategic Director, Resources (FC25/001)**

36. This report is requesting the Cabinet to approve this report as the Council's response to the 34 recommendations put forward by the Environment Scrutiny Commission's Biodiversity Review, as set out in the Overview and Scrutiny Procedure rule 15.3 and to accept 10 recommendations and partially accept 24 recommendations, for reasons outlined in this report.
37. The strategic director of resources notes that costs connected with meeting the recommendations accepted within this report will be contained within

existing revenue and capital budgets relating to existing biodiversity actions and management within the council and notes that if the implementation of any activities or recommendations outlined in this report require additional funds in future these will be subject to further decision reports setting out the cost and funding mechanisms, as mentioned in the financial and resource implications.

38. Staffing or any costs connected with these recommendations will be contained in the existing departmental revenue budgets.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet Report: "Report of the Environment Scrutiny Commission: Biodiversity scrutiny review"	Cabinet Office 160 Tooley Street London SE1 2QH	Julie Timbrell 020 7525 0514
<a href="#">Environment Scrutiny Commission agenda and papers 2022/23/24</a>	Scrutiny Team 160 Tooley Street London SE1 2QH	Julie Timbrell 020 7525 0514

## APPENDICES

No.	Title
Appendix 1	<a href="#">Biodiversity scrutiny review report (ESC, Nov. 2024)</a>
Appendix 2	<a href="#">Biodiversity scrutiny review report recommendations (ESC, Nov. 2024)</a>

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Portia Mwangangye, Leisure, Parks and Young People	
<b>Lead Officer</b>	Tara Quinn, Head of Parks and Natural Environment	
<b>Report Author</b>	Liam Nash, Ecology Officer	
<b>Version</b>	Final	
<b>Dated</b>	5 June 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	Yes	Yes
Strategic Director, Resources	Yes	Yes
Head of Procurement	Yes	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>	5 June 2025	

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Report of the Overview and Scrutiny Committee: Responses to recommendations arising from scrutiny of Consort Estate Major Works, SE15, Charges to Leaseholders
<b>Cabinet Member:</b>	Councillor Sarah King, Council Homes
<b>Ward(s) or groups affected:</b>	Leaseholders
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a

### **FOREWORD – COUNCILLOR SARAH KING, CABINET MEMBER FOR COUNCIL HOUSING**

I want to thank the residents of the Consort Estate and the ward councillors for Rye Lane for the time and dedication in bringing their concerns to light through the scrutiny process. This should not have had to be the case. By doing so, the residents of the Consort Estate are helping to shape how the Council will deliver major works projects in the future to the benefit of all Southwark's tenants and leaseholders. This includes that all future contracts will undertake a full survey initially to help reduce provisional costs, including greater levels of information about provisional costs and far greater levels of engagement with residents at this early stage of contract design.

Since the Overview and Scrutiny Committee first heard from residents and ward councillors, the scope and provisional costs for the major works project at Consort Estate have been substantially reviewed in partnership with residents, and the projected costs substantially reduced. The engagement with residents and the Tenants and Residents is ongoing and will continue throughout the delivery of the project.

The committee made several helpful recommendations on the design and delivery of major works projects in the future. Each of these has been considered in detail and where possible accepted. In some cases, where the current legislation will not allow, we are committed to lobbying for change in the law.

### **RECOMMENDATIONS**

#### **Recommendations for the Cabinet**

1. That Cabinet notes the responses to the recommendations of the Overview and

Scrutiny Committee.

## BACKGROUND INFORMATION

2. 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.
3. Following hearing from the residents, local ward councillor, and discussion, the committee agreed several recommendations for consideration by the Lead Member for Council Homes. The Lead Member has subsequently asked for the recommendations to be considered by Cabinet.
4. Recommendations have subsequently been considered, and responses are detailed in this report.

## KEY ISSUES FOR CONSIDERATION

<b>COMMITTEE'S RECOMMENDATION 1 TO CABINET</b>	
1.	Strengthen the Council's in-house Quantity Surveyor function and skills to scrutinise estimates provided by contractors.
<b>RESPONSE TO RECOMMENDATION 1</b>	
1.	<p>We have assigned a dedicated internal Quantity Surveyor in the Planned Maintenance Team. He has already scrutinised all projects going ahead after the Overview and Scrutiny Committee meeting recommendations.</p> <p>The Quantity Surveyor will scrutinise all estimates/ and conduct sample audit checks on valuations submitted by contractors on future projects, including carrying out site visits to check quantities and works claimed by the contractor and approved by the Consultant.</p>
<b>RECOMMENDATION 1: ACCEPTED</b>	

<b>COMMITTEES'S RECOMMENDATION 2 TO CABINET</b>	
2.	Change the way the admin fee is calculated on contracts in order to remove the possible incentivisation of large contracts.
<b>RESPONSE TO RECOMMENDATION 2</b>	
2.	<p>This item had two elements to it:</p> <ul style="list-style-type: none"> <li>• The administration fee under the lease related to the management of the service charge accounts</li> <li>• The Consultant fee charged to the contract</li> </ul>

### **Administration Fee**

The administration fee is defined within the lease for the management of the service charge accounts. This service is provided only to homeowners (both leaseholders and freeholders), relating to the construction, billing and collection of service charges. The cost of providing the service to homeowners exceeds the income derived from the fee, and the variance represents a loss to the Housing Revenue Account which must then be covered by other sources of income to the HRA. To increase the variance would be inequitable.

The lease is specific on how the Council's administration costs can be charged (at 10% of the cost of services provided). The Council cannot opt to charge either a fixed cost, or the actual cost of administration, and to do so would need to vary every lease and transfer agreement. With over 15,500 homeowners it would be impossible to get the necessary percentage to agree, and the cost of doing so would be prohibitive. Equally, as the Council does not actually cover its costs in providing an administrative service to homeowners, any change of this kind would be likely to lead to an increase rather than a decrease to the total service charge.

The 10% administration fee is applied on services/works that are the responsibility of the Council and chargeable under the terms of the lease. Whether works are packaged as multiple small contracts or fewer larger scale contracts the 10% administration fee would remain the same percentage of the chargeable costs incurred. If the actual costs come in at a lower figure than the estimate, then the administration fee would be reduced accordingly.

### **The Consultant fee charged to the contract**

As way of assurance and transparency we have collated information on all contracts where Calfordseaden provided consultancy services specifically for schemes delivered under Partnering contracts, which is what the Consort contract will be run on.

The Devon Mansions/Canada Estates were run under a different contract.

The table below shows that Calfordseaden (CS) have worked on 74 schemes over 8 years, 58 of which were within the original approved budget. 11 had an overspend, but the reasons are clearly known and range from additional internal works added to schemes (with no implications for leaseholders), further works uncovered, extension of time due to Covid, or works instructed to third party providers like aerial mast contractors, which are not in the control of the contractor/consultant.

Five final accounts have not been finalised yet. Of these two await final accounts and the contractors claims are being challenged so they may not result in the requirement for a variation. Two are for major street property voids where upon opening up the properties significant

additional structural works have been identified and the council is deciding whether to refurbish at additional costs or to dispose of the properties. The final scheme is one that was due to have a roof top development which is no longer progressing and a new scheme is being procured to complete the works.

The details below are for contracts executed on site by Equans and Elkins contractors.

Total number of Partnering Major works projects managed by CS since 2016	74
Number of these Major Works projects within original delegated approval	58
Number of these Major Works projects with definite overspend	11
Number of these Major Works projects with potential variations or additional costs	5

Based on this information for Partnering Contracts we are satisfied that the system of fees charged for contracts is appropriate and there is no incentive for consultants to scope creep.

However, in the new contracts tendered, consultants will face the penalty of not being awarded further contracts if there is excessive scope creep.

**RECOMMENDATION 2: HOMEOWNERSHIP ADMINISTRATION FEE  
NOT ACCEPTED  
CONSULTANT FEE ACCEPTED**

### **COMMITTEE'S RECOMMENDATION 3 TO CABINET**

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.

**RESPONSE TO RECOMMENDATION 3**

3. 3.1 The homeownership portfolio includes over 14,500 leaseholders, from several thousand blocks. The actual service charges will vary considerably from block to block and from year to year. It would not be possible to tailor individual letters with explanations of the variations between estimated and actual service charges for each leaseholder. The implications of this would be substantial and is not something the Council is currently resourced for under the income produced from the administration fee.

The actual billing pack includes the summary breakdown of both the estimated and actual service charge for the year, which can be used for comparison purposes, and the itemised breakdowns of the charges are available on request. Each billing pack contains an explanatory leaflet which provides an overview of each head of service and how the costs have been constructed. In general, the variations relate to repairs carried out throughout the year to the structure and fabric of the building, and to the communal service installations. Where these are more than the statutory consultation limit then a section 20 notice will normally have been served providing details of the proposed repair and the cost.

At the request of the Lead Member for Council Homes a cover sheet is now being included with the billing pack, providing some general information.

Since the unprecedented increases seen in fuel prices in the last few years, where the fuel cost for heating and hot water has been higher than anticipated the Council has been pro-actively writing to homeowners to provide an explanation of the increase prior to the actuals being issued. One of the major reasons for the high actual debit in 2023/24 was the increase in insurance premiums. The Council issued section 20 notices in May 2023, detailing the rise in cost, with an explanation of the difficulties it had had in obtaining a buildings insurance policy. The notice also confirmed that the additional premium amount for 2023/24 would be charged within the actual service charge, to be issued in September 2024. Further details were also uploaded onto the website.

3.2 Planned Maintenance had consulted with the tenants and Residents Associations at Consort at the early stages. However, due to COVID, these meetings took place a long time prior to the Section 20 notices being issued.

Planned maintenance will now ensure that the draft specification and budget is consulted on prior to the Section 20 notices of proposal being served so residents have an input at an early stage and are able to influence the works included and be aware of the cost prior to the second stage Section 20 (with costs) being served. Where a scheme is separately tendered, a notice of intention detailing the scope of work and reasons why it is necessary is served on all leaseholders. We would urge leaseholders to make observations on the scope and justification at this stage, rather than waiting for the detailed costs

which are only available post-tender.

3.3 Homeownership Services are working with Technology and Digital Services to develop an option for homeowners to access the itemised breakdown for their actual service charge through their MySouthwark Housing On-Line account or by another on-line route. The breakdown will replicate what is currently provided via an e-form request but will be directly available to homeowners rather than having to be downloaded and e-mailed through the back-office.

3.4 Section 20 notices already include a FAQ section entitled "Information about your service charges" which provides further information relevant to the stage of consultation. Notices with estimated charges include information and details on payment options as well as information on how homeowners can become more involved in the process. The notices, including the FAQ sections, were revised following discussion with a working group on major works made up of homeowners and council officers. Details of external advice agencies are included in the "Service Charge Explained" leaflet issued with the annual service charges, and are provided on the website. Homeownership Services will update the FAQ section of the section 20 notices to include details of the external advice agencies.

### **RECOMMENDATION 3: PARTIALLY ACCEPTED**

### **COMMITTEE'S RECOMMENDATION 4 TO CABINET**

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.

### **RESPONSE TO RECOMMENDATION 4**

4. The lease requires any actual debit to be paid within one calendar month of notification. At present all leaseholders can apply to spread payment of any actual debit over the remaining six months of the financial year. While a policy can be created, this will have to comply with the Council's well-being powers, as this is the basis on which the longer-term interest free periods for major works service charges have been created. The policy would therefore be more restrictive than the ad-hoc nature of the current process.

A briefing will be drafted for the cabinet member for housing who will consider the creation of a policy for the implementation of the recommendation.

### **RECOMMENDATION 4: PARTIALLY ACCEPTED**

### **COMMITTEE'S RECOMMENDATION 5 TO CABINET**

5. Pilot working with solicitors and estate agents to provide far greater clarity on the realities of leaseholder responsibilities and future costs.

<b>RESPONSE TO RECOMMENDATION 5</b>	
5.	<p>The Pre-assignment team works closely with solicitors in providing a detailed management pack, which is paid for by homeowners selling their property. It is standard practice for all sales (both leasehold and freehold) for conveyancing solicitors to obtain all relevant information relating to the property on behalf of their clients. It is also the responsibility of the conveyancing solicitors to advise their clients on their rights and obligations under either a lease or a transfer agreement.</p> <p>The management pack provides information on major works consulted on, planned works and other useful information which the current homeowner is responsible for sharing with the prospective buyer. It gives the prospective buyer a view of works ongoing and future planned works. This information is readily available and provided on request and payment of the pack. It is then the solicitor's responsibility to ensure all parties involved are aware of the information in the pack. The team respond to any additional queries from solicitors following the issuance of the pack, if there is anything which requires further explanation.</p> <p>It should be noted that property sales are private transactions and recourse for professional negligence would be against the relevant solicitors. While the Council can be an information source via the management packs it is not a party to private sales and should not offer advice regarding the property transaction as it could be seen to be prejudicing against either party and opening itself up for recourse.</p> <p>A recommendation may be for the Council to lobby government to improve the quality of conveyancing generally and the information required to be provided by Estate Agents.</p>
<b>RECOMMENDATION 5: NOT ACCEPTED</b>	

<b>COMMITTEE'S RECOMMENDATION 6 TO CABINET</b>	
6.	Strengthen the whistleblowing system within the Council.
<b>RESPONSE TO RECOMMENDATION 6</b>	
6.	<p>We welcome the recommendation to review the whistleblowing policy, and can confirm that this is done as standard on a four yearly cycle. The Scrutiny recommendation is timely, as we currently have a new draft policy going through our governance process. We are also arranging training for staff and investigating officers to take place once the policy is approved. Southwark's current policy complies with the law, policy, best practice and is in line with most councils. It is an essential part of our governance framework.</p>
<b>RECOMMENDATION 6: PARTIALLY ACCEPTED</b>	

<b>COMMITTEE'S RECOMMENDATION 7 TO CABINET</b>	
7.	Introduce fully itemised billing in final service charge invoices to leaseholders.
<b>RESPONSE TO RECOMMENDATION 7</b>	
7.	<p>Automatically issuing the itemised breakdowns with all actualised service charges is unfeasible due to the scale required. It has been calculated that approximately 337,000 additional pages would need to be printed to be included in the actual billing packs, with the additional associated costs of postage. Itemised breakdowns have been available on request since 2004, with details of how to obtain these being provided within the "Service Charge Explained" leaflet included in each billing pack, and on the website. Less than 10% of homeowners actually request an itemised breakdown each year. The Council does have a duty to consider climate change implications and is actively working to reduce the amount of paper usage.</p> <p>The Council is working towards publishing itemised breakdowns on-line, through homeowners Housing-on-Line accounts via the MySouthwark portal. It is anticipated that this option, or an alternative digital solution, will be available for the 2024/25 actual service charges due to be issued in September 2025. Homeowners will need to sign up to a Housing-on-Line account via the MySouthwark portal in order to access their individual itemised breakdown.</p> <p>The itemised breakdowns will also still be available on request via e-form or post. The Council has created a new database platform to hold the data, and this will allow the breakdowns to be downloaded both faster and more efficiently especially at times of peak requests. Further development is proposed to allow the data to be downloaded in different formats on request. Final account details for major works schemes are available on request when Homeownership Services issue a draft final account notice. This notice allows homeowners to query the details of the charge and request further information prior to the actualisation of the service charge on the account.</p>
<b>RECOMMENDATION 7: PARTIALLY ACCEPTED</b>	

### **Policy framework implications**

5. Southwark construct service charges in accordance with the lease and prevailing legislation. In relation to recommendation 4, a policy could be created to allow a 6 month repayment period for revenue actual service charges. Policy would likely be subject to qualifying criteria.
6. A briefing will be drafted for the Lead Member for Council Housing who will consider the creation of a policy for the implementation of the recommendation.

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

### **Community impact statement**

7. The accepted recommendations will have an impact on homeowners as they would be subject to the amended processes & policy.

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

8. It is considered that these recommendations will have no impact on local people or communities in terms of equalities as they are not directed at any group or triggered by any issue related to equalities.

### **Health impact statement**

9. 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 council will always work to ensure that the processes in regard to service charge construction and collection do not contribute to or exacerbate any existing health inequalities.

### **Climate change implications**

10. The Council demonstrates commitment to the climate emergency and as a result of which is moving towards reducing its usage of paper.

### **Resource implications**

11. Planned Maintenance Team have assigned a dedicated internal Quantity Surveyor.

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

12. Home Ownership Services identifies that there would be financial implication in regard to the potential acceptance of recommendation 4. Delaying recovery of income comes with an opportunity cost which would need to be considered by the Lead Member for Council Housing.
13. Home ownership service notes that there are potential serious legal implications with regards to recommendation 5 surrounding the council working with estate agents and solicitors. The Council has no responsibility for property forward sales and could open itself up to professional negligence claims should it choose to involve itself in private transactions. The Council could choose to lobby the government as outlined in recommendation 5.

### **Consultation**

14. Statutory consultation with leaseholders is carried out in accordance with legislation. Section 20 notices contain a section of relevant information explaining the content of the notices. The billing pack accompanying contains a "service charges explained" leaflet which signposts to advice agencies and to further information available on the Southwark website.

## SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

### Strategic Director, Resources (H&M 25/014)

15. This report sets out the management responses to the recommendations of the Overview and Scrutiny Committee in relation to the Consort Estate Major Works – Leaseholder Charges. There are no material financial implications arising at this juncture subject to Cabinet accepting the management responses as detailed in the report. However, should there be any change in that position resulting in the requirement for additional resources and cost, a reduction in income or loss of cashflow to the HRA, then that would need to be quantified, reported and considered within the context of the current financial challenges that the HRA is experiencing.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Overview and Scrutiny Committee Agenda and Minutes – 4 November 2024		
<a href="#">Agenda for Overview &amp; Scrutiny Committee on Monday 4 November 2024, 7.00 pm - Southwark Council</a>		
Cabinet report – March 2025 <a href="#">Cabinet scrutiny report - March 2025</a>		

## APPENDICES

No.	Title
None	

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Sarah King, Council Homes	
<b>Lead Officer</b>	Dominic Cain, Director Customer & Exchequer	
<b>Report Author</b>	Trevor Wellbeloved & Shaun Nicholson	
<b>Version</b>	Final	
<b>Dated</b>	17 June 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, Resources	Yes	Yes
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team</b>	5 June 2025	

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Policy and Resources: Capital Outturn Report 2024-25
<b>Cabinet Member:</b>	Councillor Stephanie Cryan, Equalities, Democracy and Finance
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a

**FOREWORD - COUNCILLOR STEPHANIE CRYAN, CABINET MEMBER FOR EQUALITIES, DEMOCRACY AND FINANCE**

This report outlines the 2024-2025 spend and delivery of the council’s general fund capital programme and the council’s housing investment programme. In July 2024, cabinet agreed the ‘Southwark 2030’ strategy which was jointly developed with residents, communities, businesses and key stakeholders. Southwark 2030 sets out a vision to build a fair, green and safe Southwark in the longer term, empowering residents, reducing inequalities and investing in prevention.

This outturn report shows how the council’s capital projects align to the six goals set out in the Southwark 2030 Strategy, ensuring that resources remain targeted to key priorities and that the council’s long-term ambitions are able to be met within existing council resources.

Our capital programme has always been rightly ambitious in delivering both large scale and smaller localised projects to benefit residents. From building new council homes and libraries, large scale infrastructure like the new Canada Water Leisure Centre to smaller localised projects delivered through Cleaner, Greener, Safer funding, our residents are at the heart of our capital programme.

With borrowing costs higher than they were before 2022, we need to ensure we are borrowing for the Capital Programme in a prudent and costed way. The council spent £98m on the General Fund Capital Programme of which £64m was funded through borrowing, The spend on the Housing Investment Programme in 2024-25 was £202m, of which £135m was for new homes and £66m on maintaining the current housing stock.

Total borrowing was substantially reduced from the use of capital receipts from the sale of properties.

We have just one capital bid to agree within this report for the consolidation of Ivydale Primary school onto Bellwood Road site. This work will be carried out as a staggered programme of refurbishment which will take place over summer holidays in 2025 and 2026, and see the school fully consolidated for the start of the 2026 – 27 school year.

## **RECOMMENDATIONS**

### **Recommendations for the Cabinet to note:**

1. Notes the outturn and resources for 2024-25 and future years for both the general fund and housing investment programmes as detailed in Appendices A1 and C.
2. Notes the alignment of the general fund capital programme to the Southwark 2030 priorities at Appendix A2
3. Notes the borrowing requirement of £349m which needs to be identified for the general fund programme to be fully delivered over the remaining term of the programme, as detailed in Appendix A1.
4. Notes the borrowing requirement of £324m for the housing investment programme to be fully delivered over the remaining term of the programme, as detailed in Appendix C.

### **Recommendation for the Cabinet to approve:**

5. The virements and variations to the general fund and housing investment capital programme as detailed in Appendix D.
6. The new capital bid in Appendix E

## **REASONS FOR RECOMMENDATIONS**

7. Cabinet is asked to note the capital outturn position for the general fund and the housing investment programme.
8. Cabinet to approve the virements and variations to the General Fund and Housing Investment Programme.

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

9. None considered as this is a capital outturn report for 2024-25.

## POST DECISION IMPLEMENTATION

10. For the approved virements and variations and capital bid to be included in the capital programme.

## BACKGROUND INFORMATION

11. The projects contained within the council's capital programme endeavour to deliver the council's priorities in the medium and longer term. It looks forward to a vision of a Future Southwark that is a great place to live, learn, visit and do business in the borough. In July 2024, cabinet agreed the 'Southwark 2030' strategy which was jointly developed with residents, communities, businesses and stakeholders. Southwark 2030 sets out a vision to build a fair, green and safe Southwark in the longer term. It is supported by three principles:

- Reducing inequality,
- Empowering people, and
- Investing in prevention.

12. These principles have been translated into a focus on six goals to achieve this vision as follows:

- Decent homes for all
- A good start in life
- A safer Southwark
- A strong and fair economy
- Staying well
- A healthy environment.

The delivery of these goals will be financed through day-to-day spending (revenue) and through longer term spending (capital).

13. The council monitors both capital and revenue spending and reports regularly throughout the year to cabinet. This report details the council's capital programme spend in 2024-25.
14. In addition, this outturn report shows how the capital programmes align to the six goals set out in the Southwark 2030 Strategy, ensuring that resources remain targeted to key priorities and that the council's long term ambitions are able to be met within existing council resources.
15. Due to the size and scale of the programme and the number of projects involved, it is inevitable that unforeseeable delays can occur which led to some variations against planned spend. Actual resources may also vary to the plan, due to, for example, a delay in the sale of a property, or an external development with s106 or Community Infrastructure Levy (CIL) obligations not

being brought forward as quickly as anticipated. This has historically resulted in the capital programme being over-programmed in year, whilst retaining a balanced programme over the entire ten-year life of the programme. However, the council now faces a position where planned spend is considerably in excess of forecast resources over the life of the programme. A refreshed 10-year programme was approved in February 2024 and new capital programme bids are being scrutinised through a capital board to ensure that the council's capital plans remain affordable.

## **KEY ISSUES FOR CONSIDERATION**

### **Programme position at outturn 2024-25**

16. The capital outturn 2024-25 is discussed within the report, structured as follows:
  - Housing Investment Programme (HIP) (narrative in main report)
  - General Fund (GF) capital programme (narrative in appendix B)
  - Southwark 2030 goals.
  
17. The capital programme is detailed within the report and appendices as follows:
  - Appendix A provides further detail on the general fund capital programme 2024-2034
  - Appendix A2 aligns the general fund capital programme 2024-2034 with Southwark 2030 priorities.
  - Appendix B the accompanying departmental narratives
  - Appendix C sets out the housing investment programme for 2024-2034
  - Appendix D sets out the capital programme budget virements and variations for approval.
  - Appendix E details the new capital bid for approval.

### **HOUSING INVESTMENT PROGRAMME (HIP) OUTTURN 2024-25**

18. The Housing Investment Programme (HIP) is the capital programme for the Housing Revenue Account (HRA). It consists of two major strands: the New Build programme and the Asset Management (AM) programme. The New Build programme focuses on delivering new council homes, while the Asset Management programme ensures the upkeep of existing council homes, ensuring they are safe, healthy, and free from hazards.

#### **Programme Expenditure Summary (2024-25 to 2033-34)**

19. The total forecast spend for the period 2024-25 to 2033-34 is £1.3 billion, which includes the actual spend for 2024-25. This comprises £549m for new homes, £727 m for asset management, and £6m for other programmes.

**Table 1 Housing Investment Programme 2024-25 to 2033-34**

Programme	2024/25 Outturn	Forecast				2024/25- 2033/34 Total Forecast
		2025/26 Forecast	2026/27 Forecast	2027/28 Forecast	2028/29+ Forecast	
	£	£	£	£	£	£
Asset Management	65,597,882	112,194,470	104,098,996	71,769,519	372,854,826	726,515,693
New Build and Acquisitions	134,882,750	128,699,436	51,048,097	63,840,894	170,756,254	549,227,431
Other Programmes	2,493,540	3,666,518				6,160,058
<b>Total Expenditure</b>	<b>202,974,172</b>	<b>244,560,424</b>	<b>155,147,093</b>	<b>135,610,413</b>	<b>543,611,080</b>	<b>1,281,903,182</b>
<b>Funded By</b>						
Capital Receipt	51,728,197	41,890,641	26,931,004	4,000,000	25,540,429	150,090,271
Major Repairs Reserve	46,424,953	48,534,156	51,902,992	46,691,000	280,146,000	473,699,101
Revenue	41,468,809	29,402,191	30,765,000	25,078,519	54,893,895	181,608,414
Capital Grants and external contributions	16,117,869	30,914,394	20,935,896	21,261,244	15,202,002	104,431,405
S106 & Green Buildings Fund	6,468,581	10,130,708	10,000,000	10,000,000	11,470,291	48,069,580
Borrowing	40,765,763	83,688,334	14,612,201	28,579,650	156,358,463	324,004,411
<b>Total Resources</b>	<b>202,974,172</b>	<b>244,560,424</b>	<b>155,147,093</b>	<b>135,610,413</b>	<b>543,611,080</b>	<b>1,281,903,182</b>

20. The outturn spend for the Housing Investment Programme for 2024-25 was £203m. Of this, £135m relates to the new build programme, £66m is for asset management and £2m for other schemes.
21. The New Build Programme is financed through a range of funding sources including grants, Section 106 receipts, Right to Buy receipts and capital receipts from the sales of assets. Any shortfall is made up through prudential borrowing and the financing cost of this is charged, as a 'first call', to the Housing Revenue Account (HRA).
22. The Asset Management (AM) programme is financed through the depreciation charges levied on the HRA, discretionary revenue contribution to capital and capital receipts from disposal of properties. This year, it has been possible to fund the Asset Management without recourse to borrowing. The reduced level of spend this year also enabled discretionary revenue contributions to be applied to the New Homes programme, further reducing the need for borrowing.

## **New Build Programme**

23. Like the General Fund programme, the HIP underwent a detailed review to ensure that it continues to meet the strategic policy aims of the council whilst still being affordable and sustainable. As part of this review, the new homes programme has been separated into two categories; a 'committed' and an 'uncommitted' programme.
24. The committed programme comprises those projects for which a contractual commitment exists or where the council has demonstrated a deep commitment to continue with, such as by way of a resident ballot. However, these committed projects still need constant review to ensure their continuing affordability, particularly when both borrowing costs and construction costs are rising. So, completion of these 'committed' projects remains subject to the test of affordability, as they are affected by a range of factors, including inflation, interest rates and other pressures impacting the Housing Revenue Account (HRA).
25. The uncommitted programme comprises the pipeline of projects that the council would like to pursue, but for the time being cannot be contained within the affordability envelope. The council will endeavour to introduce these to the committed programme as and when funding and affordability allow.
26. Rising interest rates and borrowing costs are major constraints on the New Build programme. The cost of borrowing has tripled since December 2021, and significant interest rate reductions are unlikely in the short to medium term. The council aims to minimize additional borrowing by slowing down or pausing projects and finding alternative income sources, such as capital receipts from asset sales.
27. With borrowing rates remaining high the council will need to reduce the pace of borrowing to prevent the cost of servicing the debt from exceeding available resources. This is being achieved in several ways, including by slowing down or pausing projects or by finding other sources of income including capital receipts from the sale of vacant or unproductive assets.
28. Except for the developments on the Tustin and Ledbury Estates, the current phase of the New Homes programme is drawing to a close, with 926 council homes and 26 affordable homes handed over during the year. Procurement is underway to begin the next phase of the programme, which will be largely delivered through development agreements to minimise the need for further borrowing.

## **Asset Management**

29. Recent changes in the legislative, regulatory and policy environment have added significant costs to an already ambitious programme and without any additional funding from government. The HIP has an annual budget of £60m-£70m to undertake capital works to its stock and spend in 2024-25 was contained within this envelope. However, meeting building safety

requirements will require spend above this level over the coming years, and the aim is to meet the funding gap through the generation of additional capital receipts to minimise the need for borrowing.

### **GENERAL FUND CAPITAL PROGRAMME**

30. The refreshed general fund capital programme was approved at February 2024 council assembly, in response to the inclement financial conditions (inflation, borrowing costs). The review found that whilst some costs had increased (due to construction inflation), management of projects and re-distribution of unused contingencies and project underspends meant the programme could be contained within the existing funding envelope.
31. The affordability of the general fund capital programme is dependent on grant income, Section 106, and Community Infrastructure Levy (CIL) receipts and capital receipts. Any shortfall is met through prudential borrowing, which incurs financing costs. The council currently has sufficient budget to afford these financing costs and provision is made through the budget-setting process to increase this amount annually to allow for growth within the programme.
32. Table 2 shows that programmed expenditure over the period 2024-25 to 2033-34 is currently £485m and that approximately £344m will be funded by borrowing. Appendix A details the departmental capital programmes and Appendix B provides the accompanying departmental narratives. Appendix D sets out the budget virements to be approved and appendix E the new capital bid.

**Table 2: General Fund Capital Programme Outturn 2024-25 to 2033-34**

Department	2024/25			2025/26			Total Programme 2024/25-33/34		
	Revised Budget	Outturn	Variance	Revised Budget	Forecast	Variance	Revised Budget	Total Forecast	Total Variance
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Children's (incl SSF) and Adults' Services	63,953	21,468	(42,485)	23,874	56,598	32,724	96,253	96,252	(1)
Finance	10,003	9,176	(827)	10,498	10,354	(144)	37,933	37,933	-
Governance & Assurance	5,677	4,211	(1,466)	13,736	7,105	(6,631)	57,193	57,193	-
Environment, Neighbourhoods & Growth	45,466	35,491	(9,975)	63,715	40,911	(22,804)	172,304	172,305	1
Planning & Growth	27,528	27,502	(26)	45,731	45,731	-	94,396	94,369	(27)
Housing	2,994	1,901	(1,093)	2,879	4,081	1,202	26,464	26,464	-
<b>TOTAL EXPENDITURE</b>	<b>155,621</b>	<b>99,749</b>	<b>(55,872)</b>	<b>160,433</b>	<b>164,780</b>	<b>4,347</b>	<b>484,543</b>	<b>484,516</b>	<b>(27)</b>
<b>FUNDED BY:</b>									
Capital Receipts	5,901	-	(5,901)	10,000	10,000	-	35,901	30,000	(5,901)
Major Repairs allowance	-	-	-	-	-	-	-	-	-
Reserves	4,683	3,614	(1,069)	1,550	1,350	(200)	6,232	6,267	35
Revenue	-	-	-	-	-	-	-	-	-
Capital Grants	32,562	21,707	(10,855)	21,419	26,100	4,681	68,690	65,529	(3,161)
Section 106 and CIL	10,366	9,073	(1,293)	10,436	10,428	(8)	25,552	25,551	(1)
External Contributions	838	914	76	3,209	3,074	(135)	4,059	4,059	-
<b>TOTAL RESOURCES</b>	<b>54,350</b>	<b>35,308</b>	<b>(19,042)</b>	<b>46,614</b>	<b>50,952</b>	<b>4,338</b>	<b>140,434</b>	<b>131,406</b>	<b>(9,028)</b>
<b>Prudential Borrowing</b>	<b>101,271</b>	<b>64,441</b>	<b>(36,830)</b>	<b>113,819</b>	<b>113,828</b>	<b>9</b>	<b>344,109</b>	<b>353,110</b>	<b>9,001</b>

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

33. This report monitors expenditure relating to the council's capital programme. Although as an outturn report this report has been judged to have no direct impact on local people and communities, the expenditure it is reporting reflects plans designed to have an impact on local people and communities. Community impact was considered at the time the projects and programmes were agreed. It is important that resources are efficiently and effectively utilised

to support the council's policies and objectives.

### **Climate change implications**

34. This report provides an update on the council's capital programme as a whole and includes climate change programme updates. The impact of individual projects and programmes will be considered in line with constitutional requirements as part of the specific decision making and procurement processes.

### **Resource implications**

35. This report is the capital outturn report which details the budgetary outcomes in 2024-25.

### **Consultation**

36. No consultation has taken place as this report details the 2024-25 capital outturn.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Assistant Chief Executive, Governance and Assurance (NBC 20250521)**

37. The council has a duty to maintain a balanced budget throughout the year and, accordingly, members are required to regularly monitor the council's financial position. Section 28 of the Local Government Act 2003 imposes a duty on the council to monitor its budgets throughout the financial year. The council must take necessary appropriate action to deal with any deterioration in the financial position revealed by the review. This report sets out the current situation regarding the general fund capital programme indicating that the costs can be contained within the current funding envelope. It also sets out the position regarding the housing investment programme.
38. Decisions regarding the strategic aspects of the regulation and control of the council's finances are reserved to the cabinet in accordance with Part 3B of the constitution. This part refers to the cabinet having responsibility for the "council's revenue and capital budgets, including the housing revenue account, ensuring effective financial control and the achievement of value for money, within the provisions of financial standing orders. The Financial Standing Orders require the chief finance officer to report on the overall financial position of the council and on capital expenditure incurred by the council to the cabinet on a regular basis.
39. Specific provisions for the approval of virements over £1,000,000 and up to £10,000,000 between capital projects or programme headings as set out in the overall programme approved by council assembly are reserved to cabinet in

## Part 3C.

40. The capital programme assists the council in complying with the duty under the Local Government Act 1999 which requires it to make arrangement to secure the continuous improvement in the way its functions are exercised, by having regards to the combination of economy, efficiency and effectiveness.
41. The council is required under section 149 of the Equality Act 2010 to have due regard to the need to:
- Eliminate unlawful discrimination harassment and victimisation
  - Advance equality of opportunity between people who share protected characteristics and those who do not
  - Foster good relations between people who share protected characteristics and those who do not.
42. Cabinet needs to take account of this duty in considering this report.
43. The community, equalities (including socio-economic) and health impacts section above indicates that whilst this report has been judged to have no direct impact on local people and communities, the expenditure it is reporting reflects plans designed to have an impact on local people and communities.
44. The public sector equality duty is a continuing duty and will need to be taken account of in any processes to mitigate budget pressures.

**BACKGROUND DOCUMENTS**

Background Papers	Held At	Contact
None		

## APPENDICES

No.	Title
Appendix A1	General Fund Capital Programme 2024-25 to 2032-33 Outturn
Appendix A2	General Fund Capital Programme 2024-25 to 2032-33 – Southwark 2030
Appendix B	Departmental General Fund Narratives
Appendix C	Housing Investment Programme
Appendix D	Variations and Virements
Appendix E	New Capital Bid

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Stephanie Cryan, Equalities, Democracy and Finance	
<b>Lead Officer</b>	Clive Palfreyman, Strategic Director of Resources	
<b>Report Author</b>	Tim Jones, Director of Corporate Finance.	
<b>Version</b>	Final	
<b>Dated</b>	3 June 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
	Strategic Director, Resources	N/a
	<b>Cabinet Member</b>	Yes
	<b>Date final report sent to Constitutional Team</b>	3 June 2025

Appendix A1 - General Fund Capital Programme 2024-25 to 2033-34 Outturn

Capital Programme 2024/25 - 2033/34 Description of Programme / Project	2024/25			2025/26			2026/27 - 2033/34			Total Programme 2024/25-2033/34		
	Revised Budget	Outturn	Variance	Revised Budget	Forecast	Variance	Revised Budget	Forecast	Variance	Revised Budget	Forecast	Variance
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>Environment, Sustainability and Leisure</b>												
CIL 2021- CGS	54	14	(40)	20	20	0	0	40	40	74	74	0
Cleaner Greener Safer	1,890	1,545	(345)	2,916	1,796	(1,120)	8,367	9,832	1,465	13,173	13,173	0
Cycle Superhighway 4 Project	0	9	9	150	100	(50)	2,748	2,789	41	2,898	2,898	0
Southwark School Streets	450	218	(232)	311	311	0	561	793	232	1,323	1,323	0
CIL 2021- Highways	288	290	2	325	200	(125)	0	123	123	613	613	0
LIP Programme	2,549	2,600	50	477	427	(50)	0	0	0	3,026	3,026	0
Other PR Projects	3,630	2,371	(1,260)	3,623	2,641	(982)	573	2,815	2,241	7,827	7,827	(0)
StreetCare	10,141	8,364	(1,778)	20,609	14,530	(6,080)	17,712	25,570	7,858	48,463	48,463	(0)
Street Lighting	1,879	1,739	(141)	700	848	148	900	892	(8)	3,479	3,479	0
Street Market	160	95	(65)	40	105	65	0	0	0	200	200	0
Air Quality	932	1,040	108	655	388	(266)	100	259	159	1,687	1,687	0
Air Quality Action Plan & Climate Emergency Delivery Projects	318	54	(264)	193	157	(36)	432	732	300	943	943	0
Climate Emergency	4,159	2,864	(1,295)	2,209	1,412	(797)	11,980	14,072	2,092	18,349	18,349	(0)
CCTV Cameras	1,000	489	(511)	2,000	1,500	(500)	1,100	2,111	1,011	4,100	4,100	0
Carbon Reduction Investment	0	0	0	1,331	331	(1,000)	0	1,000	1,000	1,331	1,331	0
Climate Emergency	315	315	0	883	703	(180)	0	180	180	1,197	1,197	0
Youth Services	591	42	(549)	850	1,010	160	0	389	389	1,441	1,441	0
Culture	224	91	(133)	235	228	(7)	160	300	140	620	620	0
Cemetery Burial Strategy	0	0	0	20	20	0	0	0	0	20	20	0
Drinking Water Fountains throughout Southwark	8	41	33	0	0	0	192	159	(33)	200	200	0
Food Waste Collection	1,994	1,994	(0)	800	800	0	580	580	0	3,374	3,374	0
Tree Planting	1,150	1,099	(51)	1,950	1,001	(949)	1,623	2,623	1,000	4,723	4,723	0
CIL 2021- Parks	31	12	(18)	750	138	(612)	296	927	631	1,077	1,077	0
Parks	8,167	6,132	(2,034)	11,438	5,397	(6,041)	10,064	18,140	8,075	29,669	29,669	0
South Dock Marina	1,099	339	(761)	6,666	2,444	(4,222)	575	5,558	4,983	8,341	8,341	0
Back Office System	0	0	0	415	115	(300)	160	460	300	575	575	0
Leisure	4,436	3,735	(701)	4,147	4,289	142	5,000	5,559	559	13,583	13,583	0
<b>Environment, Sustainability and Leisure</b>	<b>45,466</b>	<b>35,491</b>	<b>(9,975)</b>	<b>63,715</b>	<b>40,911</b>	<b>(22,804)</b>	<b>63,125</b>	<b>95,903</b>	<b>32,779</b>	<b>172,305</b>	<b>172,305</b>	<b>(0)</b>
Planning	2,249	2,249	0	4,945	4,945	0	0	0	0	7,195	7,195	0
Walworth Town Hall	1,002	1,002	0	56	56	0	0	0	0	1,058	1,058	0
Canada Water Leisure Centre	160	160	0	65	65	0	0	0	0	225	225	0
Revitalising the Blue	99	99	(0)	2,212	2,212	0	100	100	0	2,411	2,411	0
Riverside Walk	0	0	0	50	50	0	1,409	1,409	0	1,459	1,459	0
Regeneration North	1,498	1,472	(26)	7,277	7,277	0	352	326	(26)	9,128	9,102	(26)
Revitalising Camberwell	0	0	0	19	19	0	0	0	0	19	19	0
Peckham Rye Station Redevelopment	1,260	1,260	(0)	7,865	7,865	0	2,103	2,103	0	11,227	11,227	0
The Old Vic	1,756	1,756	0	1,980	1,980	0	0	0	0	3,736	3,736	0
Regeneration South	2,880	2,880	0	7,788	7,788	0	500	500	0	11,169	11,169	0
21-23 Parkhouse Street	0	0	0	670	670	0	2,291	2,291	0	2,961	2,961	0
Peckham Library Square	321	321	0	4,537	4,537	0	1,814	1,814	0	6,673	6,673	0
Regeneration Capital	1,032	1,032	(0)	1,366	1,366	0	3,112	3,112	0	5,510	5,510	0
Strategic Acquisitions	217	217	0	156	156	0	0	0	0	373	373	0
Property Services	10,254	10,254	(0)	4,737	4,737	0	5,447	5,447	0	20,438	20,438	0
Elephant & Castle Regeneration	4,800	4,800	0	2,008	2,008	0	4,008	4,008	0	10,816	10,816	0
<b>Planning &amp; Growth</b>	<b>27,528</b>	<b>27,502</b>	<b>(26)</b>	<b>45,731</b>	<b>45,731</b>	<b>0</b>	<b>21,136</b>	<b>21,110</b>	<b>(26)</b>	<b>94,395</b>	<b>94,369</b>	<b>(26)</b>

Appendix A - General Fund Capital Programme 2024-25 to 2033-34 Outturn

Capital Programme 2024/25 - 2033/34 Description of Programme / Project	2024/25			2025/26			2026/27 - 2033/34			Total Programme 2024/25-2033/34		
	Revised Budget	Outturn	Variance	Revised Budget	Forecast	Variance	Revised Budget	Forecast	Variance	Revised Budget	Forecast	Variance
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>Children's and Adults' Services</b>												
Lifecycle Capital Prog- Anchor Homes	1,309	632	(677)	1,618	1,618	0	2,877	3,554	677	5,804	5,804	0
Lifecycle Capital Prog- ASC properties	1,000	163	(837)	1,158	1,158	0	3,005	3,842	837	5,164	5,164	0
Mosaic Management Information Development	12	217	205	305	100	(205)	0	0	0	317	317	0
Bed Based Care	1,000	134	(866)	894	894	0	0	866	866	1,894	1,894	0
Changing Places Toilet Programme	14	0	(14)	15	15	0	15	29	14	44	44	0
MH Supported Housing Insourc. Transition	17	0	(17)	0	17	17	0	0	0	17	17	0
Primary Schools Refurbishment Programme	0	0	0	5,033	5,033	0	0	0	0	5,033	5,033	0
Primary Schools Refurbishment Programme Pre 24/25	1,476	851	(625)	0	625	625	0	(0)	(0)	1,476	1,476	0
Primary Schools Refurbishment Programme Contingency Pre 24/25	844	0	(844)	0	844	844	0	0	0	844	844	0
Primary Schools Refurbishment Programme 24/25	3,638	3,538	(100)	2,877	2,977	100	(0)	(0)	0	6,515	6,515	(0)
Childcare Expansion Grant	427	247	(181)	0	181	181	0	0	0	427	427	0
Beormund Primary School Redevelopment	17,475	916	(16,559)	1,067	11,849	10,782	0	5,777	5,777	18,542	18,542	0
Ilderton Primary - Air Quality Improvements	0	0	0	0	0	0	0	0	(0)	0	0	(0)
Permanent Expansion	11,346	8,931	(2,415)	2,895	5,310	2,415	0	(0)	(0)	14,241	14,241	(0)
Riverside Primary School	6,213	4,851	(1,362)	154	1,516	1,362	28	28	0	6,394	6,394	0
Rotherhithe Primary School Expansion	640	312	(328)	0	328	328	0	0	0	640	640	(0)
Ivydale	0	0	0	5,740	4,149	(1,591)	0	1,591	1,591	5,740	5,740	0
SEND and Disabilities Development	12,562	296	(12,266)	3,588	15,854	12,266	2,500	2,500	0	18,650	18,650	0
Southwark Inclusive Learning Service KS4	3,200	0	(3,200)	(1,500)	1,700	3,200	0	0	0	1,700	1,700	0
Childrens Homes	2,238	347	(1,890)	30	1,920	1,890	0	0	0	2,268	2,268	(0)
School Retention	177	0	(177)	0	177	177	0	0	0	177	177	0
Southwark Schools for the Future	365	33	(333)	0	333	333	0	(0)	(0)	365	365	(0)
<b>Children's and Adults' Services Total</b>	<b>63,953</b>	<b>21,468</b>	<b>(42,485)</b>	<b>23,874</b>	<b>56,598</b>	<b>32,723</b>	<b>8,425</b>	<b>18,187</b>	<b>9,762</b>	<b>96,252</b>	<b>96,252</b>	<b>0</b>
<b>Housing</b>												
Gypsy and Travellers Site Fire Safety Reconfiguration	468	0	(468)	0	468	468	0	0	0	468	468	0
Housing Renewal	2,526	1,901	(625)	2,879	3,613	734	20,591	20,482	(109)	25,996	25,996	0
<b>Housing Total</b>	<b>2,994</b>	<b>1,901</b>	<b>(1,093)</b>	<b>2,879</b>	<b>4,081</b>	<b>1,202</b>	<b>20,591</b>	<b>20,482</b>	<b>(109)</b>	<b>26,464</b>	<b>26,464</b>	<b>0</b>
<b>Finance</b>												
Public Switched Telephone Network (PSTN) Digitalisation	253	398	145	969	824	(145)	0	0	0	1,222	1,222	0
Laptop Refresh	6,036	5,276	(761)	6,431	6,431	0	6,244	7,005	761	18,712	18,712	0
Digital Strategy	3,714	3,502	(211)	3,098	3,098	0	11,188	11,399	211	18,000	18,000	0
<b>Finance Total</b>	<b>10,003</b>	<b>9,176</b>	<b>(827)</b>	<b>10,498</b>	<b>10,354</b>	<b>(145)</b>	<b>17,432</b>	<b>18,404</b>	<b>972</b>	<b>37,933</b>	<b>37,933</b>	<b>0</b>
<b>Governance &amp; Assurance</b>												
PPM & Compliance Programme (CRP)	400	550	150	400	400	0	16,093	15,943	(150)	16,893	16,893	0
Operational Buildings Life Cycle Investment	5,277	3,661	(1,615)	13,336	6,705	(6,632)	21,687	29,933	8,247	40,300	40,300	0
<b>Governance &amp; Assurance Total</b>	<b>5,677</b>	<b>4,211</b>	<b>(1,465)</b>	<b>13,736</b>	<b>7,105</b>	<b>(6,632)</b>	<b>37,780</b>	<b>45,877</b>	<b>8,097</b>	<b>57,193</b>	<b>57,193</b>	<b>0</b>
<b>Capital Programme 2024/25-2033/34</b>	<b>Total General Fund Programme</b>											
	2024/25			2025/26			2026/27- 2033/34			Total Programme 2024/25-2033/34		
	Revised Budget	Spend to date	Variance	Revised Budget	Forecast	Variance	Revised Budget	Forecast	Variance	Revised Budget	Forecast	Variance

Appendix A - General Fund Capital Programme 2024-25 to 2033-34 Outturn

Capital Programme 2024/25 - 2033/34	2024/25			2025/26			2026/27 - 2033/34			Total Programme 2024/25-2033/34		
Description of Programme / Project	Revised Budget	Outturn	Variance	Revised Budget	Forecast	Variance	Revised Budget	Forecast	Variance	Revised Budget	Forecast	Variance
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
	£'000		£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Total Expenditure	155,621	99,749	(55,873)	160,434	164,779	4,346	168,487	219,962	51,475	484,543	484,516	(26)
Total Resources	54,350	35,308	(19,042)	46,614	50,952	4,338	39,470	45,146	5,676	140,434	131,406	(9,028)
Forecast Variation (under)/over.	101,271	64,441	(36,831)	113,820	113,827	8	129,017	174,816	45,799	344,109	353,110	9,002
Cumulative position				215,091	178,294	(36,823)	344,109	353,111	9,002	344,109	353,110	9,002

Appendix A2 - General Fund Capital Programme 2024-25 to 2033-34 Outturn by Council Priority

Capital Programme 2024/25 - 2033/34 Southwark 2030 Goals - Description of Programme / Project	2024/25			2025/26			2026/27 - 2033/34			Total Programme 2024/25-2033/34		
	Revised Budget	Outturn	Variance	Revised Budget	Forecast	Variance	Revised Budget	Forecast	Variance	Revised Budget	Forecast	Variance
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>Decent Homes for All</b>												
Gypsy and Travellers Site Fire Safety Reconfiguration	468	0	(468)	0	468	468	0	0	0	468	468	0
Housing Renewal	2,526	1,901	(625)	2,879	3,613	734	20,591	20,482	(109)	25,996	25,996	0
<b>Total Decent Homes for All</b>	<b>2,994</b>	<b>1,901</b>	<b>(1,093)</b>	<b>2,879</b>	<b>4,081</b>	<b>1,202</b>	<b>20,591</b>	<b>20,482</b>	<b>(109)</b>	<b>26,464</b>	<b>26,464</b>	<b>0</b>
<b>A Good Start in Life</b>												
Youth Services	591	42	(549)	850	1,010	160	0	389	389	1,441	1,441	0
Primary Schools Refurbishment Programme	0	0	0	5,033	5,033	0	0	0	0	5,033	5,033	0
Primary Schools Refurbishment Programme Pre 24/25	1,476	851	(625)	0	625	625	0	(0)	(0)	1,476	1,476	0
Primary Schools Refurbishment Programme Contingency Pre 24/25	844	0	(844)	0	844	844	0	0	0	844	844	0
Primary Schools Refurbishment Programme 24/25	3,638	3,538	(100)	2,877	2,977	100	(0)	(0)	0	6,515	6,515	(0)
Childcare Expansion Grant	427	247	(181)	0	181	181	0	0	0	427	427	0
Beormund Primary School Redevelopment	17,475	916	(16,559)	1,067	11,849	10,782	0	5,777	5,777	18,542	18,542	0
Ilderton Primary - Air Quality Improvements	0	0	0	0	0	0	0	0	(0)	0	0	(0)
Permanent Expansion	11,346	8,931	(2,415)	2,895	5,310	2,415	0	(0)	(0)	14,241	14,241	(0)
Riverside Primary School	6,213	4,851	(1,362)	154	1,516	1,362	28	28	0	6,394	6,394	0
Rotherhithe Primary School Expansion	640	312	(328)	0	328	328	0	0	0	640	640	(0)
Ivydale	0	0	0	5,740	4,149	(1,591)	0	1,591	1,591	5,740	5,740	0
SEND and Disabilities Development	12,562	296	(12,266)	3,588	15,854	12,266	2,500	2,500	0	18,650	18,650	0
Southwark Inclusive Learning Service KS4	3,200	0	(3,200)	(1,500)	1,700	3,200	0	0	0	1,700	1,700	0
Childrens Homes	2,238	347	(1,890)	30	1,920	1,890	0	0	0	2,268	2,268	(0)
School Retention	177	0	(177)	0	177	177	0	0	0	177	177	0
Southwark Schools for the Future	365	33	(333)	0	333	333	0	(0)	(0)	365	365	(0)
<b>Total A Good Start in Life</b>	<b>61,192</b>	<b>20,365</b>	<b>(40,828)</b>	<b>20,734</b>	<b>53,805</b>	<b>33,071</b>	<b>2,528</b>	<b>10,284</b>	<b>7,757</b>	<b>84,454</b>	<b>84,454</b>	<b>0</b>
<b>A Safer Southwark</b>												
Southwark School Streets	450	218	(232)	311	311	0	561	793	232	1,323	1,323	0
CIL 2021- Highways	288	290	2	325	200	(125)	0	123	123	613	613	0
StreetCare	10,141	8,364	(1,778)	20,609	14,530	(6,080)	17,712	25,570	7,858	48,463	48,463	(0)
CCTV Cameras	1,000	489	(511)	2,000	1,500	(500)	1,100	2,111	1,011	4,100	4,100	0
<b>Total A Safer Southwark</b>	<b>11,879</b>	<b>9,361</b>	<b>(2,518)</b>	<b>23,246</b>	<b>16,541</b>	<b>(6,705)</b>	<b>19,373</b>	<b>28,597</b>	<b>9,224</b>	<b>54,499</b>	<b>54,499</b>	<b>(0)</b>
<b>A Strong &amp; Fair Economy</b>												
LIP Programme	2,549	2,600	50	477	427	(50)	0	0	0	3,026	3,026	0
Street Market	160	95	(65)	40	105	65	0	0	0	200	200	0
Culture	224	91	(133)	235	228	(7)	160	300	140	620	620	0
South Dock Marina	1,099	339	(761)	6,666	2,444	(4,222)	575	5,558	4,983	8,341	8,341	0
Planning	2,249	2,249	0	4,945	4,945	0	0	0	0	7,195	7,195	0
Walworth Town Hall	1,002	1,002	0	56	56	0	0	0	0	1,058	1,058	0
Revitalising the Blue	99	99	(0)	2,212	2,212	0	100	100	0	2,411	2,411	0
Riverside Walk	0	0	0	50	50	0	1,409	1,409	0	1,459	1,459	0
Regeneration North	1,498	1,472	(26)	7,277	7,277	0	352	326	(26)	9,128	9,102	(26)
Revitalising Camberwell	0	0	0	19	19	0	0	0	0	19	19	0
Peckham Rye Station Redevelopment	1,260	1,260	(0)	7,865	7,865	0	2,103	2,103	0	11,227	11,227	0
The Old Vic	1,756	1,756	0	1,980	1,980	0	0	0	0	3,736	3,736	0

Regeneration South	2,880	2,880	0	7,788	7,788	0	500	500	0	11,169	11,169	0
21-23 Parkhouse Street	0	0	0	670	670	0	2,291	2,291	0	2,961	2,961	0
Peckham Library Square	321	321	0	4,537	4,537	0	1,814	1,814	0	6,673	6,673	0
Regeneration Capital	1,032	1,032	(0)	1,366	1,366	0	3,112	3,112	0	5,510	5,510	0
Strategic Acquisitions	217	217	0	156	156	0	0	0	0	373	373	0
Property Services	10,254	10,254	(0)	4,737	4,737	0	5,447	5,447	0	20,438	20,438	0
Elephant & Castle Regeneration	4,800	4,800	0	2,008	2,008	0	4,008	4,008	0	10,816	10,816	0
Public Switched Telephone Network (PSTN) Digitalisation	253	398	145	969	824	(145)	0	0	0	1,222	1,222	0
Digital Strategy	3,714	3,502	(211)	3,098	3,098	0	11,188	11,399	211	18,000	18,000	0
<b>Total A Strong &amp; Fair Economy</b>	<b>35,368</b>	<b>34,368</b>	<b>(1,001)</b>	<b>57,152</b>	<b>52,792</b>	<b>(4,360)</b>	<b>33,059</b>	<b>38,368</b>	<b>5,308</b>	<b>125,580</b>	<b>125,554</b>	<b>(26)</b>
<b>Staying Well</b>												
Drinking Water Fountains throughout Southwark	8	41	33	0	0	0	192	159	(33)	200	200	0
Leisure	4,436	3,735	(701)	4,147	4,289	142	5,000	5,559	559	13,583	13,583	0
Canada Water Leisure Centre	160	160	0	65	65	0	0	0	0	225	225	0
Lifecycle Capital Prog- Anchor Homes	1,309	632	(677)	1,618	1,618	0	2,877	3,554	677	5,804	5,804	0
Lifecycle Capital Prog- ASC properties	1,000	163	(837)	1,158	1,158	0	3,005	3,842	837	5,164	5,164	0
Mosaic Management Information Development	12	217	205	305	100	(205)	0	0	0	317	317	0
Bed Based Care	1,000	134	(866)	894	894	0	0	866	866	1,894	1,894	0
Changing Places Toilet Programme	14	0	(14)	15	15	0	15	29	14	44	44	0
MH Supported Housing Insourc. Transition	17	0	(17)	0	17	17	0	0	0	17	17	0
<b>Total Staying Well</b>	<b>7,955</b>	<b>5,081</b>	<b>(2,874)</b>	<b>8,202</b>	<b>8,156</b>	<b>(46)</b>	<b>11,089</b>	<b>14,009</b>	<b>2,920</b>	<b>27,246</b>	<b>27,246</b>	<b>0</b>
<b>A Healthy Environment</b>												
CIL 2021- CGS	54	14	(40)	20	20	0	0	40	40	74	74	0
Cleaner Greener Safer	1,890	1,545	(345)	2,916	1,796	(1,120)	8,367	9,832	1,465	13,173	13,173	0
Cycle Superhighway 4 Project	0	9	9	150	100	(50)	2,748	2,789	41	2,898	2,898	0
Other PR Projects	3,630	2,371	(1,260)	3,623	2,641	(982)	573	2,815	2,241	7,827	7,827	(0)
Street Lighting	1,879	1,739	(141)	700	848	148	900	892	(8)	3,479	3,479	0
Air Quality	932	1,040	108	655	388	(266)	100	259	159	1,687	1,687	0
Air Quality Action Plan & Climate Emergency Delivery Projects	318	54	(264)	193	157	(36)	432	732	300	943	943	0
Climate Emergency	4,474	3,179	(1,295)	3,092	2,115	(977)	11,980	14,072	2,092	19,546	19,546	(0)
Carbon Reduction Investment	0	0	0	1,331	331	(1,000)	0	1,000	1,000	1,331	1,331	0
Cemetery Burial Strategy	0	0	0	20	20	0	0	0	0	20	20	0
Food Waste Collection	1,994	1,994	(0)	800	800	0	580	580	0	3,374	3,374	0
Tree Planting	1,150	1,099	(51)	1,950	1,001	(949)	1,623	2,623	1,000	4,723	4,723	0
CIL 2021- Parks	31	12	(18)	750	138	(612)	296	927	631	1,077	1,077	0
Parks	8,167	6,132	(2,034)	11,438	5,397	(6,041)	10,064	18,140	8,075	29,669	29,669	0
<b>Total A Healthy Environment</b>	<b>24,519</b>	<b>19,187</b>	<b>(5,332)</b>	<b>27,638</b>	<b>15,753</b>	<b>(11,885)</b>	<b>37,663</b>	<b>54,700</b>	<b>17,037</b>	<b>89,821</b>	<b>89,821</b>	<b>(0)</b>
<b>Corporate Projects</b>												
Laptop Refresh	6,036	5,276	(761)	6,431	6,431	0	6,244	7,005	761	18,712	18,712	0
PPM & Compliance Programme (CRP)	400	550	150	400	400	0	16,093	15,943	(150)	16,893	16,893	0
Operational Buildings Life Cycle Investment	5,277	3,661	(1,615)	13,336	6,705	(6,632)	21,687	29,933	8,247	40,300	40,300	0
Back Office System	0	0	0	415	115	(300)	160	460	300	575	575	0
<b>Total Corporate Projects</b>	<b>11,713</b>	<b>9,487</b>	<b>(2,226)</b>	<b>20,583</b>	<b>13,651</b>	<b>(6,932)</b>	<b>44,184</b>	<b>53,341</b>	<b>9,158</b>	<b>76,479</b>	<b>76,479</b>	<b>0</b>
<b>Capital Programme 2024/25-2033/34</b>	<b>Total General Fund Programme</b>											
	<b>2024/25</b>			<b>2025/26</b>			<b>2026/27- 2033/34</b>			<b>Total Programme 2024/25-2033/34</b>		
	<b>Revised Budget</b>	<b>Spend to date</b>	<b>Variance</b>	<b>Revised Budget</b>	<b>Forecast</b>	<b>Variance</b>	<b>Revised Budget</b>	<b>Forecast</b>	<b>Variance</b>	<b>Revised Budget</b>	<b>Forecast</b>	<b>Variance</b>

	£'000		£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Total Expenditure	155,621	99,749	(55,872)	160,434	164,779	4,346	168,488	219,782	51,294	484,543	484,517	(26)
Total Resources	54,350	35,308	(19,042)	46,614	50,952	4,338	39,470	45,146	5,676	140,434	131,406	(9,028)
Forecast Variation (under)/over.	101,271	64,441	(36,830)	113,820	113,827	8	129,018	174,636	45,618	344,109	353,111	9,002
Cumulative position				215,091	177,980	(36,822)	344,109	352,616	8,507	344,109	353,111	9,002

## APPENDIX B DEPARTMENTAL NARRATIVES

### ENVIRONMENT SUSTAINABILITY & LEISURE

1. The total value of the capital programme for the department is currently £172m for the 10-year Programme (after allowing for additional schemes approved at the January Cabinet). The actual 2024-25 outturn is £36m against the revised budget of £46m (after allowing for reprofiling of budgets due to slippage in this year's programme).
2. The Department has set up a capital programme review board to strengthen the focus on capital projects, their delivery and to help unblock any bottlenecks that may be preventing delivery to plan. The third meeting took place in January 2025 and focused on ensuring delivery prospects are realistic. One of the key challenges is that of capacity to deliver at pace and the board will be looking to enable more capacity to be brought on board in 2025-26.
3. Table 1 below summarizes the 2024-25 financial position by key schemes and responsible division:

**Table 1**

	2024/25						
	Agreed Budget	Budget Virements	Budget Variations	Revised Budget	Actuals 25.04.25	Outturn	Variance
	£	£	£	£	£	£	£
Leisure	4,435,721	0	0	4,435,721	3,734,533	3,734,533	(701,188)
South Dock Marina	1,099,460	0	0	1,099,460	338,532	338,532	(760,928)
Parks - Programme and Projects	4,442,678	896,044	25,000	5,363,722	4,614,777	4,614,777	(748,945)
Parks - Others	3,991,162	0	0	3,991,162	2,669,067	2,669,067	(1,322,095)
Culture	814,971	0	0	814,971	133,559	133,559	(681,412)
<b>TOTAL - Leisure &amp; Culture</b>	<b>14,783,992</b>	<b>896,044</b>	<b>25,000</b>	<b>15,705,036</b>	<b>11,490,468</b>	<b>11,490,468</b>	<b>(4,214,568)</b>
Climate Change and Sustainability	3,397,512	1,060,808	15,746	4,474,066	3,178,803	3,178,803	(1,295,263)
<b>TOTAL - Climate Change and Susta</b>	<b>3,397,512</b>	<b>1,060,808</b>	<b>15,746</b>	<b>4,474,066</b>	<b>3,178,803</b>	<b>3,178,803</b>	<b>(1,295,263)</b>
Street Lighting	1,879,100	0	0	1,879,100	1,738,589	1,738,589	(140,511)
Regulatory Services	1,250,299	0	0	1,250,299	1,094,030	1,094,030	(156,269)
StreetCare	9,910,829	0	230,501	10,141,330	8,363,696	8,363,696	(1,777,634)
Other Public Realm Projects	4,368,357	0	0	4,368,357	2,887,764	2,887,764	(1,480,593)
Local Implementation Plan (TfL)	2,419,328	0	130,000	2,549,328	2,599,747	2,599,747	50,419
Cleaner Greener Safer	1,937,748	0	6,000	1,943,748	1,558,952	1,558,952	(384,796)
Street Market	160,000	0	0	160,000	95,485	95,485	(64,515)
Stronger Neighbourhoods	1,000,000	0	0	1,000,000	488,844	488,844	(511,156)
Waste & Cleaning	1,315,889	0	678,581	1,994,470	1,994,470	1,994,470	0
<b>TOTAL - Environment</b>	<b>24,241,550</b>	<b>0</b>	<b>1,045,082</b>	<b>25,286,632</b>	<b>20,821,577</b>	<b>20,821,577</b>	<b>(4,465,055)</b>
<b>TOTAL</b>	<b>42,423,053</b>	<b>1,956,852</b>	<b>1,085,828</b>	<b>45,465,734</b>	<b>35,490,848</b>	<b>35,490,848</b>	<b>(9,974,886)</b>

The financial overview and progress of some of the major programmes by Division are detailed below

### **Leisure Division**

4. The actual 2024-25 outturn is £12m against the revised budget of £16m.

#### *Parks, Leisure Centres. Youth and Play*

- The parks and play programmes include 29 individual projects. Expenditure in 2024-25 was in respect of the following projects:
  - Nunhead Cemetery Wall – Construction of a new retaining wall to prevent collapse of the existing boundary wall at Limesford Road (£2.3m)
  - Adventure Playgrounds (£1.2m)
  - Fredericks Playground. Transformation completed November 2024 (£0.6m)
  - Ellen Brown Playground. Upgrade completed December 2024 (£0.4m)
  - Peckham Rye Adventure Playground (£0.1m)
  - Bethwin Road Adventure Playground (£0.1m)
  - Consort and Dr Harold Moody Parks, joining works completed April 2025 (£0.3m)
  - Sport Pitches (£0.2m)
    - Final works at Burgess Park Pavilion and Pitches (£0.1m)
    - Brimington Pitch Design (£0.1m)
  - Camberwell New Cemetery (CNC) Small Lodge – restoration works completed October 2024 (£0.1m)
5. Nunhead Cemetery Wall Repair project budget adjustment. An overspend has arisen on the Nunhead Cemetery Wall Project of £0.34m. The lifetime budget for was £2.1m but final expenditure is £2.5m. The overspend was due to higher than anticipated costs to divert utilities on Limesford Road. Lengthy negotiations with utility companies also meant increased fees and contract administration costs. The above overspend has been resolved by utilising project underspends within the cemetery projects group.
6. Various lifecycle maintenance and improvement works have been carried out across the Leisure Centres. These includes new fire and security systems and new studios at Peckham Pulse Leisure centre, Camberwell Leisure centre front façade repair, and structural repair and refurbishment works across various sites. The gym facilities at all Leisure centres across the borough have received a major upgrade, bring our gymnasium layouts to maximum space potential with high-quality, modern equipment to suits the needs of all our users. The 2024-25 leisure service capital improvement works includes:
- Leisure centre lifecycle maintenance – £0.2m
  - Leisure centre Improvement works – £0.3m
  - Peckham Pulse refurbishment (new studios) – £0.2m
  - Camberwell Roof lantern – £0.1m
  - Leisure Centre Gym replacements – £1.5m
  - Leisure Centre remedial repairs and improvements – £1.1m

- Leisure Centres digital transformation – £0.1m

Alongside these improvement works, we have commenced the process of fitting out the brand-new Canada Water Leisure centre with state-of-the-art facilities and equipment, ahead of the opening of the new centre in Summer 2025.

7. Included within the Youth and Play Service capital budget (Youth New Deal) is approximately £0.9m remaining for planned capital works, including significant improvements to the Brandon Youth Centre. The project is due to go out to tender in May 2025 with construction works planned to start on site in September 2025.

### **Climate Change & Sustainability Division**

8. The actual 2024-25 outturn is £3m against the revised budget of £5m mainly due to delays in various retrofit projects. These have now been reprofiled into future years.
9. Cabinet agreed an additional £25m capital budget to enable the council to do more, faster, to reduce carbon emissions and deliver the objectives of the council's Climate Change Strategy, and Climate Resilience and Adaptation Strategy. An additional £1.3m has also been added from the Sustainability Fund to increase the total funding allocation to £26.3m. As of the end of 2024-25, £8m has been spent.
10. The remaining funding was fully allocated to project areas Council Assembly in November 2024. However, following successful bids to the Public Sector Decarbonisation Scheme on leisure and schools retrofit, an additional £2m has been freed up for allocation to new projects. An update regarding the use of this additional funding will be report in the Month 4 capital monitoring report in September 2025.
11. The following schemes have been completed this year:
  - Crampton Primary School heat pump retrofit that replaces the gas boilers in the school £1m
  - Ongoing borough-wide LED replacement programme for Street lighting & Parks. £0.9m
  - Funding for the borough-wide Cycle Hanger programme. £0.5m
  - Exemplar Dulwich village junction project that includes new public realm, expanded footways and enhanced biodiversity. £0.3m
  - Leisure centre retrofit programme and reductions to energy use, including upgraded Building Management Systems, swimming pool covers and support for successful £9m PSDS bid. £0.4m
  - Two new Library of Things £0.1m
  - Corporate Facilities Management (CFM) projects: 160 Tooley Street - Convert domestic hot water system to electric; and Damilola Taylor Centre LED Lighting project. £0.1m

- 23 community energy projects funded across the borough through the Southwark Community Energy Fund Round 1. £0.4m

### **Environment Division**

12. The actual 2024-25 outturn is £21m against the revised and reprofiled budget of £25m

#### *StreetCare*

13. The Non-Principal Road (NPR) programme, which delivers major resurfacing of footways and carriageways, achieved an outcome close to the final projection. The scope of a few projects had to increase due to utilities issues that led to slightly higher costs, but this was offset by a slightly lower number of completions due to delays in precursor works.
14. Cox's Walk footbridge major repair works commenced in February 2023 and was completed during Q3 2024-25. The actual cost increased significantly due to inflation and the severe deterioration of the abutments and labour-intensive works to avoid the tree roots. An additional capital growth bid was agreed for the funding required to complete the works. Cox's Walk footbridge replacement which was award-winning at the National Bridges Awards 2025
15. The Flood Prevention programme continues to deliver a programme of works designed to alleviate flooding concerns before they become problems.

#### *Local Implementation Plan*

16. Local Implementation Plans (LIPs) set out how each London borough will meet the objectives of the Mayor's Transport Strategy.
17. The current year programme delivered a number of projects including; Evelina Road accessibility improvements, The cut complementary measures, Peckham Rye Gyratory, various cycling initiatives (including Cycleway 35, Lower road C4, Rotherhithe to Peckham cycleway and others), Wyndham road area LTN, Camberwell walking improvements.
18. The cycle hangar programme continued to deliver at pace in Q4, with 47 new hangars in March alone. The new management system should allow that pace to continue throughout 2025-26.

#### *Other Public realm*

19. The main project delivered under this area are the Local Transport Network (LTN) Cameras.
20. The School Streets programme has been delayed but work is due to restart more substantially in 2025-26.

#### *Cleaner Greener Safer, (Including air quality projects)*

21. The Cleaner Greener Safer (CGS) programme for 2024-24 achieved full planned completion of 200 schemes with a spend of £1.56m (£0.4m less than budget). These include the refurbishment of rotten planting beds at Cossal Estate, the removal of graffiti on a building on Alpha Street and protecting it with anti-graffiti coating, building a new playground for under 5s in Peckham Park Rye and installing secure bicycle parking at Rockingham estate.

*The Mayor's Air Quality Fund (MAQF)*

22. The current MAQF project to work with schools to raise awareness of asthma, enhance the health and educational experience of students particularly those with asthma is making good progress although a little behind schedule. Delay is mainly owing to procurement and related processes and the very technical and specialist nature of the project. Procurement of an expert consultant to support the technical aspects of the project is being finalised and the first study cohort is expected to start near the end of Q1- 2025/26. The project will be monitoring air quality in selected pupils' homes and their classrooms and promoting awareness and behavioural change that will ensure minimal impact on vulnerable pupils because of poor air quality.
23. The Environmental Protection team has continued to promote the project. There are enough candidate participants to start the trial cohort as soon as the supplier contracts have been approved and monitoring equipment has been purchased and prepared for use, hopefully by the end of the summer term. The Stirling grant award proposal has been signed off by the lead member and the grant award document is in preparation.
24. The previous Walworth Low Emission Neighbourhood (LEN) project funded by MAQF and now completed, has been shortlisted for an award by the Chartered Institution of Highways and Transportation (CIHT). These awards aim to identify the best practices, projects, organisations and people in the highways and transportation. The project which included the bookable permit holder only loading bays on Walworth Road is listed in the Technology and Digital Transformation award category.

## CHILDREN AND ADULTS SERVICES

1. The total value of the department capital programme for the 10-year period, 2024-25 to 2034-35 is £88m.

### Adult Social Care

2. The Adult Social Care capital programme for the period 2024–2034 totals £13.5m. Key investments include £5.8m for essential lifecycle works across four residential care homes, £5.2m for improvements to existing care settings, and £1.9m for the development of new bed-based care through a new nursing home within the borough.
3. The Adult Social Care Capital Board has outlined a set of priorities for 2024–25 and beyond to meet the evolving needs of vulnerable adults. A primary focus is on improving accessibility, which is crucial for enhancing the lives of people with disabilities and their carers. Key project to support this now completed is the provision of the Changing Places Toilets that has been delivered with grant funding received from Department for Levelling Up, Housing and Communities (DLHC).
4. Continued investment in the Adult Social Care property portfolio ensures that buildings remain safe and secure for staff and service users. A proactive approach to asset replacement, coupled with investment in low-carbon, sustainable technologies, is helping to reduce breakdowns, lower maintenance and operational costs, and support the council's commitment to carbon reduction.
5. The council owns a variety of properties used for residential and nursing care for older adults and supported living for individuals with mental health needs and learning disabilities. A five-year programme, running through to March 2029, will focus on maintain and upgrading the building fabric, as well as mechanical and electrical infrastructure. Projects will also enhance energy efficiency, including the installation of LED lighting, air source heat pumps (ASHP), new double-glazed windows, and solar panels, aligning with the council's low-carbon goals.
6. The programme for the four residential and nursing homes aligns with responsibilities agreed with the new care provider, Agincare, who is now managing the redecoration of residents' en-suite rooms. Key lifecycle works include lift replacements, new lighting, updated fire alarms, window replacements, and pipework upgrades. The council is also exploring connecting the heating systems at Bluegrove and Waterside homes to the SELCHP district heating network, with a tender planned later this year and completion expected by the end of 2025. Meanwhile, the window replacement project at Rose Court is underway, and lift replacements at Bluegrove and Waterside are scheduled to begin in 2025.

7. Ongoing lifecycle works on Supported Living accommodations continue to progress. At Grosvenor Terrace, window replacements are complete following prior refurbishments. Redecorations have been completed at one upstairs flat at Crebor Street, with further assessments ongoing. Furthermore, roof repairs are carried out at Southwark Resource Centre and internal refurbishments will begin once leaks are resolved. In 2024, lighting upgrades to LED fittings were also completed. However, major heating, cooling, and ventilation works at Riverside/Cherry Garden are currently on hold pending strategic decisions regarding the building's long-term future.
8. The Corporate Facilities Management team is currently undertaking condition surveys to assess the feasibility, cost-benefit returns, and prioritization of additional low-carbon initiatives. These findings will inform a review of projects planned for the later stages of the five-year programme and support the development of an updated capital plan for 2026–2030, leading to further approvals for work during 2026–2028.

### **Children's Services and Southwark Schools Capital Programme**

9. The Children's Services capital programme forecast for 2024-25 to 2034-35 is £74.3m. This consists of £13.8m for the schools refurbishment programme and £18.3m for special education needs and disabilities capital strategy. It also includes certain specific projects such as £12m for Charter School and other permanent expansion retention costs, £18.5m for Beormund Special School and £6.3m for Riverside Primary School, as well as £2.2m for the development of the two children's homes.
10. The overall programme is focused on rightsizing provision, ensuring estate remains fit for purpose. In addition, a key priority is to ensure there is sufficient high needs provision in the borough to meet future need. Rising construction prices affect the capital programme by increasing demands on existing resources. Material costs are beginning to stabilise, but the shortage of labour is now the biggest concern for contractors with wage inflation outstripping the general marketplace.
11. There is some excess capacity in the primary sector (albeit spread unequally across the borough) because of falling rolls caused by a reduced birth rate and a change in the population demographics. The government has set an aspiration to see more of these spaces adapted to provide the expanded childcare offer, and there is a dual pressure to increase the availability of targeted special educational needs spaces within our mainstream schools to increase inclusion of these children in mainstream settings, with lower pupil ratios and specialist resources. Opportunities are being explored to maximise the use of existing assets for these and other purposes to ensure the best outcomes for children, continued viability of schools and the efficient use of the council's resources. These proposals may be subject to future capital bids. There is also pressure to develop more standalone special needs provision to ensure capacity meets the future need for our pupils,

which is a national issue for all education authorities.

12. Projects are in process at present for the development of two new children's homes. The main construction works on the first home are complete, with the service organising for OFSTED approvals. For the second, the main contractor is on site. Completion is expected in summer 2025 and will open as a care home for children in 2025-26.

### **Primary Provision**

13. The Primary School refurbishment programme delivers an annual programme of planned refurbishment works alongside emergency reactive works where necessary. Under this programme, the decarbonisation strategy for the school estate will be developed to plan for the move away from using fossil fuels in the heating of schools. This programme also includes work to improve the air quality around schools utilising GLA grant funding for this. This programme is funded from the School Condition Allocation grant, and it is calculated based on pupil numbers therefore the yearly allocation has been reducing in line with falling rolls. Funding of £1.115m has been secured from the Climate Capital Fund to fund works at two schools and £0.3m for Air Quality projects is being funded from the Environmental Protection Team. New funding bids are being submitted to the Public Sector Funding Scheme administered by Salix Finance to decarbonise three further schools. Crawford School was successful in receiving grant funding for a new Air Source Heat Pump system and additional funding was won from the GLA for energy saving improvements to primary schools.
14. At Riverside Primary School a defective early year's classrooms and a new dining space are being built alongside this a new safe entrance into the school is also being provided. Contractors have completed phase 1 of the scheme, which includes the new classrooms and the dining hall. Phase 2 will cover the new entrance works into the main school building and this contract has been awarded to the Phase 1 contractor.
15. The children services capital programme also includes a new capital project for the consolidation of the Ivydale primary school onto a single site. This work will be carried out as a staggered programme of refurbishment which will take place over summer holidays in 2025 and 2026, and see the school fully consolidated for the start of the 2026 – 27 school year.

### **Secondary Provision**

16. The Charter School East Dulwich is being expanded to address a shortfall in spaces in the local area. The project is in its second stage, with the demolition of the former buildings already completed and construction of a new hall, renovation of the original 'Chateau' building and new play landscaping underway. This work also includes the additional resource base for 20 SEN pupils. The original completion date for the project has been delayed due to the main works contractor withdrawing from the contract. Therefore, new procurement arrangements had to be undertaken.

Construction work commenced in December 2023 and the new facilities are expected to be partially available to the school in the summer term.

### **Special Education Needs provision**

17. In order to address a growth in the number of pupils with Education Health and Care Plans (EHCPs), options are being explored to redefine the local offer of special education provision from the early years to post-19 in Southwark. This is being done to increase the cost effectiveness of provision and reduce the incidence of pupils being educated out of borough or in high cost independent schools, which do not necessarily provide the best outcomes.
18. Beormund School is being expanded and relocated to Peckham. The new site will provide a purpose-built facility and support modern teaching techniques and learning for the Beormund SEMH School. It will also increase the school capacity to 56 pupils. The contract for the Pre-Construction Services Agreement has completed. The award of the main contract is due in May 2025 with works starting on site in May/June 2025. The anticipated completion for the project is Winter/Spring 2027.
19. Consultation is being undertaken on two projects to expand specialist provision. These are the expansion of the Highshore Special School into the recently closed Comber Grove Primary school site in line with the re-provision strategic approach, and the creation of a satellite site of the Cherry Garden Special School in vacant space within the Bellenden Primary School. Subject to the outcome of statutory consultations and Cabinet decision making in June, these capital programmes will be delivered.
20. Additional capital projects for the development of specialist provisions include capital investment into the former Riverside Day Centre to create additional post-16 SEND provision in the borough, this project is being jointly funded and delivered in partnership with the Orchard Hill College, and additional capital investment into the development of the SEND Children & Family Hub at site of the former Ann Bernadt nursery, which in addition to providing a range of specialist multi-agency child and family support services, will also provide specialist early years and other education focused provisions such as short breaks, alternative provision and tutoring space for children facing difficulties accessing education.
21. In addition to repurposing closed maintained school sites for new specialist provision, the government are pressing for greater capital investment into adaptation of mainstream school to increase their capacity to accommodate children with additional needs. This includes increasing the accessibility of schools, the additional needs specific spaces, and the overall school environments to make them more conducive to educating a diverse range of pupils. The developing capital plans will include arrangements to meet these governmental expectations.

## HOUSING – GENERAL FUND CAPITAL

### Overview

1. The Housing General Fund capital programme is projected to spend approximately £26m between 2024 and 2033. This includes £26m allocated to housing renewal schemes and £0.5m for residual works on traveller sites. The outturn expenditure for 2024–25 was £2m.

### Asset Management – Housing Renewal

2. The housing renewal programme aims to support vulnerable residents in maintaining independent living within private sector accommodation. This is achieved through financial assistance for home repairs, improvements, and adaptations. The programme also supports private landlords and property owners in returning empty homes to use. Assistance is provided through a combination of grants and loans, primarily funded by Disabled Facilities Grant (DFG) and the Council's own resources.
3. In 2024–25, the majority of expenditure was attributed to the DFG, with an outturn of £1.4m. The remaining £0.5m supported home repairs, minor works, and landlord assistance. The total service outturn of £1.9m was £0.6m below the allocated budget.
4. The DFG service primarily delivers adaptations such as accessible showers, wet rooms, and stair lifts. Demand for the service declined over the year, with only six individuals currently on the waiting list for major works. The service continues to work closely with Adult Social Care to streamline referrals and maximise efficiency.
5. No expenditure was recorded for home repair grants and loans in 2024–25, as resources were prioritised for major adaptations. This strategic focus has successfully reduced waiting times and delivered significant improvements to the quality of life for vulnerable residents.
6. The Empty Homes service successfully returned 35 properties to use in 2024–25. Following Cabinet approval of revised grant and loan schemes, the team achieved record spending in supporting homeowners to bring vacant properties back into occupation. Additionally, Cabinet approved £2m in new funding specifically for the compulsory purchase of long-term empty homes and a number of properties are currently being assessed for potential acquisition.

### Landlord Services – Traveller Sites

7. A comprehensive programme of reconfiguration and improvement works has been developed to address health, safety, and compliance issues, particularly fire safety at traveller sites. In 2023–24, Cabinet approved a £0.3 m variation for the Springtide site, with 50% of the funding secured from the Greater London Authority (GLA).

8. No expenditure was incurred during 2024–25 pending resident consultations, which have now concluded for the proposed works at the remaining sites. Further funding will be sought from the GLA to safeguard current bids that remain unspent.

## RESOURCES

1. The total value of the finance capital programme for the ten years to 2033-34 is £38m.

### Technology and Digital Services (TDS)

2. In 2024-25, investment in technology has centred around the council's desire to become one of London's most digitally inclusive boroughs by focusing on accessibility, connectivity and skills development. There has been a strong push towards digital inclusion ensuring residents have internet access, devices and knowledge required to participate in the digital world. This includes expanding free Wi-Fi, launching broadband router lending schemes and equipping community halls with gigabit broadband.
3. The council has also made strides in transforming local infrastructure and services through the development of smart neighbourhoods and improved online experiences. Smart sensors are being piloted to monitor environmental factors while knowledge sharing partnerships with other organisations are informing best practices. On the digital front, the council has redesigned its website for greater accessibility and user friendliness, enhancing its self-service portal and integrating virtual assistants to support residents in real time. These people first initiatives are designed to make the council services more intuitive and responsive.
4. Internally, there is investment in digital capabilities to become a more agile and efficient council. This includes upgrading workplace technology, promoting a culture of digital leadership through programs such as Digital Together, building capability and capacity in utilisation of Automation and AI technologies and improving cyber security and infrastructure. The council is harnessing data to inform service design and policy, using modern data platforms like Microsoft Power BI to create a unified view of residents' needs and ensure decisions are driven by accurate timely insights. These efforts reflect a strategic long-term approach embedding digital at the heart of the council.
5. The investment is delivered across two programmes, the Laptop Refresh programme with a budget of £18.7m and the Digital Strategy with £18m allocated for future initiatives. The budget for 2024-25 was £9.7m against spending across these programmes of £8.8m. Spending in 2024-25 has included new laptops which will be rolled out to staff in 2025-26, a new Southwark website, investments in the network infrastructure, to improve Wi-Fi coverage and connectivity for staff and residents, changes to cloud computing and enhancements to cyber security.
6. In November 2017, BT Openreach announced they would be switching off the Public Switched Telephone Network (PSTN) in December 2025. The PSTN allows the delivery of "analogue" telecommunications services via copper lines and is being switched off to be replaced with Voice over Internet Protocol

(VoIP) services delivered over a fibre network. Switching off the PSTN and moving to VoIP is also called the digital switchover. A number of technologies are dependent on PSTN wiring and have needed to be upgraded to deal with this change. For the council, this includes our lift infrastructure and SMART monitor systems.

7. The aim of the programme is to manage all commercial and residential services that will be affected by the Public Switched Telephone Network (PSTN). While the deadline for shutting down PSTN and Integrated Services Digital Network (ISDN) is scheduled for 31 January 2027, BT and other major providers have recommended that the switchover is completed by December 2025 to avoid any disruptions to services. The programme has continued the migration, replacement and implementation of new technologies to limit the effect of this decision upon the residents, services provided and officers within Southwark, spending £0.4m in 2024-25.

### *Planning and Growth*

8. The department's capital programme is currently £94m over a 10 year period, reflecting recent budget increases approved by Cabinet. For 2024-25, the actual capital outturn is £26m, against a revised budget of £29m. The variance is attributed to delays in several projects within the directorate.
9. The table below summaries the 2024-25 financial position by key schemes and responsible divisions:

2024/25			
Teams	Revised Budget	Spend	Variance
	£	£	£
Planning	1,478	2,249	771
Sustainable Growth - North	4,373	2,732	(1,641)
Sustainable Growth - South	11,406	4,462	(6,945)
Sustainable Growth - Capital Projects	654	1,032	377
Property Services	6,273	10,471	4,198
E&C REFCUS (Regen North)	4,800	4,800	0
<b>TOTAL - Planning &amp; Growth</b>	<b>28,985</b>	<b>25,746</b>	<b>(3,239)</b>

10. The outturn variance for planning and sustainable growth for 2024-25 is largely due to project delays. Programmes and outcomes include:

- **Revitalising the Blue:** Delays due to changes in the chosen operator and refurbishment of the former Thorowoods building. The new operator has been approved by Cabinet (March 2025), with works commencing in 2025-26.
- **Canada Water Library:** Repairs to the library roof delayed due to contractor negotiations, expected to start in 2025-26.
- **Aylesbury Plot 18:** Underspend due to protracted contract finalisation, with agreement expected mid-2025-26. The Health Centre has been completed and handed over to Guys & St Thomas's.
- **Peckham Square:** Gallery expenditure delayed due to rerun of main contractor procurement, now scheduled for summer 2025-26.
- **Peckham Rye Station Square:** Programme delayed due to contractor procurement timeline. Contract awarded, with work starting mid/late summer 2025-26.
- **Livesey Exchange:** Delayed due to procurement issues by the Community Organisation for the second building. Resolved, with works onsite and completion forecast for autumn 2025-26.
- **Victory Park:** Completed in 2024-25, with Nursery Row scheduled to go onsite autumn/winter 2025-26.
- **Canada Water Leisure Centre:** Completed and handed over in April 2025, with official opening in summer 2025.
- **Walworth Town Hall:** Completed in December 2024, with £25 m of match funding from the private sector.
- **Beormund Centre:** Demolition completed, working with appointed developer on a pilot Key Worker Housing Scheme.
- **LGBTQ+ Centre:** Operator appointed in March 2025, opening to the public in 2026-27. Fitting out works underway.
- **Southwark Pensioners Centre:** Ongoing contractual procurement and discussions to secure match funding.
- **Council Depot:** Building demolished (Copeland Road) and access improved. Phase 2 expected to progress through 2025-26.

11. Property services spend in 2024-25 was £10m against a budget of £6.3m. The adverse variance of £4.2m is mainly due to the acquisition of 8 Holyrood Street. Other significant works include refurbishment of office space in the London Bridge Portfolio to achieve appropriate EPC (Energy Performance) levels for letting, and completion of improvements to Sojourner.

## **GOVERNANCE AND ASSURANCE**

### **Asset Management - Corporate Facilities Management (CFM)**

25. The CFM capital programme delivers both Operational Buildings Lifecycle and Compliance-related investment. Lifecycle schemes focus on maintaining the fabric of buildings and meeting sustainability targets, through upgrading heating and lighting systems including the installation of air sourced heat pumps and LED lights.
26. Total CFM capital investment in 2024-25 was £4.2m, of which £3.7m was on lifecycle and £0.5m on compliance. Significant investment has been made to key operational sites such as Tooley Street and Canada Water Library. However, the CFM capital programme remains fluid in terms of the profile and nature of investment across both planned project expenditure in line with accommodation strategies and more reactive spending. Continuing to work within constrained budgets for team resources can also be reflected in the level of expenditure, particularly if the team has had to focus on departmental projects where funding sits elsewhere in the capital programme.
27. The Compliance programme supports the council in meeting its statutory responsibilities through a comprehensive inspection and assessment regime. The investment ensures operational buildings are compliant with building standards and health & safety rules and regulations and helps to provide environments that support the wellbeing of both staff and service users.
28. CFM investment across compliance and lifecycle continues to enhance the life of the Council's operational estate and maintain asset value.

# HRA Capital Programme-2024/25 Outturn Monitor- Appendix C

Programme	Programme Area	Scheme	2024/25 Outturn	2025/26	2026/27	2027/28	2028/29	2029/30+	2024/25-2033/34	
				Forecast	Forecast	Forecast	Forecast	Forecast	Total Forecast	
<b>Asset Management</b>	Planned Maintenance	Major works	13,079,968	14,936,336	26,265,478	19,911,868	70,850,098	144,039,664	289,083,412	
		District Heating	211,766	-	-	-	-	-	211,766	
		Fire/Building Safety	108,779	5,500,000	5,800,000	3,100,000	7,016,617	6,274,502	27,799,898	
		Security	-	-	-	-	-	-	-	
		Stock Condition Survey	69,579	4,200,000	3,400,000	1,400,000	1,400,000	-	10,469,579	
		Emergency structural	47,300	1,296,750	43,250	-	-	-	1,387,300	
		Taplow Voids	-	4,200,000	-	-	-	-	4,200,000	
				13,517,392	30,133,086	35,508,728	24,411,868	79,266,715	150,314,166	333,151,955
	Engineering	Adaptations	-	192,700	192,700	-	-	-	-	385,400
		Asbestos	719,466	1,600,000	1,600,000	1,600,000	1,600,000	6,400,000	13,519,466	
		Boiler replacements	4,102,989	4,000,000	4,000,000	4,000,000	4,000,000	16,000,000	36,102,989	
		District Heating	7,547,931	14,641,132	18,701,268	17,812,901	1,862,509	6,400,000	66,965,741	
		Electrical	14,127,458	35,503,346	19,983,900	4,600,000	4,600,000	4,600,000	83,414,704	
		Fire Safety	767,643	4,000,000	3,000,000	3,000,000	3,000,000	12,000,000	25,767,643	
		Fire/Building Safety	1,201,491	530,000	-	-	-	-	1,731,491	
		FRA Tasks	211,908	-	-	-	-	-	211,908	
		Ladders	-	130,000	1,300,000	1,188,750	1,160,000	1,120,000	4,898,750	
		Lifts	1,328,863	3,567,806	5,200,000	1,900,000	1,500,000	6,300,000	19,796,669	
		Security	248,178	500,000	500,000	500,000	500,000	2,000,000	4,248,178	
		Ventilation	500,983	350,000	400,000	400,000	400,000	1,300,000	3,350,983	
		Water tanks	54,474	750,000	500,000	500,000	500,000	2,000,000	4,304,474	
			30,811,384	65,764,984	55,377,868	35,501,651	19,122,509	58,120,000	264,698,396	
	Repairs	Adaptations	1,872,997	2,956,400	2,956,400	1,600,000	1,600,000	6,400,000	17,385,797	
Communal		1,608,329	2,800,000	3,550,000	3,550,000	3,550,000	14,200,000	29,258,329		
FRA Tasks		9,776,021	4,156,000	1,456,000	1,456,000	1,456,000	5,824,000	24,124,021		
Health & Safety		10,000	-	-	-	-	5,751,436	5,761,436		
Major voids		-	534,000	-	-	-	-	534,000		
Major repairs		1,837,732	1,000,000	1,000,000	1,000,000	1,000,000	5,000,000	10,837,732		
Roofing		2,901,133	2,250,000	2,250,000	2,250,000	2,250,000	9,000,000	20,901,133		
Voids		3,262,894	2,000,000	2,000,000	2,000,000	2,000,000	8,000,000	19,262,894		
		21,269,106	15,696,400	13,212,400	11,856,000	11,856,000	54,175,436	128,065,342		
Building Safety	Fire/Building Safety	-	600,000	-	-	-	-	600,000		
		-	600,000	-	-	-	-	600,000		
<b>Total Asset Management</b>			<b>65,597,882</b>	<b>112,194,470</b>	<b>104,098,996</b>	<b>71,769,519</b>	<b>110,245,224</b>	<b>262,609,602</b>	<b>726,515,693</b>	
<b>Financing</b>										
	Major Repairs Reserve		46,424,953	48,534,156	51,902,992	46,691,000	46,691,000	233,455,000	473,699,101	
	CERA		-	27,910,000	30,765,000	25,078,519	33,358,000	21,535,895	138,647,414	
	Non RTB receipts		16,331,181	35,750,314	21,431,004	-	24,196,224	1,344,205	99,052,928	
	RTB receipts		-	-	-	-	-	-	-	
	Grants & external contributions		29,621	-	-	-	6,000,000	6,274,502	12,304,123	
	Green Buildings Fund		2,812,127	-	-	-	-	-	2,812,127	
	Borrowing		-	-	-	-	-	-	-	
<b>Total financing</b>			<b>65,597,882</b>	<b>112,194,470</b>	<b>104,098,996</b>	<b>71,769,519</b>	<b>110,245,224</b>	<b>262,609,602</b>	<b>726,515,693</b>	
<b>New Build &amp; Acquisitions</b>	Acquisitions	Acquired	57,472	315,313					372,785	

Programme	Programme Area	Scheme	2024/25 Outturn	2024/25-2033/34					Total Forecast
				2025/26 Forecast	2026/27 Forecast	2027/28 Forecast	2028/29 Forecast	2029/30+ Forecast	
<b>Asset Management</b>	Planned Maintenance	Major works	13,079,968	14,936,336	26,265,478	19,911,868	70,850,098	144,039,664	289,083,412
		District Heating	211,766	-	-	-	-	-	211,766
		Fire/Building Safety	108,779	5,500,000	5,800,000	3,100,000	7,016,617	6,274,502	27,799,898
		Security	-	-	-	-	-	-	-
		Delivered and in defects	164,172	1,191,944					1,356,116
	<b>Total Acquisitions</b>		<b>221,644</b>	<b>1,507,257</b>	-	-	-		<b>1,728,901</b>
	New Build	Delivered	1,397,727	3,504,913	-	-	-	-	4,902,640
		Delivered and in defects	10,849,534	3,516,384	-	-	-	-	14,365,918
		On site - under construction	113,952,818	113,194,600	46,173,164	63,815,908	80,055,144	90,601,270	507,792,904
		Pre-construction	7,588,749	6,400,471	4,849,981	-	-	-	18,839,201
		Paused	872,278	575,810	24,951	24,986	24,951	74,889	1,597,866
	<b>Total New Build</b>		<b>134,661,106</b>	<b>127,192,179</b>	<b>51,048,097</b>	<b>63,840,894</b>	<b>80,080,095</b>	<b>90,676,159</b>	<b>547,498,529</b>
	<b>Total New Build &amp; Acquisitions</b>		<b>134,882,750</b>	<b>128,699,436</b>	<b>51,048,097</b>	<b>63,840,894</b>	<b>80,080,095</b>	<b>90,676,159</b>	<b>549,227,430</b>
	<b>Financing</b>								
	CERA		40,000,000	-	-	-	-	-	40,000,000
	Non RTB receipts		30,459,734	1,966,000	5,000,000	4,000,000	-	-	41,425,734
	RTB receipts		3,912,551	2,000,000	500,000	-	-	-	6,412,551
	Grants & external contributions		16,088,248	30,914,394	20,935,896	21,261,244	240,000	2,687,500	92,127,281

Programme	Programme Area	Scheme	2024/25 Outturn	2025/26	2026/27	2027/28	2028/29	2029/30+	2024/25-2033/34
				Forecast	Forecast	Forecast	Forecast	Forecast	Total Forecast
<b>Asset Management</b>	Planned Maintenance	Major works	13,079,968	14,936,336	26,265,478	19,911,868	70,850,098	144,039,664	289,083,412
		District Heating	211,766	-	-	-	-	211,766	
		Fire/Building Safety	108,779	5,500,000	5,800,000	3,100,000	7,016,617	6,274,502	27,799,898
		Security	-	-	-	-	-	-	
	S106 receipts		3,656,454	10,130,708	10,000,000	10,000,000	4,303,385	7,166,906	45,257,453
	Borrowing		40,765,763	83,688,334	14,612,201	28,579,650	75,536,710	80,821,753	324,004,411
	<b>Total financing</b>		<b>134,882,750</b>	<b>128,699,436</b>	<b>51,048,097</b>	<b>63,840,894</b>	<b>80,080,095</b>	<b>90,676,159</b>	<b>549,227,430</b>
<b>Other Programmes</b>									
	Home Purchase Scheme		596,902	862,000					1,458,902
	Acquisition		96,294						96,294
	Regeneration		12,887						12,887
	Marie Curie Acquisitions		318,648	1,312,327					1,630,975
	Leathermarket JMB consolidation		1,468,809	1,492,191					2,961,000
	<b>Total Other</b>		<b>2,493,540</b>	<b>3,666,518</b>	-	-	-		<b>6,160,058</b>
<b>Financing</b>									
CERA		1,468,809	1,492,191					2,961,000	
Non RTB receipts		735,791	862,000					1,597,791	
RTB receipts		288,940	1,312,327					1,601,267	
<b>Total financing</b>		<b>2,493,540</b>	<b>3,666,518</b>	-	-	-		<b>6,160,058</b>	
<b>Total Housing Investment Programme</b>		<b>202,974,172</b>	<b>244,560,424</b>	<b>155,147,093</b>	<b>135,610,413</b>	<b>190,325,319</b>	<b>353,285,761</b>	<b>1,281,903,182</b>	
<b>Financing</b>	Major Repairs Reserve		46,424,953	48,534,156	51,902,992	46,691,000	46,691,000	233,455,000	473,699,101
	CERA		41,468,809	29,402,191	30,765,000	25,078,519	33,358,000	21,535,895	181,608,414
	Non RTB receipts		47,526,706	38,578,314	26,431,004	4,000,000	24,196,224	1,344,205	142,076,453
	RTB receipts		4,201,491	3,312,327	500,000	-	-	-	8,013,818
	Grants & external contributions		16,117,869	30,914,394	20,935,896	21,261,244	6,240,000	8,962,002	104,431,404
	S106 receipts		3,656,454	10,130,708	10,000,000	10,000,000	4,303,385	7,166,906	45,257,453
	Green Buildings Fund		2,812,127	-	-	-	-	-	2,812,127
	Borrowing		40,765,763	83,688,334	14,612,201	28,579,650	75,536,710	80,821,753	324,004,411
<b>Total financing</b>		<b>202,974,172</b>	<b>244,560,424</b>	<b>155,147,093</b>	<b>135,610,413</b>	<b>190,325,319</b>	<b>353,285,761</b>	<b>1,281,903,182</b>	

Appendix D - Budget Virements and Variations										
Project Name	Project Code	Children's	Adult Social Care	Children's and Adults' Services	Finance and Corporate Services	Environment, Neighbourhoods & Growth	Housing	General Fund Programme Total	Housing Investment Programme	Total Programmed Expenditure
		£	£	£	£	£	£	£	£	£
<b>AGREED PROGRAMME AT OUTTURN 2024/25</b>		<b>69,503,566</b>	<b>13,512,996</b>	<b>83,016,562</b>	<b>95,126,216</b>	<b>230,736,431</b>	<b>26,463,551</b>	<b>435,342,760</b>		<b>435,342,760</b>
<b>OUTTURN VIREMENTS TO BE APPROVED</b>										
<b>Children's Services</b>										
P1b Beormund	E-0000-2021.7	1,107		1,107				1,107		1,107
Primary Schools Refurbishment Programme	E-0000-2022	(57,001)		(57,001)				(57,001)		(57,001)
Tower Bridge School	E-0000-2022.8	3,106		3,106				3,106		3,106
Grove Nursery	E-0000-2022.9	6,529		6,529				6,529		6,529
Package 1 PPM	E-0000-2022.3	5,445		5,445				5,445		5,445
Oliver Goldsmith & Tower Bridge Roof Works	E-0000-2022.10	1,337		1,337				1,337		1,337
Michael Faraday School	E-0000-2022.15	3,100		3,100				3,100		3,100
Ann Bernadt - Boiler	E-0000-2022.17	12,825		12,825				12,825		12,825
Tower Bridge Roof Works	E-0000-2022.21	22		22				22		22
Package 1 - Ilderton	E-0000-2022.31	860		860				860		860
Grange School – Asbestos	E-0000-2022.36	9,233		9,233				9,233		9,233
Rye Oak - Roof Leak	E-0000-2022.19	13,437		13,437				13,437		13,437
Primary Schools refurbishment programme 2023/24	E-0000-2023	(340,405)		(340,405)				(340,405)		(340,405)
Tuke School	E-0000-2023.01	31,551		31,551				31,551		31,551
Phoenix and Ivydale	E-0000-2023.05	288		288				288		288
Camelot	E-0000-2023.07	25,909		25,909				25,909		25,909
Tower Bridge Lighting Replacement	E-0000-2023.10	288		288				288		288
Haymerle	E-0000-2023.11	25,106		25,106				25,106		25,106
Tuke - Plant Room Works	E-0000-2023.12	28,037		28,037				28,037		28,037
Friars Primary - Pipework Repairs	E-0000-2023.13	85,654		85,654				85,654		85,654
Beormund School - Minor Repairs	E-0000-2023.14	36,021		36,021				36,021		36,021
Cobourg - Guttering Works	E-0000-2023.15	287		287				287		287
Pilgrims Way	E-0000-2023.17	2,225		2,225				2,225		2,225
C1 - Ivydale	E-0000-2023.18	287		287				287		287
C2 - Crawford	E-0000-2023.19	14,638		14,638				14,638		14,638
C2 - Grove	E-0000-2023.20	28,732		28,732				28,732		28,732
C2 - Heber	E-0000-2023.21	32,650		32,650				32,650		32,650
C2 - Dulwich Wood Nursery	E-0000-2023.22	28,732		28,732				28,732		28,732
Primary Schools refurbishment programme 2024/25	E-0000-2024	(1,051,551)		(1,051,551)				(1,051,551)		(1,051,551)
P1 - Bessemer Grange - Roof & Windows	E-0000-2024.01	25,804		25,804				25,804		25,804
P2 - Goodrich	E-0000-2024.03	55,195		55,195				55,195		55,195
P2 - Bird In Bush	E-0000-2024.04	175,818		175,818				175,818		175,818
P3 - Dulwich Wood	E-0000-2024.05	136,624		136,624				136,624		136,624
P4 - Ilderton	E-0000-2024.07	76,455		76,455				76,455		76,455
P4 - Ivydale	E-0000-2024.08	95,374		95,374				95,374		95,374
P4 - Pilgrims way	E-0000-2024.09	35,628		35,628				35,628		35,628
P5 - Snowfields	E-0000-2024.11	93,484		93,484				93,484		93,484
P6 - Phoenix	E-0000-2024.12	34,055		34,055				34,055		34,055
P7 - Heber	E-0000-2024.13	46,768		46,768				46,768		46,768
P8 - Goodrich	E-0000-2024.14	14,565		14,565				14,565		14,565
P10 - Keyworth	E-0000-2024.16	14,784		14,784				14,784		14,784
P12 - Rye Oak	E-0000-2024.18	14,071		14,071				14,071		14,071
Charlotte Sharman	E-0000-2024.19	18,225		18,225				18,225		18,225
Beormund Special School	E-0000-2024.20	13,668		13,668				13,668		13,668
P14 - Robert Browning	E-0000-2024.22	246		246				246		246
Riverside School	E-0000-2024.24	2,731		2,731				2,731		2,731
Victory School	E-0000-2024.25	2,594		2,594				2,594		2,594
SILS4	E-0000-2024.26	29,139		29,139				29,139		29,139
Crawford	E-0000-2024.27	93,896		93,896				93,896		93,896
Haymerle	E-0000-2024.28	5,836		5,836				5,836		5,836
John Ruskin	E-0000-2024.29	4,035		4,035				4,035		4,035
Highshore	E-0000-2024.30	2,105		2,105				2,105		2,105
Cobourg	E-0000-2024.31	649		649				649		649
Tower Bridge	E-0000-2024.32	59,802		59,802				59,802		59,802
Bessemer	TBC	850,000		850,000				850,000		850,000
Rye Oak Children Centre	TBC	850,000		850,000				850,000		850,000

Project Name	Project Code	Children's	Adult Social Care	Children's and Adults' Services	Finance and Corporate Services	Environment, Neighbourhoods & Growth	Housing	General Fund Programme Total	Housing Investment Programme	Total Programmed Expenditure
Childcare Expansion Grant	E-1000-0001	(246,547)		(246,547)				(246,547)		(246,547)
Pearl Nursery	E-1000-0001.01	75,000		75,000				75,000		75,000
Trinity Childcare	E-1000-0001.02	35,000		35,000				35,000		35,000
Early Steps Day Nursery	E-1000-0001.03	20,000		20,000				20,000		20,000
CASP Beanstalk Climbers	E-1000-0001.04	9,547		9,547				9,547		9,547
Sunshine Fruits Nursery Camberwell	E-1000-0001.05	42,000		42,000				42,000		42,000
Purple Jay Herne Hill Ltd	E-1000-0001.06	35,000		35,000				35,000		35,000
Bosco Nursery	E-1000-0001.07	30,000		30,000				30,000		30,000
Beormund Primary School Relocation	E-1801-0310	700,000		700,000				700,000		700,000
Ilderton Primary - Air Quality Improvements	TBC	(776)		(776)				(776)		(776)
Crawford	E-1112-0310	17,833		17,833				17,833		17,833
Ivydale	E-1124-0310	37		37				37		37
The Belham	E-1305-0310	1,853		1,853				1,853		1,853
Cherry Garden Special School	E-1803-0310	2,181,053		2,181,053				2,181,053		2,181,053
Ivydale	TBC	1,500,000		1,500,000				1,500,000		1,500,000
SEND and disabilities development	E-6300-0330	(2,813,562)		(2,813,562)				(2,813,562)		(2,813,562)
Consultancy Fees	E-6300-0330.1	(6,470)		(6,470)				(6,470)		(6,470)
Southwark SEND College	E-6300-0330.2	(60,802)		(60,802)				(60,802)		(60,802)
The Bridges federation (Snowfields ASD unit)	E-6300-0330.14	(854)		(854)				(854)		(854)
Highshore SEND	code not yet setup	5,347,000		5,347,000				5,347,000		5,347,000
Capita System Review	E-6300-0330.38	274,345		274,345				274,345		274,345
SPA 6th Form provision	code not yet setup	(7,000,000)		(7,000,000)				(7,000,000)		(7,000,000)
English Martyrs Primary School	E-6300-0330.31	(26,742)		(26,742)				(26,742)		(26,742)
Tuke Expansion	E-6300-0330.34	12,069		12,069				12,069		12,069
Grange - Intermin SEND prov.	E-6300-0330.37	(21,000)		(21,000)				(21,000)		(21,000)
Ann Bernadt ASD Assessment Centre	TBC	(1,355,385)		(1,355,385)				(1,355,385)		(1,355,385)
Bellenden Primary Special Needs Adaptation	TBC	1,000,000		1,000,000				1,000,000		1,000,000
The Riverside Adaptation	TBC	300,000		300,000				300,000		300,000
Ann Bernadt SEND Hub	TBC	500,000		500,000				500,000		500,000
SEND Adaptations Programme	TBC	(474,599)		(474,599)				(474,599)		(474,599)
Southwark Inclusive Learning Service KS4 Relocation	TBC	(1,500,000)		(1,500,000)				(1,500,000)		(1,500,000)
				-				-		-
<b>Adults Services</b>				-				-		-
Mosaic Management Information Development	S-0001-0009		(274,000)	(274,000)				(274,000)		(274,000)
				-				-		-
<b>Environment, Neighbourhoods &amp; Growth</b>				-				-		-
Cemetery Burial Strategy	L-2340-0370					(102,863)		(102,863)		(102,863)
Nunhead Cemetery Wall Repair	L-2340-0422					340,933		340,933		340,933
Adventure Playground	L-2340-0423					23,000		23,000		23,000
Cossal Park Project	L-2340-0560					26,000		26,000		26,000
Top Quality Playgrounds	L-2340-0570					69,161		69,161		69,161
CIL 2021- Parks	L-7000-2021.03					(69,161)		(69,161)		(69,161)
Small Lodge CNC H&S Repairs	L-2340-0429					(238,070)		(238,070)		(238,070)
Active Southwark Community Investment Fund	L-2340-0424					(49,000)		(49,000)		(49,000)
Library of Things - Waiworth Library	L-6200-0090.09					83,169		83,169		83,169
Walking - School Map	L-6200-0090.15					90,000		90,000		90,000
Leisure Retrofit	L-6200-0090.20					593,817		593,817		593,817
Shand St Retrofit Project	L-6200-0090.24					54,851		54,851		54,851
Moreton Gate Nature Garden	L-6200-0090.25					88,830		88,830		88,830
Biodiversity Climate Change	L-6200-0090.26					64,779		64,779		64,779
Southwark Community Energy Fund Round 1	L-6200-0090.27					400,000		400,000		400,000
Southwark Community Energy Fund Round 2	L-6200-0090.28					400,000		400,000		400,000
SUDS / natural flood management schemes	TBC					228,000		228,000		228,000
Climate Emergency Unallocated	L-6200-0090.99					(2,003,446)		(2,003,446)		(2,003,446)
				-				-		-
<b>P&amp;G</b>				-				-		-
Brancote Park	R-4020-0073					(750)		(750)		(750)
Rotherhithe New Road	R-4020-0076					750		750		750
8 Holyrood Street	R-4020-0165					(171,000)		(171,000)		(171,000)
Strategic Property Purchase	R-4020-0150.06					171,000		171,000		171,000
Revitalise Camberwell (Southern Ent, Burgess PK, Artichoke)	R-2013-0090.04					(309,465)		(309,465)		(309,465)

Project Name	Project Code	Children's	Adult Social Care	Children's and Adults' Services	Finance and Corporate Services	Environment, Neighbourhoods & Growth	Housing	General Fund Programme Total	Housing Investment Programme	Total Programmed Expenditure
Trident St. (Old Pla	R-4020-0041			-		83,773		83,773		83,773
Canada Water Acquisition	R-4020-0326			-		10,530		10,530		10,530
Peckham Rye Station Ph 1	R-4020-0064			-		215,162		215,162		215,162
Aylesbury Plot 18	R-5013-0012			-		(214,269)		(214,269)		-
<b>TOTAL VIREMENTS TO BE APPROVED OUTTURN</b>		274,000	(274,000)	-	-	(214,269)	-	(214,269)	-	-
<b>OUTTURN - VARIATIONS TO BE APPROVED</b>										
<b>Children's Services</b>										
Primary Schools refurbishment programme		2,424,219		2,424,219				2,424,219		2,424,219
Children's Expansion Grant	E-1000-0001	427,279		427,279				427,279		427,279
Ivydale	TBC	4,240,000		4,240,000				4,240,000		4,240,000
SEND & Disabilities Development	E6300-0330	1,115,870		1,115,870				1,115,870		1,115,870
SEND Adaptations Programme	TBC	5,028,292		5,028,292				5,028,292		5,028,292
				-				-		-
<b>Environment, Neighbourhoods &amp; Growth</b>										
								-		-
<b>Environment</b>										
Sports Pitch Provision - Parks	L-2340-0411					25,000		25,000		25,000
East Lodge – Lottery	L-2340-0428					20,000		20,000		20,000
LTN Camera	L-8000-2022.01					50,000		50,000		50,000
Flood Prevention Programme	L-5110-0080					50,150		50,150		50,150
Flood Prevention Programme	L-5110-0080					5,450		5,450		5,450
Flood Prevention Programme	L-5110-0080					151,301		151,301		151,301
Albion Channel Clearance	BID - NEW CODE					425,000		425,000		425,000
Libraries Innovation	BID - NEW CODE					108,000		108,000		108,000
Burgess Park Outdoor Cooking	BID - NEW CODE					302,000		302,000		302,000
Streets for People (incl. Vision Zero)	BID - NEW CODE					13,900,000		13,900,000		13,900,000
Place Management Programme	BID - NEW CODE					1,380,000		1,380,000		1,380,000
Replace Back Office system	BID - NEW CODE					575,000		575,000		575,000
Hand held devices	BID - NEW CODE					100,000		100,000		100,000
CCTV Fibre Network	BID - NEW CODE					1,000,000		1,000,000		1,000,000
CYCLEWAY 35 (P4-13)	L-2024-0080.01					120,000		120,000		120,000
LOWER ROAD - C4 (P4-13)	L-2024-0080.02					240,000		240,000		240,000
ROTHERHITHE TO PECKHAM CYCLEWAY (P4-13)	L-2024-0080.03					(330,000)		(330,000)		(330,000)
BOROUGH ROAD	L-2024-0080.08					(30,000)		(30,000)		(30,000)
PECKHAM RYE GYRATORY	L-2024-0060.01					130,000		130,000		130,000
Salter Road Improvement	L-5110-0187					90,000		90,000		90,000
Food Waste Collection	L-6200-0067					315,645		315,645		315,645
Food Waste Collection	L-6200-0067					362,936		362,936		362,936
Flood Prevention Programme	L-5110-0080					23,600		23,600		23,600
Decarbonisation Fund	L-6200-0095.01					15,746		15,746		15,746
LTN Camera	L-8000-2022.01					80,000		80,000		80,000
Flood Prevention Programme	L-5110-0080					477,546		477,546		477,546
Flood Prevention Programme	L-5110-0080					(477,546)		(477,546)		(477,546)
Peckham Rye ward	L-2403-2016.05.07					6,000		6,000		6,000
								-		-
<b>Planning &amp; Growth</b>										
Murdock Street	R-4020-0150.14					78,860		78,860		78,860
Folgate Estate	R-4020-0150.15					10,218		10,218		10,218
Old Kent Road Linear Park	R-4020-0150.17					1,560,681		1,560,681		1,560,681
Bakerloo Line Extension	R-4020-0078					2,469,846		2,469,846		2,469,846
8 Holyrood Street	R-4020-0165					8,900,000		8,900,000		8,900,000
LGBTQ+ Cultural Centre	R-7000-2024.05					1,500,000		1,500,000		1,500,000
95A Rye Lane - Peckham Levels	R-4020-0042					1,026,676		1,026,676		1,026,676
Southwark Pensioners	R-4020-0349					1,000,000		1,000,000		1,000,000
Kentish Drover Ceram	R-4020-0067					87,776		87,776		87,776
Aylesbury - Plot 18	R-5013-0012					214,269		214,269		214,269
								-		-
<b>TOTAL VARIATIONS TO BE APPROVED AT OUTTURN</b>		13,235,660	-	13,235,660	-	35,964,154	-	49,199,814	-	49,199,814
<b>TOTAL PROGRAMME BUDGET VIREMENTS &amp; VARIATIONS AT OUTTURN</b>		13,509,660	(274,000)	13,235,660	-	35,749,885	-	48,985,545	-	49,199,814

Project Name	Project Code	Children's	Adult Social Care	Children's and Adults' Services	Finance and Corporate Services	Environment, Neighbourhoods & Growth	Housing	General Fund Programme Total	Housing Investment Programme	Total Programmed Expenditure
<b>REVISED BUDGETS</b>		83,013,226	13,238,996	96,252,222	95,126,216	266,486,316	26,463,551	484,328,305	-	484,542,574
<b>VIREMENTS &amp; VARIATIONS REQUESTED TO BE APPROVED FINANCED BY:</b>										
Corporate Resources / Capital Receipt		3,232,947	(274,000)	2,958,947		26,767,547		29,726,494		29,726,494
Major Repairs Allowance				-				-		-
Reserves				-		1,206,335		1,206,335		1,206,335
Revenue				-				-		-
Capital Grant		10,276,713		10,276,713		696,146.00		10,972,859		10,972,859
Section 106 and CIL				-		5,034,309		5,034,309		5,034,309
External Contribution				-		1,859,818		1,859,818		1,859,818
Supported Borrowing				-		399,999		399,999		399,999
<b>TOTAL RESOURCES</b>		<b>13,509,660</b>	<b>(274,000)</b>	<b>13,235,660</b>	<b>-</b>	<b>35,964,154</b>	<b>-</b>	<b>49,199,814</b>	<b>-</b>	<b>49,199,814</b>

**Capital bid****APPENDIX E*****Ivydale Primary School***

Ivydale Primary School is an existing three-form entry primary school split across two sites in the Peckham Rye ward, on Bellwood Road and Inverton Road. The existing school accommodation across the two sites was designed for four-form entry (4FE); however, the council has agreed to reduce the Published Admission Number (PAN) to two-form entry (2FE) from September 2026.

Ivydale Primary School has been facing financial difficulties due to falling reception rolls and maintaining rolls around 70 pupils has been fiscally challenging. The rationale for reducing the PAN from 90 to 60 is to ensure financial stability. The school's overall numbers across reception to year 6 have fallen from 523 in September 2019 to 452 this academic year, a 14% decrease.

The Bellwood Road site is a three-storey, Grade 2 listed Victorian school. A feasibility study undertaken by Scott Brownrigg Architects recommended consolidating Ivydale Primary School onto the Bellwood Road site, and the school management team supports this approach.

The consolidation onto a single site aims to address the school's financial difficulties by optimising resource allocation and reducing operational costs. The move to 2FE in every year group is expected to provide a more stable financial footing for the school.

The feasibility study was undertaken to ascertain which of the school sites presented the most appropriate and cost-effective solution for consolidating. The Bellwood site was recommended. The study also suggested converting the existing Children's Centre to accommodate new Nursery provision, relocating Reception classes, and reorganising the school by year group. The proposed changes include:

- Converting the existing Children's Centre to accommodate the Nursery provision.
- Relocating the Reception classes to the current Nursery location.
- Relocating the existing school kitchen and dining hall from the first floor to the ground floor and providing kitchen extract that meets current requirements.
- Reorganising the rest of the school by year group, with older year groups on the upper floors and younger year groups on the lower floors.
- Constructing a new lift to enable access.
- Converting the existing single pipe heating system to a twin pipe system for efficiency.

The estimated cost of this project is £5.7m of which £1.5m is already available in the Children's services capital allocation therefore £4.2m is requested as additional capital funding.



<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Policy and Resources: Revenue Outturn Report 2024-25
<b>Cabinet Member:</b>	Councillor Stephanie Cryan, Equalities, Democracy and Finance
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a

### **FOREWORD – COUNCILLOR STEPHANIE CRYAN, CABINET MEMBER FOR EQUALITIES, DEMOCRACY AND FINANCE**

This report sets out the outturn position for the General Fund, Housing Revenue Account and Dedicated Schools Grant for the 2024-2025 financial year. Over the past 14 years we have seen funding for council's reduce with more councils having to apply for Special Emergency Funding to help balance their budgets.

The pressures on our finances are not unique to Southwark and whilst we are always prudent in our revenue funding, for the first time in quite a long time we are reporting an end of year overspend for 2024-2025.

The general fund outturn is an overspend of £5.3m after the use of planned reserves and contingency. This will be balanced using the Strategic Risk Reserves.

The main driver of this overspend is a £9.5m overspend in temporary accommodation, a challenge faced by many local authorities due to national cost and demand pressures, which are particularly severe in London. There is an increase in the number of homeless households and also increasing costs due to landlords withdrawing from arrangements with boroughs which has led to a greater reliance on more expensive nightly paid accommodation, including hotels. There is also a growing pressures in Adults and Education totaling £5.5m before reserves.

This is the first year in recent history that the council has not been able to fully mitigate overspends by year-end. The council will need to continue to emphasise the importance of financial prudence going forwards and in context of the likely outcome of the Spending Review and Local Government Finance Reform.

The Housing Revenue Account (HRA) is showing an underspend of £3.9m, which will

be taken to the HRA reserve and earmarked largely for repairs and maintenance. This is a better position than anticipated in January due to non – recurring (one off) extra income from

- A 53-week rent year (extra £5m)
- Actualisation of prior-year homeownership charges (reflecting full impact of energy pricing, building insurance and major works charges) c.£12.4m
- Reductions in major works and new homes activity with lower than expected interest costs due to significantly reduced borrowing (down from £192m in 2023-24 to £41m in 2024-25).

However, tenant facing costs are still above the agreed cash limit, so there is continuing work to do to ensure sustainability of the HRA and to fully embed the HRA Recovery Plan during its first phase.

The Dedicated Schools Grant (DSG) has underspent by £1.1m, allowing for a further reduction in the deficit., whilst ensuring better outcomes for children. The council was in the second year of the Council's Safety Valve Agreement with the Department of Education (DfE). The Council received the full allocation due, on successfully achieving the agreed milestones/outcomes, bringing the accumulated deficit on the balance sheet down to £5.8m.

This past year has been challenging for the revenue account but having set a three-year budget we have a clearer focus on where and how we can achieve savings without impacting on frontline services. The Future Southwark Transformation Programme has identified corporate savings going forward and departments will need to keep within their budget envelope. This will need to be closely monitored to ensure we are able to deliver on those identified savings.

We will continue to deliver for our residents, aligning our revenue spends with our Southwark 2030 goals.

## **RECOMMENDATIONS**

### **Recommendation for the Cabinet to approve**

1. The interdepartmental budget and reserve movements that exceed £275k, as shown in Appendix A and Appendix C
2. The use of £5.3m reserves to balance the 2024-25 outturn.

### **Recommendations for the Cabinet to note**

3. The Housing Revenue Account (HRA) favourable variance of £3.9m after one off income windfalls, other financing activities and short-term cost reductions
4. The full utilisation of the £4m contingency together with £2.4m of general reserves
5. The key overspends in 2024-25 are:

- i. Housing - Housing Revenue Account (paragraphs 14-27)
  - ii. Housing - Temporary accommodation (paragraph 77-79)
  - iii. Adult Social care (paragraphs 38 -41)
6. The positive variance of £1.1m in the ring-fenced Dedicated Schools Grant (DSG) reduced the overall deficit to £5.8m as at 31 March 2025 (paragraphs 48-50).
  7. The interdepartmental general fund budget and reserve movements that are less than £275k as shown in Appendix A and D
  8. The council reserve balances as at 31 March 2025 in Appendix B.

### **REASONS FOR RECOMMENDATIONS**

9. Cabinet is asked to note the revenue outturn position for 2024-25 and budget and reserve movements below £275k. For movements above £275k the cabinet is required to approve these as required by the Financial Standing Orders.

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

10. N/a

### **POST DECISION IMPLEMENTATION**

11. N/a

### **BACKGROUND INFORMATION**

12. This report sets out the outturn position for the HRA, the general fund and the DSG for the 2024-25 financial year.
13. The HRA position at 2024-25 outturn was a favourable variance of £3.9m, achieved by one off income windfalls, other financing activities and short-term cost reductions. In the medium and long term, the council agreed a recovery plan for the HRA to ensure its long term financial sustainability. The 2024-25 HRA balanced budget was agreed at cabinet on the 17 January 2024. Paragraphs 14-27 discuss the outturn for 2024-25.
14. The council agreed a balanced general fund budget on 21 February 2024 including a 4.99% council tax and social care precept increase and a contribution from earmarked reserves of £2.4m. The council also approved budget decisions which included efficiencies, savings and additional income generation of £20.8m within the general fund for 2024-25. Performance and significant variances are included in the departmental narratives.

## KEY ISSUES FOR CONSIDERATION

### HOUSING REVENUE ACCOUNT (HRA) OUTTURN 2024-25

15. The council manages its housing stock through its statutory ring-fenced landlord account, the Housing Revenue Account (HRA). The final outturn position for 2024-25 shows a favourable variance of £3.9m, which has been achieved through one-off income windfalls from the 53 week rent year and prior-year homeownership service charge actualisation, corporate financing measures and asset disposals to minimise borrowing costs, short-term one-off cost reductions and slippage in both capital and maintenance works programmes. This represents a significant improvement over earlier forecasts and against the backdrop of the previous year's overspend (2023-24) and the necessary measures implemented in response, to ensure the HRA remains sustainable going forward.
16. Notwithstanding this improvement, the underlying financial position of the HRA remains very challenging, with an initial savings requirement of c.£11.6m to achieve the budgeted service cash limits for 2025-26. As previously reported, there are a number of contributory factors that have converged to create the current financial turbulence in the HRA, which are largely outside the council's control, primarily government policy and macro-economic events which include:
  - The cumulative effect of the previous Government's imposition of a 1% rent reduction for four years for the period 2016-17 to 2019-20, running into hundreds of millions in income foregone over the life of the business plan and significant reduction in the rental income baseline going forward.
  - The previous Government's imposition of a 7% cap on rent increase for 2023-24, when formula rent would have yielded 11.1%, an annual loss of c.£9m and a further reduction in the rental income baseline.
  - Ongoing new burdens arising from the Fire Safety and Building Safety Acts of 2020 and 2021 for which additional funding has not been made available.
  - Unprecedented inflationary pressures, particularly in energy markets and the construction industry.
  - Persistently high interest rates since December 2021, thereby substantially increasing the revenue impact of servicing the additional borrowing requirement for the new homes and asset management programmes.
17. It should be noted that the pressures on the HRA are not unique to Southwark. The impact of government interventions in rent policy, coupled with rampant inflationary pressures, rising interest rates and energy costs have and continue to impact on all local authority housing providers. However, the impact is more pronounced for Southwark given it manages the largest social housing stock in London and is the fourth largest social landlord in the country.

### HRA Recovery Plan

18. It remains a strategic priority for the council to consider how the HRA can be best managed to ensure financial sustainability over the long-term, the fundamental principles of the HRA Recovery Plan are:
- Setting cash limits within which services are required to operate.
  - Maximising capital receipts through the sale of uneconomic assets and land to reduce the borrowing burden on the HRA (initial target of £50m over two years).
  - Ceasing or postponing non-committed new build schemes to reduce the borrowing requirement and revenue financing burden (until economic conditions allow).
  - Applying prudent viability criteria to all new build projects to minimise the need for borrowing.
  - Maintain HRA reserves at their current level (as a minimum) and increase to a more prudent level over the medium term.
  - Temporary short-term borrowing to support the Asset Management (AM) capital programme and review and set future programme budgets within the available revenue funding envelope (c.£70m per annum).
  - Limiting and ultimately repaying any borrowing for the Asset Management capital programme.
  - Improving procurement practices and continuing to embed more robust contract management to maximise outcomes and achieve value for money.
  - Taking all necessary steps to limit the impact of capital financing on the HRA to an affordable level, considering all other service demands and priorities.
19. As part of the budget planning for 2024-25, cash limited budgets were set, including approved service savings of £19.3m, in order to deliver a neutral budget position and maintain HRA reserves broadly at their existing level by year-end. Cash limits were set on the basis that they maximized the available resources across front line customer-facing services wherever possible. However, doing so means the HRA is now more sensitive to demand changes and new commitments, whereas previously there was greater capacity at the centre to dampen any unexpected financial shocks. The July cabinet's Medium Term Financial Strategy (MTFS) report will update the long-term Housing Revenue Account (HRA) recovery plan based on the current outturn position.
20. In summary, the overall position shows a favourable variance of £3.9m (net), arising from additional non-recurring income, reduced financing costs, lower expenditure across a number of corporate budget heads and drawdown from contingency (Table 1 refers). The primary movements over the previous year

are:

- Non-recurring one-off income of c.£21m+ as detailed below:
- Impact of a 53-week rent year - c.£5m.
- Actualisation of prior-year homeownership billing - c.£12.4m, arising largely from the impact of building insurance and energy price increases and major works charges.
- Retrospective income recovery for telecom aerials and new lease agreements in the commercial property portfolio - c.£1.9m.
- One-Off reserve funding (£2m) to supplement existing base budgets for the eradication of damp and mould in the council's housing stock (funding potentially to be extended into 2025-26).
- Major works capital programme spend (c.£65.6m) was lower than planned and funded entirely from internal resources, primarily depreciation and capital receipts, thereby avoiding any further borrowing in accordance with the HRA Recovery Plan.
- New Homes capital programme spend (c.£134.9m) was also lower than expected, funded by external grant, capital receipts and higher revenue contribution, which has significantly reduced the amount of borrowing required and consequently interest costs to the HRA, both in-year and going forward - c.£5.4m.
- In total, borrowing reduced from £191.8m in 2023-24 to £40.8m for 2024-25 on programme spend of £331.2m and £203m respectively, inclusive of other small capital elements.
- Slippage in maintenance programmes has led to a short-term in-year cost reduction - c.£4m. The corollary being a works order backlog in certain areas which will need to be addressed during the current financial year. Given this, reserves have been provisionally earmarked in the event that any additional costs cannot be contained within the 2025-26 pre-set cash limit.

**Table 1 HRA Outturn 2024-25**

<b>Category</b>	<b>2024-25 Budget £000's</b>	<b>Outturn £000's</b>	<b>Variance £000's</b>
<b>HRA Expenditure</b>			
Landlord Services	57,267	58,213	946
Housing Needs and Support	12,902	13,167	265
Repairs and Maintenance	77,672	80,819	3,147
Customer Services	7,117	8,444	1,327
New Homes	1,470	1,173	-297
Directorate	583	592	9
<b>Total Tenant Facing Services</b>	<b>157,011</b>	<b>162,408</b>	<b>5,397</b>
Exchequer Services (Incl. Homeowner Services)	21,359	20,608	-751
Central Services	34,978	25,099	-9,879
Heating Account	20,240	23,557	3,317
<b>Total Corporate Support Services</b>	<b>76,577</b>	<b>69,264</b>	<b>-7,313</b>
Debt Financing	40,036	34,639	-5,397
Depreciation and Revenue Contribution to HIP	71,851	86,425	14,574
<b>Total Capital Financing</b>	<b>111,887</b>	<b>121,064</b>	<b>9,177</b>
<b>Total HRA Expenditure</b>	<b>345,475</b>	<b>352,737</b>	<b>7,262</b>
<b>HRA Income</b>			
Tenant and Homeowner Charges	-328,680	-337,960	-9,280
Non-Residential Property Charges	-16,795	-18,671	-1,876
<b>Total HRA Income</b>	<b>-345,475</b>	<b>-356,631</b>	<b>-11,156</b>
<b>HRA Balance</b>	<b>0</b>	<b>-3,895</b>	<b>-3,895</b>
<b>Transfer to Reserves</b>	<b>0</b>	<b>3,895</b>	<b>3,895</b>
<b>HRA Total</b>	<b>0</b>	<b>0</b>	<b>0</b>

**2024-25 Tenant Facing Services**

21. For 2024-25, the budget for tenant facing services was set as a cash limit of £157m. The outturn spend is £162.4m, a variance of £5.4m.
22. For Landlord Services, the outturn shows an overspend of £0.946m. This mainly comprises energy costs for estate lighting, care and upkeep (estate cleaning), council tax on void properties (primarily redevelopment sites) and private sector service charges for new homes that have been acquired rather than built by the council. The service is continuing to examine all areas of expenditure and working towards reducing it wherever possible without impacting on service provision.
23. Repairs and Maintenance (Southwark Repairs) shows an overspend of £3.147m, which has reduced by £0.501m since last reported, largely due to slippage in some work programmes over the second half of the year. Backlog works will be addressed as part of this year's programme and need to be rigorously managed, and costs controlled within the agreed cash limits available. However, whilst resources remain limited, the underspend this year has enabled some reserve funding to be provisionally earmarked for 2025-26 should this become necessary.

24. Customer Services shows an overspend of £1.327m. By comparison this service has a relatively small revenue budget to others within the HRA (£7.1m) but are experiencing considerable budget pressure arising from increased customer contact and complaints handling largely in relation to the repairs service, requiring additional staff resources to address capacity shortfalls. The Repairs Improvement Plan is looking to address the underlying issues and is expected to deliver service improvements during this year and potentially cost savings as activity/volumes decrease.

### **Capital Financing and Corporate Support Services**

25. Unlike 2023-24, it has not been necessary to borrow for the Asset Management programme, which has been funded through a combination of depreciation and capital receipts generated through the disposal of redundant and uneconomic assets (as set out in the HRA Recovery Plan). This has provided headroom in the HRA to make a higher revenue contribution (net £14.6m) to reduce the HRA's in-year borrowing requirement, leading to a reduction in financing costs (interest payable), following a substantial increase over recent years to fund the new homes programme. This is an important consideration when assessing the HRA's headroom for future borrowing and will be further assisted as interest rates start to move lower. Conversely, high interest rates generate additional interest receivable on balances, which has contributed to a net reduction of £5.4m in debt financing costs in 2024-25.
26. The reported underspend in Corporate Support Services arises from c.£8m release of contingencies held at the centre to support total service expenditure, together with a number of smaller under and overspends on non front-line functions and projects.

### **Tenant and Homeowner Charges**

27. Tenants rent and service charge billing was c.£0.5m higher than budget, whereas void loss was significantly above expectations at c.£3m above budget. Whilst budget planning makes allowance for long-term redevelopment losses and general turn-round void loss, this can fluctuate for a number of reasons. However, the primary reasons for the variance in 2024-25 are longer average turnround times for day to day voids and delays to new council homes coming on stream as originally planned. Income losses such as this cannot be sustained going forward and urgent action is being taken to address these issues. Garage income was also c.£0.4m higher than budget.
28. Homeowner service charge income was higher than forecast due to the actualisation of the 2023-24 estimated charges, which saw a significant increase of c.£12.4m, arising largely from the impact of building insurance and energy price increases and major works billing of c.£3m. Whilst differences between estimates and actuals are difficult to avoid given volumes and activity can change, the scale of this year's billing is exceptional and is extremely unlikely to be repeated.

**GENERAL FUND OVERALL POSITION**

29. The final outturn position for the general fund shows an overspend of £17.4m before the use of planned reserves and use of the general contingency. After the use of the contingency and £8.1m of planned reserves, there is an overspend of £5.3m. (Table 2)
30. The overspend of £5.3m will require a drawdown from council reserves.

**Table 2 General Fund Outturn for 2024-24**

General Fund	Budget	Actuals	Variance	Reserve Movement	Variance after use of reserves
	£000	£000	£000	£000	£000
Children & Adults	172,060	177,567	5,506	-5,428	78
Integrated Health and Care	4,364	3,696	-668	656	-13
Environment, Sustainability and Leisure	116,184	110,308	-5,877	5,704	-172
Housing	28,906	42,020	13,114	-3,572	9,542
Resources	50,839	49,725	-1,114	861	-253
Governance and Assurance	26,294	27,783	1,489	-1,377	112
Strategy and Communities	8,233	10,797	2,564	-2,564	0
Support Cost Reallocations	-49,053	-49,053	0		0
Contribution from Reserves	-2,430	0	2,430	-2,400	30
<b>General Fund Service Outturn Forecast</b>	<b>355,398</b>	<b>372,842</b>	<b>17,444</b>	<b>-8,120</b>	<b>9,325</b>
General Contingency	4,000	0	-4,000	0	-4,000
<b>General Fund Outturn</b>	<b>359,398</b>	<b>371,497</b>	<b>13,444</b>	<b>-8,120</b>	<b>5,325</b>
<b>DSG</b>	<b>0</b>	<b>-2,927</b>	<b>-2,927</b>	<b>2,927</b>	<b>0</b>

31. The council's primary area of overspend was temporary accommodation, a challenge faced by many local authorities due to national cost and demand pressures, which are particularly severe in London. London councils<sup>1</sup> have identified this as the single biggest risk to London authority finances. The overspend is driven by the rising number of homeless individuals requiring temporary accommodation, and the increasing costs due to landlords withdrawing from arrangements with boroughs. This has led to a greater reliance on more expensive nightly paid accommodations, including hotels. Additionally, there is a growing mismatch between the costs of temporary accommodation in London and the government subsidies provided.
32. Adult Social Care closed the year with an in-year pressure of £4.1m before the drawdown of reserves. The service is experiencing continued increase in year-

<sup>1</sup> [£330m homelessness overspend as housing crisis threatens to bankrupt London boroughs | London Councils – Home](#)

on-year costs especially in nursing and homecare within the older people and physical disabilities service.

33. Budget monitoring reports to cabinet have previously highlighted the rising risk to council finances of temporary accommodation and cost pressures in adult social care. The departmental narratives below discuss the main cost and demand pressures together with mitigating actions and the achievement of the savings targets which were agreed at the start of the year.
34. The council will need to draw down £5.3m of unplanned reserves to balance the budget in 2024-25.
35. Appendices A,C and D provide more detail on the in-year budget and reserve movements.
36. The overall impact of these transactions will be reported in full within the draft statement of accounts to be signed by the S151 Officer and will also be considered by the audit, governance and standards committee later this year. These will then be subject to external audit.
37. The following paragraphs outline in more detail the outturn by each directorate.

### **CHILDREN'S AND ADULTS' SERVICES**

38. The Children and Adults services closed the year with a near balanced position after movements of reserves. There are areas of expenditure that continue to cause concern such as the rising demand for care packages in Adult Social Care, the need to use high cost placements within Children's Social Care as well as the increased demand on the Home to School transport service. The Dedicated School Grant (DSG) also continues to experience increasing demand for special educational needs placements.
39. The department has reserves built up over the last few financial years to withstand some of these challenges in a planned and purposeful way over the short to medium term, while mitigation plans are developed to ensure a financially sustainable service, and Directors continue to practice strict financial management across all areas.

### **Adult Social Care**

40. Adult social care is experiencing financial pressures in year-on-year costs especially in older people and physical disabilities services. The increased expenditure is driven by higher levels and complexity of client need, as well as higher than expected inflationary increases as a result of rising price and wage inflation.
41. The service is actively mitigating these pressures through early help initiatives, reablement, maximising the use of block contracts and reviews of care packages.

42. Adult Social Care has been working closely with NHS partners to deliver better health and social care outcomes for the residents of Southwark, as well as achieving better value for money through joint commissioning. Changes to the NHS in 2025 will have to be handled very carefully to ensure we can continue to work together effectively, efficiently and in the best interests of our residents.
43. Adult Social Care works very closely with Finance, HR and Integrated Commissioning colleagues and the strength and depth of these well-developed professional relationships is a key aspect of our success. We will navigate the road ahead with great care and attention, awaiting the Government's review of the sector and what a National Care Service will mean in practice.

### **Children's Social Care**

44. Children's Social Care closed the year with a near balanced position. This can be attributed to purposeful early help work to better support children and families. This is as a result of well managed reduction in demand for statutory social care services and primarily lower numbers of children in care.
45. However, the financial benefits of this have been offset by increased individual placements costs especially in residential care due to young people with more complex needs as well as the shortage of available foster placements resulting in the use of more costly provision. The service is working hard with commissioning and corporate colleagues to address the lack of sufficient placements through opening two children's homes and increasing the capacity of commissioned semi-independent accommodation providers within the borough.
46. While a significant shortage in the supply of children's social workers is still a major challenge here, across London and the country, our recruitment and retention initiatives have helped mitigate this position, to some extent. The Council's plans for Key-worker Housing will, we believe, have a very positive impact and we look forward to seeing that materialise.
47. Furthermore, there are still concerns that the cost of living crisis, higher than normal inflationary increases of placement costs and rising numbers of unaccompanied asylum seeking children in the borough, is likely to present financial pressure especially in the medium and longer term.

### **Education**

48. The Education Service is also part of the Children's Services Directorate, overseen by the Director of Children's Social Care (DCS). The service ended the year with a nearly balanced position. However, the key area of concern remains the Home to School transport service, which has seen a year-on-year increase in spend. While the service received an investment in 2024-25 through budget challenge there was still an end of the year budget pressure.
49. The service continues to implement initiatives such as increasing the use of personal budgets for both in-borough and out-of-borough placements, this led

to reduced costs per child. Nevertheless, these measures have not fully offset the overall increase in out-of-borough placements, therefore further development of in-borough Special Education Needs and Disability (SEND) provision is needed and actively being commissioned.

### **Dedicated School Grant (DSG)**

50. The ring-fenced Dedicated Schools Grant achieved a favourable outturn of £1.1m which is mainly due to an improved position on the High Needs Block. Despite the favourable outturn the High Needs Block remains the main risk area for the DSG as this area has seen an average increased expenditure of 6% over the last 5 years mainly due to increased demand of Education, Health and Care Plans (EHCPs).
51. 2024-25 was the second year of the Council's Safety Valve Agreement with the Department of Education (DfE). In addition, the favourable outturn of £1.1m the council received the full £1.77m funding to offset the accumulated deficit having successfully achieved the agreed milestones/outcomes, bringing the accumulated deficit on the balance sheet down to £5.8m. The key aim is to ensure a sustainable service with better outcomes for children as well as an in year balanced position for the DSG.
52. The Council must continue our Keeping Education Strong strategy in order to address the falling rolls situation in Southwark and across London. The funding formula means that as the number of children enrolling in our schools falls the funding falls too, directly, and immediately. The scale of falling rolls has been dramatic and there is no sign of that recovering. The Council is supporting schools as best we can and working with them to right size capacity with demand, sensitively and respectfully. Our focus is on ensuring all children in our borough have access to high quality education to enable them to achieve their full potential. In addition to the co-produced strategy there are clear protocols and procedures that we use to support schools in financial difficulty.

### **Public Health**

53. The Public Health grant is a ring-fenced grant paid to Local Authorities from the Department of Health and Social Care (DHSC). It is used to provide preventative public health services to improve health and wellbeing, and to reduce health inequalities, through evidence-based interventions.
54. This includes commissioning drug and alcohol services, children's health services, sexual health services, smoking cessation, preventive cardiovascular health checks, exercise on referral and weight management services as well as gathering, analysing and interpreting information that influences the decisions made by Public Health, the wider Council and the NHS.
55. The grant also covers delivery of a policy portfolio, providing strategic advice and guidance on matters relating to health and wellbeing, from suicide prevention through to sexual & reproductive health, mental health and wellbeing, tobacco control, immunisation and screening, health protection and

healthy places (regeneration, transport systems, urban planning, culture & leisure).

56. The on-going cost of living crisis is having wide-ranging negative impacts on mental and physical health, and Public Health plays a vital role in mitigating these effects. Initiatives include free targeted secondary school meals building on the successful free healthy primary school meal offer, and outreach health promotion activities including cancer screening and vaccinations.

### **Integrated Health and Care**

57. Integrated Health and Care has closed the year with a near balanced position for 2024-25 for the council's general fund budget lines.
58. The department was created in June 2024 with the joint appointment between the council and Southwark Integrated Care Board (ICB) of the Strategic Director for Integrated Health and Care (also known as the Place Executive Lead for Southwark). This is a positive step towards further integration between the council and the ICB. The expectation is that further integration will support both organisations in achieving better health and social care outcomes for the residents of Southwark as well as achieving better value for money through joint commissioning of services for budgets that are under pressure across both organisations.
59. The department includes a joint commissioning team which is funded by both ICB and the council and includes a fully council funded contract monitoring and systems teams. The government recently announced significant cost reduction requirements for the ICB. It is expected that the joint funded teams within this area will be impacted by the changes following this announcement in the near future.
60. The department continues to implement the Southwark Residential Care Charter and is using the Southwark Supplement to support payments for the workforce in relation to London Living Wage, Occupational Sick Pay, and other benefits. Implementation within the borough's care home sector means that already about 75% of our care home workforce are benefitting from this policy.

### **ENVIRONMENT, SUSTAINABILITY AND LEISURE**

61. The reported outturn for the Environment, Sustainability and Leisure department is a favourable variance of £0.17m after a net transfer to reserves of £5.7m. This represents a favourable movement of £1.3m from the forecast at month 8. This is due to a few "one-off" favourable movements:
- Various departmental underspends due to vacancies and other smaller underspends against operational budgets
  - Net favourable compensation payments received from the previous management of the council's leisure centres.
  - Additional income from various services within the department.

62. The overspend in 'No Recourse to Public Funds' (NRPF) budgets of £1.3m, have been offset by additional income from various services within the environment directorate, underspends against service budgets within the leisure directorate as well as a "one-off" compensation payments and other minor variances.
63. The departmental savings target for 2024-25 totaled £5.9m of which 98% was delivered, and 2% mitigated for additional income and other mitigation measures.

### **Environment**

64. The directorate is reporting a favourable outturn variance of £0.76m due to additional income in most of its divisions, partially offset by additional costs, as well as costs from ill-health retirement and additional bad debt provisions in the waste and cleansing division. The position is after net transfers to reserves (private rented service license income in advance, as well as parking income, both of which have restrictions on spending).

### **Leisure**

65. The directorate is reporting a £0.3m favourable outturn position mainly due to underspends against operational budgets as well as a significant increase in a "one-off" compensation payment received. This improved position has helped support the wider department.

### **Stronger Neighbourhoods**

66. The directorate is reporting an adverse variance of £0.9m (a £0.3m improvement on month 8 position) mainly arising from the impact of the cost-of-living crisis on individuals and families subject to 'no recourse to public funds' (NRPF) which has increased the cost of support, resulting in significant increases in client payments and accommodation costs. While the NRPF overspend is a national trend, officers are working on several mitigating actions that they hope will result in reduced pressure for 2025-26 and a focus on eliminating the pressure over a few years.
67. Additional funding was secured as part of the 2024-25 budget cycle; however, increased unit costs (and possibly demand) has meant that cost pressure for 2024-25 has remained high.

### **Climate Change & Sustainability**

68. The directorate is reporting a small underspend after a drawdown from reserves.

### **Planned movement in Reserves**

69. The main movements in reserves include a drawn down of £3.6m from reserves in 2024-25 to cover the

- “Fairer Greener Safer streets”,
  - Waste PFI contract variations settlements
  - Cycling initiative due to reduced Transport for London (TfL) funding,
  - VAWG (Violence Against Women and Girls) transformation Programme, and other smaller priority projects costs.
70. The department will also be topping up the ‘Highways Transformation’ reserve by £6.2m to ensure adequate provisions are built up to deliver the council’s transport related strategies, including “streets for people”. The private residential sector licensing reserve will be topped up by £1.5m to ensure that all costs can be adequately covered over the 5 year lifecycle. As part of the year end process, the Ukraine resettlement reserve previously held corporately, is being transferred to the department, and a new reserve is setup for the dispersal grant (after 2024-25 drawdowns). This will facilitate a comprehensive and transparent schedule of qualifying spend to be developed in 2025-26 which will be applied to all future drawdowns – in line with the latest guidance provided with the 2025-26 grant.

## **STRATEGY & COMMUNITIES**

### **Overview**

71. The Strategy and Communities department is currently forecasting a balanced outturn position for 2024-25. This is after planned drawdowns from relevant reserves of £2.3m.
72. The department has been through a series of restructurings and is also leading on the Future Southwark and Southwark 2030 strategies. The one-off costs increases are being funded by reserve drawdown as well as departmental underspends. The New Assistant Chief Executive – Strategy and Communities is in the process of reviewing the permanent structure of the team in 2025-26 with an aim to manage any cost pressure created from the current structures and to ensure adequate capacity is maintained to deliver all future council priorities.

### **Planned movement in Reserves**

73. The directorate plans to draw down £1.6m from its capacity building reserve, £0.6m from the Modernisation reserve and £0.1m from the Southwark 2030 reserve with balances carried forward to 2025-26 to fund corporate change delivery work going forward.
74. In addition, £174k will be drawn down from the Voluntary Sector Small Grant Support Scheme reserve to cover grant awards, leaving a balance of £1.5k to be carried forward to 2025-26.

## HOUSING GENERAL FUND OUTTURN 2024-25

### Overview

75. The outturn for 2024-25 shows an unfavourable variance of £13.1m (gross) and £9.5m net of planned reserve movements. This is primarily caused by the continuing budget pressure in homelessness, offset by positive variations elsewhere across the department.

### Asset Management - Private Sector Building Safety

76. The Private Sector Building Safety Programme was established during 2021 to undertake inspections and enforcement on high rise residential blocks with specific focus on Aluminium Composite Material (ACM) cladding. Subsequently, the scope of the programme has increased to non-ACM high rise buildings as more onerous legislative building safety requirements have been introduced, including enforcement action on private sector landlords. Funding is through a combination of base budget and grant funding from the Ministry of Housing, Communities and Local Government (MHCLG). Residual in-year grant funding is being carried forward as a reserve to meet future programme commitments, without the need for any additional base budget commitment.

### Landlord Services – Hostel Accommodation and Support and Travellers Sites

77. During 2023 the council took over operational management for three hostels previously run by external providers. This is effectively a tri-party arrangement between Housing, Children's and Adult Services (CAS) and the hostel's landlords. In general, the cost to Housing is broadly neutral subject to optimum occupation being achieved, but in the event of unbudgeted costs/ void losses, these are underwritten by CAS under the inter-departmental agreement.
78. The council operates four traveller's sites, one of which is currently vacant pending refurbishment works, with a subsequent reduction in running costs and void loss. This along with a long-term vacancy and reduction in bad debt requirement has contributed to the underspend. The council operates four traveller's sites, one of which is currently vacant pending refurbishment works.

### Landlord Services - Temporary Accommodation and Housing Solutions

79. Homeless approaches and acceptances have shown a relatively steady increase over the year, notwithstanding increased focus in this area of activity. Supply-side scarcity and increased rental rates to external landlords account for the huge increase in costs to £10.1m, net of reserve funding (£4m). Throughout 2023-24 and the majority of 2024-25, there has been a noticeable rise in providers exiting the private rental market. This is in response to declining financial returns and a shift towards more expensive nightly-paid agreements.

80. In mitigation of this trend, measures have been introduced as follows:
- proactive engagement with landlords to negotiate lower nightly rates,
  - enhanced governance over nightly paid agreements to ensure best value for money,
  - stricter front-door procedures and direction to the private rented sector (PRS), pending a homelessness decision being made,
  - seeking alternative more affordable accommodation for those households currently in the most expensive properties,
  - introduction of the Dynamic Purchasing System (DPS) to regularise procurement and stimulate price competition between providers.
81. No effective controls exist to regulate rents in the private sector and with restrictions placed on Local Housing Allowance (LHA) rates for council supply, this will inevitably increase demand for local authority provision, which is also being exacerbated by Home Office asylum cases. However, in recognition of the ongoing budgetary pressure, additional Homelessness Prevention Grant of £0.7m was provided late in 2024-25 and a further £3.2m has been included for 2025-26.

### **Corporate Support Services**

82. This comprises budgets of a corporate nature including service level agreements, recharges and central provisions that are not directly attributable to a specific operational service area. One-off in-year cost reductions have marginally contributed to mitigating the overall outturn position for 2024-25.

### **RESOURCES**

83. The Resources department comprises of strategic and professional finance services, pensions and treasury, digital and technology services, planning and growth and customer and exchequer and customer services. Overall, the department is projecting a favourable variance of £0.240m. The main cost pressure relates to the reduced housing benefit subsidy for temporary accommodation.
84. The Technology and Digital Service remains committed to providing the essential tools, capabilities, and infrastructure to ensure that all residents can access digital technology and reap its numerous benefits.
85. Operational delivery of IT infrastructure and support services is managed through a collaborative agreement with the London Borough of Brent and Lewisham, forming the Shared Technology Service (STS). The tech landscape presents several challenges, including the risk of cyberattacks and data breaches, which could result in financial and reputational harm. This necessitates ongoing investment in and implementation of cybersecurity measures. The continued shift towards cloud computing offers improved security and other advantages such as the flexibility and scalability needed to meet the council's future requirements. Additional significant efforts have been made to create data platforms that enhance service delivery to residents by

fostering more integrated and informed approaches, thereby elevating the quality of life for the community. The service continues to offer technological and digital support, alongside strategic business partnering advice, to all council departments, facilitating efficient service provision and business improvements aligned with the five key pillars outlined in the Technology and Digital Strategy for 2024-2026.

86. In terms of finances, TDS successfully met its target budget for 2024-25, having forecast a relatively small pressure at month 8. This is a positive outcome for a service that continues to operate in an environment where there is a rapid pace of technological evolution that can lead to unforeseen costs and require specialised skills and expertise to complement its Southwark's workforce.
87. The planning and growth directorate outturn is a breakeven position, an improvement on the month 8 position which was forecasting an overspend of £1.3m due to reduced income. The department have successfully met their income targets by the end of the year. The directorate will be setting up a new reserve to facilitate the smoothing of property and planning income from year to year.
88. Customer and Exchequer services outturn is an adverse variance of £1.9m overspend after the drawdown of planned reserves. Of this, £1.5m is attributed to the gap between reduced housing benefit subsidies and the cost of temporary accommodation representing an additional overspend in this area. The remaining net £0.4m is a mix of various over and underspends across the service.
89. The Pensions and Treasury team has an overspend of £0.22m related to increased agency costs in this area. This will be reduced in the new year as some of the agency staff are fixed term, and there is an ongoing conversation around a restructure in this team to provide better support. The professional finance services are underspending, and helping to cover the overspends in Customer and Exchequer, and other areas in Resources.

## **GOVERNANCE AND ASSURANCE**

90. The Governance and Assurance department comprises of Legal and Governance services, Human Resources (HR) and Corporate Facilities Management (CFM). Overall, this is showing an adverse variance of £0.112m.
91. Corporate Facilities Management (CFM) is responsible for managing the council's operational estate, ensuring that buildings are compliant with health and safety regulations and are fit for purpose for both staff and service users alike. FM services are largely delivered through an outsourced Facilities Management (FM) contract, performance of which is closely monitored during the year to ensure that any service variations are addressed from both a delivery and financial perspective. Alongside the outsourced FM contract, CFM delivers an insourced cleaning service to both the Tooley Street and the Queens Road sites through a mixture of Southwark staff and agency supply, which is not unusual for this type of service, but can place pressure on the

establishment budget. While overall CFM can report a relatively small pressure against budget of £110k, this mainly reflects favourable variances in terms of contract costs, offset by staffing pressures and delays to the closure of certain buildings to achieve the associated planned savings.

92. HR presents a nil variance at outturn after planned application of reserves for transformation initiatives and employment of apprentices.
93. Governance and Assurance, and Legal show a balanced position at year end. Improved from M10 reporting due to a higher recovery of income in the Legal teams for Q4 and underspends in other areas of Governance.
94. The elections team has drawn down £640k from reserves to cover costs incurred in the General Election and GLA Election this year. Much of this will be recovered by grant income, to be received in the 2025/26 financial year. Governance and assurance are showing a balanced position at outturn after the application of reserves.

### **CONTINGENCY AND RESERVES**

95. The £4m contingency budget has been utilised to offset in-year budget pressures, together with £2.4m from earmarked general reserves.

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

96. This is the budget outturn report for 2024-25 that monitors expenditure on council services, compared to the planned general fund and HRA budget agreed in February 2024. Although as an outturn report, this report has been judged to have no direct impact on local people and communities, the expenditure it is reporting reflects plans designed to have an impact on local people and communities. Community impact was considered at the time the services and programmes were agreed. It is important that resources are efficiently and effectively utilised to support the council's policies and objectives.

### **Climate change implications**

97. There are no climate change implications arising directly from this report, which provides the revenue outturn position for 2024-25.

### **Resource implications**

98. This report is the outturn report which details the budgetary outcomes in 2024-25

### **Consultation**

99. No consultation has taken place as this report details the 2024-25 revenue budget outturn.

**SUPPLEMENTARY ADVICE FROM OTHER OFFICERS****Assistant Chief Executive (Governance and Assurance) (NBC 20250521)**

100. Section 151 of the Local Government Act 1972 requires the Council to make such arrangements for the proper administration of their financial affairs. In addition, Section 25 of the Local Government Act 2003 requires the chief finance officer to report on the robustness of the estimates made and the adequacy of the proposed financial reserves in the budget calculations.
101. Section 28 of the Local Government Act 2003 imposes a duty on the council to monitor its budgets throughout the financial year. The council must take necessary appropriate action to deal with any deterioration in the financial position revealed by the review. This report sets out the current situation regarding the general fund capital programme indicating that the costs can be contained within the current funding envelope. It also sets out the position regarding the housing investment programme.
102. Section 114 of the Local Government Finance Act 1988 requires the chief finance officer to report if there is or is likely to be unlawful expenditure or an unbalanced budget.
103. The keeping of the Housing Revenue Account (HRA) is governed by Schedule 4 of the Local Government and Housing Act 1989. On 10 November 2020, the Ministry of Housing, Communities and Local Government (MHCLG) published guidance on the operation of the ring-fenced HRA account. The guidance updated and replaced previous guidance and the Council should adhere to such guidance in relation to the HRA.
104. Section 76 of the Local Government and Housing Act 1989 requires the Council to prevent debit balances on the Housing Revenue Account. The council has a duty to maintain a balanced budget throughout the year and, accordingly, members are required to regularly monitor the council's financial position.
105. Decisions regarding the strategic aspects of the regulation and control of the council's finances are reserved to the cabinet in accordance with Part 3B of the constitution. This part refers to the cabinet having responsibility for the "council's revenue and capital budgets, including the housing revenue account, ensuring effective financial control and the achievement of value for money, within the provisions of financial standing orders. The Financial Standing Orders require the chief finance officer to report on the overall financial position of the council and on capital expenditure incurred by the council to the cabinet on a regular basis.
106. The council is required under section 149 of the Equality Act 2010 to have due regard to the need to:
  - Eliminate unlawful discrimination harassment and victimisation

- Advance equality of opportunity between people who share protected characteristics and those who do not
- Foster good relations between people who share protected characteristics and those who do not.

107. Cabinet needs to take account of this duty in considering this report.

108. The Community, equalities (including socio-economic) and health impacts section above indicates that whilst this report has been judged to have no direct impact on local people and communities, the expenditure it is reporting reflects plans designed to have an impact on local people and communities.

109. The public sector equality duty is a continuing duty and will need to be taken account of in any processes to mitigate budget pressures.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

## APPENDICES

No.	Title
Appendix A	Interdepartmental budget movements to be approved and noted
Appendix B	Council Reserves as at 31 March 2025
Appendix C	Reserves to Approve
Appendix D	Reserves to Note

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Stephanie Cryan, Equalities, Democracy and Finance	
<b>Lead Officer</b>	Clive Palfreyman, Strategic Director of Resources	
<b>Report Author</b>	Tim Jones, Director of Corporate Finance.	
<b>Version</b>	Final	
<b>Dated</b>	3 June 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	N/a	N/a
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>		3 June 2025

## Appendix A - Interdepartmental Budget Movements months 1 to 12 2024-25

## Interdepartmental movements to be approved months 1 to 12 2024-25

	Department From	Amount £	Department to	Amount £	Description of the budget movement
Approve	Environment Sustainability and Leisure	(1,658,256)	Resources	1,658,256	Transfer Local Economy Team
Approve	Resources	(452,769)	Environment Sustainability and Leisure	452,769	Transfer flood risk budget
Approve	Children and Adults	(3,634,672)	Integrated Health and Care	3,634,672	Set up Integrated Health and Care budget
	Environment Sustainability and Leisure	(262,200)			
Approve	Governance and Assurance	(174,000)	Resources	809,000	Southwark 360 Budget
	Resources	(635,000)			
Approve	Resources	(1,719,501)	Environment Sustainability and Leisure	1,719,501	Realignment of recharge budgets following review of ESL charges to the HRA
Approve	Resources	(1,813,135)	Children and Adults	2,184	Align business rate budgets on corporate buildings
			Environment Sustainability and Leisure	994,939	
			Governance and Assurance	816,012	
Approve	Resources	(300,000)	Resources	300,000	Transfer asset valuation budgets

## Interdepartmental movements to be noted months 1 to 12 2024-25

	Department From	Amount £	Department to	Amount £	Description of the budget movement
Note	Resources	(15,000)	Governance and Assurance	15,000	Contractual inflation for Electoral Management System
Note	Resources	(148,512)	Children and Adults	55,277	Local Government Pension Scheme adjustments
			Environment Sustainability and Leisure	93,235	
Note	Resources	(16,000)	Children and Adults	16,000	Commissioning realignment
Note	Resources	(60,594)	Governance and Assurance	60,594	Transfer Organisational Development
Note	Strategy and Communities	(229,757)	Governance and Assurance	229,757	Transfer Equalities, Diversity and Inclusion team
Note	Environment Sustainability and Leisure	(16,832)	Strategy and Communities	16,832	Transfer legal grant budgets
Note	Resources	(219,000)	Children and Adults	219,000	Teachers' pension budgets
Note	Resources	(106,712)	Environment Sustainability and Leisure	106,712	Una Marson Library business rates
Note	Environment Sustainability and Leisure	(68,500)	Resources	115,700	Centralisation of commercial card budgets
	Resources	(47,200)			
Note	Resources	(217,829)	Governance and Assurance	15,157	Year end realignment of budgets
			Resources	202,672	

## Appendix B Council Reserves

	Reserve Balances as at 31 March 2024	In- year movement	Reserve Balances as at 31 March 2025
<b>Corporate Projects &amp; Priorities</b>	<b>-£63,567,235</b>	<b>£4,634,855</b>	<b>-£58,932,380</b>
Corporate Capacity Building	-£2,181,121	£1,582,007	-£599,114
Corporate Software Application Development	-£21,609,832	£1,074,594	-£20,535,238
Cost of Living Fund	-£22,390,551	£614,225	-£21,776,326
Modernisation, Service and Operational Improvement	-£2,998,944	£1,529,357	-£1,469,587
Southwark 2030 Fund	-£3,000,000	£173,343	-£2,826,657
Other Reserves <£2m	-£11,386,787	-£338,671	-£11,725,458
<b>Service Reviews &amp; Improvements</b>	<b>-£58,338,318</b>	<b>-£1,333,831</b>	<b>-£59,672,149</b>
Adult Social Care Resilience Plan	-£10,266,995	£2,747,604	-£7,519,391
Children & Adults SEND	-£2,631,916	-£900,000	-£3,531,916
Children and Adults Innovation Development	-£3,940,883	£1,503,761	-£2,437,122
Children and Adults Transformation	-£3,057,614	£195,191	-£2,862,423
Children and Families Future Risks	-£3,881,420	£0	-£3,881,420
Employment Skills	-£5,510,458	£1,425,153	-£4,085,305
Highways Transformation	-£7,422,420	-£6,192,000	-£13,614,420
Public Health	-£5,738,498	£1,370,766	-£7,109,264
Rough Sleeping Initiative	-£2,461,630	£2,461,630	£0
Temporary Accommodation Strategy	-£3,482,608	-£3,263,119	-£6,745,727
Other Reserves <£2m	-£9,943,875	£2,058,714	-£7,885,161
<b>Capital Reserves</b>	<b>-£29,754,438</b>	<b>£3,136,868</b>	<b>-£26,617,571</b>
Aylesbury Development	-£6,000,270	£0	-£6,000,270
Highways and Parking Climate Emergency Projects	-£4,798,091	£2,135,049	-£2,663,042
Planned Preventative Maintenance and Building Compliance	-£4,087,369	£0	-£4,087,369
Regeneration and Development	-£4,360,386	£1,574,925	-£2,785,461
Other Reserves <£2m	-£10,508,322	-£573,107	-£11,081,429
<b>Strategic Financial Risk</b>	<b>-£48,490,815</b>	<b>£4,474,774</b>	<b>-£44,016,041</b>
Contractual Risk	-£2,450,000	£0	-£2,450,000
Funding Risk	-£30,204,312	-£3,013,548	-£33,217,860
Pay and Inflation	-£11,601,820	£7,055,413	-£4,546,407
Pension Liability Risk	-£2,684,451	£0	-£2,684,451
Other Reserves <£2m	-£1,550,232	£432,909	-£1,117,323
<b>Technical and Smoothing Reserves</b>	<b>-£42,294,726</b>	<b>£2,768,523</b>	<b>-£39,526,203</b>
Equalisation Reserves	-£19,778,916	£1,915,099	-£17,863,817
Insurance	-£9,710,847	£2,117,798	-£7,593,049
Planned Support for MTFP	-£7,500,000	-£100,000	-£7,600,000
Schools de-delegated balances	-£2,818,769	-£2,477,073	-£5,295,842
Other Reserves <£2m	-£2,486,194	£1,312,699	-£1,173,495
<b>Grand Total</b>	<b>-£242,445,533</b>	<b>£13,681,189</b>	<b>-£228,764,344</b>

## Appendix C Reserve Movements to approve

Department	Movement Type	Amount	Reserve Name	Reason for Request
Resources	Increase	-1,600,000.00	Corporate Software Application Development	Annual appropriation into reserve
ESL	Increase	-1,462,730.00	Private Rented Sector Resilience	Equalisation reserve designed to ensure that the costs of the Housing Enforcement Team are covered over a five year designation
Housing	Increase	-428,000.00	Cladding Remediation New Burdens Funding	To fund additional staff required and data system for future enforcement against private building owners in 2025-26 onwards.
Housing	Release	813,053.00	Public Health	Drawdown from the PH reserve to fund Damp and Mould works for 2024-25 Q1
Education	Increase	-353,900.00	Children's and Education Sustainability fund	Provision for risk within the SEND service following implementation of refreshed data system and processes
Housing	Release	482,410.00	Public Health	Drawdown from the PH reserve to fund Damp and Mould works for 2024-25 Q2
Education	Increase	-323,187.00	Schools and Education risk reserve	School funding to cover future financial risk of changes in pupil numbers.
G&A	Release	643,180.00	Election Reserve	Drawdown from the Election reserve to fund GLA election costs, to be recovered through GLA election grant claim
Education	Increase	-1,625,335.00	Schools and Education risk reserve	Provision from school balances requiring consultation with schools forum on future utilisation
IHC	Increase	-887,594.00	Children and Adults Transformation	South East London ICB provided £121k to support better joined up care and wellbeing to Southwark residents, £230k to tackle prevention and health inequalities, £137k to support multi-disciplinary working to deliver a frailty pilot at a neighbourhood level. Finally, £400k to support the development of integrated neighbourhood teams to deliver more joined up and proactive care
Public Health	Increase	-2,936,909.00	Public Health	Favourable variance on public health budgets earmarked for use on future schemes.
Childrens	Increase	-400,359.00	Adoption Support Fund	Held on behalf of all authorities in the South East Adoption Area.
ESL	Increase	-348,916.00	Recycling Fund	Funds set aside to improve recycling rates
ESL	Increase	-803,826.00	Asylum Dispersal	Due to the level of funding received by central government and the multi year nature of projects associated with asylum dispersal the creation of a separate reserve is now essential in retaining the specific funding and delivering projects.
ESL	Increase	-4,578,508.00	Ukraine Resettlement	The Director of Stronger Neighbourhoods requires transparency concerning the reserve value associated with the Ukraine projects. Establishing a separate reserve assists with ongoing departmental reporting and planning over the medium term.
ESL	Release	4,578,508.00	Cost of Living	
Public Health	Increase	-1,039,311.00	Public Health	Favourable variance on public health budgets earmarked for use on future schemes.
Resources	Release	2,674,593.83	Corporate Software Application Development	Net costs incurred by the ERP project
Resources	Increase	-2,317,000.00	Temporary Accommodation Strategy	Favourable variances in strategic financing budgets to mitigate anticipated TA cost and demand pressures in future years.
Resources	Increase	-2,484,489.00	Temporary Accommodation Strategy	Favourable variances in strategic financing budgets to mitigate anticipated TA cost and demand pressures in future years.
Housing	Release	1,538,370.00	Temporary Accommodation Strategy	Drawdown from TA reserve to mitigate the budget pressure
Housing	Release	2,461,630.00	Rough Sleeping Initiative	Drawdown from TA reserve to mitigate the budget pressure

Department	Movement Type	Amount	Reserve Name	Reason for Request
ESL	Increase	-6,192,000.00	Highways Transformation	Parking account income earmarked for schemes designed to improve conditions on roads plus any other schemes as permitted by traffic management legislation. Reserve supporting the Streets for People strategy to improve residents quality of life and take action on climate change
Resources	Increase	-3,000,000.00	Collection Fund Reserve	Contribution to Collection Fund Smoothing reserve to support the 2025/26 budget
Resources	Increase	-663,891.90	Collection Fund Reserve	Contribution to Collection Fund Smoothing reserve to support the 2025/26 budget
Resources	Release	846,474.88	Modernisation, Service and Operational Improvement	Funding SMART analogue to digital project
Resources	Increase	-7,000,000.00	Collection Fund Reserve	Contribution to Collection Fund Smoothing reserve to support the 2025/26 budget
Resources	Release	7,000,000.00	Future Pay Award Smoothing	
Adults	Release	3,000,000.00	Social Care Resilience	Reserve transfer to assist in ASC OP overspend due to demand/complexity of needs in care packages
Education	Release	1,000,000.00	Children and Adults Innovation Development	Service restructuring and safety valve commitments
Education	Release	463,761.00	Children and Adults Innovation Development	Drawdown of a reserve to fund Safety Valve transformation work
Childrens	Release	502,247.00	Adoption Support Fund	Held on behalf of all authorities in the South East Adoption Area.
ESL	Release	1,385,000.00	Waste PFI Equalisation	Waste PFI equalisation reserve fund to cover the varying levels of the annual unitary charge over the 25 year contract term.
ESL	Release	372,285.00	Environment and Leisure Change Programme	The funding release is to cover the costs of additional resources brought in to support the council's ambitious programme for violence against women and girls (VAWG), women's safety and the council's work on misogyny.
Strat&Comms	Release	735,000.00	Corporate Capacity Building	Drawdown from Corporate Capacity Building reserves for the costs relating to Future Southwark project phase 1, to cover the adverse variances in the Strategy and Impact Team, and to cover the adverse variances in the wider department.
Strat&Comms	Release	399,408.00	Corporate Capacity Building	
Strat&Comms	Release	447,599.00	Corporate Capacity Building	
Strat&Comms	Release	295,283.67	Modernisation, Service and Operational Improvement	The expenditure is for planned additional interim, temporary staff for Future Southwark and support cross organisational programmes of change.
Strat&Comms	Release	300,948.89	Modernisation, Service and Operational Improvement	Drawdown covering the overspend in Housing Benefit Subsidy relating to Temporary Accommodation and the 53 week rent charge compared to 52 week subsidy claim.
Resources	Release	600,000.00	Council Tax and Housing Benefits Subsidy Equalisation	
Resources	Release	500,000.00	Council Tax and Housing Benefits Subsidy Equalisation	
Resources	Release	1,337,906.35	Employment Skills	These funds have been expended in support of our Council Delivery Plan ambition to create a thriving and inclusive economy, specifically targets to create jobs, apprenticeships and training opportunities.
Resources	Release	357,702.49	Southwark Pioneers Fund	These funds have been expended in support of delivery of the Southwark Pioneers Fund which delivers against the Council Plan pledge to: back Southwark residents to start more businesses, co-operatives: and social enterprises, growing a network of start-up hubs rooted in our communities. With extra support for entrepreneurs who are underrepresented in business, including women, Black, Asian, minority ethnic and disabled people.
ESL	Release	469,422.00	Ukraine Resettlement	To balance the position of the Ukraine Resettlement code for 2024/25.
Housing	Release	314,762.00	Public Health	Drawdown from the PH reserve to fund Damp and Mould works for 2024-25 Q4

Department	Movement Type	Amount	Reserve Name	Reason for Request
Housing	Release	389,775.00	Public Health	Drawdown from the PH reserve to fund Damp and Mould works for 2024-25 Q3
Resources	Increase	-1,000,000.00	Planning and Growth Smoothing	Creation of Planning and Property Smoothing Reserve
Resources	Release	621,496.91	Building Schools for the Future Private Finance Initiative Tran	Schools PFI Equalisation balance
Resources	Release	429,797.00	HR Strategy Review Plan	The HR / OT budget plan has a number of funding sources including planned release of reserves.
Resources	Release	2,400,000.00	Planned Contribution to Support General Fund 2025-26	General Fund Contribution from Reserves (Approved as part of MTFs)
Adults	Release	500,000.00	Social Care Resilience	Adult Social Care Older Person's care packages have overspent by circa £5 million for 24/25. The care package overspend is mainly driven by residential care, nursing care and domiciliary care due to demand/complexity of needs.
Resources	Increase	-2,500,000.00	Planned Contribution to Support General Fund 2026-27	Transfer of a reserve to provide funding during future years of funding uncertainty due to ongoing LGF reform for 26/27.
Resources	Release	2,500,000.00	Financial Risk and Future Liabilities	
Resources	Release	4,774,826.91	Financial Risk and Future Liabilities	Final General Fund reserve movement to balance the outturn
Resources	Release	375,517.09	Economic Risk	Final General Fund reserve movement to balance the outturn
IHC	Release	950,873.00	Children and Adults Transformation	Realign Children and Adults transformation funding to ensure it reflects the agreed S256 agreements.
Adults	Increase	-950,873.00	Social Care Resilience	
Resources	Release	300,000.00	Interest and Debt Equalisation	Release of reserve to smooth variances in interest receivable
Public Health	Release	664,942.00	Covid-19 Contain Outbreak Management Fund	Reserve to be fully released as the drawdown will offset the Covid-19 Contain Outbreak Management Fund related expenditure in line with the 30th September 2024 grant deadline.
ESL	Release	333,980.00	Regeneration and Development	Drawdown for payment of a sum of £300,000 plus £33,980 for professional fees, in full and final settlement to dispose of a long standing dilapidations claim made by the Council's former landlords at 19 Camberwell Church Street.
Resources	Release	1,909,423.38	Insurance Reserve	Drawdown to cover the insurance provision figure for all open insurance liability claims. This covers all current and historic liability insurance claims where the Council has a self-insured exposure. The data is provided by the relevant insurance claim handlers and an internal claims review
ESL	Release	1,877,430.41	Low Traffic Neighbourhood	Drawdown for Streets for People projects supporting the council's commitment to fairer, greener safer streets with more active travel, safer school journeys, reduced carbon emissions, better air quality, cleaner streets and town centres.
ESL	Release	362,936.18	Waste PFI equalisation reserve	Drawdown for implementation costs (bins, vehicles etc) for food waste collections to all households as required by the Environment Act 2021.
Resources	Release	1,026,675.84	Regeneration & Development Reserve	Urgent budget allocation required due to the administration of the existing operator to cover interim management arrangements (including urgent repairs) to ensure operation of the building and protect workspace for existing workspace users and businesses.

## Appendix D : Reserves to note

Department	Movement Type	Amount	Reserve Name	Reason for Request
Resources	Release	102,415.31	Cautionary Contact System	To cover costs incurred for the cautionary contracts project, reserve set aside and agreed for this use.
Resources	Increase	-173,684.00	Local Audit Fees (Redmond Review)	Redmond Review payment income into reserve to cover pensions costs in the future.
G&A	Release	93,569.00	Election Reserve	Drawdown to cover General Election overspend - expected to be recovered through election grant claim to be received in 2025/26
G&A	Increase	-45,547.00	Election Reserve	Annual movement into reserve to fund elections.
Resources	Release	151,212.00	Future Pay Award Smoothing	Restructure to the Technology and Digital Service, reserve funding was approved for three posts.
Resources	Release	43,922.00	Future Pay Award Smoothing	
Resources	Release	47,100.00	Digital Innovation Fund	To fund the delivery of a Microsite for Southwark wedding & civil ceremony services - establishing website
Resources	Release	229.8	Digital Innovation Fund	
Resources	Release	85,717.20	Digital Innovation Fund	To fund the delivery of a Digital Innovation Board approved project - Microsoft Copilot pilot licences for CAS, DiTo Network and Leisure Insourcing
Resources	Release	30,000.00	Digital Innovation Fund	To fund the delivery of a Digital Innovation Board approved project - Magic Notes for ASC trial
Resources	Release	34,692.00	Digital Innovation Fund	To fund the delivery of a Digital Innovation Board approved project - East Street Market Wifi
Strat&Comms	Release	173,791.00	Voluntary Sector Small Grant Support Scheme	Equalities grants funding to support VCS groups who were facing significant reduction in their grant funding manage the changes
ESL	Release	237,845.00	Climate Change Emergency Projects	Policy and Resources Strategy 2020-21 approved an allocation of £2m for Climate Change Emergency reserve to fund the various initiatives to deliver the Climate Change Strategy. This request is to cover the costs of additional posts set up to enhance the Councils efforts in tackling the climate emergency.
Adults	Release	98,477.00	Social Care Resilience	Reserve transfer to assist in ASC overspend due to demand/complexity of needs in care packages
IHC	Release	100,000.00	Social Care Resilience	
Education	Release	40,000.00	Children and Adults Innovation Development	One off payments of £20,000 to mitigate the impact of long COVID on budgets.
DSG	Increase	-245,078.00	Children's and Education Sustainability fund	Provision for risk within the SEND service following implementation of refreshed data system and processes
DSG	Increase	-154,269.00	Children's and Education Sustainability fund	
DSG	Increase	-146,753.00	Children's and Education Sustainability fund	
Education	Release	120,558.00	Health and Wellbeing Commitment to Mental Health	£2m was allocated by the Council for investment in early intervention and prevention services for mental health help in schools in 2018/19. The 24/25 spend is £120,558 and is used to meet its objectives.
Education	Release	149,975.00	Southwark Scholarship Scheme	Drawdown is to fund the tuition fees of pupils within the scholarship scheme
DSG	Increase	-173,748.00	Schools and Education risk reserve	School funding to cover future financial risk of changes in pupil numbers.
DSG	Increase	-4,500.00	Schools and Education risk reserve	
DSG	Increase	-52,161.00	Schools and Education risk reserve	
DSG	Increase	-81,611.00	Schools and Education risk reserve	

Department	Movement Type	Amount	Reserve Name	Reason for Request
DSG	Increase	-124,010.00	Schools and Education risk reserve	
DSG	Increase	-24,579.00	Schools and Education risk reserve	
IHC	Release	131,912.39	Children and Adults Transformation	Contribution for costs incurred on the S256 schemes during 24/25
Education	Release	167,500.00	Schools in Financial Difficulties and School Closures	Property and security costs in relation to closed school buildings
Education	Release	45,996.00	Schools in Financial Difficulties and School Closures	Costs relating to schools that are academising
Education	Release	45,159.00	Schools in Financial Difficulties and School Closures	Project costs in relation to the Keeping Education Strong strategy
Public Health	Release	18,557.00	Public Health	Everyone Health Quarterly Leisure Recharges.
Public Health	Release	200,000.00	Public Health	Public Health Leisure Contribution.
Public Health	Release	13,600.00	Public Health	Undivided Training Health Outreach Costs.
Public Health	Release	23,400.00	Public Health	SISU Wellness Limited Health Kiosks Spend.
Public Health	Release	139,849.00	Public Health	Allergy Cosmos Ltd Air Filter Project and Housing & Mental Health (RHAW) Project Spend.
Public Health	Release	17,500.00	Public Health	Low-income family tracker (LIFT) Programme Costs for 24/25.
Public Health	Release	21,580.00	Public Health	Corbis Bright Light Limited: Evaluation for Tier 2 Weight Management Spend.
Public Health	Release	23,530.00	Public Health	Esri Uk: Instant Atlas Data Observatory Spend for 24/25.
Public Health	Release	31,875.00	Public Health	Groundswell UK: Peer Health Care Navigator 24/25 Spend.
Public Health	Release	20,000.00	Public Health	Screening for Chagas Disease Programme Costs Spend.
Public Health	Release	69,185.00	Public Health	Community Southwark: Coordination of Community Ambassadors Programme.
Public Health	Release	73,256.00	Future Southwark Insight	Reserve to fund actuals from quarter 4 expenditure for the Future Southwark Insight Project
Public Health	Release	107,250.00	Health Section 256	S256 reserves to be released for 24/25 quarter 4 costs: Health Outreach salary and programme costs
Public Health	Release	95,776.00	Health Section 256	S256 reserves to be released for 24/25 quarter 4 costs: Vaccination Support salary and programme costs
Public Health	Release	44,656.00	Health Section 256	S256 reserves to be released for 24/25 quarter 4 costs: Healthy Starts and Latin American Weight Management Costs.
Childrens	Release	14,282.00	Adoption Support Fund	Reserve movement to fund eligible 2024-25 expenditure for Adoption support fund.
ESL	Release	98,786.00	Cycling Safety	Improvements to road safety. This reserve is used alongside funding from TfL.
ESL	Release	144,803.00	Southwark Emergency Support Scheme	The funding release is to cover the costs incurred by the dedicated team in supporting cost of living enquiries, food bank referrals, mental health services and triaging all other issues relating to vulnerability.
Strat&Comms	Release	38,500.00	Neighbourhood Fund	The drawdown request relates to grants of £38,500 awarded during 24/25 from the Neighbourhoods Fund. The remaining £61,500 from Neighbourhoods Fund will be drawn down next year, when the remaining grants are awarded.
Strat&Comms	Release	143,343.00	Southwark 2030 Fund	Request to drawdown from S2030 reserves for the costs relating to agency staff worked in Comms Section on S2030 projects and other S2030 costs incurred mainly on S2030 images and headshots. Filming and editing Southwark 2030 and Project: 2464

Department	Movement Type	Amount	Reserve Name	Reason for Request
ESL	Increase	-100,000.00	Leisure Mobilisation	The mobilisation reserve was created to insource leisure services which now needs to be topped up to deal with the additional costs relating to delay in the opening of new Canada water leisure centre. This addition of £100k will be funded from the ESL departmental underspends for the financial year 2024/25
ESL	Release	106,090.00	Streets for People	The investment is for delivering the council's commitment to streets for people. The total spend in 2024-25 for cleaner streets, including enhanced graffiti and fly tipping removal services is £106,090
ESL	Increase	-27,256.00	Neighbourhood Fund	Balances carried forward in respect of Multi-Ward Areas
ESL	Increase	-35,531.00	Neighbourhood Fund	
ESL	Increase	-9,642.00	Neighbourhood Fund	
ESL	Release	20,988.00	Neighbourhood Fund	
ESL	Increase	-4,987.00	Neighbourhood Fund	
Resources	Release	229,893.00	Council Tax and Housing Benefits Subsidy Equalisation	
Resources	Release	75,211.01	Southwark Living Wage Unit	These funds have been expended in support of the Council Delivery Plan commitment to improve pay and employment conditions in the borough by establishing a Living Wage Unit, tasked with doubling the number of Southwark employers who pay at least the London Living Wage to all their staff. Working with the Living Wage Foundation, trade unions and community groups to make the case to employers
Resources	Release	87,246.90	Employment Skills	These funds have been expended in support of our Council Delivery Plan ambition to create a thriving and inclusive economy, specifically targets to create jobs, apprenticeships and training opportunities.
Resources	Release	40,278.68	Local Economy	These funds have been expended in support of our Council Delivery Plan ambition to create a thriving and inclusive economy, specifically targets to support businesses and town centres, and create jobs, apprenticeships and training opportunities.
Resources	Release	19,109.92	Local Economy	
Resources	Release	214,664.50	Planning Administration	
Public Health	Release	13,373.00	Public Health	PH reserve to be released to offset eligible expenditure for 2024-25 financial year.
Public Health	Release	13,005.00	Public Health	
Resources	Increase	-139,721.00	Future Pay Award Smoothing	Digital and Technology balancing - reducing drawdown already processed
Resources	Release	130,952.00	HR Service Transformation	The HR / OT budget plan has a number of funding sources including planned release of reserves. The release of reserves has been limited to the pre reserve pressure of £686k. The balance will be drawn down from the HR Strategy Review Plan reserve (CM600)
Resources	Release	46,231.00	HR Service Transformation	
Resources	Release	42,243.00	HR Service Transformation	
Resources	Release	36,557.00	HR Service Transformation	
Resources	Release	174,254.00	Fuel Inflation Across Council Estate	
Public Health	Increase	-104,000.00	Health Section 256	South East London ICB provided the £200k Vital 5 Delivery programme to be spent by Public Health on improving health outreach via increased education and staff training = £125k, Latin American weight management/healthy living, expanding health kiosks and community champions = £75k. Also, South East London provided £69k Health Inequalities funds for Expanding Healthy Start and Community Health Ambassadors.
Public Health	Increase	-125,000.00	Health Section 256	
Public Health	Increase	-40,000.00	Health Section 256	

Department	Movement Type	Amount	Reserve Name	Reason for Request
Resources	Increase	-270	Leisure Services Insourcing	Residual Reserve balance clearing
Public Health	Release	53,243.00	Health Section 256	S256 reserves to be released for the following schemes for quarter 1 to quarter 3 for 24/25: Health Outreach Salary and Programme Costs, Vaccination Support Salary and Programme Costs, Health Weights NCMP Review Programme Costs and Latin Weight Mngement Services, Community Health Ambassadors Programme
Public Health	Release	45,809.00	Health Section 256	
Public Health	Release	85,662.00	Health Section 256	
Public Health	Release	149,491.00	Future Southwark Insight	Reserve to fund actuals from quarter 1 to quarter 3 expenditure for the Future Southwark Insight Project
Strat&Comms	Release	30,000.00	Southwark 2030 Fund	At council assembly February 2024 a new funding stream of £30,000 was announced for Pride celebratory events. In the first year this was going to be funded through "Southwark 2030" reserves with future years funded through budget uplift. The programme has been successfully delivered and £30,000 grants paid out.
ESL	Release	86,650.00	Modernisation, Service and Operational Improvement	The expenditure is for planned additional interim, temporary staff for Future Southwark and support cross organisational programmes of change.
ESL	Release	8,266.00	Black Cultural Centre	Commissioning and supporting delivery of the Black Culture Conversation project: consultation, report and recommendations.
ESL	Release	16,734.00	Black Cultural Centre	
Resources	Release	200,000.00	Insurance Reserve	Drawdown to cover the insurance provision figure for all open insurance liability claims. This covers all current and historic liability insurance claims where the Council has a self-insured exposure. The data is provided by the relevant insurance claim handlers and an internal claims review.
Resources	Increase	-24,500.00	Insurance Reserve	
Resources	Release	17,351.52	Insurance Reserve	
Resources	Release	15,523.00	Insurance Reserve	
DSG	Increase	-69,332.00	Schools and Education risk reserve	School funding to cover future financial risk of changes in pupil numbers.
DSG	Release	898.33	Schools and Education risk reserve	School funding to cover future financial risk of changes in pupil numbers.
DSG	Release	492.15	Schools and Education risk reserve	School funding to cover future financial risk of changes in pupil numbers.
Resources	Release	214,269.32	Regeneration & Development Reserve	R-5013-0012 – Use of Reserves to fund construction costs in 24/25 relation to Aylesbury Health Centre. Large contribution due from Developer but which is not yet "committed". When this income is received the money borrowed from reserves will be returned.
ESL	Release	33,813.00	Digital Innovation Fund	Online portal to submit SEND Applications
ESL	Release	98,880.00	Flood Risk Management	Reserve to fund the councils 2024/25 flood prevention/risk management programme

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Appointments to Outside Bodies 2025-26
<b>Cabinet Member:</b>	Not applicable
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	Not applicable
<b>From:</b>	Proper Constitutional Officer

**RECOMMENDATION**

1. That the cabinet consider and agree appointments to the outside bodies listed in Appendix A of the report for the 2025-26 municipal year.

**REASONS FOR RECOMMENDATIONS**

2. To secure appointments to outside bodies for 2025-25 municipal year.

**ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

3. Not applicable.

**POST DECISION IMPLEMENTATION**

4. As set out.

<b>Key Activity</b>	<b>Target completion date</b>
Inform outside bodies and councillors of agreed appointments	4 July 2025

**BACKGROUND INFORMATION**

5. Each year the council makes appointments/nominates individuals to outside bodies.
6. Details of all the nominations received for the bodies listed in Appendix A will be published in advance of the cabinet meeting on 17 June 2025.

## **KEY ISSUES FOR CONSIDERATION**

### **Appointments to outside bodies**

7. It is for the cabinet to affiliate to and appoint representatives to outside bodies where such appointments are a function of the cabinet.
8. Attached as Appendix A is a list of the outside bodies the cabinet are being recommended to consider appointing to for the 2025-26 municipal year.

### **Policy framework implications**

9. This is an annual process in line with the matters reserved for cabinet decision making.

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

#### **Community impact statement**

10. The council is being invited to make nominations to various outside bodies. The nominations process has no direct impact on the community.

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

11. There are no specific implications arising.

#### **Health impact statement**

12. There are no specific implications arising.

### **Climate change implications**

13. There are no specific implications arising.

### **Legal implications**

14. Appointments to some of the outside bodies may carry risk both corporately and to the individuals appointed. Standards committee at its meeting on 9 November 2011 approved 'Guidance to Members who serve on Outside Bodies' which is intended to help councillors understand their duties when appointed to outside bodies, and how to handle conflicts of interest that may arise. The guidance is available in the library on the council website.

**Consultation**

15. The political group whips have been consulted on the issues contained in the report and have been invited to submit nominations.

**BACKGROUND DOCUMENTS**

Background Papers	Held At	Contact
None		

**APPENDICES**

No.	Title
Appendix A	Appointments to outside bodies 2025-26

**AUDIT TRAIL**

<b>Lead Officer</b>	Chidilim Agada, Head of Constitutional and Member Services	
<b>Report Author</b>	Paula Thornton, Constitutional Officer	
<b>Version</b>	Draft	
<b>Dated</b>	1 April 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, Resources	No	No
<b>Date final report sent to Constitutional Team</b>		

## APPENDIX A

## APPOINTMENTS TO OUTSIDE BODIES 2025-26

Name	Purpose	No. of places	Nominations received
<b>Better Bankside Board</b>	To improve the quality of the Bankside environment, further develop the potential draw of the area, increase the sense of security and ensure that better and sustainable maintenance and management arrangements are put in place.	2	Councillor (usually a cabinet member) or officer.  <b>Cllr Helen Dennis</b> <b>Cllr David Watson</b>
<b>Blue Bermondsey BID Board</b>	To help tackle street crime and anti-social behaviour.  To offer access to free recycling services to local businesses.  To engage the local community to report on areas of grime to ensure streets stay clean.  To work with local business support organisations to try and get local people into jobs.  To work with local schools to get young people involved in apprenticeships and works schemes.	1	Councillor (usually a ward councillor).  <b>Cllr Leo Pollak</b>
<b>Board of Southwark College Corporation</b>	The college offers a range of provision including short courses, higher education and apprenticeships. The	1	Councillor (cabinet member).  <b>Cllr Jasmine Ali</b>

Name	Purpose	No. of places	Nominations received
	governance of the college is headed by a Corporation Board.		
<b>Central London Forward</b>	To provide a cross-sector 'voice for central London'. It operates at a strategic level, seeking to influence policy makers on matters of mutual interest to the communities and businesses of central London.	1	Must be the Leader of the Council.  <b>Cllr Kieron Williams</b>
<b>Central London Forward (Employment and Skills Board)</b>	The Employment and Skills Board brings together some Leaders, cabinet members and senior officers from across CLF member authorities, along with other key stakeholders such as GLA and FE providers to discuss employment and skills priorities for central London.	1	Councillor (usually relevant cabinet member).  <b>Cllr John Batteson</b>
<b>Centre for Literacy in Primary Education</b>	Professional development and family learning centre. Provides a range of education support, advisory and direct delivery services to schools and families throughout Southwark.	1	Councillor (usually cabinet member, although no requirement).  <b>Cllr Catherine Rose</b>
<b>Cross River Board</b>	To deliver cross-borough regeneration initiatives north and south of the River Thames in the London Boroughs of Southwark and Lambeth, the Corporation of London and the City of Westminster.	1	Councillor (usually the leader or cabinet member for regeneration).  <b>Cllr James McAsh</b>

Name	Purpose	No. of places	Nominations received
<b>Groundwork London, Local Authority Strategic Input Board</b>	<p>The Local Authority Strategic Input Board enables Local Authorities to shape the strategic direction of Groundwork within Local Authorities by:</p> <ul style="list-style-type: none"> <li>• Advising Groundwork on the regeneration needs of local communities.</li> <li>• Providing input to the development process for projects and programmes.</li> <li>• Developing and maintaining close relationships with elected members and officers of local authorities.</li> <li>• Developing relationships with other key local partners.</li> </ul>	1	<p>Councillor (usually relevant cabinet member).</p> <p><b>Cllr Portia Mwangangye</b></p>
<b>Guys and St Thomas NHS Foundation (Council of Governors)</b>	<p>To advise the trust on how it carries out its work so that it is consistent with the needs of the members and wider community.</p> <p>The governors:</p> <ul style="list-style-type: none"> <li>• help the trust to carry out its duties in ways that meet with NHS values and the terms agreed with Monitor, the independent regulator for NHS Foundation Trusts</li> <li>• advise the trust on its longer-term</li> </ul>	1	<p><b>Cllr Emily Hickson</b></p>

Name	Purpose	No. of places	Nominations received
	<p>strategy</p> <ul style="list-style-type: none"> <li>provide advice and support to the Board of Directors, who are responsible for the overall management of the trust.</li> </ul>		
<b>Kings College Hospital NHS (Council of Governors)</b>	<p>Their vision is to become a fundamentally new kind of hospital built around patient need, offering patients the highest quality of care, and to deliver this as part of a joined-up and well-managed healthcare system, built in partnership with GPs and other healthcare providers.</p>	1	<b>Cllr Renata Hamvas</b>
<b>London Bridge Improvement District BID</b>	<p>The BID works with partners and 350+ business members, with a vision to make London Bridge one of the most sustainable, culturally innovative and compelling places for business and tourism in the world to create:</p> <ul style="list-style-type: none"> <li>A Great Place to Work and Visit</li> <li>An Environmentally Focused Business District</li> <li>A Thriving Community.</li> </ul>	1	<b>Cllr John Batteson</b> (cabinet member).
<b>London Road Safety Council (LRSC)</b>	<p>To reduce the number of road accident casualties within Greater London and provide a means of communication relating to road accident</p>	2	<p><b>Cllrs James McAsh and Richard Livingston</b></p> <p>Up to two elected members and an officer from road safety</p>

Name	Purpose	No. of places	Nominations received
	prevention between London local authorities, central government and other organisations.		education.
<b>London Youth Games Limited</b>	The London Youth Games Limited organise the annual London Youth Games on behalf of the London boroughs. It is a non-profit making company owned and guaranteed by the London boroughs and the City of London Corporation.	1	Councillors (cabinet member as representative and councillor as deputy).  <b>Cllrs Portia Mwangangye and Jasmine Ali</b>
<b>Mountview</b>	Mountview is a world-leading drama school that offers professional vocational training in performance and production arts to over 500 Foundation, Undergraduate and Postgraduate students. In 2018 Mountview moved into a purpose-built facility in Peckham that comprises two theatres, 23 acting and dancing studios, TV and radio suites, practice rooms, meeting rooms and café / bars.	1	Ward councillor  <b>Cllr Sabina Emmanuel</b>
<b>Newable Limited (formerly Greater London Enterprise Limited)</b>	To assist, promote, encourage and secure the physical and economic development and regeneration of the whole or any part of Greater London.	1	Does not have to be a councillor.  <b>Cllr John Batterson</b>
<b>North Southwark Environment Trust</b>	The preservation and conservation of the environment for the benefit of the public,	1	Does not have to be a councillor.  The area of benefit

Name	Purpose	No. of places	Nominations received
	<p>including the promotion of energy efficiency and efficient methods of disposing of waste.</p> <p>The provision of facilities for education, recreation or other leisure time occupation, in the interests of improving the conditions of life of the inhabitants covered by the area of benefit.</p>		<p>covered by the trust is north of the roads known as Camberwell New Road, Camberwell Church Street, Peckham Road, Peckham High Street and Queens Road.</p> <p><b>Cllr Naima Ali</b></p>
<b>Oru Space (20-22 Lordship Lane) Steering Group</b>	<p>To provide high-level oversight of Oru Space (Co-work space &amp; Wellness Hub) and delivery against SLA aims and outputs, including business support and community events use.</p> <p>Attendance at and input to Steering Group meetings.</p> <p>Quarterly meetings.</p>	1/2	<b>Cllrs John Batteson and Charlie Smith</b>
<b>Peckham Levels Steering Group</b>	<p>To provide high-level oversight of Peckham Levels (cultural event space, workspace and creative studios) and delivery against SLA aims and outputs, including oversight of community use of event space, community resource scheme and community investment fund, lettings and supported space.</p>	1/2	<b>Cllrs David Parton and John Batteson</b>
<b>Potters Fields Park</b>	Potters Fields Park Management Trust	2	Does not have to be a councillor.

Name	Purpose	No. of places	Nominations received
<b>Management Trust</b>	leases the park for events, functions and other activities in order to provide funds for maintenance, and to develop programmes which educate and engage with the community.		<p>However, usually a councillor and the second appointment the strategicdirector, environment. sustainability and leisure, or their representative.</p> <ul style="list-style-type: none"> <li>• <b>Cllr Portia Mwangangye</b></li> <li>• <b>Strategic director, environment, sustainability or their representative</b></li> </ul>
<b>Shared ICT Services Joint Committee</b>	<ul style="list-style-type: none"> <li>• Oversee implementation and delivery of the shared ICT service</li> <li>• Sets key strategic direction and associated activities</li> <li>• Act as arbiter where there is a conflict in either direction or priority of each council</li> <li>• Those matters for which is identified as responsible for under the Inter-Authority Agreement for the three way shared ICT service.</li> </ul>	2	<p>Councillors (usually relevant cabinet member/s but not a requirement).</p> <p><b>Cllrs Stephanie Cryan and Barrie Hargrove</b></p>
<b>South Bank and Waterloo Partnership (previously South Bank Partnership)</b>	Engagement with South Bank employers' groups, local MPs and community organisations in North Lambeth and Southwark (Bankside).	4	<p>Councillors (relevant cabinet member and ward councillors).</p> <p><b>Cllr John Batteson Cllr David Watson Cllr Irina Von Wiese Cllr Victor Chamberlain</b></p>
<b>South Bank Business</b>	The South Bank BID Board consists of	2	Councillors (relevant cabinet member and ward

Name	Purpose	No. of places	Nominations received
<b>Improvement District Ltd</b>	representatives of local organisations and employers within the South Band area. The board represents the interests of over 160 organisations within the South Bank BID and aims to improve the quality of the area to make South Bank one of the prime areas in the country in which to do business.		councillors).  <b>Cllr John Batteson</b> <b>Cllr Irina Von Wiese</b>
<b>South London Gallery Trustee Limited</b>	To act as trustees and director of South London Gallery Trustee Ltd (the sole trustee of the South London Fine Art Gallery and Library Trust), which operates the South London Gallery as a public contemporary art gallery. Southwark Council is a major funder of the gallery but trustees must act solely in the best interests of the charity and are responsible for controlling the management and administration of the charity in line with the governing document.	2	<b>*Cllr Richard Leeming</b> <b>Cllr Cleo Soanes</b> <b>Cllr Graham Neale</b>  <b>*Cabinet will need to decide on two nominations (three nominations listed).</b>
<b>South London and Maudsley (SLaM) NHS Trust Members Council</b>	To support the board of directors in setting the longer-term vision for the trust and to influence proposals to make changes to services and to act in a way that is consistent with NHS principles and values and the terms of the	1	<b>Cllr Esme Dobson</b>

Name	Purpose	No. of places	Nominations received
	trust's authorisation.		
<b>Southwark and Lambeth Archaeological Excavation committee (SLAEC)</b>	SLAEC is an advisory body established to promote archaeological work in Southwark and to advance the knowledge of the history of Southwark and Lambeth by archaeological investigation.	1 and deputy	Councillor representative and one deputy (who does not need to be councillor).  <b>Cllr Richard Leeming Raymond Whitaker</b>
<b>Southwark Construction Skills Centre ("the Centre")</b>	<p>To work together in the delivery of the Southwark Construction Skills Centre ("the Centre").</p> <ul style="list-style-type: none"> <li>• Establish a centre of construction training excellence for the local construction industry</li> <li>• Deliver high quality construction skills training</li> <li>• Inspire local school age children to pursue a career in the construction industry</li> <li>• Provide pathways into employment in the construction industry for local people, by increasing the employment and training opportunities in the sector for the borough's residents, as well as helping the local construction industry meet their skills needs</li> <li>• Provide a visible 'front door' to enable local people to find</li> </ul>	1	Councillor (cabinet or deputy cabinet member).  <b>Cllr John Batteson</b>

Name	Purpose	No. of places	Nominations received
	<p>new skills and employment opportunities within the construction sector.</p>		
<p><b>Southwark Twinning Association</b></p>	<p>To be a representative of the council on their committee to help drive forward the activities of the association. Meetings will be monthly.</p> <p>The role of "Southwark Twinning Association" will provide strategic direction and leadership to foster meaningful partnerships between Southwark Municipality and international municipalities to promote social, cultural, and economic exchanges. The initiative seeks to facilitate interactions among youth, students, and older members of the community to share experiences, skills, and resources.</p>	1	<p><b>Cllr James McAsh</b></p>
<p><b>Safer Neighbourhood Board (Southwark)</b></p>	<p>The role and purpose of the Safer Neighbourhood Board is: to ensure communities are more closely involved in crime reduction and prevention; to have a broad remit to reflect M.O.P.A.C's (Mayor Office for Policing and Crime) broader responsibilities; to have greater reach in community involvement;</p>	1	<p>Councillor (cabinet member with community safety portfolio).</p> <p><b>Cllr Natasha Ennin</b></p>

Name	Purpose	No. of places	Nominations received
	to achieve greater coherence between different engagement mechanisms and; to make more efficient use of resources to deliver value for money and target funds at tackling issues of local concern and crime prevention.		
<b>WeAreWaterloo BID (Business Improvement District)</b>	To create a safer and more pleasant trading environment for businesses and to promote the area to bring in more visitors, whilst maintaining its individuality and unique character.	1	Usually a ward councillor (St. George's).  <b>Cllr Maria Linforth-Hall</b>
<b>Walworth Group</b>	This group brings together community groups, voluntary organisations, the council, statutory service providers, housing associations and other stakeholders that work within Walworth (the three wards of North Walworth, Faraday and Newington).	1	<b>Councillor Natasha Ennin</b>

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Nominations to Panels, Boards and Forums 2025-26
<b>Cabinet Member:</b>	Not applicable
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	Not applicable
<b>From:</b>	Proper Constitutional Officer

**RECOMMENDATIONS**

1. That the cabinet agrees the allocation of places to the panels, boards and forums set out in Appendix A of the report for the 2025-26 municipal year and nominates members accordingly.

**REASONS FOR RECOMMENDATIONS**

2. To secure appointments to panels, boards and forums for 2025-26.

**ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

3. Not applicable.

**POST DECISION IMPLEMENTATION**

4. As set out.

<b>Key Activity</b>	<b>Target completion date</b>
Inform panels, forums and councillors of agreed appointments	4 July 2025

## **BACKGROUND INFORMATION**

5. It is for the cabinet to agree the allocation of places to panels, boards and forums in connection with the functions that are the responsibility of the cabinet.
6. Details of all the nominations received for the panels, boards and forums listed in Appendix A will be published in advance of the cabinet meeting on 17 June 2025.

## **KEY ISSUES FOR CONSIDERATION**

### **Proportionality**

7. Appendix A sets out the detail of those, panels, boards and forums for which nominations are required for the 2025-26 municipal year. There is no requirement that appointments to panels, boards and forums are proportionate and in the past, where the allocation of seats has been proportionate, this has been done by local agreement.
8. There is no requirement that a seat allocated to a particular group can only be filled by a member of that group. Therefore, groups have the discretion to allocate seats as they wish, including to a member of another group or an individual councillor.

### **Establishment of new bodies**

9. Members may wish to establish new bodies or recommend that officers look into changing the status of existing bodies. In relation to the creation of new bodies, Members will need to:
  - (i) agree new terms of reference
  - (ii) agree the membership and allocation of places
  - (iii) consider whether to appoint the chair and vice-chair.

### **Policy framework implications**

10. This is an annual process in line with the matters reserved for cabinet decision making.

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

### **Community impact statement**

11. The council is being invited to make nominations to various panels, boards and forums. The nominations process has no direct impact on the community.

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

12. There are no specific implications arising.

**Health impact statement**

13. There are no specific implications arising.

**Climate change implications**

14. There are no specific implications arising.

**Consultation**

15. The political group whips have been consulted on the issues contained in the report and have been invited to submit nominations.

**BACKGROUND DOCUMENTS**

Background Papers	Held At	Contact
None		

**APPENDICES**

No.	Title
Appendix A	Nominations to Panels, Boards and Forums 2025-26

**AUDIT TRAIL**

<b>Lead Officer</b>	Chidilim Agada, Head of Constitutional and Member Services	
<b>Report Author</b>	Paula Thornton, Constitutional Officer	
<b>Version</b>	Draft	
<b>Dated</b>	2 April 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, Resources	No	No
<b>Date final report sent to Constitutional Team</b>		

**APPENDIX A**

**NOMINATIONS TO PANELS, BOARDS AND FORUMS 2025-26**

**JOINT PARTNERSHIP PANEL (TRADE-UNION CONSULTATION)**

**NOMINATIONS RECEIVED**

<b>Summary of Functions</b>	<b>Places</b>	<b>Nominations received</b>
To provide a member-level trade union consultation forum for dialogue on corporate policy issues and corporate proposals affecting the workforce.	2	<b>Cllr Kieron Williams</b> <b>Cllr Stephanie Cryan</b>

**HOMEOWNERS SERVICE CHARGE ARBITRATION TRIBUNAL**

<b>Summary of Functions</b>	<b>Places</b>	<b>Nominations received</b>
To resolve homeowner service charge disputes.	Unlimited	<b>Cllr Charlie Smith</b> <b>Cllr Renata Hamvas</b> <b>Cllr Sunny Lambe</b> <b>Cllr Sandra Rhule</b> <b>Cllr Margy Newens</b> <b>Cllr Kath Whittam</b> <b>Cllr Sabina Emmanuel</b> <b>Cllr Suzanne Abachor</b> <b>Cllr Maria Linforth-Hall</b> <b>Cllr Jane Salmon</b>

## TENANCY AND LEASEHOLD ARBITRATION TRIBUNALS

Summary of Functions	Places	Nominations received
<p>To resolve certain disputes between secure tenants and the council (landlord) arising from a breach within the terms of the Tenancy Agreement.</p> <p>To resolve disputes between Southwark Right to Buy applicants, Southwark Council leaseholders and Residential Freeholders who pay a service charge to Southwark Council.</p>	Unlimited	<p><b>Cllr Charlie Smith</b>  <b>Cllr Renata Hamvas</b>  <b>Cllr Sunny Lambe</b>  <b>Cllr Sandra Rhule</b>  <b>Cllr Margy Newens</b>  <b>Cllr Kath Whittam</b>  <b>Cllr Sabina Emmanuel</b>  <b>Cllr Suzanne Abachor</b>  <b>Cllr Maria Linforth-Hall</b>  <b>Cllr Jane Salmon</b></p>

## SOUTHWARK SAFEGUARDING ADULTS BOARD

Summary of Functions	Places	Nominations received
The purpose of the Board is to ensure that adults can live a life free from abuse and neglect.	2	<p><b>Cllr Evelyn Akoto</b>  <b>Cllr Natasha Ennin</b></p>

## SOUTHWARK SAFEGUARDING CHILDREN'S BOARD

Summary of Functions	Places	Nominations received
<p>To promote and safeguard the welfare of children.</p> <p>To engage in activities that safeguard all</p>	1	<p><b>Cllr Jasmine Ali</b></p>

Dated: 5 June 2025

<b>Summary of Functions</b>	<b>Places</b>	<b>Nominations received</b>
<p>children and aim to identify and prevent maltreatment or impairment of health or development.</p> <p>To ensure that children are growing up in circumstances consistent with safe and effective care.</p> <p>To lead and co-ordinate proactive work that aims to target particular groups and to arrange for responsive work to protect children who are suffering, or likely to suffer significant harm.</p>		

#### **STANDING ADVISORY COUNCIL ON RELIGIOUS EDUCATION**

<b>Summary of Functions</b>	<b>Status</b>	<b>Nominations received</b>
To review the existing provision of Religious Education and consider whether any changes need to be made in the agreed syllabus or in support offered to schools. To monitor the provision of the daily collective worship and to consider any action to improve such provision.	4 councillors	<b>Cllr Maggie Browning</b> <b>Cllr Sandra Rhule</b> <b>Cllr Margy Newens</b> <b>Cllr Graham Neale</b>

#### **SOUTHWARK TENANT MANAGEMENT ORGANISATION COMMITTEE**

<b>Summary of Functions</b>	<b>Places</b>	<b>Nominations received</b>
To discuss with representatives of TMO's issues of mutual interest.	4 councillors	<b>Cllr Sarah King</b> <b>Cllr Barrie Hargrove</b> <b>Cllr Esme Hicks</b> <b>Cllr Jane Salmon</b>

Dated: 5 June 2025

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<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Report of the Education and Local Economy Scrutiny Commission: Review of Education and Health Care Plan (EHCP), Special Educational Needs and Disabilities (SEND) provisions and Inclusions in Schools.
<b>Lead Member:</b>	Councillor Cassandra Brown, Chair, Education and Local Economy Scrutiny Commission.
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a

**RECOMMENDATIONS**

1. That cabinet note the recommendations from the education and local economy scrutiny commission arising from the scrutiny Education and Health Care Plan (EHCP), Special Educational Needs and Disabilities (SEND) provisions and Inclusions in Schools in the London Borough of Southwark, paragraphs 11 to 24.
2. That the cabinet considers the recommendations from the education and local economy scrutiny commission and request that the relevant cabinet member reports back to cabinet within eight weeks.

**BACKGROUND INFORMATION**

3. At its meeting on 4 September 2024, the education and local economy scrutiny commission heard from Chair of the Parent Carer Forum on SEND covering; forms of mental health issues, self-harming, eating disorders, progress in SEND provisions in Southwark, lack of resilience in schools for SEND provisions, oversubscribing in SEND schools, issues accessing health services, need for parent training in SEND and Parent Carer Forum (PCF) focus areas of ages, diagnosis, speech and language therapy.
4. At the same meeting the commission received a presentation from Southwark council officers, Assistant Director for SEND, Early Years team and Speech And Language Therapy (SLT) team covering; Early Intervention in SEND, Communication and social interaction pilot, specialist resources provision, multi-agency transition panel, early language and communication development, SEND Inclusion Fund provision, EHCP Timeliness in Southwark, SEND partnership board’s strategic vision, EHCP process improvement, Early Language & Home

Learning Improvement, Early Communication Needs and Developmental Language Disorder.

5. At its meeting on 18 November 2024 the commission heard from a retired headteacher working with SEND on; personal experience with SEND processes and appeals, Early Learning and Child Care (ELC) schools in Southwark, Children with behavioural issues, social communication and Autism Spectrum Disorder (ASD). In addition, it also covered; schools' responses for EHCP applications, EHCP appeals process and working with the council's legal team.
6. At the same meeting the commission also heard from a Children's Occupational Therapist (OT) working with SEND children on; difficulties faced in SEND across London Boroughs, EHCP 20-week timeline, speech and language therapy and SEND child's development, funding for EHCP needs assessments in schools. In addition, it also covered EHCPs' length, frequency and annual coverage of sessions and Southwark SEND tribunal cases.
7. Furthermore, at the same meeting the commission heard from Executive Headteacher GEM Federation of Schools and the Principal, City of London Academy on school inclusions from a SEND perspective covering; SENDIF (SEND Inclusion Funding) and Early Years Intervention, communication with schools around SENDIF, information and evidence being used for EHCP applications, SEND funding gap in schools. In addition, issues with inclusions in Schools other than SEND factors, Southwark Association of Secondary Headteachers (SASH) meetings, Mobile Phone Policies in secondary schools in Southwark.
8. At the same meeting the commission also heard on the following topics; reasons for suspensions and exclusions, Factors leading to increased SEND demand in the borough: SEND placements in primary and pre-primary schools, Health settings and support (SEND) in early years children (0-18 months), screen time for toddlers and correlation with Attention Deficit Hyperactivity Disorder (ADHD).
9. At its meeting on 4 February 2025 the commission heard from Assistant Director – (Dual Role) Integrated Commissioning Southwark Council and South-East London, Integrated Care Board (SEL ICB) on Working links between Education and Health - Special Educational Needs and Disabilities (SEND).
10. The commission considered and agreed the set of recommendations at its meeting on 8 April 2025. The rationale and commission recommendations are set out in paragraphs 11 to 24.

## **KEY ISSUES FOR CONSIDERATION**

Set out below are the recommendations of the education and local economy scrutiny commission

11. The commission understands that SEND children are placed in schools that meet their needs which could lead to out of borough placements, furthermore if SEND children are living close to border areas of the borough, there is a chance they are closer to schools in other neighbouring boroughs. The commission also notes that there are many students with highest SEND needs such as ASD that are placed outside the borough, and this can cause undue stress to children and parents with increased travel time and costs. The commission also understands that out-of-borough placements are more costly for local authorities in the long term.

**Recommendation 1** - That the Cabinet allocates capital funding to in-borough SEND provision within the council year 2025-26, to avoid hundreds of children leaving the borough to achieve appropriate support and education. Therefore, increasing the SEND provisions in schools within the borough so that children with the highest needs such as Autism Spectrum Disorder (ASD) can be educated locally. It is well documented and noted by the Education & Local Economy Scrutiny Commission that out-of-borough placements are more costly for local authorities in the long term and place added burden on parents and carers.

12. As evidenced in discussions, the commission notes that many parents of SEND children do not have skills and training to meet their children's needs within the home environment. Furthermore, parents working in SEND are volunteers and there is a growing need for parents of children with SEND to be educated on Autism, ADHD etc. Furthermore, there is an increased need for Schools and the Health service to work together with parents to tackle the challenges faced in children with SEND

**Recommendation 2** - That the Cabinet commission officers to produce and develop a training program by working with schools (SENCOs'), and Health departments on Autism and ADHD for training parents and carers who need help with managing the needs of their SEND children. This is to be included as a part of the overall SEND strategy and implemented within the upcoming council year.

13. The commission understands that in many cases early diagnosis from the health service and early intervention from the council and school is key in the development of a child with SEND over a longer term. It is evidenced in discussions that the communication between schools and Southwark council's partner organisations is not regular, clear and concise. The council needs to address this issue and put in place structures for better governance and accountability with its partner organisations.

**Recommendation 3** - That the Cabinet devises a plan to further promote and encourage the health service and schools to work in closer partnership to tackle the challenges faced in supporting children with SEND. This covers mainly areas of early diagnosis, the type of SEND support needed and length and frequency of SEND sessions during the

school year. Better governance and accountability is also required of health organisations involved in this landscape – to support the aforementioned plan, and officers devise an improved service level agreement between Southwark Council and their organisations, to meet and manage expectations around communication.

The commission recognises the growing need for SEND provisions in Southwark and after discussions with parents, teachers and health professionals it is evident that SEND needs of children, young adults will only increase with time as it's a life-long condition. The commission also notes other long-term illnesses have charities and organisations with dedicated life-long support such as Cancer and Neurological conditions like Alzheimer's and Parkinsons, SEND support is provided only in the early and young years of an adult. Its important that SEND support is available as a comprehensive, on-going and lifelong service

**Recommendation 4** - That the Cabinet lobby the health service and the central government in extending SEND services such as at Sunshine House, from a one-time diagnosis to a more comprehensive, on-going and lifelong service

14. The commission in its findings, notes that there are delays in the EHCP appeals process and often responses are slow from schools and LA's. Furthermore, the commission also understands that parents often do not have access to the reasoning behind the declined placement offers. In some instances, the reasoning given can be quite arbitrary such as SEND provision classrooms being on a higher floor of the school building.

**Recommendation 5** - That the Cabinet investigates the reasons behind the slow Appeals process of EHCPs' and makes changes to expedite the process. Furthermore, ensure with immediate effect that the parents are privy of the school responses and details of declined placement offers. The council should also seek further clarifications from the school when the reasons given for declining are arbitrary.

15. The commission discussed at length, the long and complex nature of EHCP forms and the information that is required within it. Southwark has families from diverse backgrounds, cultures and spoken languages. It is important that Southwark Information Advice and Support (SIAS) cater to the wider community from all backgrounds when dealing with EHCP applications. The council could do more in lobbying the government to simplify the EHCP application form.

**Recommendation 6** - That the Cabinet, through Southwark Information Advice and Support (SIAS) offer for SEND, ensures that parents and carers receive one-to-one support from officers in filling the long and complex EHCP forms to decrease delays in getting help. Especially, but not limited to parents from different cultures and spoken languages, ensuring that the information filled in on SEND forms is current and relevant. Furthermore, the council lobby the government to reduce the

length and complexity of the EHCP forms.

16. As a result of discussions at the commission meetings, it was clear that the 20-week deadlines for EHCP would leave a SEND child without the much-needed speech and language therapy during the waiting period, this plays a key developmental role in their learning abilities. There are also instances where schools have asked parents to first get a medical diagnosis to apply for an EHCP which causes additional delays in the process. The Council needs to communicate with parents and schools, clarifying the requirements for an EHCP application.

**Recommendation 7** - That the Cabinet reassesses and lobbies the government in making changes to 20-week deadlines for EHCP, this currently leads to children not receiving the much-needed therapy for speech and language during the waiting period, thus leaving the child 1-2 years behind on learning needs. There is also some miscommunication between schools and parents on the need for a Health Service (medical) SEND diagnosis before applying for an EHCP, which is incorrect. The council should urgently communicate and clarify the proper requirements for an EHCP application to schools.

17. It is clear to the commission that there is a lack of funding in schools to carry out EHCP needs assessments, furthermore it is noted that once an EHCP is granted the length and number of sessions and term-time periods of coverage is not always clear to parents, schools and health professionals. The needs of a child with SEND might increase over time and there is a need for it to be reviewed annually.

**Recommendation 8** - That the Cabinet allocates funding imminently for schools to be able to undertake EHCP needs assessments within the schools with SEND children. Furthermore, the council also ensures the need for accurate representation of the length and number of sessions, term time periods of coverage in SEND, also ensuring annual review of EHCP plans, wherein provisions can be readdressed and increased if needed.

18. The commission understands that SEND information from nurseries is always passed on to schools causing delays in the SEND child receiving full time support in schools. Furthermore, the commission notes that early intervention is key to a SEND child's development, and this should begin in the pre-school and nursery years. There is a clear lack of funding at the pre-school level for Occupational Therapists within the borough.
19. The council needs to address the issues in communicating SEND information to mainstream schools for the EHCP application process. There also exists a funding gap for training Teaching Assistants to provide SEND support in mainstream schools.

**Recommendation 9** - That the Cabinet devise processes to ensure that nurseries with SEND children are providing details of their SEND

provisions to primary schools, to avoid the child being put on a reduced timetable by schools thus reducing the likelihood of a 20 week wait for an EHCP which in some cases can take up to 18 months in schools

**Recommendation 10** - That the Cabinet allocates funding on an urgent basis to pre-school and nurseries through SEND Inclusion Funding for Early Years Help for 3–4-year-olds including funding for more Occupational Therapists (OT) to be appointed in the borough.

**Recommendation 11** - That the Council urgently revises its communication processes for disseminating SEND information from Early Years Intervention (SEND Inclusion Funding) on Children with SEND to support mainstream schools in applying for an EHCP. Furthermore, the Cabinet allocates funding for training of Teaching Assistants to support SEND children in mainstream schools and fill the current gap of up to £20k a year in mainstream schools SEND funding.

20. The commission understands that there is some confusion between parents, nurseries, academies, schools and OTs' on the route through which EHCP funding is provided causing debates and arguments amongst them, this causes delays in the EHCP process.

**Recommendation 12** - That the Cabinet clarifies the process for providing EHCP funding either directly to nurseries and schools or indirectly commissioned through Occupational Therapists to avoid any contention between parents, nurseries, academies, schools and OT that might cause delays in children receiving SEND support. Furthermore, that the Cabinet streamlines the process for providing EHCP funding throughout the borough and that the process for EHCP funding and SEND provision is clearly reflected on the Southwark Council website.

21. It is clear to the commission that there is a lack of SEND funding in mainstream schools where SEN Coordinators (SENCOs') work with schools to provide taught SEND classes. In addition, SEND children also have wide ranging types of learning needs; therapy, sensory, messy play and outdoor play which plays a crucial role in their cognitive development.

**Recommendation 13** - That the Cabinet allocates appropriate SEND funding to mainstream schools, especially the schools that struggle to provide taught SEND classes, working with SENCOs'. Furthermore, the Cabinet also allocates funding for specialist settings in schools considering the needs of SEND children to access therapy rooms, sensory rooms, messy playrooms and outdoor play areas

22. The commission welcomes the plans by the council to bring the EHCP tribunal and mediation team (Legal & Solicitors) in house, the commission also notes the council efforts to change the working culture around EHCP appeals through better mediation and resolution prior to tribunal. The commission appreciates the steps taken in this area given the previous

experience of parents at tribunals. It is important that the council look to build trust with parents of SEND children.

**Recommendation 14** - That the Cabinet ensures that during appeals on EHCP decisions, Southwark council's legal team ensures that the legal counsel and solicitors advocating for the council are understanding and compassionate rather than hostile and adversarial, assessing the child's needs objectively. It is important for the Local Authority to build trust with families in need of SEND support. The commission understands that the legal and solicitor team are due to initiate the transition to come in-house within Southwark Council by February 2025, however the commission asks that this transition be completed within the first quarter of the 2025-26 council year, July 2025, if not completed already.

23. The commission, in its discussions with headteachers and principals, found that some reasons for exclusions in schools were the use of fireworks by children on other parents and their children, in addition the possession of zombie knives. The commission also noted that there is growing concern in the education sector, the impact on-screen time might have on the cognitive development of a child.

**Recommendation 15** - That the Cabinet commission officers work with schools to develop and carry out awareness campaigns to protect school children and improve inclusion numbers. This is mainly in areas - use of fireworks and possession of zombie knives. Furthermore, the Cabinet asks officers to research and explore the impact of on-screen time on children's learning and development and its correlation with SEND.

24. The commission understands that absence strategies vary across schools in the borough, strict adherence to persistent absences policy has been successful in some schools. However, there is a lack of a guidance for newly formed schools and/or newly appointed headteachers. The schools in the borough would benefit from a set of recommendations on best practices in managing persistent absences.

**Recommendation 16** - That the Cabinet commission works with schools to formulate a set of recommendations and/or guidance for schools to consider when developing absence strategies and handling persistent absences, especially for newly appointed head teachers and newly formed schools.

25. It is for the cabinet to decide whether or not to accept the scrutiny commission's recommendations.
26. Overview and scrutiny procedure rule 15.3 requires the cabinet to consider and provide a written response to the report within two months.

**BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Education and Local Economy Scrutiny Commission agenda and minutes- 4 September 2024	Southwark Council Website	Amit Alva <a href="mailto:Amit.alva@southwark.gov.uk">Amit.alva@southwark.gov.uk</a>
<b>Link (please copy and paste into browser):</b> <a href="https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=550&amp;MIId=8030&amp;Ver=4">https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=550&amp;MIId=8030&amp;Ver=4</a> (see item 6 & 7)		
Education and Local Economy Scrutiny Commission agenda and minutes- 18 November 2024	Southwark Council Website	Amit Alva <a href="mailto:Amit.alva@southwark.gov.uk">Amit.alva@southwark.gov.uk</a>
<b>Link (please copy and paste into browser):</b> <a href="https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=550&amp;MIId=8059&amp;Ver=4">https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=550&amp;MIId=8059&amp;Ver=4</a> (see item 5, 6 & 7)		
Education and Local Economy Scrutiny Commission agenda and minutes- 4 February 2025	Southwark Council Website	Amit Alva <a href="mailto:Amit.alva@southwark.gov.uk">Amit.alva@southwark.gov.uk</a>
<b>Link (please copy and paste into browser):</b> <a href="https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=550&amp;MIId=8063&amp;Ver=4">https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=550&amp;MIId=8063&amp;Ver=4</a> (see item 5 & 6)		

**APPENDICES**

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

## AUDIT TRAIL

<b>Lead Member</b>	Councillor Cassandra Brown, Chair, Education and Local Economy Scrutiny Commission	
<b>Lead Officer</b>	Everton Roberts, Head of Scrutiny	
<b>Report Author</b>	Amit Alva, Scrutiny Officer	
<b>Version</b>	Final	
<b>Dated</b>	15 May 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 of Resources	No	No
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team</b>	15 May 2025	

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Report of the Education and Local Economy Scrutiny Commission: Review of the Draft Town Centre Action Plan, Youth Employment support and East Street Traders
<b>Lead Member:</b>	Councillor Cassandra Brown, Chair, Education and Local Economy Scrutiny Commission
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a

### RECOMMENDATIONS

1. That cabinet note the recommendations from the education and local economy scrutiny commission arising from the scrutiny Review of the draft town centre action plan, youth employment support and East Street traders in the London Borough of Southwark, paragraphs 7 to 12.
2. That the cabinet considers the recommendations from the education and local economy scrutiny commission and request that the relevant cabinet member reports back to cabinet within eight weeks.

### BACKGROUND INFORMATION

3. At its meeting on 26 September 2024, the education and local economy scrutiny commission received the Draft Town Centre Action Plan from the Cabinet Member for Climate Emergency, Jobs & Business and the Head of Economy, covering the following points: declining high streets, council delivery plan, action plans, High Streets Thriving fund and future funding from the government.
4. At its meeting on 8 April 2025, the commission received a report from the Cabinet Member for Climate Emergency, Jobs and Business and the Employment and Skills Manager on Youth Employment Support covering; Southwark 2030, Southwark Economic Strategy, Southwark Youth Deal, Southwark Works, apprenticeships, Southwark Skills Partnership, Education Business Alliance (EBA), School Leaver Internships sub-regional partnerships, youth opportunities bullet-ins, the one hub website and care leavers website targeting young people.
5. At the same meeting the commission received a report from the Project Manager for East Street Traders renovation project covering: East Street

Market branding, support and engagement with traders and community, design and modelling of shops and markets, parking constraints, market management, business hub for traders, recycling waste management, and Solar Power generation for refrigeration.

6. The commission considered and agreed the set of recommendations at its meeting on 8 April 2025. The rationale and commission recommendations are set out in paragraphs 7 to 12.

## KEY ISSUES FOR CONSIDERATION

Set out below are the recommendations of the education and local economy scrutiny commission.

### Town Centre Action Plan

7. The commission in its discussions noted that there is a need to clarify the reporting structure of the Town Centre Leads, and how this would fit into the existing services the council provides to Town Centres. The commission understands that Town Centre will have an important role in providing the council with valuable information and feedback from the local business community.

**Recommendation 1** - That the Cabinet asks officers to devise a robust reporting structure for Town Centre Leads and provide details on how they would fit into and complement existing services provided by the council

8. The commission noted that the draft Town Centre Action Plan needed more detail on its plans to improve street lighting, CCTV, Wi-fi, benches and public toilets. Furthermore, public transport links and parking facilities for deliveries, businesses and customers is crucial to the success of businesses in town centres.

**Recommendation 2** - That the Cabinet in its consideration of Town Centre Action Plans include additional street lighting, CCTV, Wi-Fi, benches and toilets, to build the infrastructure for increasing footfall and safety

**Recommendation 3** - That the Cabinet in its consideration of Town Centre Action Plans includes consideration of transport links including active travel and public transport, as well as consideration of parking for deliveries, businesses and customers

### Youth Employment Support

9. The commission noted the successes of the Youth Parliament in Southwark, however the commission in its discussions understands that employment opportunities coming to the borough are not known to young

people. The council in working with the Youth Parliament could establish ways of advertising jobs for the youth.

**Recommendation 4** - That the Cabinet explores the ways in which the council could work with the Youth Parliament and organisations such as schools, colleges and youth centres to advertise and promote new job opportunities and employers coming to the Borough for young people

10. The commission recognises that young people with SEND leaving education face a lot of challenges in the jobs sector, the commission also feels that more could be done to match the skillsets of youth with SEND to job opportunities. The council in working with businesses and partner organisations explore options on how to support employers in hiring young people with SEND. The commission notes that this recommendation would involve cross-departmental working such as education support and training for SEND in schools.

**Recommendation 5** - That the Cabinet lobby local businesses and partner organisations to increase the recruitment of young people with SEND who possess the desired skill sets, thus ensuring that recruitments practices have an inclusive approach. The commission also asks that the council explore options on how to support employers with hiring and sustaining the employment of young people with SEND who have recently completed their education.

11. The commission understands that children in foster care also face a lot of challenges in the job sectors due to previous unstable family situations and circumstances. The Corporate Parenting Committee and the Speakerbox initiative within the council working together could help match care-leavers with local employers based on their interests, education and skillsets.

**Recommendation 6** - That the Cabinet works closely with Speakerbox and the Corporate Parenting Committee to support the career aspirations of care-leavers with local employers, wherein due consideration is given to previous circumstances, interests, education and skillsets.

### **East Street Traders**

12. The commission discussed at length with the project team from East Street Traders, the various areas of improvement wherein East Street Market would benefit from the council's support. The commission appreciated the vision for East Street Market and the council's role in it. However, the commission noted the specific areas (recommendation 7) below which could boost this endeavour and benefit the local trading community. The key areas are effective market management, parking, branding, waste management, communication with traders, public toilet facilities, digitisation and business hubs.

**Recommendation 7** - That the Cabinet provides improved support to small local businesses and markets like the East Street Market Traders:

- Effective marketing management with points of contact (council staff) and governance by traders in the community
    - Single appointed Manager to provide leadership across shops, traders, waste management, the streetscape etc.
    - Address communication issues between market management and traders.
    - Establish a joint communications protocol to restore trust, clarify roles and support transparent collaboration.
    - Ensure better financial oversight and value for money around market spending (product costs).
    - Murals, market branding and mystery shopping as a means of surveying customer satisfaction levels
  - Address Health and Safety issues (safer pedestrian crossing within East Street market (at Brandon Street/Portland place crossroads), street resurfacing and removing trip hazards and wastewater accumulation. In addition, provide public toilets to increase market facilities for traders and customers
  - Impact assessment of recent parking changes on the East Street market and other markets across the borough and explore options for more business-friendly parking arrangements (e.g. 2 hours for cars, and more secure bicycle parking) to increase footfall.
  - Solar panel rollout for traders and shopfronts including for refrigeration, to reduce emissions and energy costs. In addition, provide more infrastructure for waste, such as waste compactors and more food recycle bins.
  - Support East Street market and other markets with digitisation to attract a more diverse customer demographic
    - Mobile payment devices
    - Development of a market app to promote products and online shopping by linking in with delivery partners
  - Establish a market entrepreneur hub at Portland place, repurposing storage units into affordable workspaces, retail incubation areas and digital access points. Like the business hub in Poplar developed in partnership with University of Arts, London (UAL) which included enterprise development, creative production and training. Furthermore, adopt best practices from Poplar Hub and East Street Traders to other markets and commercial centres such as the Blue Marketplace.
13. It is for the cabinet to decide whether or not to accept the scrutiny commission's recommendations.

14. Overview and scrutiny procedure rule 15.3 requires the cabinet to consider and provide a written response to the report within two months.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Education and Local Economy Scrutiny Commission agenda and minutes- 26 September 2024	Southwark Council Website	Amit Alva <a href="mailto:Amit.alva@southwark.gov.uk">Amit.alva@southwark.gov.uk</a>
<b>Link (please copy and paste into browser):</b> <a href="https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=550&amp;MId=8056&amp;Ver=4">https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=550&amp;MId=8056&amp;Ver=4</a> (see item 5)		
Education and Local Economy Scrutiny Commission agenda and minutes- 8 April 2025	Southwark Council Website	Amit Alva <a href="mailto:Amit.alva@southwark.gov.uk">Amit.alva@southwark.gov.uk</a>
<b>Link (please copy and paste into browser):</b> <a href="https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=550&amp;MId=8062&amp;Ver=4">https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=550&amp;MId=8062&amp;Ver=4</a> (see item 5 & 6)		

## APPENDICES

No.	Title
None	

## AUDIT TRAIL

<b>Lead Member</b>	Councillor Cassandra Brown, Chair, Education and Local Economy Scrutiny Commission	
<b>Lead Officer</b>	Everton Roberts, Head of Scrutiny	
<b>Report Author</b>	Amit Alva, Scrutiny Officer	
<b>Version</b>	Final	
<b>Dated</b>	15 May 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 of Resources	No	No
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team</b>	15 May 2025	

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Interim Report of the Housing, Community Safety and Community Engagement Scrutiny Commission: Scrutiny review of Tenant Structures (Draft Resident Involvement Strategy)
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a
<b>From:</b>	Housing, Community Safety and Community Engagement Scrutiny Commission

### RECOMMENDATION(S)

1. That cabinet note the Housing, Community Safety and Community Engagement Scrutiny Commission's recommendations relating to its ongoing review of Southwark's tenant structures.
2. That cabinet considers these recommendations and that the relevant cabinet member reports back to cabinet within eight weeks.

### BACKGROUND INFORMATION

3. On the 18 September 2024, the Commission held a meeting on tenant structures and received a report from the Strategic Director of Housing on the role of Tenants and Residents' Associations (TRAs) and Tenant Management Organisations (TMOs) in Wards.
4. In a follow-up meeting on the 25 November 2024, the Commission interviewed representatives of TRAs, the Tenants' Council and SGTO (Southwark Group of Tenants' Organisations) to understand their experiences in (or with) TRAs, the current structure of TRAs and their functioning, and the resourcing and support of TRAs by the Council. At the same meeting, the Commission received a report from the Strategic Director of Housing on the Draft Resident Involvement Strategy. The Commission asked TRA representatives for their comments on the Strategy.

### KEY ISSUES FOR CONSIDERATION

5. The timescale laid out in the Strategic Director of Housing's report accompanying the Draft Resident Involvement Strategy gives January 2025 to February 2025 as Stage 2 (wider consultation to the Borough's 55,000+

tenants on the Draft Resident Involvement Strategy). Stage 3 (developing the strategy, evaluating findings and launching the final strategy) is given as March 2025 to April 2025. Given those timings, the Commission has produced this interim report.

6. Set out below are the recommendations of the Commission along with the rationale for those recommendations.
7. **Recommendation 1:** That Cabinet ensure that the evolving design of the Draft Resident Involvement Strategy incorporates the guidance from the Regulator of Social Housing and that resulting strategy documents evidence those sources.

**Rationale:** Members of tenant structures noted that the Regulator of Social Housing's documents (in particular, "Transparency, Influence and Accountability Standard" and "Consumer standards Code of Practice") provide, in addition to landlords' statutory duties, useful knowledge for maximising the benefits of involving residents in housing services. Subsequent development of the Draft Resident Involvement Strategy could therefore benefit from closer and more evident reference to these documents in order to (a) ensure existing work is compliant; (b) facilitate and enrich the emerging Draft Resident Involvement Strategy; and (c) clarify for residents where the Draft Resident Involvement Strategy is fulfilling the Council's statutory duties to create engagement and consultation opportunities.

8. **Recommendation 2:** That Cabinet provide the Commission with the opportunity to scrutinise the Draft Resident Involvement Strategy, post-consultation, before it goes to Cabinet for final approval.

**Rationale:** Given the scale of consultation (to over 55,000 tenants) and the inevitable evolution of the Draft Resident Involvement Strategy as it responds to and incorporates wishes of residents, the Commission expressed its interest in revisiting it before it becomes definitive.

9. **Recommendation 3:** That Cabinet note the Commission's intention to form a Task and Finish Group to collate knowledge and experience of tenant structures and feed these into the emerging Draft Resident Involvement Strategy.

**Rationale:** Evidence from TRA representatives and subsequent discussion among Commission members identified a range of experience which could positively inform the emerging Draft Resident Involvement Strategy. This included representatives' extensive experience with residents, their knowledge of shortcomings regarding existing tenant structures (as well as opportunities for improving them), and familiarity with lessons from previous consultations. A Task and Finish Group was felt to be an effective mechanism to contribute this knowledge to the Draft Resident Involvement Strategy.

10. **Recommendation 4:** That Cabinet extend Stages 2 and 3 of the Strategy.

**Rationale:** The Commission took the view that extending the Strategy’s period of consultation (i.e. Stage 2 proposed for January 2025 to February 2025) and subsequent strategy development (i.e. Stage 3 proposed for March 2025 to April 2025) would increase the efficacy of both the Strategy directly and Recommendation 3, above.

11. **Recommendation 5:** That the Draft Resident Involvement Strategy include a definition of accountability.

**Rationale:** The Commission considered uses of the term “accountability” to vary within the draft Strategy. Providing a definition of the term early in the document would aid clarity.

12. **Recommendation 6:** That the Draft Resident Involvement Strategy illustrate the structures that will incorporate residents’ views into council decision-making.

**Rationale:** The Commission took the view that providing examples of what it would look like for tenants’ views and feedback to shape decisions through the Council’s decision-making processes would help to make accountability more concrete and aid understanding.

13. **Recommendation 7:** That the Draft Resident Involvement Strategy include a wider range of protected characteristics when describing its equality measures.

**Rationale:** The Commission understood that equalities legislation informed the Draft Resident Involvement Strategy’s design but thought it would be helpful to include and make explicit more examples of protected characteristics.

14. **Recommendation 8:** That the Strategy’s “Outcome (b)” is reframed to show service improvements as the direct, desired outcome with evidence of improvement (and the *extent* of improvement) acting as a measure of success.

**Rationale:** The Commission supported the Strategy’s focus on resident involvement as an important driver of service improvements. However, “Outcome b” of the Strategy (“We will have clear evidence that involvement has made a difference in terms of tangible service improvements”) should focus on evidence of service improvements (as indicators of the Strategy’s overall success) rather than evidence to show the value of involvement.

15. **Recommendation 9:** That the Cabinet approve adding a section to the Strategy explaining how the consultation work in this Strategy connects with the next cycle of Resident Involvement and with Annual Reviews.

**Rationale:** The Commission felt that explaining the broader consultation landscape for housing would help residents better understand the aims and role of the Strategy.

16. **Recommendation 10:** That the Cabinet share outcomes of Annual Reviews with the Commission.

**Rationale:** The Commission considered that the outcomes could meaningfully contribute to its understanding of housing service performance whether during interviews with the relevant Cabinet Member or by other means to be determined.

17. It is for the cabinet to decide whether or not to accept the scrutiny commission's recommendations.
18. Overview and scrutiny procedure rule 15.3 requires the cabinet to consider and provide a written response to the report within two months.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Draft Resident Involvement Strategy <a href="https://modern.gov.southwark.gov.uk/documents/s123549/Draft%20Resident%20Involvement%20Strategy.pdf">https://modern.gov.southwark.gov.uk/documents/s123549/Draft%20Resident%20Involvement%20Strategy.pdf</a>	Southwark Council website	Adam Wood adam.wood@southwark.gov.uk
Report on the Draft Resident Involvement Strategy, Support for Tenants' and Residents Associations (TRAs) and Tenant Management Organisations (TMOs) <a href="https://modern.gov.southwark.gov.uk/documents/s123590/Report%20Draft%20Resident%20Involvement%20Strategy%20TMOs%20and%20TRAs.pdf">https://modern.gov.southwark.gov.uk/documents/s123590/Report%20Draft%20Resident%20Involvement%20Strategy%20TMOs%20and%20TRAs.pdf</a>	Southwark Council website	Adam Wood adam.wood@southwark.gov.uk

## APPENDICES

No.	Title
None	

## AUDIT TRAIL

<b>Lead Member</b>	Chair of Housing, Community Safety and Community Engagement Scrutiny Commission	
<b>Lead Officer</b>	Everton Roberts, Head of Scrutiny	
<b>Report Author</b>	Adam Wood, Scrutiny Officer	
<b>Version</b>	Final	
<b>Dated</b>	23 April 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
List other officers here		
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team</b>	5 June 2025	

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Report of the Health and Social Care Scrutiny Commission: Nursing Care Home Delivery scrutiny review report
<b>Lead Member:</b>	Councillor Suzanne Abachor, Chair, Health and Social Care Scrutiny Commission
<b>Ward(s) or groups affected:</b>	All wards
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a

**RECOMMENDATIONS**

1. That the cabinet notes the recommendation of the Health and Social Care Scrutiny Commission: Nursing Care Home Delivery Scrutiny Review Report Appendix 1, as set out on the page 9.
2. That the cabinet considers the recommendation from the Commission and requests that the relevant cabinet member reports back to cabinet on the recommendation, as set out below.

**BACKGROUND**

3. This review is driven by the Commission members concerns that the delivery of the planned new Nursing Care Home on Asylum Road would benefit from a more through exploration of all the delivery options, via a Gateway 0 report.

**KEY ISSUES FOR CONSIDERATION**

4. It is for cabinet to decide whether or not to accept the scrutiny commission's recommendation.
5. 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
Health and Social Care Scrutiny Commission agenda and papers 2024/25	Scrutiny Team 160 Tooley Street London SE1 2QH	Julie Timbrell 020 7525 0514
<b>Web link:</b> <a href="https://moderngov.southwark.gov.uk/ieListMeetings.aspx?CId=519&amp;Year=0">https://moderngov.southwark.gov.uk/ieListMeetings.aspx?CId=519&amp;Year=0</a>		

## APPENDICES

No.	Title
Appendix 1	Nursing Care Home Delivery Scrutiny Review Report

## AUDIT TRAIL

<b>Lead Member</b>	Councillor Suzanne Abachor, Chair, Health and Social Care Scrutiny Commission	
<b>Lead Officer</b>	Everton Roberts, Head of Scrutiny	
<b>Report Author</b>	Julie Timbrell, Project Manager, Scrutiny	
<b>Version</b>	Final	
<b>Dated</b>	5 June 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 of Resources	No	No
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team</b>	5 June 2025	

APPENDIX 1

**Nursing Care Home  
Delivery  
Scrutiny Review Report**

**Health and Social Care Scrutiny  
Commission**

**May 2025**

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Scrutiny Report

## Introduction

This mini review examines the delivery of a new nursing home, and has been conducted in order to respond to plans to deliver a new nursing home on a site identified on Asylum Road in SE15.

The Commission are seeking to ensure that the executive has thoroughly considered all available options to deliver the home; including the Market-led approach, commissioning a development partner through a procurement process, Direct Delivery and exploring potential partnerships with the NHS and charitable sector.

The Asylum Road site, on council land, is a unique opportunity and it is common ground that this is a very good site for a new home, and that a new nursing care home is much needed. While currently 70% of nursing care home residents live in the borough, there are still residents who are placed out of borough and out of London, on occasions when they would prefer a local home. In addition, demand for new nursing home places is predicted to rise from 292 in 2024, to 387 in 2034.

## Decision-making history and approach

In April 2024 an Individual Cabinet Member Decision (IDM) was taken to utilise the site of Asylum Road for a nursing care home. The IDM report set out the intention to pursue a development-partner approach and said that a cabinet decision would be sought to approve a Gateway 1 Procurement report in due course. In the autumn of 2024 the Commission requested the expected cabinet report in advance to undertake pre-scrutiny of the delivery options. However, this was not forthcoming, and by the Spring of 2025 the commission was advised that instead a Market-led approach had commenced, and that Cabinet approval to proceed with the land 'sale' (a Long lease) will be sought in around September 2025.

A presentation and paper was provided to the Commission in April 2025. Here the explanation provided for this new approach was that the Sustainable Growth Division (SGD), were now taking a lead, working in partnership Adult Social Care (ASC) . The paper provided outlined how other approaches had been considered, and why they were not recommended. The SGD, with the support of ASC, outlined the advantages of inviting the market to step forward with its proposals to deliver a targeted nil-cost solution, ( e.g no capital) and why this was considered the best way of delivering a new home.

Members at the April 2025 meeting asked why a Gateway 0 report had not been pursued, as this this could have been an early opportunity to undertake a strategic assessment of options, prior to embarking on a course of action. Furthermore Southwark Council's Fairer Future Procurement Framework states that a Gateway 0 report is required for any 'make or buy' option for service contracts over the value of £10 million, in order to consider in-house delivery <sup>1</sup>. There was, however, a

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<sup>1</sup> See Southwark Council's Fairer Future Procurement Framework, April 2024, page 6 , point 15: 'As part of the "make or buy" option, full consideration of in-house service delivery is the first part of the planning process and explicit consideration of whether the works, goods or services could be provided in-house must be included when developing the procurement strategy. This consideration must be clearly set out in Gateway 0 strategic assessments for services contracts worth over £10m.'

divergence of views on if a market-led approach, formalised through a land-transaction, is a type of procurement process. Notwithstanding this, members put forward the view that undertaking a Gateway 0 report would be a valuable exercise, and bring the council back into line with the underlying intention of the Fair Future Procurement Framework, which is to ensure that in-house delivery is fully considered for substantial initiatives.

### Options considered

The paper, provided to the Commission, outlined three options considered to deliver a care home. These are summarised below along with the reasons the commission were given for adoption and rejection:

#### I. Market-led approach (adopted)

Rational: An excellent land offer (Long Lease) is envisaged to attract good offers from quality providers, such as independent family-run businesses acting at sufficient scale to have capacity to deliver. This is expected to deliver around 50 nursing care home places at reduced cost to the council. The quantum of council-funded places, and the fee-level, will be part of the bidder offer. As a guide, the council has set out, in the marketing pack, an indication of what it would expect the council-funded fee level to be<sup>2</sup>.

#### II. Development partner procurement – open market, invited or framework (rejected)

Rational: procurement is a longer and more costly process than a market-led process, and is better suited to a situation where a specific output, service, or design is required.

#### III. Direct delivery (rejected)

Rational: The Capital Monitor funding allocation of £16m for the nursing care home has been largely expended with the purchase of Tower Bridge Nursing Home and there is no further capital budget allocation. In addition, there is a risk the design would be not suit the future operator, and a tie in arrangement is unfeasible.

While the commission appreciated the presentation and opportunity to understand the approach taken, the commission was not convinced that sufficient consideration had been given to all the alternative delivery options and that embarking on a Market led approach was premature, and a thorough options appraisal ought to be undertaken prior to cabinet approving a land sale, for the reasons outlined below.

### Care home history, market failure and care quality

The Commission is particularly keen to ensure that all delivery options are explored in full, given the precarious nature of care homes in Southwark, and the variable quality of provision. The borough has lost three homes over the last decade, with the relatively recent loss of Queens Oak, and further back Camberwell Green and

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<sup>2</sup> Officers provided by clarification , by email 3/06/25, in response to the draft report, on the how fees would be set and the number of council funded places established.

Burgess Park. In addition, in early 2024 the council almost lost Tower Bridge Care Home when the provider HC One decided to exit. The facility was only saved because the council was able to step in and buy the home, using the majority of the £16 million set aside to deliver a new home.

Members are acutely aware that homes closing often leads to poor outcomes for residents, and stability is important, and this is a key risk for any delivery mechanism to reduce or eliminate.

The other key concern is value for money and delivering high quality care. It is widely accepted that we have a care crisis in this country, particularly in delivering good quality, secure and affordable nursing care home places, however the causes are subject to debate. While inadequate funding because of stretched council budgets has been given as one reason, this was not substantiated by the evidence the commission heard.

Rather officers and academic reports indicated the cause could often be traced to the business model used by large providers. This frequently utilises a buy and lease back arrangement where the building asset is rented out to a care home operator. This is particularly problematic when this is associated with large levels of debt loaded onto the building, through the involvement of Private Equity, and recouped through high rents.

In addition, while it is often hard to establish the level of profit because of complex ownership models, these can range from modest to considerable. *'Plugging the Gaps in the UK Care Home Industry Report'*, Centre for Health and the Public Interest (CHIP) advocates for a 'reasonable' level of profit that fairly reward companies that provide care so they can continue to operate and grow, but warns that the regulatory environment is too weak presently to prevent large leakages, in part because of complex ownership models pursued by many large operators, including offshore companies.

Many of the countries largest providers, including Southern Cross, Four Seasons, Terra Firma and HC One, utilise the sale and lease back model, backed by Private Equity, and operate using the problematic complex ownership structures outlined in the CHIP report. Several of these providers have been involved in running many of the homes in Southwark that closed or were threatened with closure (Burgess Park, Camberwell Green and Tower Bridge - see table one) because they became insolvent or chose to exit the market when profits are down. In addition, prior to their closure many of these providers had been delivering sub-standard care with 'requires improvement' ratings by CQC for several years.

### **Nursing care home quality**

Recent academic reports into the delivery of care have noted the significance of ownership in delivering better quality care, with the 'Evidencing the outsourcing of social care provision in England report sponsored by the Nuffield Foundation /Oxford University finding that *'inspection ratings from regulators consistently show that public and third sector adult care homes and children's homes outperform those run*

by for-profit providers<sup>3</sup>. This mirrors the local picture with the four Southwark owned homes, formally operated by Anchor, showing consistently 'Good' CQC ratings.

### Council levers to improve care home quality

The council has commissioning leverage it can use, when purchasing places under contract, or through a procurement development partnership process. Not all care homes are under commissioning contract as an alternative approach is spot purchasing.

The council also engages with care homes to monitor and improve quality, particularly those it commissions. There are also additional services that can be brokered to improve monitoring and performance. Formerly the council commissioned the Lay Inspectors scheme, and this was focused on quality, however it is now a visiting service. In addition, Southwark Healthwatch has 'enter and view' powers, although it is not currently contracted by Southwark Council to undertake any 'enter and view' visits. The council could step up these arrangements, however, there is a cost to the council for all these services, and sustaining higher quality can be costly.

### Future proofing the building and operating quality

The commission are therefore keen to future proof the building, avoid the possibility of unplanned closures, and maximise the quality of the care home operator. The securest way of doing this to ensure the council own the asset (building). This will prevent closure. There are, however, other measures that the council has used in the past, and plan to employ going forward, that will offer a significant measure of protection from unplanned closure, or lease and buy back arrangements. This can be done by adding conditions to a Long Lease land sale and ensuring the council is not charged the 'rent' element. Officers provided assurances at the April meeting that the Market Led approach will protect against unplanned closure and provided approximately 50 rent free places for council placements<sup>4</sup>.

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<sup>3</sup> Evidencing the outsourcing of social care provision in England, Executive Summary, Key Findings, point 6, page 2.

<sup>4</sup> The Strategic Director of Children's and Adults Services said the land sale will include a care contract, which includes break clauses. Consequently, the Council will not be liable for rental charges for places reserved through the associated land deal. Instead, charges will be limited to 'hotel' services, specifically the provision of care. The care contract will also incorporate additional obligations relating to the operation of the care service. Furthermore, the Strategic Director referenced the Unit Costs of Health and Social Care publication, produced annually by the Personal Social Services Research Unit (PSSRU), which provides benchmark cost estimates for a range of health and social care services. These estimates typically include a minimum (floor) and maximum (ceiling) unit cost for each service category, such as nursing home placements, community-based services, and children's services. It was noted that the structure of the land deal is expected to reduce the per-room, per-night cost, although an additional supplement will apply to reflect the requirements of the Living Wage. This matter will be subject to further review and analysis by the Council's finance team as the process progresses.

In response to the draft report, officers provided additional clarification via email on 3 June 2025. They confirmed that both the number (quantum) of council-funded placements and the associated fee level will form part of the bidder's proposal. To guide prospective bidders, the Council has included an indicative fee level for council-funded places within the marketing pack.

While conditions on a Long Lease will ensure service continuity it will nevertheless grant the council less control over the quality of the care operator. Officers provided assurances that the future care home provider will be carefully chosen with smaller independent operators favoured, however, there can be no guarantees that companies will not change over time, in terms of ownership and quality of care. A Long Lease is likely to be granted for at least the expected lifetime of the building, which is 60 years. The council can add quality conditions via clauses to the Long Lease or via the Development Partnership approach, but these are in practice hard to enforce, unless performance is extremely poor. However, it is much easier to commission an operator for a fixed period and then decide to renew or end a contract and reprocure if the service is inadequate, when the building is owned by the council.

### Direct delivery

The commission heard that it is challenging for the council to deliver the building of a new nursing care home for two reasons; firstly the majority of the £16 million capital set aside for the new home was spent on unexpectedly stepping in to buy Tower Bridge Care Home, and in addition the council priority for the Capital Monitor budget is housing. A new home could cost between £25-30 million.

The other reason given was that building a new home would be better done in partnership with the care provider, however this is unfeasible over the long timeframe required to bring forward a home.

The Commission was unconvinced that undertaking the delivery of a new building was beyond the capacity of the council, or that a partnership with a provider is required. The council undertake in-house design and delivery of schools and this is analogous. The in-house department, Southwark Construction, also oversees the building of extra care housing for the Council, a task which it took over from the Sustainable Growth Team. Moreover many of our existing care homes were designed and delivered by the council decades ago to a high standard, with generous space standards. Existing council owned care homes have been operated by successive operators with no apparent problems.

Other councils have embarked on building new care homes:

- In 2018 Enfield opened a new home operated by Independence and Well Being Enfield, which is a [wholly owned Council company](#)
- [Flintshire County Council](#) has provided the capital for a new care home with the care being provided by the NHS and social services teams:

### Capital and revenue

While the commission understands the challenge of raising capital for a cash strapped council to build our own home, members were of the view that all avenues to access capital had not been fully explored to fully consider Direct delivery, including the Community Infrastructure Levy (CIL) or Section 106 agreements to levy money from large developments in the pipeline, such as Old Kent Road. Members noted that while schools are considered critical infrastructure that the

council will take responsibility for delivering, using planning gain and other capital resources, the same approach is not adopted for nursing care homes, despite this being a similarly vulnerable demographic. In addition, use of a loan did not seem to have been fully appraised.

Members acknowledged that a Market-led approach will alleviate the immediate capital burden on the council, however the Commission was concerned that it may potentially place a higher burden on the council's revenue budget over time for places it is required to fund, and place a greater strain on resident budgets, thus exhausting them faster. This is because commercial operators in privately owned building generally charge more than operators in council owned buildings. While money is tight, the council's revenue budget is under much more pressure than the capital budget, as the council is land and asset rich, but cash poor. The Commission would therefore like to see more financial evaluation of the impact of various models on the revenue budget, including potentially incurring higher costs to monitor and sustain good quality, as well as exploration of how planning gain through CIL and Section 106 could potentially be utilised.

The Commission was also unsure if a market led approach would deliver the right type of homes given previously officers have advised that the borough has fewer self-funders than many outer boroughs. A council delivered nursing care home may therefore be more aligned with local need and resources.

### **Partnership approach**

Given the evidence that the public sector and third sector deliver better outcomes the Commission would like to see a more thorough exploration of possible partnerships with the NHS and charitable institutions. Although the local NHS have indicated that it would not be viable to staff a nursing care home the commission would still like other possibilities to be explored including capital partnerships, given the nursing component of care is an NHS responsibility. Southwark is also well served by excellent charities working with the community and older people and there may be partnership opportunities here left unexplored.

### **Summary**

The Commission is not advocating a particular course of action, rather it is urging Cabinet to undertake a more thorough evaluation of all the options before committing to a land sale via a market-led approach. As such the commission recommend a Gateway 0 report is undertaken prior to any cabinet decision being taken.

The Commission's view is that following the Gateway 0 process would ensure that direct delivery can be fully considered and appraised, additional sources of potential capital explored, alongside a more thorough assessment of other partnerships and the impact on the revenue account of different models.

### Recommendation

A Gateway 0 options appraisal report is produced for cabinet to ensure a more thorough process is followed, and that all the delivery options are fully considered.

This ought to include consideration of the below:

- Direct Delivery – investigate and consider all possible sources of capital (Community Infrastructure Levy, Section 106 etc) plus a loan. The commission would encourage the cabinet to adopt a similar principle towards infrastructure provision for older people in the same way we deliver schools, libraries and leisure centres. In addition the commission would urge that cabinet consider low interest loan opportunities from the Public Works Loan Board.
- An appraisal of the impact of each delivery model on the revenue account.
- A partnership with the NHS.
- A partnership with a charitable association.

## Table One: Care Homes Ownership and Operation Models

Model	Land	Building Ownership	Care Operator	Example	Fate
A (historic)		Private Equity	Private Equity	Burgess Park Camberwell Green Tower Bridge	Closed Closed Building acquired by council
B (Historic)		Company	Company	Queens Oak	Closed
C (Historic)	Council freehold	Council	Housing Association	Bluegrove Greenhive Rose Court Waterside	Continue with changed operator
D	Council freehold	Council	Company	Bluegrove Greenhive Rose Court Waterside Tower Bridge	Operational
E	Council freehold with long lease	Company	Company	Camberwell Lodge	Operational
F		Charity	Charity	The Elms	Operational

Types of owners	Key
Private Equity controlled enterprise : Terra Firma / Four Seasons/ HC One	Red
Company - Independent Family run business: County Court care Home / Agincare / Excelcare	Yellow
Housing Association / not for profit : Anchor	Blue
Charity : Mission Care	Light Green
Local Authority : Southwark Council	Yellow

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**Table Two: Delivery models – an overview of some advantages and disadvantages**

<b>Market-led approach</b>	
<p>In this favoured approach, the council would invite the market to put forward proposals for a new nursing care home, which will be formalised through a land transaction. Modelling predicts that the council can expect around 50 places of a 100 bed home to be delivered rent free, with the council paying for care costs only.</p>	
Advantages	Disadvantages
Minimal capital and revenue investment to bring the home forward.	The council has reduced leverage to ensure the building and operator practices align with the council's values.
A good land offer is envisaged to attract good offers from quality providers, such as independent family-run business acting at sufficient scale to have capacity to deliver.	Only a for-profit operator is likely to have the capacity to deliver. Commercial delivery of care homes is associated with poorer quality care. Business owners change over time and this cannot be controlled – a family business may sell out or be acquired by larger operators, including Private Equity controlled enterprises, where there is likely to be more profit leakage.
Expected to deliver approximately 50 nursing care home place at reduced cost to the council.	It expected that around 50 places are envisaged to be set aside for the council rent free, this leaves a shortfall as over 100 are required (although some local self-funders will be able to access the remainder).
The land transaction deal de-risks the opportunity for the developer to sell on the asset. The council cannot be charged rent on the places it negotiates, only care costs, with reference to national standards.	A land transaction deal, based on a sale of a lease, limits contractual safeguards. While an operator is 'preferred', it is possible a developer will come forward who will sub-contract the care home operation to another provider.
Stakeholders can be involved in assessing the offers that come forward.	The business model may be over reliant on self-funders, unsustainable and less aligned with local need.
Minimal capital and revenue investment to bring the home forward.	Stakeholder involvement is envisaged, but no resident involvement.

Minimal capital and revenue investment to bring the home forward.	More pressure on the revenue account as places will likely to be higher cost than via direct delivery of a council owned building.
<b>Development partner through a procurement process</b>	
In this approach the council sets out what it wants through a procurement process. These requirements are then put to the market, and assessed according to criteria.	
<b>Advantages</b>	<b>Disadvantages</b>
The council is able to set out clear criteria, standards and contractual obligations for the partner to adhere to.	Procurement is an expensive process
No capital required, although a capital injection could increase places.	Obligations and break clauses on a long lease are onerous to enforce and in practice a building is likely to remain in the hands of the original providers unless performance is extremely poor.
Expected to deliver 50 places out of 100.	50 places rent free will not meet demand for nursing places, although self-funders may access some of the remaining places.
Likely to attract a good quality provider	The contractor is likely to be for profit and associated with lower quality provision than third sector.
Significantly de-risks the opportunity for a development partner to sell on the asset or care operation through an enforceable contract.	The business model may be over reliant on self-funders, unsustainable and less aligned with local need.
Previous procurement has involved stakeholders and resident' representatives, because it is a longer process.	Over the longer term the building may depreciate over time as the lease nears expiry of the lifetime of the building.
<b>Direct Delivery:</b>	
<b>Here the council would fund the building of a nursing care home using its own capital and undertake the design in-house or with input from an architect or an operator. The care home operation could then be delivered in-house by the council or through commissioning an operator.</b>	
<b>Advantages</b>	<b>Disadvantages</b>
Ownership of the building offers the highest level of security. Even if a care home operator departs the home	Capital is required, which is under pressure. The majority of the previous Capital Monitor capital allocation has been spent. The priority for capital

<p>remains and a new care home operator can be re-commissioned. It is possible that other sources of capital may come onstream, from the Community Infrastructure Levy, or Section 106 could be utilised.</p>	<p>is housing. A loan would put a liability on the council's account.</p>
<p>There will be long-term protection of the asset quality - the council has an incentive to build well.</p>	<p>The council has no experience of designing care homes.</p>
<p>The council is able to commission high quality providers (or deliver in-house) according to its values and standard, including third sector and family providers, and easily exit from poor performance.</p>	
<p>100 places will be produced, reducing impact on overstretched revenue budget, and potentially resident savings.</p>	
<p>The council has design experience for schools, inputted into the design of Extra Care housing and is developing children's care home direct delivery expertise. The four council owned homes delivered 20 years ago are of an excellent, spacious standard. In addition there is architectural design expertise that the council has the capacity to commission. Other councils have more recently directly designed and delivered homes.</p>	

Over the longer term there may be reduced quality assurance burden.	
The places provided are likely to be lower cost and better aligned to demand.	
<p><b>Partnership with the NHS and / or a Charitable Association</b></p> <p>In this model the NHS would take on responsibility for the some of the delivery of the nursing care home; recognising that nursing care is an NHS responsibility. Other councils have partnered with Housing Associations.</p>	
<b>Advantages</b>	<b>Disadvantages</b>
The NHS or third sector charitable association involvement could offset capital or revenue costs.	The local NHS has indicated that recruitment is a barrier to delivering nursing care.
The asset is likely to be more secure over the longer term.	
Third sector involvement is associated with better care.	

Scrutiny

## Contributors to the review and research

### Officers

- David Quirke-Thornton, Strategic Director, Children's & Adults Services
- Pauline O'Hare, Director of Adult Social Care
- Genette Laws, Director of Commissioning
- Catherine Brownell, Head of Sustainable Growth North, Planning and Growth

### Cabinet member

Councillor Evelyn Akoto, Cabinet Member for Health and Wellbeing

### Publications

- Evidencing the outsourcing of social care provision in England. Anders Bach-Mortensen, Benjamin Goodair, Michelle Degli Esposti, Christine Corlet Walker, Jane Barlow. Nuffield Foundation/ Department of Social Policy and Intervention, University of Oxford, October 2024.
- Plugging the leaks in the UK care home industry: strategies for resolving the financial crisis in the residential and nursing care home sector. Vivek Kotecha, Centre for Health and the Public Interest (CHPI), November 2019.

## Acknowledgements and thanks

Health and Social Care Scrutiny Commission 2024/25 members:

- Councillor Suzanne Abachor (Chair)
- Councillor Maria Linforth-Hall (Vice-Chair)
- Councillor Nick Johnson
- Councillor Esme Dobson
- Councillor Charlie Smith
- Councillor Jason Ochere
- Councillor Sandra Rhule

Julie Timbrell, scrutiny Project Manager and report author.

Scrutiny Report

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	17 June 2025
<b>Report title:</b>	Motions Referred from Council Assembly
<b>Cabinet Member:</b>	Not applicable
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	Not applicable
<b>From:</b>	Proper Constitutional Officer

### RECOMMENDATION

1. That the cabinet considers the motions set out in the appendices attached to the report.

### BACKGROUND INFORMATION

2. Council assembly at its meeting on 19 March 2025 agreed several motions and these stand referred to the cabinet for consideration.
3. The cabinet is requested to consider the motions referred to it. Any proposals in a motion are treated as a recommendation only. When considering a motion, cabinet can decide to:
  - Note the motion; *or*
  - Agree the motion in its entirety, *or*
  - Amend the motion; *or*
  - Reject the motion.

### KEY ISSUES FOR CONSIDERATION

4. In accordance with council assembly procedure rule 2.10.6, the attached motions were referred to the cabinet.
5. The constitution allocates responsibility for particular functions to council assembly, including approving the budget and policy framework, and to the cabinet for developing and implementing the budget and policy framework and overseeing the running of council services on a day-to-day basis.
6. Any key issues, such as policy, community impact or funding implications are included in the advice from the relevant chief officer.

**BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Council agenda	Report on the council's website	Virginia Wynn-Jones Constitutional Team 020 7525 7055
<b>Link:</b> <a href="#">Agenda for Council Assembly on Wednesday 19 March 2025, 7.00 pm - Southwark Council</a>		

**APPENDICES**

<b>Number</b>	<b>Title</b>
Appendix 1	Creating healthy green and leisure spaces for the whole community
Appendix 2	Scrap the Two Child Cap
Appendix 3	Extension of the Franchise
Appendix 4	A Fair Deal for Southwark's Carers
Appendix 5	A National Care Service for England

**AUDIT TRAIL**

<b>Lead Officer</b>	Chidilim Agada, Head of Constitutional and Member Services	
<b>Report Author</b>	Virginia Wynn-Jones, Principal Constitutional Officer	
<b>Version</b>	Final	
<b>Dated</b>	7 May 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>
Strategic Director of Resources	No	No
Assistant Chief Executive – Governance and Assurance	No	No
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team</b>	7 May 2025	

**APPENDIX 1****Creating healthy green and leisure spaces for the whole community**

1. Council Assembly believes:
  - a. In order to create good lives for the whole community, we must ensure that our leisure spaces and green spaces are as healthy as they can be. This includes parks and green spaces, leisure centres and sports facilities, playgrounds, libraries and biodiversity corridors.
2. Council Assembly agrees:
  - a. That fourteen years of cuts to local government by Conservative and Liberal Democrat governments has made it harder for councils across the country to deliver high quality, healthy green and leisure spaces.
  - b. That despite this context, Southwark's Labour administration has excelled in delivering for our borough's residents, establishing Labour as the only party able to deliver a greener and healthier Southwark, including:
    - i. The hugely successful in-sourcing of Southwark's leisure centres, providing a Free Swim and Gym offer for all Southwark residents, opening Southwark's first open-water swimming facility and decarbonising leisure centres across the borough.
    - ii. Achieving 30 Green Flag Awards including Burgess Park, Peckham Rye Park and Warwick Park on Rye Lane, the opening of a brand new park at Elephant Park and completing Southwark Labour's manifesto commitment to be the first inner London borough to have over 100,000 trees.
    - iii. Expanding Southwark's network of community gardens, with 21 community gardens and over 250 growing plots established since 2021 and adopting Incredible Edible's Right to Grow.
    - iv. This administration's investment in playgrounds, including the opening of the newly refurbished Ellen Brown Adventure Playground in South Bermondsey and Fredrick Playground in Newington.
    - v. The opening of two new libraries on the Aylesbury and Kingswood estates, despite austerity forcing councils to close local libraries across the country.
3. Council Assembly also welcomes:

- a. Improvements made to our much-loved green spaces including Cossall Park, Burgess Park and Victory Park, refurbishments to 19 council-managed tennis courts across the borough and support provided for residents to set up community gardens across Southwark.
  - b. Revamping sports facilities and expanding activities, including St Paul's Sports Ground, Burgess Park Sports Centre and Southwark Park Sports and Athletics Centre, as well as £1.3 million paid or committed to local sports clubs and organisations.
  - c. The £8 million upgrade of our leisure centres and £2 million spent on refurbishing our gyms, including cleaner facilities and upgraded changing rooms and the state of the art e-gyms at Peckham Pulse and Camberwell Green leisure centres.
  - d. This administration's continued work with residents and local councillors in Nunhead & Queen's Road in making Nunhead Green and Brayards Community Garden thriving community spaces for all ages.
  - e. The opening of health kiosks at Camberwell, Una Marson, Canada Water and Dulwich libraries, used by over 14,000 users since they were installed.
  - f. The raising of over £1 million for nature projects through the Community Investment Scheme and renewed focus on biodiversity following the recommendations of our Citizens' Jury on Climate Change, with the £500,000 Southwark Biodiversity Fund.
4. Council Assembly asks that Cabinet:
- a. Continue to deliver an ambitious programme of investing in and expanding our parks and green spaces, by bringing forward a new Green Spaces Plan to:
    - i. Deliver major improvements to our parks and green spaces across the borough, including Bramcote, Elephant, and Guy's parks, and creating more parkland and Dr Harold Moody and Consort Parks in Rye Lane.
    - ii. Work with local people to create more opportunities to be involved in planting and establish an action plan for Right to Grow, mapping new opportunities for community gardens and potential growing spaces.
    - iii. Support Southwark's thriving arts and culture sector through events held in parks across our borough.
    - iv. Continue to make our parks and green spaces safer by tackling crime and antisocial behaviour, strengthen community

initiatives around safety in our parks and co designing plans to make our parks safe.

- b. Continues to invest in leisure and sports facilities and activities for children and young people across our borough, including:
  - i. Delivering a brand new, state of the art leisure centre at Canada Water in Rotherhithe.
  - ii. Improving outdoor gyms and sports facilities, so they enable more people to have better health and wellbeing and help to reduce health inequalities, including through major upgrades to Marlborough Gardens, Burgess Park and Brimington Park sports centres.
  - iii. Continuing to deliver a free and low-cost holiday food and fun programme for the children who need it most, so every child can access positive activities and be well fed during school holidays.
  - iv. Provide high quality and targeted leisure provision to improve accessibility and improve health.
- c. Continues to deliver fantastic play facilities for our children and young people, including:
  - i. A major revamp of Alexis St Park.
  - ii. Upgrade playgrounds across the borough so wherever you live you have a local high quality, inclusive and fun playground, including:
    - I. Upgrading Peckham Rye Park Adventure Playground and Dulwich Village playground.
    - II. Upgrading playgrounds on our housing estates, including at the Kirby Estate, Rye Hill Estate and Bells & Lindley.
- d. Expands the fantastic offer in our libraries, including:
  - i. New health kiosks, building on their success to date and finding new opportunities to open health kiosks in other local libraries in Southwark, seeking opportunities to use our library spaces to offer wellbeing services.
  - ii. Upgrades to Dulwich and Brandon libraries, a second Library of Things to help residents reduce bills on household tools and cut carbon emissions and investment in green space around Nunhead Library.

- e. Continue to deliver a community-led approach to boosting biodiversity, including:
  - i. Boosting biodiversity, including work at Moreton Gate nature garden, Burgess Park habitat restoration and Belair Wood meadow, and delivering on the recommendations of the Land Commission to deliver a network of biodiversity corridors.
  - ii. Ensuring neighbourhoods across the borough benefit from more tree canopy cover and working with local people to create more nature sites, woodlands and urban planting.

## Scrap the Two Child Cap

1. Council assembly notes:
  - a. The dire impact of austerity on children and families in Southwark and across the country instigated by the Conservative and Liberal Democrat coalition, undoing all of the work of the previous Labour Government that lifted 2 million children out of poverty
  - b. The £22 billion black hole in the national finances inherited by the government and the responsible handling of the economy since Labour were elected in 2024.
  - c. The Labour Party's commitment to tackling child poverty, including the upcoming Child Poverty Strategy.
  - d. The Free Breakfast Clubs pilot rolled out by the government, already benefitting two schools in Southwark and set to give every child in the country a healthy breakfast when fully rolled out.
  - e. The additional 3,000 nurseries with 100,000 places committed in Labour's 2024 manifesto.
  - f. Labour's New Deal for Working People and uplift to the living wage, set to benefit working people across our borough and have a material impact on child poverty.
  - g. The government's plan for 100,000 urgent child dental appointments and major new supervised toothbrushing programme, helping children have the best start in life.
  - h. The commitment of the Mayor of London to fund free healthy school meals for primary school children across London.
2. Council Assembly further notes:
  - a. The work of Southwark's Labour administration to support children and families in our borough and help alleviate poverty, including:
    - i. Over £53million of cost of living support provided to thousands of families.
    - ii. The most comprehensive free healthy school meals offer for children in the country, which has improved reading skills, reduced childhood obesity and increased financial support to households.
    - iii. Free healthy school meals during the holidays.
    - iv. Holiday food and fun programmes.
    - v. Support for low income families with school uniform costs.
    - vi. Help with energy costs and free advice on reducing bills.

- b. This administration's submission to the Child Poverty Taskforce, which outlined the impacts of child poverty in Southwark and describing the work we are doing with partners to ameliorate its affects.
- c. This administration's continued work with the Secretary of State for Work and Pensions and other government ministers in finding and working through long term solutions to child poverty.
- d. The council's work with the Living Wage Foundation to lift Southwark residents out of poverty pay, which so far has benefitted over 7,000 working people in the borough.

3. Council Assembly resolves to:

- a. Ask that the council continue to provide support to children and families in Southwark, putting money back in our residents' pockets wherever possible. This includes:
  - i. Continuing providing free healthy school meals for Southwark children.
  - ii. Continuing to provide holiday school meals.
  - iii. Continuing the council's Holiday Food and Fun schemes for families in the school holidays.
  - iv. Continue with a cash first approach to our cost of living support.
  - v. Continue to expand the number of registered Living Wage employers in the borough to lift residents out of poverty pay.
- b. Support the government in the establishment of the Child Poverty Strategy, providing expertise on the pressures facing families in Southwark and working to end child poverty in this country.

### Extension of the Franchise

1. Council Assembly notes:
  - a. Southwark have given a welcome and a home to migrant communities across the ages, from Africa, Asia, Europe, Latin America and the Middle East. Our culture, cuisine, community, and spirit have been enriched a thousandfold by citizens and families from all over the world. In 2024 we were recognised by the wonderful Charity City of Sanctuary as a Borough of Sanctuary for welcoming, supporting opportunities to our sisters and brothers from overseas.
  - b. The Elections Act is a major piece of national legislation with local implications for the residents of this local authority, including the use of mandatory photographic voter ID at the polling station, changes to overseas voting and voting and candidacy rights of EU citizens.
  - c. According to the 2021 census, [one in six usual residents of England and Wales were born outside the UK](#). They live, work, study, make use of public services, and call the UK their home. Many foreign-born residents of this local authority from EU and Commonwealth countries can vote in our local elections. However, over 1 million residents across England and Northern Ireland do not have a right to vote.
  - d. Scotland and Wales implemented residence-based voting rights where all residents with lawful immigration status have the right to vote in local and devolved national elections.
  - e. According to a poll by Opinium Research, over [50% of people agree that every resident, no matter where they are from, should have the right to vote at least in local elections](#).
2. Council Assembly welcomes:
  - a. That all our residents, no matter their nationality, call this local authority their home and bring significant value to our area.
  - b. That the voting and candidacy rights of EU citizens with pre-settled and settled status who entered the UK before 2021 will be maintained through the Elections Act.
  - c. That [15 local authorities across England have passed motions asking for the right to vote to be extended to all residents in local elections](#).
3. Council Assembly expresses concern that:

- a. EU citizens who enter the UK from the 1st of January 2021 and are not covered by bilateral voting rights treaties (currently only active with Poland, Luxembourg, Portugal, Spain, and Denmark) will lose voting and candidacy rights in local elections when the Elections Act is fully implemented. This will create an unequal situation where some EU citizens will have the right to vote where others will not.
  - b. The complexity in voting eligibility will cause confusion and will reduce voter turnout in local elections amongst migrant voters, a group already under-registered compared to British voters.
  - c. This is particularly pertinent in Southwark, where more than 40% of our residents were born outside of the UK – over 121,000 people.
  - d. Furthermore, a burden will be placed on Local Authorities managing the removal of a significant number of EU citizens from the electoral register. This may result in some being wrongfully removed from the electoral register.
4. The Council commits to:
- a. Request that the relevant cabinet member writes to the Minister of State at the Department for Housing, Communities and Local Government and the relevant shadow frontbencher requesting that the franchise for local elections be extended to all qualifying foreign nationals in England and Northern Ireland in line with eligibility criteria in Scotland and Wales. This would ensure a UK-wide and fair approach to voting rights so that all our residents, who are also our council taxpayers, are enfranchised.
  - b. Delivering a training to councillors and relevant officers on the changes brought by the Elections Act so that residents can be accurately informed about their voting rights.
  - c. Work collaboratively with voluntary sector organisations in our local authority to reach residents about voter eligibility rules and how to vote.
  - d. Ensure council officers have a strategy in place to ensure that the implementation of the Elections Act, including the removal of some EU citizens from the register, does not wrongfully remove eligible voters from the register.
  - e. Continue promoting voter registration and photo ID requirements to residents at citizenship ceremonies, events, and other communication channels.

## A Fair Deal for Southwark's Carers

1. Council Assembly notes:
  - a. The Carers Trust estimates that there are at least one million young carers aged 17 and under in the UK and over 600,000 young adult carers between the ages of 18 and 25.
  - b. In Southwark, 407 young carers are supported by the council, but the true number of young carers in the area is likely to be far higher.
  - c. Young carers miss an average of 23 school days per year and young adult carers are four times more likely to drop out of college or university.
  - d. Caring responsibilities can affect young carers' readiness to engage fully in school life, adding barriers to punctuality, their capacity to complete homework, and their ability to focus and participate effectively in lessons.
2. Council Assembly further notes:
  - a. That the NHS and social care system face multiple crises of access, staff retention, long waiting times, missed targets and poor outcomes as a direct result of 14 years of cuts from Conservative and Liberal Democrat governments.
  - b. That people across Southwark are struggling to access health and care services, and that much of the strain on the NHS is caused by a dire lack of funding and support for social care inherited from the Conservative government.
  - c. the Labour government has initiated and is actively working on holding cross-party talks to achieve meaningful social care reform, recognising the positive vision for social care in Southwark and nationally.
  - d. That difficulty accessing services increases pressure on acute care such as Accident & Emergency (A&E) as well as undermining overall population health
  - e. That the new Labour government struck a fair pay deal with doctors and nurses within months of running the country.
  - f. That the Labour government has also already met its target of 2 million new NHS appointments, after just 8 months in office.
  - g. The Labour government has set out immediate investment and reforms to improve adult social care and support the workforce,

including helping to keep older people out of hospital and living at home independently for longer, and improved technology and data sharing between NHS and social care.

- h. That Baroness Louise Casey is chairing an independent commission into adult social care to build a national consensus around a new national care service able to meet the needs of older and disabled people into the 21st century.
- i. That the Southwark Labour administration has shown leadership in investing in the care workforce – paying the London Living Wage, Travel time, Enhancements for unsocial Hours, Occupational Sick Pay and much more to staff that are employed by local services who are signed up to Southwark’s Ethical Care Charter and the more recently Southwark’s Residential Care Charter.
- j. The positive efforts by Southwark’s health partners to increase GP access, with Southwark GPs conducting an additional 23,971 appointments in Q3 2024/25 compared to Q3 2023/24, reflecting a 6.5% increase. Efforts to promote the NHS App in Southwark have also led to a significant rise in registrations from 5.4% in January 2024 to 60.1% by January 2025.

3. Council Assembly welcomes:

- a. The government’s plans for reforming the NHS and building an integrated health service, with health and social care services delivered locally and in coordination with one another.
- b. The great work in Southwark to bring together key partners from Health, VCS and Council to collectively design and implement plans to improve health and care services for Southwark residents and patients through partnership Southwark and Health and Wellbeing Board.
- c. The Council's collaboration with partners continues to facilitate timely discharges from hospitals, enabling residents to return home. This involves commissioning community-based reablement services in partnership with Guy's and St Thomas' NHS Trust and a home care agency, as well as bed-based reablement services at the Avon Unit located within Waterside Care Home.
- d. The Council's commitment to enhancing support for carers by redesigning services and embedding them in the Health and Wellbeing Board’s strategy. We value unpaid carers for their role in keeping residents safe and well and aim to support their health.
- e. The commitment made in the Labour Party's 2024 general election manifesto to "undertake a programme of reform to create a National Care Service, underpinned by national standards, delivering

consistency of care across the country".

- f. This Labour-run council's 'Health on the High Street' programme, bringing vital services into local areas for our residents to access.
4. Council Assembly therefore pledges its support for a National Care Service, with health and social care delivered locally, and encourages the new government to carry out this reform.

### A National Care Service for England

1. This council believes adult social care should enable people to live the life they want to live.
2. But despite the previous government's commitment to "fix social care", buck-passing and intransigence by the previous national government has broken this vital public service.
3. The problems in social care are particularly evident in the workforce. Many care staff are paid minimum wage or less for a difficult and skilled job. Some domiciliary care employees do not get paid for their travel time between care visits, while care workers are paid significantly less than the minimum wage for overnight sleep-in shifts. Most care workers do not even have access to an adequate occupational sick pay scheme, which means they lose significant sums in wages when they are unwell or need to self-isolate. Meanwhile, this country has been shamed by the exploitation of many migrant care staff, who are forced to work excessive hours or pay huge amounts for their training or equipment.
4. Figures from Skills for Care show there are 131,000 vacancies in the care sector, one of the highest rates in the entire economy. Workforce shortages; poor pay and conditions; and a lack of national direction on social care mean too many people cannot access the care they need.
5. But there is hope. This council notes the campaign by UNISON, the lead trade union in social care, for a National Care Service (NCS) in England, for a service which will:
  - a. improve the quality of care for everyone who needs it.
  - b. support independent living and take a 'home first' approach which enables people to recover outside hospital and care homes with the right help.
  - c. promote public sector and non-profit delivery of care services.
  - d. have national partnership working, bringing together employers, unions, and government in a national partnership.
  - e. implement a Fair Pay Agreement in adult social care.
6. This council also welcomes the commitment made in the Labour Party's 2024 general election manifesto to "undertake a programme of reform to create a National Care Service, underpinned by national standards, delivering consistency of care across the country".
7. This council acknowledges the commendable efforts made in the borough to invest in the workforce through the implementation of both the Ethical

and Residential Care Charter, inspired by UNISON's charter. These charters are designed to enhance care standards for vulnerable residents and improve working conditions for care workers. By offering the London Living Wage, compensating travel time, providing occupational sick pay, and remunerating staff for training hours, the borough has effectively attracted and retained staff, resulting in relatively low vacancy and turnover rates.

8. This council further notes that the Fabian Society has published a comprehensive plan for building a NCS in England, with empowered local authorities at its core, called *Support Guaranteed: The Roadmap to a National Care Service*. The report states: "Councils should remain in charge [of social care]. But our firm view is that more nationwide rights, standards and functions are needed for local government to fulfil its adult social care mission
9. This council believes that building a NCS can also help drive wider economic growth. The 2023 Future Social Care Coalition report *Carenomics* demonstrates the contribution that social care makes to the UK economy, with the sector generating in England alone £51.5 billion in gross value added to the economy.
10. This council pledges its support for a NCS and encourages the new government to carry out this reform.

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