

Cabinet

Monday 16 March 2026

3.00 pm

Ground floor meeting rooms, 160 Tooley Street, London SE1 2QH

Membership

Councillor Sarah King (Chair)
Councillor Jasmine Ali

Councillor Evelyn Akoto
Councillor John Batteson

Councillor Stephanie Cryan

Councillor Ellie Cumbo
Councillor Helen Dennis

Councillor Natasha Ennin

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 Transport
Cabinet Member for Equalities, Democracy
and Finance
Cabinet Member for Parks and Culture
Cabinet Member for New Homes and
Sustainable Development
Cabinet Member for Community Safety and
Neighbourhoods
Cabinet Member for Council Homes

INFORMATION FOR MEMBERS OF THE PUBLIC

Access to information

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Contact

Email : paula.thornton@southwark.gov.uk; constitutional.team@southwark.gov.uk

Members of the committee are summoned to attend this meeting

Althea Loderick

Chief Executive

Date: 5 March 2026



Cabinet

Monday 16 March 2026

3.00 pm

Ground floor meeting rooms, 160 Tooley Street, London SE1 2QH

Order of Business

Item No.	Title	Page No.
	PART A - OPEN BUSINESS	
	MOBILE PHONES	
	Mobile phones should be turned off or put on silent during the course of the meeting.	
1.	APOLOGIES	
	To receive any apologies for absence.	
2.	NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT	
	In special circumstances, an item of business may be added to an agenda within five clear working days of the meeting.	
3.	NOTICE OF INTENTION TO CONDUCT BUSINESS IN A CLOSED MEETING, AND ANY REPRESENTATIONS RECEIVED	1
	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	2 - 11
	To approve as a correct record the minutes of the open section of the meeting held on 2 February 2026.	

Item No.	Title	Page No.
6.	PUBLIC QUESTION TIME (15 MINUTES)	
	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 Tuesday 10 March 2026.	
7.	DEPUTATION REQUESTS	
	To consider any deputation requests. To consider any deputation requests. The deadline for the receipt of deputation requests is midnight Tuesday 10 March 2026.	
8.	PETITION: SAVE OUR HIGH STREET - SUPPORT DULWICH VILLAGE BUSINESSES	To follow
	To consider a petition.	
9.	CORPORATE PARENTING ANNUAL REPORT 2025	12 - 45
	To note the report including progress of the corporate parenting strategy, areas of focus for 2025 and work of the corporate parenting committee.	
10.	END OF TERM REPORT 2022 - 2026	To follow
	To note the council's performance and delivery against the Council Delivery Plan commitments as outlined in the end of term report.	
11.	AYLESBURY ESTATE: FUTURE PHASES	46 - 54
	To approve the basis of the variation to the Development Partnership Agreement (DPA), which will see the developer complete three phases of the estate renewal (Plot 18, FDS C, Phase 2B) and for the future phases (Phases 2C, 3 and 4) of the estate renewal to return to the control of the council.	
12.	ACQUISITION OF THE PLOT H1 ELEPHANT AND CASTLE HEALTH CENTRE	55 - 90
	To approve the acquisition of premises for the Elephant and Castle Health Centre delivered using strategic community infrastructure levy (CIL).	

Item No.	Title	Page No.
13.	ALMS HOUSE DELIVERY VIA LAND TRANSACTION AT 1 ANN MOSS WAY AND 153-159 ABBEYFIELD ROAD	91 - 150
	To agree that the council will work with United St Saviour's Charity (USTSC) to explore the feasibility of bringing forward new Older People's Housing developments on the sites at 1 Ann Moss Way and 153-159 Abbeyfield Road, drawing on the principles of the Appleby Blue development.	
14.	GATEWAY 2: MENTAL HEALTH SUPPORTED HOUSING PROVISION	151 - 175
	To approve the award of eight contracts for the delivery of mental health supported housing provision.	
15.	GATEWAY 1: PROCUREMENT STRATEGY APPROVAL - HEATING AND WATER REPAIRS, MAINTENANCE, REFURBISHMENT AND REPLACEMENT WORKS AND COMMUNAL HEATING MAJOR WORKS FRAMEWORK	176 - 216
	To approve the procurement strategy to undertake a procurement exercise for eight heating and water repairs, maintenance, refurbishment and replacement work contracts.	
16.	RESPONSE TO RECOMMENDATIONS BY THE HOUSING, COMMUNITY SAFETY AND COMMUNITY ENGAGEMENT SCRUTINY COMMISSION: SOUTHWARK COMMUNITY SAFETY PARTNERSHIP	217 - 228
	To consider the responses to the recommendations of the housing, community safety and community engagement commission: Southwark Community Safety Partnership.	
17.	RESPONSE TO THE OVERVIEW AND SCRUTINY COMMITTEE: CHILTON GROVE ESTATE	229 - 234
	To consider the responses to the recommendations in respect of the overview and scrutiny committee report.	
	DISCUSSION OF ANY OTHER OPEN ITEMS AS NOTIFIED AT THE START OF THE MEETING	

EXCLUSION OF PRESS AND PUBLIC

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

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

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

PART B - CLOSED BUSINESS**18. MINUTES**

To approve as a correct record the closed minutes of the meeting held on 2 February 2026.

19. AYLESBURY ESTATE: FUTURE PHASES**20. ACQUISITION OF THE PLOT H1 ELEPHANT AND CASTLE HEALTH CENTRE****21. ALMS HOUSE DELIVERY VIA LAND TRANSACTION AT 1 ANN MOSS WAY AND 153-159 ABBEYFIELD ROAD****22. GATEWAY 2: MENTAL HEALTH SUPPORTED HOUSING PROVISION**

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



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

Cabinet 16 March 2026

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

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

This notice issued in accordance with The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 is to confirm that the cabinet meeting to be held on 2 February 2026 at the Council Offices, 160 Tooley Street, London SE1 2QH will be held partly in closed session for consideration of the following items listed on the agenda:

- Item 19:** Aylesbury Estate – Future phases
- Item 20:** Acquisition of the Plot H1 Elephant and Castle Health Centre
- Item 21:** Alms House delivery via land transaction at 1 Ann Moss Way and 153-159 Abbeyfield Road
- Item 22:** Gateway 2: Mental Health Supported Housing Provision

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

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

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

Paula Thornton
For Proper Constitutional Officer

Dated: 5 March 2026



CABINET

MINUTES of the Cabinet held on Monday 2 February 2026 at 3.00 pm at Ground floor meeting rooms, 160 Tooley Street, London SE1 2QH

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

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

No representations were received.

2. APOLOGIES

All members were present.

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

The following items were identified as late and urgent item which the chair agreed to accept:

- Item 10: Policy and resources strategy report: medium term financial strategy update and 2026-27 general fund budget proposals
- Item 11: Better repairs: repairs modernisation.

Reasons for lateness and urgency were included in the reports.

4. DISCLOSURE OF INTERESTS AND DISPENSATIONS

There were none.

5. MINUTES

RESOLVED:

That the minutes of the meeting held on 6 January 2026 be approved as a correct record and signed by the chair.

6. PUBLIC QUESTION TIME (15 MINUTES)

1. Question from Toni Parker

Residents across London and the Social Housing Action Campaign (SHAC) are holding housing associations accountable for the unreasonable, and potentially dangerous, lack of service we receive, along with the escalating costs of rents and service charge. What can the council do to support our challenge, particularly in Monmouth Court, Southwark?

Response from Councillor Portia Mwangangye, Cabinet Member for Council Homes

We want to ensure that all residents in the borough, regardless of their tenure, have the highest quality of life possible. Going forward, the council will be undertaking regular engagement with the largest housing associations in the borough to address the biggest challenges that our residents are facing. We are also hosting a scrutiny session this Wednesday 5 February regarding the council's work in supporting housing associations, with a particular focus on meeting regulatory standards, housing repairs, anti-social behaviour on estates, and waste management and cleaning of the public realm.

Despite this work, the council does not have direct regulatory oversight of housing associations. Housing associations operating as registered social landlords are in the first instance regulated through their own internal complaints procedure and the Housing Ombudsman for individual tenant issues.

For more systemic issues affecting many tenants such as major safety concerns or governance failures, the Regulator of Social Housing (RSH) is the body that oversees housing associations and can take enforcement action as necessary. We suggest that the resident/s contact the RSH concerning the problems they have outlined.

Although we cannot intervene directly in the regulation of housing associations, we are always willing to listen, help signpost, and support residents in understanding the best avenues for action. If you or other residents of Monmouth Court would like further guidance on how to engage with the RSH or the Ombudsman, we are happy to assist.

2. Question from Arti Dillon

Will the cabinet utilise Compulsory Purchase Order (CPO) and Empty Dwelling Management Order (EDMO) powers to secure 2,000+ empty properties locally and end the 149-day re-let delay with a 60-day mandate? The generated revenue could fund a freeze on rents, service charges, and council tax to stop further community displacement and reduce poverty?

Response from Councillor Helen Dennis, New Homes and Sustainable Development

We recognise the importance of making the best use of Southwark's housing stock, and our comprehensive empty homes action plan addresses issues in both the private sector and for council-owned homes, ensuring we use all powers available to us.

Of the estimated 5,200 empty homes across the borough, the majority are in the private sector. The council already targets these homes using council tax premiums and the use of grants and loans to bring them back in to use where possible. A total of £191,740 has been allocated for empty property grants, and £1,097,840 is available this financial year to support empty homes through loan funding. We have also already allocated £2m of capital funding to a rolling CPO Fund for the compulsory purchase of long-term empty homes, with 2 cases currently progressing.

Empty council homes form part of the overall empty homes figure. As one of the largest council landlords in the country, the authority has disproportionately more empty council homes, with just over 2,000 currently empty. Of these, 1,200 cannot be relet, including around 1,000 in major regeneration schemes such as Aylesbury and Tustin, which are due for demolition. At any time, approximately 2% of council homes are empty and actively being worked on.

CPOs and EDMOs apply only to private sector dwellings and therefore cannot be used in relation to empty council homes. However, a series of strategic improvements are already underway to reduce turnaround times, including stronger management oversight, improved contractor management, increased contracting capacity, the introduction of additional contractors, an expansion of in-house delivery, and simplifying the void delivery model to

provide clearer accountability.

7. DEPUTATION REQUESTS

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

RESOLVED:

1. That the deputation request from local residents in respect of the Better Repairs plan report on the agenda be heard.
2. A spokesperson for the deputation addressed cabinet for five minutes and questions were asked of the deputation for a period of five minutes.

8. OLDER PEOPLE'S HOUSING STRATEGY 2026 - 2036

Cabinet placed on record thanks to Councillor Sam Dalton, the deputy cabinet member for supported housing. They thanked Councillor Sam Dalton for his leadership on this work and commitment and drive that have been central to shaping the strategy and to strengthening the support offered to older residents across the borough.

Cabinet also heard representations from Steve Lancashire, chair of age friendly group and convenor of Southwark Pensioners Action group.

RESOLVED:

That the council's new older people's housing strategy for 2026 – 2036 be approved.

9. NEW JAMES COURT, SCYLLA ROAD – PROPOSED COMMUNITY-LED HOUSING

Cabinet heard representations from the Scylla Road community steering group.

RESOLVED:

1. That the progress to date in bringing forward a pilot scheme for community-led homes at a site in Peckham, including the selection of London Community Land Trust ("CLT") as the preferred delivery partner, following a competitive selection process carried out in November 2024 – February 2025 be noted.
2. That an in-principal disposal of land at New James Court, Scylla Road, as

shown at Appendix 1 to the report, to London Community Land Trust for the delivery of new community-led affordable homes be approved.

3. That authority be delegated to the director of planning and growth to approve detailed contractual terms for the proposed disposal, in line with the key terms set out within the report.

10. POLICY AND RESOURCES STRATEGY REPORT: 2026-27 BUDGET AND MEDIUM-TERM FINANCIAL STRATEGY

It was not possible to circulate this report five clear days in advance of the meeting. Urgent consideration was required to prepare a budget proposal for submission to council assembly. This was the last cabinet meeting before council assembly on 25 February 2026. The Local Government Act 1992 requires that billing authorities complete and approve their budgets and set a council tax before 11 March immediately prior to the start of the financial year on 1 April 2026.

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

RESOLVED:

That the following recommendations be agreed for recommendation to council assembly:

1. The balanced general fund budget proposals for 2026-27.
2. In accordance with Sections 30 and 36 of the Local Government Finance Act 1992, the local council tax amounts shown in table 7 of the report.

That the following be approved:

3. The housing revenue account (HRA) budget for 2026-27 (paragraphs 82 to 94 of the report).
4. The final fees and charges schedule at Appendix B of the report.

That the following be noted:

5. That the final Local Government Finance Settlement has not yet been published, any changes from the provisional settlement published on the 17 December 2025, will be set out in the 2026-27 budget report to council assembly on 25 February 2026.
6. The update to the medium-term financial strategy (MTFS).

7. That the MTFs, the transformation programme, ongoing budget demand and cost pressures and HRA budget were considered by the overview and scrutiny committee in January 2026 and that the recommendations arising, and officer responses are included at Appendix E of the report.
8. The savings proposals at Appendix A of the report.
9. The climate report and the budget equality analysis report 2026-27 (Appendices C and D of the report).
10. That the Mayor of London draft budget for 2026-27 includes a proposal to increase the GLA Council Tax precept by 3%, equivalent to a £14.70 increase for a band D property.
11. The GLA council tax precept is due to be set on Thursday 26 February, one day after council assembly sets the budget for Southwark; therefore, a council tax setting committee will be convened after that date.
12. The content of the Section 25 statement by the strategic director of resources.

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

11. **BETTER REPAIRS PLAN - REPAIRS MODERNISATION**

It was not possible to circulate this report five clear days in advance of the meeting. Urgent consideration was required so that cabinet and the public should be able to note the work done to support the council's residents and housing stock as soon as possible.

RESOLVED:

1. That the better repairs plan as set out in the report which outlines Southwark's approach to improving the Southwark Repairs service be noted.
2. That the progress made under the housing services improvement programme to improve the repairs service, following the C3 grade given by the Regulator of Social Housing be noted.

12. **SOUTHWARK CONSTRUCTION NEW HOMES UPDATE**

RESOLVED:

That the update position on the council new homes delivery programme and the

achievements to 31 December 2025 be noted.

13. PHASE 2 OF THE TUSTIN ESTATE RENEWAL UPDATE

RESOLVED:

1. That it be noted that since the development agreement was signed in October 2022, the Tustin Estate Renewal has been progressing well on site, and that Phase 1 is about to complete and will deliver 167 new homes, including 157 council homes for social rent, and 10 homes for resident leaseholders.
2. That it be noted that the council will enter into the Phase 2 early works contract as referred to in the 2 December 2025 cabinet report.
3. That it be agreed the council should enter into the Phase 2 main works contract with BY Development Limited in the estimated sum of £164,499,943 for a period of five years, commencing May 2026.
4. That it be noted that the main works contract will include the construction of all four blocks within Phase 2, but will include separate prices for the development of each of the four blocks within Phase 2, with a break clause that can be exercised before the end of October 2026 to exclude blocks F1, F2 and H.

14. SOUTHWARK'S ENHANCED BIODIVERSITY DUTY REPORT

RESOLVED:

1. That the requirement to meet the enhanced Biodiversity Duty reporting requirements introduced by the Environment Act 2021 be noted and supported.
2. That the report and Appendix 1 of the report be approved as our first statutory Biodiversity Duty report for submission to the Department of Environment, Food and Rural Affairs (Defra).

15. ADMISSION ARRANGEMENTS FOR COMMUNITY PRIMARY SCHOOLS – SEPTEMBER 2027

RESOLVED:

1. That the Southwark Community Primary Schools Admission Arrangements (“the Arrangements”) for September 2027 onwards as set out in Appendix one of the report be agreed.

2. That the published admissions numbers (PANs) for primary community schools for September 2027 onwards as set out in Appendix 2 of the report, including the following changes be agreed:

- Keyworth Primary School – reduction in PAN from 60 to 30
- Phoenix Primary School – reduction in PAN from 90 to 60.

16. DISPOSAL OF FREEHOLD AT WESTMINSTER BRIDGE ROAD, LONDON, SE1 7XW

RESOLVED:

1. That the strategic director of resources be approved authorise the disposal of the property at auction or other such appropriate method including by private treaty (subject to it being sold at a price that satisfies the council's statutory obligation to achieve best consideration).
2. That the assistant director of property be authorised by the strategic director of resources to determine the appropriate reserve price or premium as appropriate.

17. GATEWAY 1: PROCUREMENT STRATEGY APPROVAL SECURITY COVER IN SUPPORTED HOSTELS

RESOLVED:

1. That the procurement strategy outlined in the report for the supported hostels security contract at an estimated annual value of £1.105m for a period of three years with the option to extend by a further period of up to two years, making a total estimated contract value of £5.525m be approved.
2. That the delegation of the gateway 2 award decision report to the strategic director of housing in consultation with the cabinet member for council homes be approved.

18. RESPONSE TO THE OVERVIEW AND SCRUTINY COMMITTEE REPORT: ASYLUM ROAD CARE HOME - DISPOSAL OF THE SITE BY WAY OF A LONG-LEASEHOLD INTEREST WITH A SELECTED PARTY TO DELIVER AND OPERATE A NEW CARE HOME AT ASYLUM ROAD, SE15

Councillor Ian Wingfield, chair of the overview and scrutiny committee was present to provide feedback in respect of the response by cabinet.

RESOLVED:

1. That the overview and scrutiny committee (OSC) be thanked for its recommendations.
2. That the officer response to the recommendations, as set out in the 'key issues for consideration' section of the report be approved.

EXCLUSION OF THE PRESS AND PUBLIC

That the press and 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 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.

19. MINUTES

The closed minutes of the cabinet meeting held on 6 January 2026 were approved as a correct record and signed by the chair.

20. PHASE 2 OF THE TUSTIN ESTATE RENEWAL - UPDATE

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

21. GATEWAY 1: PROCUREMENT STRATEGY APPROVAL SECURITY COVER IN SUPPORTED HOSTELS

The cabinet considered the closed information relating to this item. Please see item 17 for the decision.

The meeting ended at 5.05pm.

CHAIR:

DATED:

DEADLINE FOR NOTIFICATION OF CALL-IN UNDER SECTION 18 OF THE OVERVIEW AND SCRUTINY PROCEDURE RULES IS MIDNIGHT, WEDNESDAY 11 FEBRUARY 2026.

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

Meeting Name:	Cabinet
Date:	16 March 2026
Report title:	Corporate Parenting Annual Report 2025
Cabinet Member:	Councillor Jasmine Ali - Deputy Leader and Cabinet Member for Children, Education and Refugees
Ward(s) or groups affected:	All
Classification:	Open
Reason for lateness (if applicable):	Not applicable

FOREWORD – COUNCILLOR JASMINE ALI, DEPUTY LEADER AND CABINET MEMBER FOR CHILDREN, EDUCATION AND REFUGEES

It gives me great pride to introduce the Corporate Parenting Annual Report 2025, which highlights the progress, partnership and promise at the heart of our work for children and young people who are looked after and care leavers in Southwark.

This work is a collaboration between councillors, officers and our young people – hence the joint foreword. I am very grateful to all that have contributed this year and have added their names in our acknowledgement section.

This year, we have seen what can be achieved when we act together as one community that truly cares to care. Being a corporate parent is not a responsibility that rests with a single service, it belongs to all of us. Every councillor, every professional, every neighbour, every school and business in Southwark shares a duty to ensure that our children in care are loved, supported and given the same opportunities that any parent would want for their own child.

Over the past year, we have continued to build on firm foundations. We’ve welcomed residents into Southwark’s first children’s home in more than a decade, ensuring that more young people can stay close to their friends, schools and communities. Our renewed foster carer recruitment campaign has reached new audiences, bringing in dedicated people who can offer stability, compassion and care. We have strengthened our support for care leavers, helping them to move confidently into adulthood - with better access to housing, education, training and employment.

At the heart of everything we do are the voices of young people themselves. Through SpeakerBox, our Children in Care Council, we have listened to and acted on what matters most to them - from emotional wellbeing and belonging, to safety, identity and independence. Their insight, honesty and creativity continue to drive improvements across our services, and I want to thank every young person who has contributed their ideas and energy over the past year.

We have much to celebrate, but we also know there is still more to do. Some of our biggest challenges - such as ensuring consistent educational outcomes, widening access to apprenticeships and employment, and providing secure, affordable homes - require ongoing partnership and ambition. These are not just policy goals; they are the building blocks of a good life, and our young people deserve nothing less.

As we look ahead to 2026 and the launch of our new Corporate Parenting Strategy 2026–2030, we do so with optimism and determination. We will continue to champion every child and young person in our care - their dreams, their rights, and their futures.

FOREWORD – SPEAKERBOX, SOUTHWARK CHILDREN IN CARE COUNCIL

We are SpeakerBox - Southwark's Children in Care Council - and we're proud to say we've just celebrated our 22nd birthday! Over the years, we've grown into a strong, diverse and determined community of care-experienced children and young people who are passionate about making a difference. Our aim is simple but powerful: to support one another, to raise our voices to make change and ensure better outcomes for children and young people in care.

This Corporate Parenting Annual Report 2025 highlights the progress made over the past year, as well as the priorities that will shape the next. For us, it's more than a report - it's a reflection of our voices, our ideas, and our experiences shaping better services.

At SpeakerBox, we believe in the power of participation. In line with Article 12 of the United Nations Convention on the Rights of the Child (UNCRC), we make sure children and young people can share their wishes and feelings in a safe, supportive space - and know that what they say really matters. This year, we created eight pillars of priorities that represent the issues most important to care-experienced children and young people in Southwark:

- Education and Employment
- Non-Discrimination
- Safety and Support Services
- Freedom of Expression
- Standards and Treatment in Care
- Voice of the Child
- Knowledge of Rights
- Health Services

These pillars guide everything we do and help us hold our corporate parents to account.

Over the past year, we've been involved in a range of activities that bring our community together and give us the chance to celebrate who we are. Highlights include our annual Winter Ball and creative projects like recording an album, photography and cookery courses. These events aren't just fun - they build skills, confidence and connection. We've also taken part in consultations on housing, education, and wellbeing, ensuring that young people's experiences directly shape how services are designed and delivered.

Our mission and purpose remain the same:

1. **Engage** – To build a community of confident, passionate and empowered children and young people who actively use their voice.
2. **Explore** – To identify and highlight issues in the system, advocate for meaningful change, and play an active role in creating the solutions.
3. **Embed** – To ensure care experience is recognised, valued and integrated across the system – within Children’s Services, the wider council and the community – to drive lasting impact.

We’re proud of how far we’ve come, but we know there’s still more to do. Together, with our corporate parents and supporters, we’ll keep working to make Southwark a borough where every care-experienced child and young person feels safe, valued and inspired for the future.

RECOMMENDATIONS

That cabinet:

1. Note the report including progress of Corporate Parenting Strategy, areas of focus for 2025 and work of the Corporate Parenting Committee.
2. Note a child and young person friendly easy read version of the report that will be shared widely with children in care and care leavers and made publicly available and easily accessible on the council’s website.
3. Support changes to Southwark Council’s Housing Allocations scheme, which will see care leavers have access to one-bed properties, as well as bedsit and studio properties.

PURPOSE OF REPORT

4. The purpose of this report is to provide cabinet with a report in accordance with para 9 of Part 3J of the council’s constitution relating to the Corporate Parenting Committee, describing one of its roles and functions to report to the council’s cabinet on an annual basis.

BACKGROUND INFORMATION

5. This report provides an overview of the council delivery of its corporate parenting duties during 2025. It sets out our achievements in delivering our Corporate Parenting Strategy as well as what more we need to do. It describes the work of the Corporate Parenting Committee in delivering its role, as set out in the constitution, to *secure real and sustained improvements in the life chances of looked after children.*

What is a corporate parent?

6. The Children and Social Work Act 2017 says that when a child comes into the care of the local authority or is under 25 and was in the care of

the local authority for at least 13 weeks after their 14th birthday, the authority becomes their corporate parent. This means that they should follow the core principles enshrined in the 2017 legislation to:

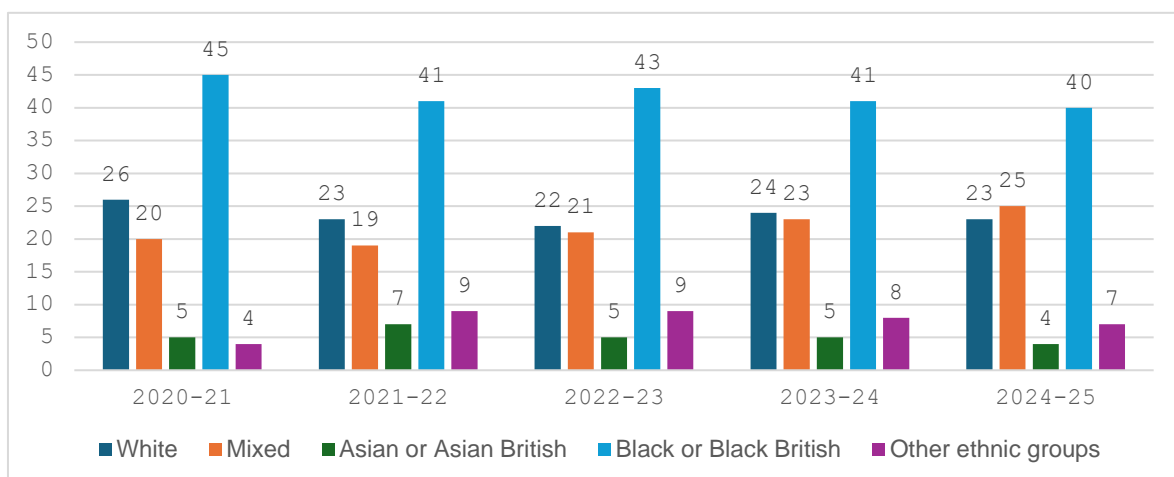
- act in the best interests, and promote the physical and mental health and wellbeing, of those children and young people
 - encourage them to express their views, wishes and feelings, and take them into account
 - make sure they have access to services
 - make sure children and young people are safe, with stable home lives, relationships and education or work
 - promote high aspirations and try to secure the best outcomes for them
 - prepare them for adulthood and independent living.
7. As corporate parents, it's every councillor's responsibility to make sure that the council is meeting these duties towards children in care and care leavers.
 8. Corporate parenting means the whole council, its public and private sector partners, taking collective responsibility to achieve the outcomes for our children in care and those who have left our care that we would want for our own children.
 9. Being an excellent corporate parent means we should be tirelessly ambitious for our children and unashamed at using every tool at our disposal to provide for our children, giving them access to opportunities, offering every ounce of support we can to ensure they grow up to live their best lives.
 10. The Lead Member for Children's Services and Director of Children's Services share a statutory responsibility to ensure that all officers and members of the local authority act as effective and caring corporate parents for looked after children, with key roles in improving their educational attainment, providing stable and high-quality placements and proper planning for when they leave care.

Southwark as a borough

Who are the children in our care?

11. As of 31st of March 2025 there were 387 children in our care, a decrease of 2.5% from the same time last year (397 children). At March 2025 we had a higher rate of children in care (70 per 10,000) than nationally (67 per 10,000), which is higher than London (48 per 10,000). At March 2025, 54 (14%) of the children in our care were unaccompanied asylum-seeking children, which is higher than the national average (8%) and London (12%).

12. The numbers of children in our care continued to reduce during the year, with 367 children in our care at the end of 2025. This is a new rate of 65 per 10,000, now slightly below the national average, and in line with our statistical neighbours, but still above our broader regional peers. The number of unaccompanied asylum-seeking children remained relatively stable at the end of the year, with a small reduction to 50. In October 2025, the Home Office National Transfer Scheme (NTS) team reviewed the Local Authorities NTS threshold figures based on the updated population data from ONS and Southwark's threshold changed from 56 to 55 unaccompanied asylum-seeking children.
13. Looking at the **gender** of children who were in care as of 31 March 2025, male children are overrepresented at 57%, compared to 42% female and 1% of children identifying as trans or non-binary. Our unaccompanied asylum-seeking children were 96% male and 4% female.
14. At the end of the year there is no change in gender percentage for unaccompanied asylum-seeking children. However, the percentage of male children in care at the end of 2025 was 59.7%, with female children decreasing to 39.8% and non-binary at 0.3%.
15. The majority of the children in our care as of 31st March 2025 were from Black or Black British (40%) **ethnicity**, followed by White (23%) and Mixed (25%) ethnicity. This reflects a disproportionate representation of Black, Black British, Caribbean and African residents compared to Southwark's overall population¹.
16. The gap is widest for children in our care aged 10-15, with 49% of this group being from a Black or Black British ethnicity, against 27% from White or White British and 19% from Mixed or multiple ethnic groups. Conversely for children in our care aged under 10 years old, 34% are from a Black or Black British ethnicity, 25% White or White British and 38% from Mixed or multiple ethnic groups. In Southwark, the percentage of children in care with Mixed ethnicity has been steadily increasing since 2022. Further breakdown for this group evidences that the number of children of Mixed White and Black Caribbean have increased from 34 in 2022 to 42 in 2025.



¹ [Census 2021: Population, demography and health \(October 2023\)](#)

Figure 1: Percentage of looked after children and young people by ethnicity on 31 March 2020-2025

17. There is no major change based on ethnicity for children in care as of December 2025 compared to those in March 25. The only variations are a slight increase of one percentage point for those of an Asian ethnicity (now 5%), an increase of 2 percentage points for those of a Black ethnicity (now 42%), and a decrease of 2 percentage points for those of a White ethnicity (now 21%).
18. Of the 194 children who entered care in the year, the majority (71%) were also **adolescents** over the age of ten, this reduces to 63% when we exclude the new unaccompanied asylum-seeking children who came into care. Overall, 36% of the new entrants into our care this year were over 16. Of the 142 children who entered care between April and December 2025, the majority (65%) were entering adolescence. Aged 10 to 15 reflect 32% (45 children) and 33% for those age 16+ (47 children).

Who are the young people we support as care leavers?

19. Between April 2024 and March 2025, 208 children left our care, the majority (41%) moved into adulthood and became our care leavers, approximately 38% returned to the care of their parents or another person with no parental responsibility. From April to December 2025, a further 159 children ceased to be looked after, 50% of these ceased at age 18.
20. At the end of March 2025 our services were actively supporting 682 care leavers aged 16-25 years old. Our rate being 163 care leavers per 10,000 of the population at the time, compared to a London rate of 156 per 10,000. Former - unaccompanied asylum-seeking children made up 29% of our 17–25 year old care leaver population, compared to 32% for London. As of December 2025, we were supporting 665 relevant, qualifying and former relevant care leavers aged 17 to 25. Former unaccompanied asylum-seeking children now make up 28% of our care leaver population up to the age of 25, which is 187 young people.
21. The majority of the care leavers as of 31st March 2025 (other than former unaccompanied asylum-seeking children) were from Black or Black British **ethnicity** making up 53% of our care leaver population, with those from a white background making up 23% and those from mixed backgrounds making up 17%. At December 2025, young people from Black or Black British backgrounds (excluding former unaccompanied asylum-seeking children) had fallen to 51%, compared with 23% from White or White British backgrounds and 20% from Mixed or multiple ethnic groups.
22. In March 2025, 95% of our 17 to 21 year old care leavers were considered to be in **suitable accommodation**, with 14 young people in living arrangements that we do not feel fully meet their needs. This includes 13 young people who were reported to be in custody. By December 2025 this has reduced slightly to 94%, which in large part

relates to the concurrent increase to 15 children in custody.

23. 78% of our 17 and 18 year old and 75% of our 19 to 21 year old care leavers were in **education, employment, or training** in March 2025. This continues to exceed statistical neighbours, London and England average. We monitor this closely through the year and at the end of December the percentage of 17-21 year olds engaged in education, employment, or training education has fallen slightly to 72%.

Our Corporate Parenting Strategy (2021-2025)

24. In July 2021 the Corporate Parenting Committee agreed Caring to Care: Achieving Excellence for Our Children - Southwark's Corporate Parenting Strategy 2021-2025.
25. The strategy sets out how the council intends to deliver the Corporate Parenting Principles set within The Children and Social Work Act 2017. The principles in relation to children and young people in the council's care are to:
- act in their best interests, and promote their physical and mental health and wellbeing
 - encourage them to express their views, wishes and feelings
 - take into account their views, wishes and feelings
 - help them gain access to, and make the best use of, services provided by the local authority and its relevant partners
 - promote high aspirations, and seek to secure the best outcomes
 - be safe, and for stability in their home lives, relationships and education or work
 - prepare them for adulthood and independent living.
26. The strategy delivers on the principles through 6 priorities which are:
- supporting more families to safely stay together
 - growing up safe and independent in society
 - health, wellbeing, education & opportunity
 - happy, safe and stable
 - identity & belonging
 - a whole borough that 'cares to care'.
27. Our Corporate Parenting Strategy is in the process of being refreshed

and we are looking to be bold and ambitious in our plans to develop services for children in care and care leavers for our 2026 to 2030 strategy. In line with the Southwark 2030 strategy, launched in September 2024, we will continue to focus on delivering the best start in life for children in care.

28. The development of our new Strategy is being driven and delivered in full partnership with our care experienced young people, and will be centred on the 8 pillars for future delivery defined by our Children in Care Council and presented to the Corporate Parenting Committee in July 2025. These are:

- Education & Employment
- Non-Discrimination
- Safety & Support Services
- Freedom of Expression
- Standards & Treatment in Care
- Voice of the Child
- Knowledge of Rights
- Health Services

KEY ISSUES FOR CONSIDERATION

Strategy Priority 1: Supporting More Families to Safely Stay Together

Our commitment

29. Ensuring all our children & families get the right help at the right time, and at the earliest possible opportunity.
30. To make sure that every child is supported to safely thrive at home.
31. What **we said we would** do:
- continue to invest in evidence-based edge of care services and provision
 - further increase the rate of children in connected care arrangements, through investment in our family group conferencing and support offers
 - further develop our re-unification support offer to ensure when children return home, they can do so sustainably and that more children are supported to return home.

How we have delivered

32. This year we continued to see more children supported to remain in the care of their parents with the number of children looked after by the council reduced to 367 at the end of 2025.
33. Decisions for children to enter care are made by Heads of Service, chairing our Legal Panel, or by the Deputy Director – Children's Social Care, at our Resource Panel, which is specifically for adolescents. These

panels provide strong leadership and oversight of decisions for children to enter care. They support a multi-disciplinary approach to decision making, which benefits from qualified clinical input to consider any additional support that would help children to remain in their families.

34. In 2024/25 194 children came into the care of the council, an increase from 177 in 2023/24. Similarly, the rate of children coming into care also rose from 31 per 10,000 in 2023/24 to 35 in 2024/25. Across all of 2025 142 children have become looked after.
35. Our robust approach to decision making ensures that we explore all options for the best care arrangements for our children. This has seen a continued upward trend in the percentage of children who we support to live with friends and family, when their parents are no longer able to safely care for them.

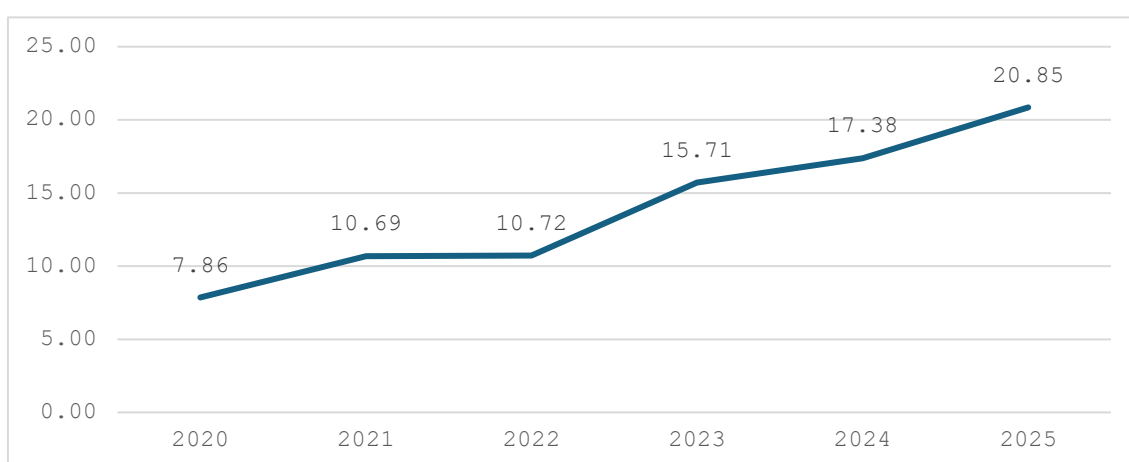


Figure 4: Percentage of children in care who are in family and friend placements 2020-25

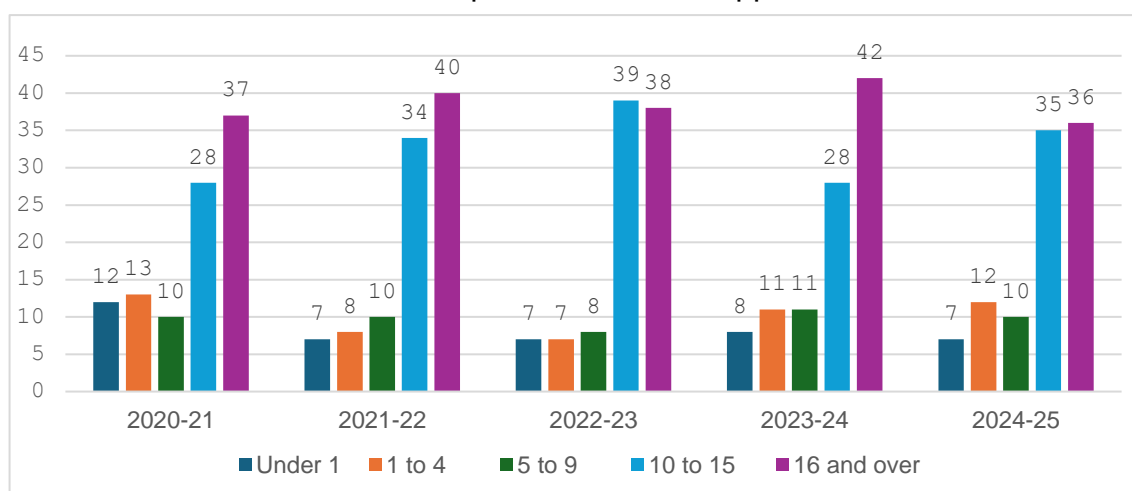
36. Successive years of investment in specialist services have supported a continuous reduction in the number of children in care. Whenever there is consideration of an 11–17-year-old entering care due to a breakdown of family relationships, the **Keeping Families Together** team is considered first – this team provides intensive (multiple contacts a week) in-home support to families from a multi-disciplinary team.
37. In 2025, for 70% of the families that the KFT team worked with, the young people were at home rather than entering care at the end of the intervention.
38. Whenever we are considering entering pre-proceedings, usually due to concerns regarding abuse or neglect within a family, our **SWIFT Team** (Southwark Works Intensively with Families, Together) is considered. The SWIFT Team is a local innovation project designed collaboratively with parents, our Clinical Service and Safeguarding Teams.
39. The SWIFT team offer bespoke and collaboratively agreed practical and

therapeutic interventions, within the pre-proceedings time frames, and in doing so continuously assess whether the family can make positive sustainable changes that would prevent an escalation into legal proceedings.

40. In 2025, the SWIFT project exceeded their target of stepping down 36% of their worked families; they successfully helped 90% of families they worked with to step down from legal proceedings.
41. The team also received 100% positive feedback from families who collaborated with the project – *“You have been the only professional that has listened to me and helped me to feel heard. To hear how much you have learnt from me is enough and I hope it will help other families and professionals. I am surviving but knowing you have listened puts a smile on my face.”*
42. In addition, we invest in a comprehensive clinical service with mental health clinicians embedded in each social work team, a specialist **Family Group Conferencing** service to ensure that families are supported to come together to consider solutions other than care, and the **Pause service** that works with women who have already had children removed, to help reduce the likelihood of them experiencing further child removals.

What we still need to achieve

43. Whilst the success of our services and partners in supporting more children to remain at home is positive, we know there is still more we need to do to ensure that families get the right help at the right time. The reduction in the rate of children in our care remains in line with statutory neighbours but we are ambitious to move closer to our broader regional peers. We currently have the seventh highest rate across the capital with the all London average being 51 per 10,000, compared to our 68.
44. The trend in older children making up the majority of those coming into care is continuing (figure 5). Research conducted by the Children’s Commissioner in 2021 found that most children entering care from thirteen had significant vulnerabilities including issues with school such as fixed-term or permanent exclusions and a large proportion had an education, health and care plan. This is also applicable for those



becoming looked after between April 2025 and December 2025, with 42% aged 16 or 17 and 27% aged 10 to 15.

Figure 5: Percentage of children entering care by age band during year ending 31 March (2021-25)

45. The research emphasises the need for continued investment into **earlier intervention and prevention** activity across an increasingly joined up partnership system. This means ensuring families are supported to provide the right foundation for their children from the earliest days through to adulthood. The opportunity will be delivered under the Southwark 2030 commitments and principles to improve outcomes for our children and young people in the care of the council.
46. We know there is more for us to do to support children who do go home from care to stay with their parents and carers. In 2024/25, 26 children entered care for a second or subsequent time within the preceding 12 months, representing 13% of all children who came into care during the year. London-wide data suggests that around 7% of children entering care have experienced a previous care episode within the preceding 12 months. Between April and December 2025, 10.5% of children who became looked after had a second or subsequent care episode within the last 12 months. Our goal is to strengthen and expand evidence-based approaches to sustainable **reunification** and to exceed national performance benchmarks. In 2026 we will pilot a dedicated Reunification Team who will provide enhanced support to sustain family care.

Social Care Reforms - Families First Partnership Programme

47. The Children's Wellbeing and Schools Bill 2024-25² introduced in December 2024 aims to 'write children's best interests into law and make child-centred government a reality'. The Bill proposes legislative changes to improve the safeguarding of children and to raise educational standards. The social care provisions within the Bill and the government's policy paper and guidance are a broad if accelerated continuation of those previously set out in 'Stable Homes, Built on Love' (February 2023) and the overall case for reform.
48. The Families First for Children pathfinder was announced in February 2023, with 10 local authorities (known as 'pathfinders') being announced in two waves in July 2023 and April 2024. Pathfinders have tested the delivery of new models of working and key strategic commitments. The intention is for a new end-to-end children's social care system that provides a structure for integrated working and the removal of barriers and hand-offs within the system, with a focus on prevention and early intervention. The four key elements of the reforms are:
 - Family Help
 - Multi-agency child protection
 - Family group decision-making

² [Children's Wellbeing and Schools Bill 2024: policy summary \(December 2024\)](#)

- Safeguarding partnership structures
49. In March 2025, the DfE published a Families First Partnership (FFP) programme³ guide which accelerated the implementation of the Families First approach by initiating a nationwide roll out, in advance of the completion and reporting of the pilot programmes, alongside legislative changes under the Children’s Wellbeing and Schools Bill. It is expected that 2025/26 will be a ‘transformation year’ with councils expected to design and move into arrangements which meet the new expectations within 12 months.
50. We are co-designing the reforms in collaboration with frontline staff, safeguarding partners, children, young people and families to ensure their voices are at the heart of new service design and are grounded in Southwark’s local context. We are keen to take the opportunity to collaborate and learn from feedback as we go, and we therefore believe that adopting a test and learn approach is the right one for Southwark.

Strategy Priority 2: Growing Up Safe and Independent in Society

Our commitment

51. Giving all our children the tools, skills, resources and support that they need to grow towards independence and be protected from the threats and risks to them from an increasingly complex world.
52. What **we said we would** do:
- embed transitional safeguarding practice so that care leavers are safeguarded from exploitation and abuse when they turn 18 years old
 - continue to invest in support for our children to 'stay put' with their carer's when they wish to do so
 - work with Housing to ensure care leavers are given as much help as possible to find not just suitable housing, fit for their futures.
 - invest in enhanced life skills programmes for all of children in care
 - develop deposit support schemes and savings accounts for our children.

How we have delivered

53. Our young people continue to be much more likely than their national peers to be supported to stay living with their foster carers after they turn 18, known as **‘staying put’**.
- The percentage of care leavers aged 17-18 in Southwark who are living with the former foster carers increased this year, now at 26%, up from 22% in the previous year, and compared to the national average of 17%.

³ [Families First Partnership Programme \(March 2025\)](#)

- Throughout 2025, we had 78 children in Staying Put arrangements, a slight increase from 75 last year and 6 in **Supported Lodgings** arrangements, a slight decrease from 7 in 2023-2024.
54. The council's Children's Services and Housing Services are still working closely to continuously improve access to **suitable accommodation** for our care leavers.
- Joint work by the specialist Experienced Practitioner with Housing Services to develop a pre-tenancy accommodation pathway for young people awaiting social housing was recognised as best practice by MHLCG. This included housing independence workshops focusing on tenancy sustainment, as well as in-person drop-in sessions for any housing related issues.
 - Delivery of training for new Housing staff in processes and policies related to care-experienced young people.
 - Monthly Housing Panel in which 20 care leaver applications for bidding numbers for social housing are fast-tracked.
55. The percentage of our 19 to 21 year old care leavers living in suitable accommodation remains high at 94% as at December 2025. This compares to an average of 88% across London and 89% to England.
56. This year both the look and use of the **Talfourd Place Care Leavers' Hub** has been transformed. Staff from the Leaving Care service are present Monday through Friday and young people come to the building more often for pre-arranged activities, workshops and one-to-one sessions. Re-decoration of the rooms has been co-designed with young people, and they are now warm and welcoming. There are comfortable sofas, a chalkboard wall, ambient lighting and brightly coloured storage. Young people's artwork has also been displayed on the walls. A Smart TV, interactive whiteboard and state-of-the-art computers give young people even more of a reason to spend time at The Hub.
57. The Experienced Practitioner for Youth Work runs regular activities at the Care Leaver's Hub. This offer also includes bespoke support through the Children's Rights Officers on inclusivity for care leavers with SEND and disability through the SEND cook club. In October 2025 the service launched the care leaver **independence skills** programme. This included sessions on cooking, finance, essential home skills and housing.

What we still need to achieve

58. In 2025, a new **Housing, Health and Care Board** has been established with senior leaders from across the system meeting routinely to coordinate activity and improve outcomes for care leavers. The Board will oversee targeted joined up working with Housing and Social Care to ensure a timelier transition to independence for care leavers and increased access to suitable independent living housing stock.
59. We are continuing to strengthen the working relationship between Children's Services and Housing, including a stronger **joint working**

protocol to ensure we are meeting our obligations as set out in the Department for Levelling Up Housing and Communities (DHLUC) and Department for Education (DfE) good practice guidance for joint housing protocols for care leavers and incorporate the new Pan London Care Leaver Compact pledges on housing. A new cross-council working group has been established to finalise and implement the protocol by April 2026.

60. We know we can mobilise more assets to develop local provision for our young adults and will continue to campaign for more affordable independent housing opportunities for our care leavers. We have begun recommissioning our contracted **supported accommodation** provision to improve contract management, shorten admission processes, and improve robustness of outcome measurement. The service undertook a consultation with Speakerbox on care leavers' views on supported accommodation which will be central to the recommissioning process.
61. The council's strategic director for resources is leading a whole council approach to innovative use of council assets to improve outcomes for our residents. Under the One Corporate Real Estate programme a comprehensive review of void housing, former school caretaker lodges, and other housing assets is being completed to understand the opportunities to create new dedicated independent housing stock for care leavers, supported accommodation, and potential expansion properties for internal foster carers. This is a positive example of the whole council approach to meeting the corporate parenting duties and innovating to improve outcomes. With a cross-sectional programme team including Children's Services, Housing Services, Regeneration Services, Property, Legal and Capital Teams working together to find new solutions for our young people.

Strategy Priority 3: Health, Wellbeing, Education & Opportunity

Our commitment

62. Marshalling the unique resources of the borough to ensure that every one of our children and young adults gets the support and advocacy they deserve and expect from an excellent parent.
63. What **we said we would** do:
- set high aspirations, listen and develop every possible opportunity for new experiences matching aspirations and harnessing enthusiasm
 - commit to providing the right digital devices and connections so there is no disadvantage
 - guarantee access to high quality mental health support
 - strengthen the sporting, leisure and cultural offer
 - deliver a comprehensive educational catch-up offer to mitigate the impact of the pandemic.

How we have delivered

64. Making sure our children and young people are heard and are driving the development of our local offer is the at the heart of all the work of our services. In 2025, we maintained investment in our **Children's Rights and Participation Team** to make sure that we have the right capacity in place to deliver every opportunity to bring our children and young people together to have their voices heard, but also to ensure that the right one-to-one support is available when it's needed.
65. Our Virtual School and Social Care teams have worked hard to reduce the number of **suspensions** of looked after children from school from 95 in 2023/24 to 82 in the 2024/25 academic year.
- Boys remain around twice as likely to be suspended as girls.
 - No children looked after were permanently excluded in the 2024/25 academic year.
66. Through regular consultation with providers, the Virtual School has helped increase **ESOL** (English for Speakers of Other Languages) capacity in FE (Further Education) Colleges - enabling most new unaccompanied asylum-seeking children and young people (UASC) to be placed in education within 14 days of completing a Personal Education Plan (PEP).
67. The percentage of our care leavers in **higher education** continued to increase in 2025, with 10% of our care leavers now entered in higher education compared to 6% across England and 8% across statistical neighbours. This included a record number of students progressing to university or degree level apprenticeships this year. We have 35 care leavers in higher education as of the end of December 2025.
68. In March 2025, Children's Services secured funding as part of the DWP **Youth Guarantee 'Trailblazer' programme** to deliver enhanced employability support for care-experienced young people who are NEET (not in education, employment or training).
- An Employability Pathway was co-designed with care-experienced young people, alongside colleagues from Children's Services, Local Economy and HR/OD, which describes an enhanced offer to our care-experienced residents with access to council work experience, internships, apprenticeships and entry-level roles.
 - Delivery began in August 2025 with council teams hosting young people for insight sessions and work experience placements.
69. We have qualified **mental health clinicians** attached to every looked after children and care leaver team, to work with the social workers and personal advisors to better understand our children and young people's needs, and to make sure that they can access specialist mental health and neuropsychological assessments and interventions where and when they need them.

- This includes dedicated pathways for expedited ASD assessments for our looked after children and care leavers to make sure their needs are well-understood, and dedicated clinicians for our 18+ young people who are struggling with their mental health.
- According to our Annual Health Report 2024-25⁴, 90% of our looked after children whose SDQ screening questionnaire suggested they might need mental health support were receiving mental health services.

70. Our Care Leavers Hub has continued to work with our partners at **The Nest** Open Access service to bring high-quality emotional well-being support to our children and young people when they need it, through a drop-in clinic and a regular presence in the Hub. This means more children and young people can get direct access to advice and guidance, as well as therapeutic support where they need it to support their mental wellbeing.
71. 121 young people have signed up and are benefitting from the **free gym and swim access** to all children in care and care leavers up to the age of 25 at the council's in-house leisure centres. Services work closely together to better promote the uptake of the leisure offer and ensure all our children and young people can keep physically active.

What we still need to achieve

72. **Attendance** remains a key priority for Southwark Virtual School and Social Care teams. We continue to work in partnership to drive improvements through targeted casework, data analysis, early intervention and regular multi-agency panels to agree priority actions.
- In the 2024/25 academic year, persistent absence rates amongst girls have risen with girls at 49% and boys at 51%. This compared to 2023/24, where boys were almost two times as likely to be persistent absentees than girls.
 - Key Stage 4 (Years 10 and 11) is overrepresented with 34 children recorded as Persistent Absentees. Persistent Absence in this group is largely due to school refusal, change of care placement and SEN sufficiency issues, which is a current concern across many Local Authorities. Intensive work is taking place to turn this around and improve access to education for these groups.
73. The Virtual School are working to make all Southwark schools attachment aware schools. They will support the **CPD** (Continuing Professional Development) of our Designated Teachers, social workers and school leaders by delivering a flexible and diverse training programme with an aim of improving inclusive practice, building capacity and reducing suspensions and/or permanent exclusions.
74. From December 2025, a vacant Education Advisor post will be

⁴ [Annual Health Report for Looked After Children, Young People and Care Leavers \(July 2025\)](#)

repurposed as a pilot role focused on Residential Care. This dedicated advisor will address the education needs of children placed in Southwark's new residential home, providing on-site support and tracking the impact of care placement changes on education continuity. This role will strengthen the education offer and promote stability for children in residential settings, reflecting Southwark's commitment to improving outcomes for its most vulnerable learners.

75. Ongoing consultation and engagement with care-experienced young people is driving the design of the Youth Guarantee 'Trailblazer' programme as we approach the second year of funding in 2026/27.
- We will continue to work across the council and with our commissioned and anchor partners to develop more routes into employment for our care-experienced young people, including paid work placements, ring-fenced apprenticeships, and access to entry-level roles.
 - We will also bolster our wraparound support offer, including access to mentoring.
 - We will create more opportunities for young people, particularly those aged 17-18, to obtain key qualifications through an online functional skills course delivered by our Adult Learning Service from January 2026.
76. The key priorities for the **Integrated Care Board and NHS Trusts** for 2026 will be ensuring that care-experienced children and young people are offered additional support around neurodiversity, SEND, and gender identity, as well as providing support in Southwark's Children's Homes, improving general mental health access and outcomes, and a continued focus on safeguarding and child protection.
77. One of the most important parts of supporting our young people to move into adulthood and independence is ensuring they fully understand their health and wellbeing history when they reach 18 and receive continuing support to understand what this means for their health as they grow into adulthood. 77 (78%) Care Leaver Health Summaries were completed this year. This is a considerable improvement from 2024 and continues as a focus for 2026.

Strategy Priority 4: Happy, Safe and Stable

Our commitment

78. Making sure that every one of our children has a say in where they live and who they live with. That they are safe and in permanent homes earlier, closer to home, and supported to remain there as long as they need to.
79. What **we said we would** do:
- increase the sufficiency, range and quality of opportunities for our children and our young adults, to ensure more are able to live within and close to the borough

- listen more to our children and change how we all speak and think about them
- continue to invest in the support offer for our children and carers, through our clinical services and other partners
- provide an enhanced training offer to our carers and increase the availability of therapeutic carers

How we have delivered

80. Having completed the capital programme to develop and open the first council-run Children's Home in Southwark for over 20 years, we are pleased that Olive House has welcomed three young people into their new home in the summer of 2025 and received an 'Outstanding' Ofsted rating in December 2025.
- A full staff team has been recruited and inducted, including waking night staff and a specialist Senior Clinical Practitioner dedicated to working within our new children's homes and providing valuable support for children who live there and the staff supporting them.
 - We are working towards welcoming two further residents at the beginning of 2026 meaning more children will be supported to remain living in the borough, close to their networks, communities and the people who mean the most to them.
 - Families have been welcomed into Olive House, enhancing family time arrangements, and enabled closer contact with the local community and multi-agency safeguarding partners.
 - Some of the children in Olive House have worked with the DfE and Family Rights Group funded Lifelong Links project to connect with people who are important to them in their family and including former foster carers.
81. Having implemented the learnings from Olive House, the capital programme on our **second Children's Home** – Evergreen – is due for completion in the spring of 2026, with an anticipated opening by the end of 2026.
- Evergreen will be home to children and young people with more complex needs with staffing ratios reflecting such.
 - The team are working closely with safeguarding partners to begin to identify children and young people for the new home.
82. We have maintained investment in our **Permanence Service Lead** role to provide support and challenge on achieving permanence for every child in the timescale that is right for each child. At the end of the year 94% of eligible children had an agreed permanence plan.
83. An enhanced process has been introduced to tackle the underlying reasons for home breakdown and strengthen stability and resilience. Multi-agency **home support** meetings are convened at any point of stress to

understand the feelings of the child/young person and what can be done to stabilise their home with additional resources. This could include respite care, support worker guidance, direct support or advice from the Clinical Service, and Virtual School.

84. In light of national challenges on the increasing cost of Independent Fostering Agencies (IFA) placements, supported accommodation and residential homes, this year the Access to Resources Team (ART) have embedded quality **assurance** functionality within the service to strengthen oversight and stability.
- Regular visits to supported accommodation and residential homes are undertaken, including additional visits when there has been a complaint or downgrade in registration status.
 - The team supports the development of positive relationships with providers, identifying strengths, and responding quickly to possible issues. In November 2025, the team launched the first provider's forum to support relationship building, address shared challenges, and provide training.
 - Working alongside the team are our **Young Inspectors** who have completed training and are paid to accompany ART officers on monitoring visits. This ensures the voice and experience of children and young people is central to provision. Training of 10 young people aged 16+ began in October, with inspections commencing from November 2025. Young Inspectors will feedback to the Corporate Parenting Committee on an annual basis.
85. With the increasing cost of living pressures and demographic changes in Southwark, the traditional pipeline of foster carers and carer accommodation is increasingly squeezed. A **fostering recruitment** improvement programme and renewed recruitment campaign was launched in 2024. As of 31 July 2025, we have 17 prospective carers in assessment. This is a significant increase as in 2023/2024 we recruited 4 new sets of foster families.
86. We have been exploring innovation in foster care to offer new pathways into caring, including our partnership with the **NowFoster Weekenders** programme to increase the number of carers who can offer monthly respite support for allocated children and increase approvals of younger cohorts of carers who may consider career changes in the future.
87. We have strengthened **carer support** through training, wellbeing initiatives, and a dedicated Senior Clinician for Foster Carers and Connected carers, alongside more robust and regular placement support meetings. We have also expanded support for Special Guardianship and Connected Carers, including a new Local Offer and training programme in place starting from assessment stage.
88. We know how important it is for children and young people to remain connected to their friends and family network. We're pleased to have increased the number of children matched to foster carers as part of a **sibling group** from 2 in 2024 to 7 in 25. We have also continued to

increase the number and proportion of our friends and family foster placements (from 63 in March 2024, to 71 by March 2025) giving more children the opportunity to live with family members closer to their family home.

What we still need to achieve

89. Proactively seeking permanence for children in care remains a council priority. We will continue to develop the system to provide strategic oversight of permanence and the timeliness of matching. There are many good examples of support offered to families for children to be successfully rehabilitated home from care. We plan to further develop our approach to delivering effective and sustainable rehabilitation, with a particular focus on adolescents. We will utilise existing specialist intervention and evidence of what works to develop further training for all staff to embed effective rehabilitation practice across services.
90. Southwark's fostering service continues to evolve to meet the needs of children and carers. A programme of service development is in place to support the recruitment, retention and development of foster carers in Southwark. Boosting recruitment, improving sufficiency, and ensuring timely assessments are key priorities for 2026.
91. We have begun work with our existing carers to explore new opportunities to maximise their capacity to care for more children. This includes expanding the ability of our carers to care for more complex children by providing dedicated and out-of-hours therapeutic support. This also includes working collaboratively with the council's property team to identify opportunities to utilise capital investment and capital assets to increase the number of available care places and/or provide permanence for children and young people.

Strategy Priority 5: Identity & Belonging

Our commitment

92. Giving all our children and young people the chance to learn about themselves, their history and identity, and to live with carers who understand and reflect their cultural identity. Providing every chance for our children to appropriately engage with their own families and personal history.
93. What **we said we would** do:
 - provide enhanced opportunities for children to 're-connect' with their families, family networks and important people in their lives
 - review our assessment, learning and development for foster carers about the needs of black young people in care.
 - address disproportionality in our carer population, and bring more young people back to live in our Borough, and with their communities

- deliver a mandatory education program for workers and managers about racism, anti-discriminatory practice, black history and inequality
- improve our equality data collection and monitoring, address the gaps and understand why certain groups are overrepresented in care
- ensure life story work is completed with our children and young people.

How we have delivered

94. As part of our work to embed identity and belonging into our work, we delivered a weeklong learning and development programme - 'LearningFest' – on *Belonging: Permanence, Stability and Sustainability* for all Children's Services staff.
95. We have maintained our focus on embedding good practice in **Life Story Work** to enable children in care to understand more about their journeys into and in care, where they have lived and who with and to understand their families and who they are at the earliest opportunity.
- A Life Story Work page on our internal Intranet has been developed with key resources for professionals, as well as integration into Mosaic processes, have contributed to building a whole system approach to the practice.
 - The Caring Life App is well embedded for internal foster carers storing key memories on an app for children in care which creates a digital archive of key memories.
96. Our dedicated Life Story Lead in the Permanence Service delivers regular training on **therapeutic Life Story work** for social workers and foster carers.
- *"I feel [Life Story practitioner] did really well to support me to be a part of therapeutic work. She didn't just work with [young person], she worked with me and my emotions, helped me to be there for [young person] and left us wanting more. We felt included, it was about us."* – Foster Carer
 - *"The way that [Life Story practitioner] and [Lifelong Links practitioner] worked was similar, so it felt familiar and trustworthy. That helped a lot because trusting someone is a hard thing."* – Young person
97. 35 care leavers are also actively supported by the **Lifelong Links** programme to connect with important people in their lives, build stronger community connections, reduce loneliness and support them to better understand themselves, their culture and identity. 8 young people have completed the process, undertaking a Family Group Conference and celebration event.
- Before working with Lifelong Links, a young person said *"I thought it was going to take ages, like years. I thought it was impossible, I was*

in denial. I wanted to still try.”

- Similarly, his foster carer said *“I thought it was impossible, with all the family members we know about, how is this going to work? I had hopes that it would, but there was doubt. To me it is a miracle.”*
- *“I met my mum, maternal grandmother, my dad, paternal grandmother, and half-brothers. It’s the best thing, the best feeling ever. It’s filled a void in my heart, I was missing a piece and I’m just happy now, even just seeing them once. It’s life changing.”* – Young person.

98. In October 2025 we launched the **Giving HOPE** boxes given to babies entering care. The boxes help maintain the bond between mothers and babies when a child is removed at birth, recognising the grief and trauma of separation and prioritising both their needs. They ensure shared memories at the very beginning of a child’s journey in care.
99. Since we became one of the first councils to sign the **immigration support pledge** for children in care and care leavers in March 2024, we have been working to build knowledge and understanding of the pledge and its expectations of the council.
- In collaboration with the South London Refugee Association, we have delivered training to ensure that staff across Children’s Services are supported to take a proactive and informed role in supporting children in care and care leavers to enable them to resolve these issues.
 - We are on track to meet the four aspects of the pledge by the deadline of December 2026.
100. As part of our work to tackle racism, discrimination and inequality within the organisation and broader community, our **Southwark Stands Together Against Racism (SSTAR)** programme has overseen significant progress and engagement across the division.
- The SSTAR programme have delivered a programme of training for senior leadership and meet quarterly with the Director of Children’s Services to directly raise issues relating to racism and discrimination.
 - In October 2025, the Brave Spaces initiative was launched for colleagues across Children’s Services to foster open, respectful and courageous conversations about race.
 - Children in care, care leavers and foster carers are considered as part of our departmental action plan for the council wide programme Southwark Stands Together tackling discrimination.

What we still need to achieve

101. We see outstanding examples of work to help children in care and care leavers to understand their life story, with many of our staff using innovative and collaborative approaches to helping children understand their personal history in a meaningful way that is individual to them. We know that the consistency of this work is not yet what it needs to be, and through our Life Story workflow we will further embed and track the completion of Life Story work to ensure that every young person has a

detailed history from the first contact onwards.

102. The SSTAR programme is working to co-design **Anti-Racist Practice Standards** with colleagues across Children's Services setting out the basic expectations of guide how we work together and with families in ways that actively oppose racism and promote equity. They will set out clear expectations for practice, help us challenge discrimination, and support a more inclusive culture across our division.

Strategy Priority 6: A Whole Borough That 'Cares to Care'

Our commitment

103. Placing delivering for our children and young adults at the heart of everything the Council and its partners do. Broadening the voice and experience of our children across all decision making and making Southwark a truly Corporate Parenting Borough.

104. What **we said we would** do:

- review the council's commissioning, planning and licensing arrangements to leverage Social Capital for our children and young adults
- establish a shadow Children & Young People's Cabinet to hold the whole council to account to include young people with experience of care
- work with our children and young people to develop their own version of this strategy and develop a new pledge
- develop a corporate parenting champions network across the Council and our key partners
- challenge all the major organisations in the Borough to adopt the corporate parenting principles and deliver on a promise to our children
- improve how we listen to our children and young adults and embed them and their views in our service improvement activity at every stage.

How we have delivered

105. Speakerbox members attend the Corporate Parenting Committee and provide direct insight and challenge to officers and elected members on all aspects of delivery for children in care and care leavers. Every Corporate Parenting Committee begins with a presentation from children and young people in Speakerbox. In 2026, we plan to move the meeting to the early evening so that more children and young people who are in school or working can attend.
106. Leaders across the council are working hard to improve the one council Corporate Parenting offer, particularly around access to employment opportunities.

- In July 2025, the Employability Pathway for care-experienced young people was presented at Southwark Council's Leadership Network. Leaders committed to the minimum expectations for participation from each department and over 60 employability opportunities have been submitted by colleagues across the organisation.
 - Teams across the council – including Leisure, Electoral Services, Public Health, Housing and Sustainable Growth – have supported our young people with work experience placements and mock interviews.
107. In July 2025, the council launched a new **Social Value Framework** setting out a refreshed and ambitious approach to delivering real, lasting benefits for our residents through the way we spend public money.
- The framework encourages the council's contractors to support care-experienced young people by becoming signatories of the Care Leavers Covenant, offering mentoring opportunities, work experience placements, internships, traineeships, apprenticeships or job opportunities, and access to extracurricular activities.
 - We will continue to engage with contracted partners to levy these social value commitments and increase the availability of opportunities for care leavers within the borough and across London.
108. The Experienced Practitioner for Social Capital in the 16+ service works with local businesses to ensure young people have devices and the equipment they need to remain connected. In the last year they have obtained refurbished phones, data cards, refurbished laptops and dongles/routers which have been shared with care leavers.
109. Speakerbox and Southwark's Family Council are working in partnership on the '**Innovation Group**' bringing together children, young people, parents and carers, in collaboration with practitioners, to explore ideas big and small that can help improve our system and offer to our care-experienced community.

What we still need to achieve

110. We have begun development of our new **Corporate Parenting Strategy (2026-2030)** through delivery of the Bright Spots survey, engagement with our care experienced children and young people, and evaluation of the previous strategy. The strategy will be developed in full collaboration with our children and young people, ensuring their voice, lived experience and ambitions are at the heart of the next phase of our whole partnership corporate parenting delivery.
111. We want to mobilise more support across the council to expand the corporate parenting offer and create more awareness of the opportunities to support our children and young people at all levels of the organisation.
- We will further develop our network of Corporate Parenting Champions across council departments and develop a new training

- offer for staff.
- We will provide more opportunities for staff who would like to volunteer their time, experience and expertise, for example through mentoring.
 - We will continue to broaden cross-council awareness and understanding of the needs of our children and young people.

The work of the Corporate Parenting Committee

112. The council's Corporate Parenting Committee is a cross-party committee, chaired by the Deputy Leader and Cabinet Member for Children, Education and Refugees. The committee meets on a quarterly basis to fulfil its role to secure real and sustained improvements in lives of care-experienced children and young people.

113. The committee champions the voice and experience of children in care and care leavers who attended every committee meeting in 2025. Children and young people are active participants in driving the agenda and discussions of the committee. They have raised topics which are important to them and directly influenced plans and services for young people.

114. The items discussed in meetings in 2025 are as follows:

Meeting date	Items
February 2025	<ul style="list-style-type: none"> • Update on Mental Health Provision for Care Leavers • Southwark Adoption Performance (2023-24) and Adopt London South Annual Report (2023-24) • Attendance, Children Missing Education and Exclusion Report
April 2025	<ul style="list-style-type: none"> • Workshop on Employability Support for Care Leavers
July 2025	<ul style="list-style-type: none"> • Care Leavers Employability Pathway • Annual Health Report for Children Looked After (2024-25)
October 2025	<ul style="list-style-type: none"> • Virtual Headteacher's Annual Report (2024-25) • Fostering Annual Report (2024-25) • Update on Employability Support for Care Leavers

Health

115. The committee regularly scrutinises the provision of health and wellbeing support for our children and young people. Young people and committee members hold providers to account to ensure

they recognise the unique challenges for children in care and care leavers.

116. The Designated Doctor for Looked After Children, the Designated Nurse for Safeguarding and the Virtual Mental Health Lead for Looked After Children report regularly to the committee and provide an annual report of the Integrated Care System's delivery of services to children in care and care leavers.
117. Young people have spoken to the committee about particular issues that they wanted to see greater emphasis from health services in supporting them. Young people were keen to learn more about the mental health support for neurodivergent young people and unaccompanied asylum-seeking Children (UASC).
118. The committee continues to focus on mental health as a priority, as well as ensuring children and young people are being supported to maintain a healthy lifestyle with opportunities to take part in physical activity. The committee has challenged health services on the reported rise in substance misuse among children looked after, increasing over the past three years from 8% to 15.4%. A detailed report and action plan to address this have been developed.
119. The key priorities for the **Integrated Care Board and NHS Trusts** for 2026 will be ensuring that care-experienced children and young people are offered additional support around neurodiversity, SEND, and gender identity, as well as providing support in Southwark's Children's Homes, improving general mental health access and outcomes, and a continued focus on safeguarding and child protection.

Education and employment

120. The committee monitors the education and employment outcomes for children in care and care leavers through the work of the Virtual School and the 16+ service.
121. The committee receives the annual report of the Virtual School Headteacher which gives oversight of the educational achievement of all children in care and care leavers, including the barriers to success in education for them.
122. The committee has continued to focus on challenging persistent absenteeism for children in care and exploring opportunities to better support our children to access and remain in education. The committee has placed a particular focus on the rise in Persistent Absence rates amongst girls, noting that persistent absentees are 49% girls and 51% boys, where previously boys had been twice as likely to be persistently absent than girls. The committee challenged services to address this in more detail.
123. The committee has had a strong focus on employment support for care-experienced young people this year. The committee has received reports from the Leaving Care service and Service Development teams on initiatives to ensure young people are better prepared for employment

and are being supported to access opportunities both within and outside of the council. The committee have advocated for the voices of care-experienced young people to be at the centre of design.

Fostering and placement sufficiency

124. The committee has responsibility for oversight of the council's placement sufficiency strategy to ensure that all our children have the opportunity to live in homes that meet their needs and allow them to maintain links with their families, friends, education and wider societal connections. This includes taking a broader view on whether services are sufficiently championing alternative routes to permanent and stable care for all our children.
125. Young people have spoken to the committee about their experiences of where they have lived and shared their key priorities being fewer moves/changes in placement and ensuring children and young people remain in the borough/local area where it is safe to do so.
126. The committee receives the annual report on the Fostering, Special Guardianship and Connected Carers Service which gives oversight of the quality of care, placement choice and stability, as well as recruitment and retention of carers.
127. The committee has had a particular focus on the recruitment of foster carers as this year saw a reduction in the number of recruited foster carers from 6 in 2023/24 to 2 in 2024/25. The service highlighted the renewed recruitment campaign launched in 2024 which has resulted in 631 enquiries (during Q3 and Q4 2024/25) and 17 prospective carers in assessment (as of 31 July 2025).

Quality of practice and services

128. As well as scrutinising the main themes and issues of care-experienced children and young people, the committee plays a vital role in overseeing the effectiveness of service delivery to our children and young people.
129. The committee has responsibility for reviewing the outcome of regulatory inspections of Children's Services and monitoring the delivery of action planning in response to inspection. An inspection of Children's Services is anticipated in early 2026.

Listening and bringing our care experienced children together

130. The council and the committee have always been proud of championing the voice of children and young people and celebrating their achievements.
131. Our two Children's Rights Officers have continued to support care-experienced children and young people through **Speakerbox** to engage, participate and share their views with senior leaders and the committee to ensure that their voices contribute to senior leadership strategic activity and decision making.
132. We continue to be proud of how we purposefully and meaningfully engage

with children and young people. We ensure that the voices of children and young people are heard individually in their care plans and strategically with our senior leaders. We prioritise participation in all aspects of service improvement work ensuring that our priorities for development meet the needs of our children and young people.

133. As part of this ongoing engagement with children and young people, Speakerbox have developed eight pillars which set out the priorities for children and young people. These will be integral to the development of the new Corporate Parenting Strategy:
- Education and Employment
 - Non-discrimination
 - Safety and Support Services
 - Freedom of Expression
 - Standards and Treatment in Care
 - Voice of the Child
 - Knowledge of Rights
 - Health Services
134. Between August and December 2025, the views of 240 children in care and care leavers were obtained through the **Bright Spots Surveys**. Once independently analysed, these views will be the foundation for co-developing a new Corporate Parenting Strategy. Feedback sessions will be held with care-experienced young people to share the results of the survey, listen to feedback and ideas and then report back on the actions we will take as part of the ongoing drive to improve.
135. Hosting a **Young People's Panel** for recruitment in Children's Services is now a well-embedded practice within the division, with young people supporting recruitment having been encouraged to share their views on candidate's suitability to ensure a good breadth of successful candidates.
136. In December 2025, we held our annual **Winter Ball** for our children in care and care leavers. Organised by the Care Service, Children's Rights Officers and 16+ Service - and supported by a large number of volunteers from across the department - this was an amazing night attended by all ages of children and young people. Feedback from our children shows how much they enjoy these events and opportunities to meet and socialise with other children and young people.

Our priorities for 2026

137. Our Corporate Parenting Strategy is in the process of being refreshed and we are looking to be bold and ambitious in our plans to develop services for children in care and care leavers for our 2026 to 2030 strategy. In line with the Southwark 2030 strategy, launched in September 2024, we will continue to focus on delivering the best start in life for children in care.
138. In addition to the priorities for our refreshed strategy that will be driven in partnership with our children and young people, our immediate priorities for 2026 include:

- improving the sufficiency of homes in Southwark to ensure there is a broad range of options available for children and young people of all ages
- embedding the use of the Child and Adolescent Needs and Strengths assessment (CANS)
- ensuring permanence planning and opportunities for reunification are considered at the earliest opportunity in a child's journey
- focus on tackling the underlying reasons for home breakdown and instability for children with the aim of improving resilience and the experiences of children.
- making sure our children and young people in care and who have care experience have every opportunity for the best start in life.

139. These will be achieved by:

- increasing the number of residential children's homes in the borough by opening a second children's home
- undertaking an in-depth needs and demand analysis of children and young people living in semi-independent supported accommodation to better understand if placement demand meets need in the local area
- going further to embed our Corporate Parenting responsibilities across the borough, public and private sector partners
- increasing the support available to children and their families who are on the edge of care to prevent any further escalation that may require the children to be accommodated in-line with the pledge to invest in prevention in the Southwark 2030 strategy
- equipping our foster carers to care for our children and young people by investing in services and recruitment to both provide high levels of support and increase the number of fostering households available to foster
- making sure our care-experienced children and young people are able to succeed in their chosen careers by increasing opportunities for mentoring, work-based training, work skills and routes into employment.

Acknowledgements by Cllr Jasmine Ali

Supporting the children in our care or leaving our care must be the most important work that the council does. Charing the Corporate Parenting Committee and ensuring that we are doing everything that we can to ensure the best possible outcomes for our children and young people is a privilege. From the bottom of my heart - I would like to thank everyone that has contributed to the work of the committee and great outcomes for children and young people with care experience.

Young People from Speaker Box

Yazmin, Cameron, Ugo, Tchoumou, Naomi, Daniel, Krhysia, Chloe, Dejanae and Isha and Mori.

Councillors

My colleagues: Cllr Charlie Smith, Cllr Natasha Ennin, Cllr Emily Hickson, Cllr Maria Linforth-Hall and Cllr John Batterson

Secretariate: Paula Thornton and Beverley Olamijulo

Officers

Helen Woolgar – Deputy Director – Safeguarding and Corporate Parenting

Elaine Reid – Head of Care, Care Leavers and Fostering

Usha Singh – Virtual School Head Teacher

Andrew Fowler – Head of Placements, Sufficiency and Resources

Dr Jenny Taylor – Assistant Director – Clinical Practice and Virtual Mental Health Lead for Children in Care

Michael Crowe – Assistant Director – Transformation and Operations

Clare Ryan – Acting Head of Quality Assurance

Matthew Izekor – Employment Advisor

Cyril Leroy – Leaving Care Team Manager

Ekta Gupta – Children’s Rights Officer

Dechaun Malcolm – Children’s Rights Officer

Dr Stacy John-Legare – Designated Doctor for Children in Care and Care Leavers

Joy Edwards – Designated Nurse for Children in Care and Care Leavers

Elsbeth Pluckrose – Consultant Child Psychotherapist and Clinical Lead Carelink CAMHS

Dr James Hanley – Clinical Service Manager

Sophie James – Fostering Service Manager

Daisy-May James – Permanence Lead Service Manager

Silvana Clarke – Fostering Team Manager

Claudia Kwaku – Team Manager (Kinship and SGO)

Kenny Onakoya – Foster Carer and Finance Officer

Rosamund Marshall – Foster Carer and Corporate Parenting Committee Member

Stella Kyermartin – Foster Carer

Poppy Laurens – Service Development Officer

Alasdair Smith – Director of Children’s Services

Key / Non-Key decisions

140. The report does not relate to a key-decision.

Policy implications

141. There are no policy implications arising from this report.

Financial implications

142. There are no financial implications arising from this report.

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

143. The decision to note this report has been judged to have a small but important impact on local people and communities. The work relating to children in care and care leavers is intended to improve the outcomes for them.
144. Section 149 of the Equality Act 2010, 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 commits the council to ensuring that equality is an integral part of our day to day business.
145. The council’s Children’s Services involves working closely with all relevant stakeholders and partners across the sector and collectively we are committed to upholding the responsibilities towards advocating the Public Sector Equality Duty and complying with the Equalities Act 2010. 13. The PSED enables public bodies to consider the diverse needs of groups and 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. Due regard is about considering the different needs of protected characteristics in relation to the three parts of the duty.
146. The Equalities Act 2010 define the following as protected characteristics; age; disability, gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; and sexual orientation. Equalities (including socio-economic) impact statement 15. The report takes account of the ethnicity, age and disabilities of children in care, as well as their racial ethnic background and considers these areas in light of commitments set out by Southwark Stands Together.

Equalities (including socio-economic) impact statement

147. A number of research studies and analyses have identified a clear social gradient in relation to social care statutory intervention to promote the protection and the welfare of children. We know that the greater the levels of deprivation and disadvantage faced by families the higher the likelihood that they will become involved with children’s services nationally. This trend is consistent in Southwark with the level of deprivation in the home wards of the children in care being strongly correlated with the numbers of children in care.
148. Children from black/black British and mixed/multiple global majority groups are overrepresented in our children in care population when we compare them against the overall population of children in Southwark. This reflects

national research around such intersectionality in relation to deprivation as described above. Overrepresentation of global majority communities is compounded when we account for unaccompanied asylum seeking children.

149. Overall there are more males (58%) in our care than females (42%). This trend is exacerbated again by age with more males entering care in later adolescence and slightly more females entering care in early adolescence.
150. Research suggests that when children in care are compared with children who have not been in care, they tend to have poorer outcomes in a number of areas including their and mental and physical health. Corporate parenting work seeks to address these inequalities.

Climate change implications

151. There are no relevant climate change implications

Social Value considerations

152. There are no relevant social value considerations

Economic considerations

153. There are no relevant economic considerations

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive, Governance and Assurance (JH ON 25.02.2026)

154. The purpose of this report is to provide cabinet with a report in accordance with paragraph 9 of Part 3J of the council's constitution, relating to the Corporate Parenting Committee, describing one of its roles and functions to report to the council's cabinet on an annual basis.
155. There are no significant legal implications arising from the recommendations in this report, but the Assistant Chief Executive (Governance and Assurance) and her staff will provide advice to officers on any legal and governance issues arising during the continuing development of the strategy and action plan.
156. Definitions for children looked after and a local authority's responsibilities to those children are set out in Part 3 of the Children Act 1989, Part 1 of the Children and Social Work Act 2017, The Care Planning, Placement and Case Review (England) Regulations 2010 as amended and the Care Planning, Placement and Case Review and Fostering Services (Miscellaneous Amendments) Regulations 2013.
157. Pursuant to Part 1, Section 1 (1) of the Children and Social Work Act 2017 introduces seven core principles that local authorities as the corporate parent must have regard to when exercising their functions in relation to looked after children and young people.
- to act in the best interests, and promote the physical and mental health and wellbeing, of those children and young people

- to encourage those children and young people to express their views, wishes and feelings
 - to take into account the views, wishes and feelings of those children and young people
 - to help those children and young people gain access to, and make the best use of, services provided by the local authority and its relevant partners
 - to promote high aspirations, and seek to secure the best outcomes, for those children and young people
 - for those children and young people to be safe, and for stability in their home lives, relationships and education or work; and
 - to prepare those children and young people for adulthood and independent living.
158. Section 1 (2) of this Act defines looked after children and young people as those in local authority care, relevant children and young people under 25 years old who are continuing education and training.
159. “Section 1 (2) stipulates that the children and young people being referred to in the corporate parenting principles are:
- (a) children who are looked after by a local authority, within the meaning given by section 22(1) of the Children Act 1989;
 - (b) relevant children within the meaning given by section 23A(2) of that Act;
 - (c) persons aged under 25 who are former relevant children within the meaning given by section 23C(1) of that Act.”
160. Pursuant to the principles under Section 1, the role and function of the Corporate Parenting Committee in Southwark is to review and monitor the council's role as a corporate parent.
161. Part 3J of the Southwark’s constitution sets out the specific roles and responsibilities of the Corporate Parenting Committee 3J Corporate Parenting_Mar 2023.pdf (southwark.gov.uk). In particular, paragraph 9 stipulates that the Committee is to “report to the council’s cabinet on an annual basis”.
162. Whilst the constitution does not stipulate the format or what information must be contained in that report; the annual report should be aligned with the core principles under the Children and Social Work Act 2017 and should set out how Southwark has met those statutory requirements over the financial year. This can also include consideration of the impact of Southwark’s Corporate Parenting Strategy.

APPENDICES

No.	Title
None	

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Corporate Parenting Strategy 2021-2024 (July 2021)	Link below	
Southwark Corporate Parenting Strategy 2021-2024		
Research conducted by the Children's Commissioner (February 2021)	Link below	
The Characteristics of children entering care for the first time as teenagers		
Joint working protocol (May 2024)	Link below	
Joint housing protocols for care leavers: good practice advice - GOV.UK		

AUDIT TRAIL

Cabinet Member	Councillor Jasmine Ali, Deputy Leader and Cabinet Member for Children, Education and Refugees	
Lead Officer	Helen Woolgar, Deputy Director, Safeguarding and Corporate Parenting	
Report Author	Poppy Laurens, Service Development Officer	
Version	Final	
Dated	3 March 2026	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance	Yes	Yes
Strategic Director, Resources	No	No
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	3 March 2026	

Meeting Name:	Cabinet
Date:	16 March 2026
Report title:	Aylesbury Estate: Future Phases
Cabinet Member:	Councillor Helen Dennis, New Homes and Sustainable Development
Ward(s) or groups affected:	Faraday
Classification:	Open
Reason for lateness (if applicable):	N/A

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

Renewal of the Aylesbury Estate, delivering decent homes and good quality facilities for residents, is a top priority for this council. And it has been a real pleasure in this role to celebrate the delivery of new council homes and community facilities on the estate – the new Una Marson library, the Harold Moody Health Centre, a new youth centre run by Mentivity. And 581 new council homes including flexi-care homes for older residents at Harriet Hardy House, and homes for people with learning disabilities. But serious challenges on the estate are evident.

The quality of many of the 70s blocks continues to drive problems with damp and mould, and pests. Vacant blocks that require demolition have driven anti-social behaviour and crime.

Plans for the Aylesbury have been beset by legal delays and other challenges, and residents want us to move faster. In that context, we have been reviewing delivery plans for the estate and our partnership with Notting Hill Genesis (NHG) in particular and have now reached a mutual decision to change the current relationship.

It is our expectation that NHG will still deliver Phase 2B of the estate, but the council will look for alternative partners with whom to deliver future sites across the Aylesbury. As we move forward into this next phase, we want to ensure that residents are absolutely at the centre, shaping our plans and priorities, and I want to thank the Aylesbury TRA Chairs Barbara and Harry and Jean a long-standing residents’ champion of the estate, for their vital advocacy and commitment to the Estate.

RECOMMENDATIONS

Recommendations for the Cabinet

1. That the Cabinet approves the basis of the variation to the Development Partnership Agreement (DPA), which will see the developer complete three phases of the estate renewal (Plot 18, FDS C, Phase 2B) and for the future phases (Phases 2C, 3 and 4) of the estate renewal to return to the control of the

council, as detailed in paragraph 17.

2. That the Cabinet delegates authority to negotiate and approve a proposal for the variation of the Development Partnership Agreement (DPA) to the Strategic Director of Housing, in consultation with the Strategic Director of Resources.
3. That the council's Cabinet notes that a report will be presented to a future Cabinet meeting on the revised way forward for delivering the future phases of the Aylesbury Estate.

REASONS FOR RECOMMENDATIONS

4. As set out in the background section, to enable the council to take forward the remainder of the estate with alternative delivery partner/s.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

5. To continue with the DPA in its current form.

POST DECISION IMPLEMENTATION

6. The table below sets out the key activities that will take place, subject to the necessary Cabinet approval.

Key Activity
Write formally to the developer to accept the Heads of Terms to the DPA deed of variation
Instruct solicitors to prepare the deed of variation
Communications strategy agreed with the developer to publicise the revised DPA.
Deed of variation to the DPA ready for signature.

BACKGROUND INFORMATION

7. The Aylesbury Estate renewal programme is transforming the 1960s housing estate, once known for its poor condition and outdated infrastructure, into a modern, mixed-tenure neighbourhood. Led by Southwark Council with its development partners.
8. The council approved the Aylesbury Estate renewal in 2004 and undertook a competition to select development partners to deliver the estate renewal. Two developers were selected, both of whom were awarded different 'phases' of the estate. The early sites (known as phases 1a and 7) were constructed by one developer and completed in 2017. In 2014 the second developer entered into a DPA to complete the remainder of the estate renewal.
9. The programme is due to deliver around 4,200 new homes, community facilities, green spaces, and improved public infrastructure. The project

addresses long-standing social and physical challenges, replacing deteriorated buildings with high-quality, energy-efficient homes. Its outcomes include improved living standards, enhanced community amenities, and a safer, more inclusive environment for current and future residents.

10. The estate renewal is being completed under the Aylesbury Area Action Plan (AAP), adopted by Southwark Council in 2010 to guide the comprehensive renewal of the estate and surrounding area. The AAP establishes the policy framework for the phased demolition of the original estate and the delivery of the new homes. The key objectives of the AAP are for:
 - A successful neighbourhood incorporating the highest design standards.
 - A good mix of uses and a layout that will meet the needs of current and future generations.
 - High quality social rented and private homes that address a variety of local needs, including those of the elderly and vulnerable.
 - Create an outstanding environment with excellent parks and great streets which are accessible for all.
 - Improve quality of schools and community facilities.
 - Create a place with a strong sense of community.
 - Improve access and transport.
 - Create well designed streets, squares and parks.
 - Improve social and community facilities.
 - Build homes that meet Code for Sustainable Homes Level 4; and
 - Implement a Combined Heat and Power scheme for power generation.

11. The Masterplan's primary objectives are to:
 - Deliver new homes: Provide approximately 4,200 new mixed-tenure homes, including 50% affordable housing (by habitable room), to meet Southwark's identified housing need and reduce overcrowding.
 - Regenerate and modernise the estate: Replace the existing 1960s housing stock with modern, high-quality, energy-efficient homes and create a safe, well-designed public realm with improved accessibility and connectivity to Burgess Park.
 - Enhance community infrastructure: Deliver new health, education, childcare, retail, and community facilities to support a balanced and inclusive neighbourhood.
 - Promote sustainability and design excellence: Achieve high environmental standards in line with local and national planning policy, incorporating sustainable materials, low-carbon technologies, and green spaces.

12. To date the Masterplan has delivered 1,041 homes across Sites 1A and 7, the First Development Sites (FDS) A and B, and Plot 18. A further 321 new homes on FDS C will be delivered this year.

13. In 2017 the council took the decision to acquire FDS A and B from the developer and to deliver the homes via their direct delivery model. At the time of purchase FDS A had been on site for over a year and FDS B was at the

point of the contract being signed.

14. The developer has been working on completing the new homes on FDS C and obtaining planning for the next delivery phase, 2B. Currently there is a resolution to grant planning permission on 2B. Permission will be formally granted on the signing of the Section 106, which has been agreed and is awaiting formal GLA approval in February 2026, to allow the agreement to be executed and a decision notice to be issued.
15. The first application approved on Phase 2B was subject to a judicial review (JR), *R (Dennis) v London Borough of Southwark*, which was upheld. The High Court determined that (alongside the *Hillside* judgement), NHG's drop-in Full Planning Application for Phase 2B, if approved and implemented, would be physically incompatible with the continued delivery of the Masterplan under the provisions of the Outline Planning Permission (OPP), making the OPP null and void. This would be subject to a further challenge in the future, the point at which is unknown.
16. A further JR claim could be lodged after the planning decision for Phase 2B has been formally issued. This claim needs to be received within 6 weeks of the decision notice.

KEY ISSUES FOR CONSIDERATION

17. In summary the proposed variation to the DPA is as follows:
 - The developer will take forward the development of the site known as Phase 2B which comprises Wendover 241-471, Padbury, Ravenstone and Winslow. This redevelopment will result in the provision of 640 new homes of which 41% (by number, 50% by habitable rooms) will be affordable (66% social rent and 34% intermediate). The council will have 100% nomination rights to the social rent homes.
 - The developer will continue with the development of the site known as FDS C. This site was subject to demolition and clearance in 2019 and will deliver 321 new homes. The scheme will provide 131 (41% by number, 50% by habitable room) affordable homes of which with the council will have 100% nomination rights to the social rent (56no.).
 - The developer will continue with the development, and development management services, of the sites known as Plot 18. This site has been occupied for over 12 months and the final parts of the wider civic spaces and highways are due to reach practical completion shortly.
 - The developer will relinquish its rights and obligations to the remaining 'future' phases (that have not been implemented) of the estate renewal.
 - Social Economic and Investment (SEI) or Marketing Communications and Involvement (MCI) obligations have already surpassed the associated milestones. The developer will have to make similar commitments within the s106 agreement that they enter for Phase 2B.

- An agreement has been made on several day-to-day management issues from across the estate, which are being led by other Council departments. Some follow a precedent of items agreed by the council on other areas of the estate renewal.
18. The immediate next steps for the future phases, following the DoV to the DPA will be to review existing information pertaining to Phase 2C and develop a high-level programme of activities.
19. In respect of 1-240 Wendover which is a block with only 9 remaining occupants, hoarded for security purposes the next steps will include:
- Vacant possession which includes acquiring the remaining 7 leasehold interests
 - Completion of the housing needs survey which will be used to inform the new homes for Phase 2C
 - Procurement of a demolition contractor
 - Develop a feasibility for a meanwhile strategy for Wendover to be put in place once the block has been demolished
 - Setting out the routes to market for engagement with a developer partner/s to deliver the new homes
 - Implementing activities contained within the community engagement strategy.

Policy framework implications

20. The regeneration programme is being carried out in accordance with the framework set by the Aylesbury Area Action Plan and the Southwark Plan.
21. Outline planning permission for the whole estate is in place. Reserved matters applications are in place for the phases that are complete or under construction. New applications (full, standalone or reserved matters) will be required for future phases.

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

Community impact statement

22. Over the last decade there has been considerable community engagement as the programme has been developed. Recent activity has focused on both consultation on the Phase 2B planning applications and pre-allocation of new homes on FDS C. In addition, engagement with the residents has been taking place on the current levels of organised crime and anti-social behaviour being experienced on the estate. The variation to the DPA as set out above gives an opportunity to re-engage with the local community on a more positive note and set new visions and goals for the estate.

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

23. An EQIA is currently under way to inform the future programme.

Health impact statement

24. The EQIA will include the health impact of the future programme.

Climate change implications

25. The current masterplan for the programme, which built on the AAAP, was the subject of outline planning permission in 2015. At the time the provision of a communal heating system based on a number of gas powered energy centres was compliant with planning policy.
26. Phase 2B and FDS C are being taken forward to planning application stage on the basis of an alternative energy system based on air source heat pumps and photovoltaic panels. The approved designs increased the use of Sustainable Urban Drainage systems (SUDs), re-use of existing built material and an increase in biodiversity.
27. With council involvement of the future phases of Aylesbury Estate renewal provides the opportunity to ensure that the remainder of the rebuilding programme meets the highest possible sustainability standards.
28. Council involvement of the future phases presents the opportunity to improve the new street layout and public realm to meet the standards set out in the New Southwark Plan.

Consultation

29. All necessary stakeholders have been consulted on this deed of variation.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive, Governance and Assurance - (Con/KM/20260203/2)

30. This report seeks the cabinet's approval to a variation to the Development Partnership Agreement (DPA) with NHG as further detailed in paragraph 1. The DPA between the council and NHG was entered into in 2014 following an EU-compliant procurement process (at that time), and it is therefore necessary to ensure that any variations to be made are permitted within those procurement regulations. Advice has been sought from the council's external legal advisers, which will be further considered as the discussions with NHG continue, and will inform the delegated decision to be made (noted in paragraph 2).
31. In approving these recommendations, the cabinet should have regard to the council's obligations to carry out its duties in accordance with the principles of best value, and to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness. This report outlines how approval of these recommendations will allow the council to take forward the estate renewal for phases 2C, 3 and 4, and the opportunities this brings in relation to the remainder of the programme.

32. The cabinet's attention is drawn to the Public Sector Equality Duty (PSED General Duty) under the Equality Act 2010, which requires public bodies to have regard, when making decisions, to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not share it. The cabinet is specifically referred to the community, equalities (including socio-economic) and health impacts statement at paragraphs 22-24, setting out the consideration that has been given to equalities issues, which the cabinet should carefully consider when approving the recommendations in this report. The PSED General duty is a continuing duty and paragraph 23 confirms that the Equality Impact Need Assessment is currently being undertaken to inform the future programme, which will need to be further considered at later stages of this project.
33. Any future proposals for phases 2C, 3 and 4 by the council will be subject to the council's contract standing order requirements and advice will be sought from officers of the Assistant Chief Executive – Governance and Assurance as required.

Strategic Director, Resources (PFS – Housing 25/120)

34. The proposed variation to the Development Partnership Agreement (DPA) will require the council to make a financial contribution to bring Notting Hill Genesis' involvement in the future phases to an end. The basis for this contribution is set out in the closed version of this report and reflects costs and obligations associated with the historic operation of the DPA.
35. The council will meet these costs through existing capital programme arrangements. This may require some re-profiling of the Housing Investment Programme (HIP), which will be undertaken through the council's usual capital monitoring processes.
36. While this will temporarily reduce capacity to deliver some housing-related capital schemes within the year, gaining full control of the future phases is expected to deliver long-term benefits. These include reduced exposure to operational and programme risks, more efficient delivery of new homes, and the ability to better manage the financial and social impacts associated with delays under the current arrangements. On this basis, the proposal is considered affordable and represents value for money for the council and its residents.

BACKGROUND DOCUMENTS

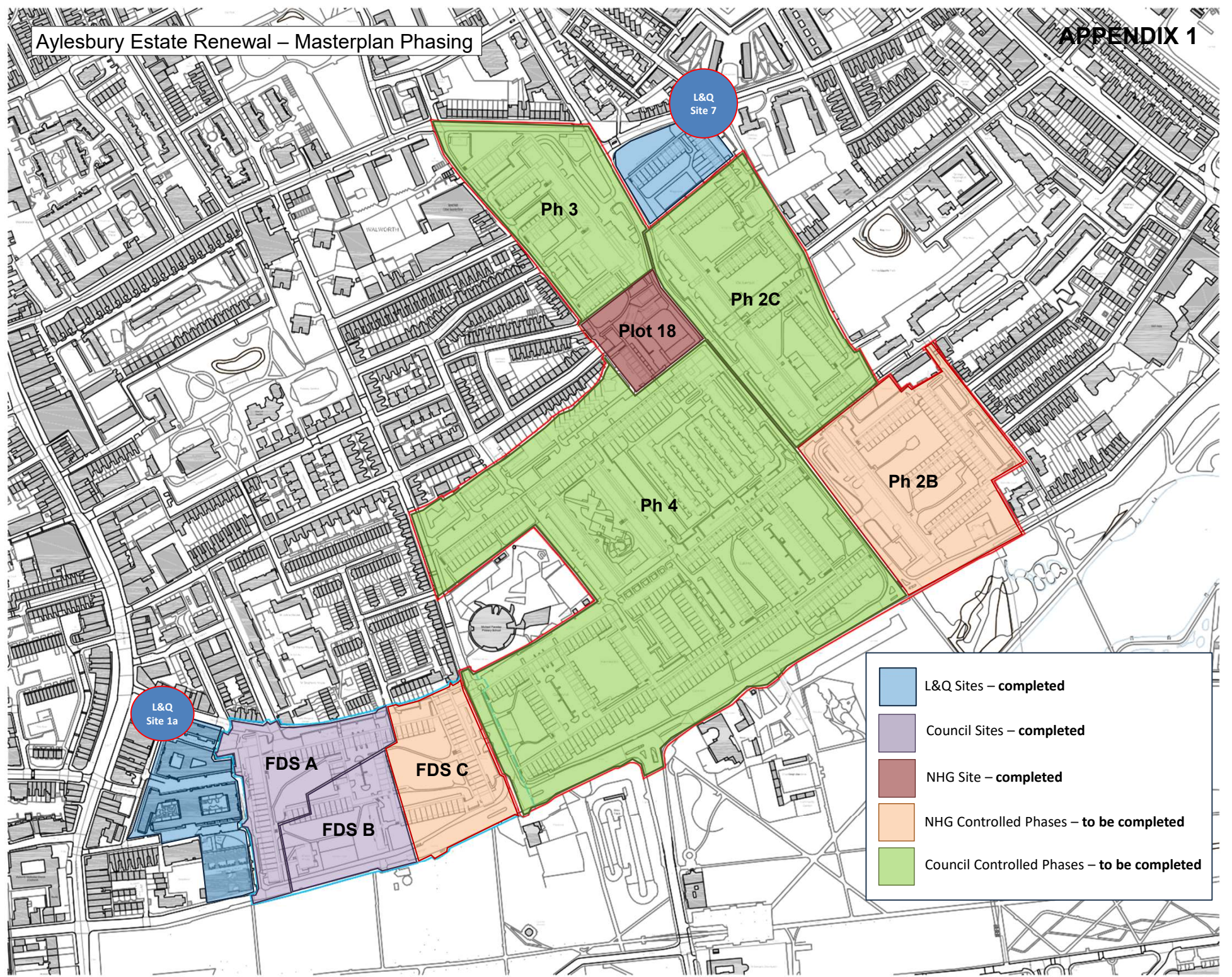
Background Papers	Held At	Contact
Cabinet paper: Future of the Aylesbury Estate – 18 January 2022	Southwark Construction	Andy Joyce 07842 616 801
Link: Report Future of Aylesbury Estate.pdf		

APPENDICES

No.	Title
Appendix 1	AER Masterplan - Areas of Responsibility

AUDIT TRAIL

Cabinet Member	Councillor Helen Dennis, New Homes and Sustainable Development	
Lead Officer	Hakeem Osinaike, Strategic Director of Housing	
Report Author	Andy Joyce, Senior Project Manager, Southwark Construction	
Version	Final	
Dated	3 March 2026	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
	Officer Title	Comments Sought
	Assistant Chief Executive, Governance and Assurance	Yes
	Strategic Director, Resources	Yes
	Cabinet Member	Yes
	Date final report sent to Constitutional Team	3 March 2026



Meeting Name:	Cabinet
Date:	16 March 2026
Report title:	Acquisition of the Plot H1 Elephant and Castle Health Centre
Cabinet Member:	Councillor Stephanie Cryan, Equalities, Democracy and Finance
Ward(s) or groups affected:	North Walworth
Classification:	Open
Reason for lateness (if applicable):	N/a

FOREWORD - COUNCILLOR STEPHANIE CRYAN, CABINET MEMBER FOR EQUALITIES, DEMOCRACY AND FINANCE

It has been a long-term ambition to open a new health centre at the Elephant and Castle. This report is asking cabinet to agree to purchasing a premise on the Hub development, using Strategic Community Infrastructure Levy as under current viability constraints it is unlikely that the developer will be able to fully deliver a new health centre. There are very limited opportunities at the Elephant and Castle to deliver a health centre, and this current opportunity represents the best route to do so. The council purchasing the premises allows us to work with the local NHS Integrated Care Board to fit out the space to their required standards and ensure we are able to maximise our future income whilst ensuring that residents are provided with the best possible health care facility and services. The funding of the fit out will be subject to a future business case to ensure the council has the opportunity to determine how best to fund this.

The new health centre will replace two local GP surgeries which are no longer fit for purpose, and this is one of the NHS Integrated Care Board's top priorities. The NHS have set out in the report that the new premises will not just be a direct replacement of the two GP surgeries, rather it will also enable them to provide a much broader provision of health services. We are expecting the purchase to complete in 2030 with the new health centre opening in 2031.

RECOMMENDATIONS

That the cabinet:

1. Approves the acquisition of premises for the Elephant & Castle Health Centre delivered to shell and core using Strategic CIL.
2. Approve that the negotiations of detailed terms be subject to a full business case, prior to formal committal, and delegated to Cabinet Member for

Equalities, Democracy & Finance in consultation with the Strategic Director of Resources and the Director of Planning and Growth.

3. Approves that finalising the fit-out cost is subject to a business case at a later stage delegated to Cabinet Member for Equalities, Democracy & Finance in consultation with the Strategic Director of Resources and the Director of Planning and Growth.
4. Notes that it is the intention of the council to use Strategic CIL to fund the fitting out of the premises.
5. Approves that taking forward of negotiations and finalising terms with the relevant NHS body for an under lease of the premises at a market rent from the council be delegated to the Director of Planning and Growth.

REASONS FOR RECOMMENDATIONS

6. The council has made a commitment to deliver a new state of the art health centre as set out in the Elephant and Castle and Walworth Town Centre Action Plan (Background Papers). This objective is supported by the NHS South East London ICB (ICB) who have included the site within their strategic plan for the borough will provide the council with a memorandum of understanding (MOU) reflecting their desire to take a lease for a new health centre in due course.
7. As set out in the Closed Report, the valuation of a new health centre let to the NHS on market terms is anticipated to be in excess of the costs of purchasing and fitting out the premises making this a potentially profitable long term investment for the council.
8. As one of the final plots to be brought forward in the Heygate regeneration programme, there are limited other opportunities in the future for the council to secure the delivery of the health centre at Elephant and Castle. This proposed acquisition of a shell and core building, delivered to shell and core on market terms, will enable the council to deliver the new health centre at Elephant and Castle.
9. The delivery to shell and core ensures that the council will have the scope to work with the NHS to design a state-of-the-art facility to replace two existing older health centres in Elephant and Castle.
10. There is no certainty that the developer on its own will be able to deliver a new health centre to the standards required by the NHS. Therefore, this route will ensure that the council's expectations are met. It also allows the council to operate independently of the developer who are working to a much shorter timescale than that which is required to deliver the NHS into the space.
11. In the event that the NHS are unable to take the premises then the shell and core building can be used for commercial purposes or private healthcare.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

12. **Do nothing:** The delivery of the health centre space represents a significant cost to the developer for which they required a legal commitment before they could bring the scheme forward. The NHS, and their subsidiary bodies, cannot make legally binding forward commitments, through an agreement for lease (AfL), and so could not make the necessary commitments to facilitate delivery of the health centre.
13. If the council were to do nothing, then it is likely that the health centre would not be delivered.
14. **Acquire a 25 year lease of the fitted out health centre on commercial terms:** The developer initially requested that the council step in and guarantee the lease to the developer in the hope that the NHS will take the premises. This required the council to enter into an agreement for lease to take the fully fitted out health centre covering the rent and outgoings of c£1,000,000 unconditionally on practical completion while the developer negotiated with the NHS. The council would have been contractually bound to take the lease on practical completion of the premises without any guarantee that it could recover the outgoings from a tenant and no ability to run the health centre itself.
15. In this scenario the council would have no ability to opt to use the premises for an alternative use if the developer failed to agree terms with the NHS.
16. The proposals also carried no guarantee that the NHS would agree terms prior to PC and having the AfL with the council could have disincentivised the developer from negotiating with the NHS as their income stream was already secured. As such, it was determined that the potential risk exposure to the council was too great to take this option forward.

POST DECISION IMPLEMENTATION

17. Following approval of the recommendation of this report, the following will happen:
 1. Negotiations between the council and the developer will progress based on the principal terms to a conclusion. This will be in the form of an agreement for lease (AfL) conditional on Hub delivering the premises to the standard set out in the planning application with appropriate mechanisms to deal with non-performance. Once the deal has been finalised, the council seek delegated authority from the Strategic Director of Resources to exchange the AfL.
 2. The council will progress the designs for the fitting out of the health centre in collaboration with the NHS and the developer once the planning application for the H1 scheme has been consented.
 3. The council will progress negotiation for an under lease with NHS and the GP tenants to ensure terms for the leases are in an agreed format ahead of practical completion of the premises. This report is recommending that

finalising of the terms for this lease are delegated to the Director of Planning and Growth.

BACKGROUND INFORMATION

Plot H1 and the new Elephant and Castle Health Centre

18. Plot H1 forms part of the Heygate regeneration programme. The council entered into a regeneration agreement (RA) with Lendlease in July 2010 to deliver the masterplan over a number of phases. Plot H1 is the final plot to be brought forward under the RA. Lendlease were granted planning consent (21/AP/1819) in November 2023 for an office led scheme which would include a new state of the art health centre to replace the existing older premises.
19. The developer, Hub, acquired the long leasehold interest in the site from Lendlease in December 2024 and have made a new residential led planning application which includes a new health centre (25/AP/2859). This application is expected to be determined at committee in March 2026.
20. The developer has inherited the obligations from the section 106 agreement with Lendlease which requires them to use best endeavours to deliver a new health centre as part of their scheme.
21. While Hub have committed in their planning application to deliver the new health centre, the costs associated with delivering a state-of-the-art facility means they require a legal commitment from the NHS to lease the space on completion. The NHS are unable to provide such commitments and where health facilities have been delivered recently by the council, most notably the Harold Moody Health Centre (HMHC) on the Aylesbury, it has done so on the basis of a memorandum of understanding (MOU) with the NHS.
22. Hub do not view an MOU as sufficient commitment to lease the premises on completion and have engaged with the council to find a resolution. As set out in paragraphs 9 and 10, the initial proposal to underwrite the development risk to Hub through a commercial lease were dismissed as they imposed open ended legal obligations and open ended significant financial risks to the council which would have been unacceptable.
23. The council has put forward an alternative proposal to purchase the shell and core of the health centre subject to an independent valuation. This would address Hub's reluctance to deliver without a legal commitment for the premises but, crucially, provide the council with an asset of significant value which could provide the council with a long term secure income stream from the NHS.
24. The council has developed a strong working relationship with the NHS through the delivery of the Harold Moody Health Centre and the identification of sites for future health centres such as at Canada Water and on the Old Kent Road. As such, the council is better placed than Hub to undertake the design and delivery of the fit out of the health centre in collaboration with the NHS and their GP partners.

25. Subject to a successful planning outcome at committee in March 2026, Hub are targeting practical completion of the building by Q2 2030. The fitting out to NHS standards is estimated to take a further 12-18 months with completion and opening to the public in between 2031 and 2032.
26. The delivery of the health centre space is a requirement of the Elephant and Castle and Walworth Town Centre Action Plan. Therefore, the any conditions around delivery, and the specification of the premises will be dealt with by the agreements arising from the planning application and will not form part of the property transaction.

Strategic CIL

27. 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).
28. 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.
29. 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.
30. 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.
31. 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.

The allocations to date are as follows;

Scheme	Amount £ (non BLE)	Amount £ (BLE)
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	
Pensioners Centre	500,000	
Harold Moody Health Centre	1,250,000	
Bus Priority	1,000,000	
Women's Safety Centre	2,500,000	
SELCHiP	3,500,000	
Total	11,650,000	2,653,563

Building Safety Act

32. The H1 scheme is meets the thresholds as a Higher Risk Building (HRB) under the Building Safety Act 2022 (BSA). As a result, the scheme will need to pass through the gateway process at planning (gateway 1), construction (gateway 2) and completion (gateway 3) stages. The gateway process has been introduced to ensure that all HRBs comply with all of the relevant statutory requirements.
33. The BSA allows for parts of developments, called independent sections, to be treated as separate buildings for regulatory purposes. Independent Sections must have independent access to the outside and have no internal connections to the HRB, except where those connections are for the purposes of emergency access or maintenance.
34. Designation as an independent section could mean that works such as fitting out do not need to go through the BSA gateway process and can instead be dealt with by the local authority and building control.
35. The planning submission for H1 suggests that the health centre premises meet the requirements of an Independent Section [subject to

confirmation from the developer and building control].

KEY ISSUES FOR CONSIDERATION

Executive Summary

36. The acquisition of the proposed health centre premises to shell and core and fitting out will be funded using SCIL delivered through Planning and Growth's development team.
37. The acquisition also constitutes a significant investment opportunity for the council making this a valuable long term investment for the council let to a tenant with a very strong covenant.

Valuation

38. Refer to the Closed Report

Use of Strategic CIL

39. As set out in paragraph 31 the council has resolved to allocate SCIL towards infrastructure identified in the Council Delivery Plan that meets the legal definition of infrastructure and benefits the community. The council has assessed that the acquisition of Elephant and Castle Health Centre meets that definition.
40. Goal 5 of the Southwark 2030 Delivery Plan sets out the council's ambitions in relation to staying well. The new Elephant and Castle Health Centre presents the council with an opportunity to meet several of these ambitions, including reducing health inequalities and supporting the NHS in providing more timely care and reducing waiting lists by integrating health services within local communities.
41. This report is recommending that the council utilises strategic CIL to fund the acquisition of the health centre and notes that, subject to a further business case, the council intends to utilise SCIL to fund the fit out. Taking this approach would ensure that no additional burden is placed on the council's capital budget in making this acquisition or fitting out.
42. The draw down of SCIL for the acquisition is forecast to take place between 2029 and 2032. The exact timings will depend on the developers construction programme and how the council decides to fund the fit out.

Terms for an Agreement for Lease with Hub

43. Refer to the Closed Report

Lease with the NHS

44. Refer to the Closed Report

Fit out of the health centre

45. Refer to the Closed Report

Possible Alternative Uses

46. The delivery of the space to shell and core gives the council flexibility should the NHS become unable to take the premises.
47. Such potential uses include private healthcare and more traditional commercial uses such as office space would also be a viable option, although less valuable than a health use.

Identified risks for the transaction

48. Identified project risks are as set out in the table below:

Risk No	Identified Risk	Likelihood	Mitigation
1	The council cannot agree terms with the developer	Low	The council [have agreed the heads of terms for the acquisition]
2	The H1 site does not achieve planning	Low	The proposals would fall away
3	The premises are not delivered to the specification required	Low	The developer would be in breach and the council would be under no obligation to complete the transaction
4	The NHS become unable to take a lease of the premises	Low	The council is taking the shell and core which provides flexibility of user and has identified a number of potential alternative uses if the NHS cannot take a lease.

Policy framework implications

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

Community impact statement

49. The provision of a new health centre at Elephant and Castle has been assessed to have an overall positive impact on the community.
50. The Elephant and Castle community has increased significantly in recent years following the regeneration of the Heygate and other neighbouring sites. The new health centre will significantly increase the capacity of NHS services in the area to accommodate the growing population and enable the community to access a wider array of services locally. Further information is set out in the Health impact statement.
51. The existing GP premises are both in old buildings in a poor state of repair and urgently need to move to improved premises. Delivering a new facility will significantly improve the experience and safety of patients accessing services.

Equalities (including socio-economic) impact statement

52. The Public Sector Equality Duty (PSED) as set out in section 149 of the Equality Act 2010 requires public bodies to consider those with protected characteristics (which includes age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) when carrying out their day-to-day work, in shaping policy and delivering services. 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.
53. In setting out the recommendations of this report, due regard has been given to the council's PSED to all the groups with protected characteristics comprising age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
54. The council has undertaken an Equality Impacts and Needs Assessment as appended in Appendix 1.

Health impact statement

55. The proposed Health Hub at Plot H1 will provide a modern, purpose-built community health centre anchored by general practice and supported by a broader range of community and specialist services.

Core Services:

- Relocated and expanded GP services delivered from higher quality estate.
- Treatment and minor procedure rooms.
- Phlebotomy and diagnostic space (e.g. ECG/ultrasound subject to confirmation).
- Shared reception, waiting and back-office functions.

Additional / Expanded Services:

In addition to standard GP provision, the hub is designed to accommodate:

- Community nursing and therapy services.
- Mental health and counselling rooms.
- Women's health and long-term condition clinics.
- Flexible outpatient / specialist outreach clinics delivered by local Trust partners.
- Group consultation and education space.
- Integrated Neighbourhood Team (INT) hub working, enabling co-location of GPs, community health, mental health, social care and voluntary sector partners as part of the borough's INT model.

Why This Is Important for Patients and the NHS

- Increased capacity: More clinical rooms than existing local premises, enabling additional appointments and improved access.
- Modern facilities: Replaces ageing and constrained estate that is

- not designed for contemporary models of care.
- Care closer to home: Brings specialist and outpatient activity into the community, reducing hospital attendance where clinically appropriate.
- Integrated Neighbourhood Team (INT) delivery: The hub can act as a physical base for the local INT, supporting co-location of GPs, community teams, mental health, social care and voluntary sector partners to enable proactive management of complex and long-term conditions.
- Future-proofing growth: Aligns NHS infrastructure with significant residential development and population growth in Elephant & Castle.

The development will go beyond a simple relocation of existing services – it will enable a step change in local primary and community care capacity, enabling integrated, multidisciplinary care in a regeneration area experiencing sustained population growth.

56. The council has identified the importance of delivering a new health centre facility as part of the regeneration of the Heygate and this is supported by the Southwark 203 Delivery Plan.
57. The new centre will relocate two very dilapidated local GP practices into a state of the art facility in an extremely well connected and accessible location.
58. The existing GP premises are both in old buildings in a poor state of repair and urgently need to move to improved premises. Moving both practices to the new centre will allow them to provide much improved services to their existing patients and to expand to meet the demands of the new town centre.

Climate change implications

59. Following council assembly on 14 July 2021, the council has committed to considering the climate change implications of any decisions.
60. The premises are in a modern building which will be built to far higher environmental standards than the existing premises. They will also have the benefit of air source heat pumps rather than gas central heating.
61. The location benefits from exceptional public transport links which will minimise the needs for residents to make private car journeys.

Resource implications

62. Refer to the Closed Report

Legal implications

63. See below concurrent from Assistant Chief Executive, Governance and Assurance.

Consultation

64. It has been assessed that no public consultation was required in relation to the recommendations in this report.
65. The cabinet member and local ward members have been consulted on the proposed acquisition and opportunity to facilitate the delivery of the new health centre at Elephant and Castle.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive, Governance and Assurance 20260204/KR/SS

66. The report recommends the acquisition by the council of a 250 year lease of the health centre building at Elephant & Castle, to be delivered to the council as shell and core and ready for fitting out.
67. The council has powers under s120 of the Local Government Act 1972 to acquire any land, whether insider or outside their area, for the purposes of a) any of their functions under the Local Government Act or any other enactment, or b) for the benefit, improvement or development of their area.
68. Pursuant to section 120(2) a council may acquire land by agreement for any purpose notwithstanding that the land is not immediately required for that purpose.
69. The report envisages the disposal of the completed unit to the NHS (or an alternative end user) and that this would be the subject of a future report at the appropriate time. The council has powers to dispose of property pursuant to s123 Local Government Act 1972. The disposal power is subject to a requirement to obtain the best consideration that can reasonably be obtained, and any disposal in the future would need to comply with this requirement.
70. Strategic CIL must be spent towards funding the provision, improvement, replacement, operation or maintenance of 'infrastructure' – to support the development of the area. 'Infrastructure' is defined in section 216(2) of the Planning Act 2008, and regulation 59 of the Community Infrastructure Levy Regulations 2010 (as amended) and includes (specifically) medical facilities, amongst other types of infrastructure. The recommendation set out above is therefore in accordance with these requirements.

Strategic Director of Resources (FIN26 - 02)

71. This report requests Cabinet to approve, in principle, the acquisition of premises for the Elephant & Castle Health Centre to shell and core finish. It also seeks approval to the taking forward of negotiations and finalising terms with the NHS for an under lease of the premises at market rent.

72. The Strategic Director of Resources notes that both the acquisition and fit out elements will be subject to separate and full delegated reports/business cases prior to formal committal.
73. Staffing costs associated with this project will be contained within existing approved Departmental revenue budgets.

Assistant Director - Property

74. The proposed transaction, subject to agreement and confirmation of the costs and valuations, will provide several significant benefits to the council.
75. Firstly, the transaction supports the delivery of the development including the onsite affordable housing elements and other s106 contributions.
76. Secondly it has been identified that the NHS have a pressing need for a new significant new health centre with two GP surgeries being relocated from very substandard premises along with other medical services. This investment therefore supports the health and wellbeing requirements of the community living in and around the Elephant and Castle.
77. Finally in property terms by using CIL funding the council acquires and fits out a modern medical facility which is then let to the NHS for a lengthy lease at a significant income as set out in the report.
78. Whilst the detailed terms of the transaction need finalising and confirming, the lack of requirement of direct council funding and use of CIL generated monies will, not only support the regeneration of the area but also enable a very significant long term income stream to be received to the General Fund.
79. The arrangements therefore demonstrate value for money from the funding mechanism and subject to final agreement the commercial letting will reflect best consideration.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Elephant and Castle and Walworth Town Centre Action Plan	elephant and castle and walworth action plan a4 digital.pdf	N/a

APPENDICES

No.	Title
Appendix 1	EQINA Cabinet Decision - Acquisition of the Plot H1 Elephant and Castle Health Centre

AUDIT TRAIL

Cabinet Member	Councillor Stephanie Cryan, Equalities, Democracy and Finance	
Lead Officer	Stephen Platts, Director of Planning and Growth	
Report Author	Marcus Mayne, Head of Development, Sustainable Growth, Planning and Growth	
Version	Final	
Dated	3 March 2026	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
	Officer Title	Comments Sought
		Comments Included
	Assistant Chief Executive, Governance and Assurance	Yes
	Strategic Director, Resources	Yes
	Cabinet Member	Yes
	Date final report sent to Constitutional Team	3 March 2026



APPENDIX 1

Equality Impact and Needs Analysis

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).

Whilst the equality analysis is being considered, Southwark Council recommends considering implications arising from socio-economic disadvantage, 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 policy commitment to reduce socio-economic inequalities and this is reflected in its values and aims. For this reason, the council recommends considering impacts/needs arising from socio-economic disadvantage in all equality analyses, not forgetting to include identified potential mitigating actions. **The Council has adopted the Socio-Economic Duty as part of its overall equality, diversity and inclusion policy commitments in the Southwark Equality Framework.** This requires us to ensure we do not make any conditions worse for those experiencing socio-economic disadvantage through our policies and practices.

Section 1: Equality impact and needs analysis details

Proposed policy/decision/business plan to which this equality analysis relates		Cabinet Decision - Acquisition of the Plot H1 Elephant and Castle Health Centre			
Equality analysis author		Marcus Mayne			
Strategic Director:		Clive Palfreyman			
Department		Resources	Division		Planning and Growth
Period analysis undertaken		February 2026			
Date of review (if applicable)		N/A			
Sign-off		Position		Date	

Section 2: Brief description of policy/decision/business plan

1.1 Brief description of policy/decision/business plan

The council is seeking a decision from cabinet to acquire the long leasehold interest in the premises that will form the new Elephant and Castle Health Centre. The premises will be fitted out to shell and core with the council undertaking the fitting out on completion of the development.

Section 3: Overview of service users and key stakeholders consulted

2. Service users and stakeholders	
Key users of the department or service	NHS GP Services and members of the public accessing health services in the premises.
Key stakeholders were/are involved in this policy/decision/business plan	NHS SEL ICB

Section 4: Pre-implementation equality impact and needs analysis

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 underrepresented 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

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

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

The proportion of children (<16 years) in Southwark is 17%, which is in line with London and the rest of England. The proportion of young people (16-24 years) is 13%, which is in line with London and the rest of England. The proportion of working age people (16-64 years) is 75%, which is higher than London and the rest of England. The proportion of older people (65+ years) is 8%, which is lower than London and considerably lower than the rest of England.

Positive differential impacts on young families, older and working age people:

A modernised health centre would increase capacity for GP appointments, health screenings, immunisations and preventative services. This benefits older residents who may have multiple long-term conditions, as well as young families who rely on regular child health appointments, vaccinations and early-years interventions such as health visiting. Expanded access helps support early diagnosis and reduces the likelihood of conditions worsening before treatment.

Southwark's older population, though currently smaller than London and England averages, is projected to grow. Health centres that offer accessible buildings, step-free routes, dementia-friendly design and community spaces support older adults to remain independent for longer. A local, easy-to-reach health hub reduces travel barriers for those with mobility issues, sensory impairments or limited incomes. This helps reduce inequalities in access to primary care and preventative health services.

With a high proportion of working-age residents, provision of more flexible appointment times, digital access routes and wellbeing services supports residents balancing employment, caring responsibilities and health needs. Convenient access to health services can reduce time taken off work and support better long-term health outcomes.

Strengthened primary care capacity can reduce avoidable A&E attendance, unplanned hospital admissions and demand on adult social care. Improved early-intervention services (e.g., smoking cessation, physiotherapy, mental health support) contribute to preventative outcomes and healthier communities across all ages.

Negative differential impacts on older people and young families:

If the new health centre introduces more digital triage, self-check-in or online appointment systems, older adults, some disabled people, and lower-income residents may face barriers due to limited digital access or confidence. This could unintentionally widen inequalities unless mitigated by accessible alternatives.

Construction disruption related to the health centre could have negative implications across all age groups. Temporary noise, traffic and access disruption may differential affect older residents, young families and users of Southwark Park. Older residents may be more sensitive to noise and disruption due to health conditions or mobility limitations.

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

Positive differential impacts on all age groups:

Southwark has consistently high levels of income deprivation and a poverty rate above the London average. A modernised or expanded health centre would improve access to primary care for residents on low incomes, who are more likely to experience untreated health conditions, higher levels of long-term illness, and barriers to engaging with preventative healthcare. Strengthening local provision reduces the need for travel, which can be a cost burden for lower-income households, and supports families, working-age adults and older people who rely on nearby, affordable healthcare.

Enhanced primary care capacity, including early-intervention services, mental health support, smoking cessation, physiotherapy and wellbeing programmes, would benefit residents who typically experience the greatest health inequalities. This can help reduce avoidable hospital admissions and improve long-term health outcomes for socio-economically disadvantaged groups.

Local employment opportunities during construction and later operation of the health centre may support residents seeking entry-level clinical support, administrative or facilities roles. Providing local jobs contributes to economic resilience and aligns with the borough's aim to improve employment outcomes in areas with lower incomes.

Negative differential impacts on working age people:

There is a risk that redevelopment in areas undergoing investment or regeneration could contribute to rising local rents and living costs. This may negatively impact younger adults and working-age residents who are predominantly private renters and already face affordability pressures.

The staffing profile for the health centre may include a mix of qualified and unqualified roles. Staff in lower-paid roles, such as reception, administration, cleaning or support staff, may continue to experience pressure from London's high living and housing costs. Without appropriate pay progression or support measures, socio-economic disadvantage could be exacerbated for staff living locally.

Equality information on which above analysis is based

ONS 2021 Census
Southwark JSNA Annual Report

Socio-economic data on which above analysis is based

ONS 2021 Census
Southwark JSNA Annual Report

Mitigating and/or improvement actions to be taken

Construction management plan with noise, dust and traffic mitigation to protect vulnerable groups such as older residents and families.

The GP practice who will be operating the health centre will be required to be a Real Living Wage employer.

The health centre will offer non-digital methods of accessing services.

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.

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

The proportion of the population who are disabled in Southwark is 14%, which is in line with London but lower than the rest of England. The proportion with no long-term health diagnosis in Southwark is 80%, which is in line with London but higher than the rest of England.

Positive disproportional impact on people with disabilities:

A newly designed health centre would be required to meet modern accessibility standards, including step-free access, accessible WCs, automatic doors, hearing-assistance systems, clear signage and sensory-friendly layouts. This would benefit disabled patients, carers, visitors and staff members. For those with mobility impairments, wheelchair users or people with long-term conditions, an accessible building would reduce barriers to attending appointments and managing their health.

Disabled people often require more frequent contact with GP, nursing, therapy and specialist services. Increasing capacity or modernising facilities can improve appointment availability and reduce waiting times, supporting better health outcomes for residents with chronic conditions, mental health needs, neurological conditions or learning disabilities.

Disabled residents are disproportionately affected by poorer health outcomes, including later diagnosis of long-term conditions and lower uptake of preventative services. A more accessible, better-resourced health centre can help address these inequalities by enabling easier access to screenings, vaccinations, rehabilitation and mental health support. This may reduce avoidable A&E attendance and demand on acute services.

A well-designed health centre with safe circulation, appropriate lighting and reduced trip hazards can lower the risk of falls and accidents, which disproportionately affect disabled and older adults. This contributes to prevention and reduces pressure on NHS, adult social care and other frontline services.

Negative disproportional impact on people with disabilities:

Temporary noise, dust, changing pedestrian routes, scaffolding, hoardings and vehicle movements may disproportionately affect disabled residents, particularly those who:

- have sensory sensitivities (e.g., autism, sensory processing differences)
- have respiratory conditions affected by dust and air quality
- experience anxiety, cognitive impairments or wayfinding challenges
- have mobility impairments that make detours or uneven surfaces more difficult

Disabled neighbours, patients and passers-by may therefore experience greater stress, inconvenience or reduced independence during construction works.

If the new health centre increases the use of digital check-in systems, online triage or app-based appointment management, some disabled residents may face accessibility barriers. People with visual impairments, cognitive impairments, learning disabilities or limited digital access may be disproportionately affected unless supported by alternative non-digital routes.

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

Positive differential impacts on people with disabilities and unpaid carers:

Disabled residents in Southwark are more likely to experience socio-economic disadvantage,

including barriers to entering and sustaining employment, increased living costs associated with disability, and greater reliance on public services. A high-quality, accessible health centre can help reduce some of these inequalities by improving local access to preventative care, regular health monitoring and affordable community health services. This can prevent conditions from worsening and reduce reliance on expensive acute care, which disproportionately affects lower-income disabled residents.

Improved access to primary care appointments, therapy services, social prescribing and mental health support can help disabled people maintain independence and stability in employment where possible. Easy access to local healthcare also reduces travel costs, which can be a significant burden for disabled residents and those with fluctuating conditions.

Southwark has an estimated 18,800 to 37,000 unpaid carers, many of whom support disabled family members. Unpaid carers often reduce working hours or stop working altogether due to their responsibilities, which increases the risk of financial hardship. A modernised health centre offering more reliable appointment availability, better care coordination and community-based support can help reduce the intensity of unpaid care required day-to-day. For carers, this can support improved wellbeing, increased opportunities to remain in work, and reduced economic pressure on the household.

Equality information on which above analysis is based

ONS 2021 Census
Southwark JSNA Annual Report

Socio-economic data on which above analysis is based

ONS 2021 Census
Southwark JSNA Annual Report

Mitigating and/or improvement actions to be taken

Construction management plan for the construction of the health centre to consider effects on disabled neighbours and passers-by, implementing mitigation measures where possible.

The health centre will offer non-digital methods of accessing services.

Gender reassignment:

- The process of transitioning from one gender to another.

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

The proportion of the population who identify as the same as their sex registered at birth in Southwark is 91%, which is in line with London but lower than England. Southwark is the fifth

highest ranking local authority in England for residents identifying as trans gender or non-binary. Estimated numbers of trans gender and non-binary people are likely to be higher as many declined to answer the question in the census.

Positive impact on people who identify as a gender different from birth:

Modern health centre design standards typically include gender-neutral WCs, accessible changing spaces and private consultation rooms, supporting an inclusive environment for transgender, non-binary and gender-diverse patients, visitors and staff. Providing these facilities can help reduce anxiety and improve the experience of people who may otherwise feel uncomfortable using gendered spaces.

Health centres deliver a wide range of preventative, sexual health, mental health and primary care services that can be particularly important for transgender and non-binary people, who statistically experience higher levels of mental health needs, barriers to accessing healthcare and poorer health outcomes. Enhanced capacity, modern facilities and inclusive design can help improve access to appropriate and sensitive care.

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

Positive differential impact on people who identify as a different gender from birth:

Transgender and non-binary people are statistically more likely to experience socio-economic disadvantage, including income insecurity, reduced employment opportunities and higher rates of financial hardship. A modernised, fully accessible health centre would improve access to primary care, mental health support, sexual health services and preventative healthcare for transgender residents, many of whom experience barriers or delays in accessing appropriate services. Reducing the need to travel to distant clinics supports residents with lower incomes who would otherwise face additional transport costs.

Improved local access to healthcare can also support transgender people in maintaining wellbeing and stability, which may help reduce periods of economic inactivity linked to mental or physical health challenges. More reliable access to GP appointments and regular monitoring can therefore have indirect positive socio-economic impacts for transgender residents who may already be disadvantaged.

Positive differential impact on people with disabilities:

Transgender people are significantly more likely to report having a disability or long-term health condition. As disabled residents often experience greater socio-economic disadvantage, improved access to nearby and affordable healthcare is particularly important. A high-quality health centre that reduces travel time, offers accessible facilities and supports early intervention can help disabled transgender people manage their health more effectively.

Better-coordinated primary care and local support services can also help reduce the need for crisis interventions, hospital admissions or prolonged periods away from work, which disproportionately affect disabled residents experiencing socio-economic pressures.

Negative differential impact on people who identify as a different gender from birth:

Employment opportunities created by a health centre—including roles in administration, reception, cleaning, facilities and support services—may attract applicants from a wide range of backgrounds, including transgender and non-binary people. However, transgender people are statistically more likely to experience discrimination in recruitment, workplace culture, pay progression and job security. Without clear equality, anti-discrimination and inclusive employment practices, there is a risk that transgender employees could experience unequal treatment or barriers to progression.

This risk does not arise from the project itself, but from wider labour-market inequalities that may

be present in any public-facing workplace. Ensuring staff training, inclusive policies and clear reporting mechanisms would help mitigate this.
Equality information on which above analysis is based.
ONS 2021 Census Southwark JSNA Annual Report
Socio-economic data on which above analysis is based
ONS 2021 Census Southwark JSNA Annual Report
Mitigating and/or improvement actions to be taken
In line with the Equality Act 2010, the health centre employment requirements will not discriminate based upon gender reassignment.

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
<p>The proportion of people who are single in Southwark is 60%, which is considerably higher than London and the rest of England. The proportion who are married in Southwark is 26%, which is considerably lower than London and the rest of England. The proportion who are in a registered civil partnership, separated or divorced in Southwark is broadly in line with London and the rest of England. The proportion who are widowed in Southwark is 3%, which is in line with London but lower than the rest of England.</p> <p>Neutral impact on people who are Married or in Civil Partnerships:</p> <p>The proposed health centre will provide universal access to primary care and community health services for all residents, regardless of marital or civil partnership status. The services offered—such as GP appointments, health screening, maternity and family support, sexual health services, and long-term condition management—are provided on an individual basis and do not treat residents differently based on relationship status.</p> <p>The health centre's design and operation are not expected to create any disproportionate positive or negative impacts for people who are married, in civil partnerships, single, separated, divorced or widowed. Relationship status does not affect access to healthcare services, and no aspects of the proposal are expected to influence equality of treatment for these groups.</p>

Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
<p>Neutral / no identifiable negative differential impacts:</p> <p>Relationship status does not affect entitlement to, or access to, primary healthcare. No elements of the health-centre proposal are expected to create negative socio-economic impacts for people who are married or in civil partnerships, nor are any disproportionate effects anticipated for separated, divorced or widowed residents beyond those already linked to broader socio-economic disadvantage.</p>
Equality information on which above analysis is based
<p>ONS 2021 Census Southwark JSNA Annual Report</p>
Socio-economic data on which above analysis is based
<p>ONS 2021 Census Southwark JSNA Annual Report</p>
Mitigating or improvement actions to be taken
<p>No mitigating actions are required as there are no anticipated negative impacts.</p>

<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.</p>
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.
<p>The general fertility rate in Southwark is 39.5, which is considerably lower than the regional and national proportions. This means that the number of live births per 1000 women ages 16-44 years in Southwark is low. The total fertility rate, the average number of children a woman would have in her lifetime, in Southwark is 1.1, which is lower than regional and national proportions.</p> <p>Positive differential impacts on people who are pregnant or on maternity leave: A new or improved health centre would increase access to essential maternity-related primary care, including antenatal checks, postnatal support, infant immunisations, breastfeeding advice and health-visiting services. Locating these services in a modern, accessible building supports pregnant people and new parents who may face barriers to travelling longer distances, especially those with limited mobility, low incomes or caring responsibilities.</p> <p>Enhanced appointment availability, improved clinical facilities and more comfortable waiting</p>

environments can contribute to better engagement with maternity services, timely monitoring and early identification of any complications during pregnancy. Access to nearby healthcare reduces travel time and costs, which can be particularly beneficial for pregnant residents who may need regular check-ups.

Neutral / no identified negative impacts:

No negative equality impacts are anticipated for residents who are pregnant or on maternity leave. The proposal does not restrict access to maternity services, and the health centre is expected to improve local provision for this group.

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

Positive differential impacts on families and people who are pregnant or on maternity leave:

A new health centre would have positive socio-economic impacts for pregnant people and families, particularly those on low incomes. Pregnant residents and new parents often require frequent appointments for antenatal checks, postnatal support, infant vaccinations and early years health monitoring. Locating these services in a nearby, accessible health centre reduces travel time and cost, which can be a financial burden for lower-income households or single parents who may rely on public transport.

Improved access to maternity-related primary care also supports parents returning to work after maternity leave. Reliable and localised healthcare reduces the need to take extended time off for appointments, which can help stabilise income for households already facing socio-economic disadvantage.

Neutral / no identified negative socio-economic impacts:

No negative socio-economic impacts are anticipated for people who are pregnant or on maternity leave as a result of the health-centre proposal. The project does not introduce barriers to accessing maternity services, nor does it affect the affordability of care. Instead, it is expected to improve access for residents who are socio-economically disadvantaged, including young parents and single-parent households.

Equality information on which above analysis is based

ONS 2021 Census
Southwark JSNA Annual Report

Socio-economic data on which above analysis is based

ONS 2021 Census
Southwark JSNA Annual Report

Mitigating and/or improvement actions to be taken

No mitigating actions are required as there are no anticipated negative impacts.

Race - Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins. N.B. Gypsy, Roma and Traveller are recognised racial groups and their needs should be considered alongside all others

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

The proportion of the population who are White British in Southwark is 36%, which is in line with London but significantly lower than England. The proportion of ethnic minorities is 64%, which is in line with London but significantly higher than England.

Positive differential impacts for minority ethnic groups:

Minority ethnic communities often experience higher rates of long-term health conditions such as diabetes, hypertension and cardiovascular disease, as well as disparities in access to preventative healthcare. A modernised health centre with increased capacity, improved appointment availability and better facilities can help address these inequalities by making it easier for residents to receive timely screening, monitoring and treatment.

Positive disproportionate impacts relating to employment:

The health centre will create a range of operational, administrative, reception, cleaning, and facilities-management roles. People from minority ethnic backgrounds are statistically over-represented in these occupations due to fewer formal barriers to entry. Local job creation therefore offers a positive opportunity to support employment and income stability for these groups, particularly in areas with higher levels of deprivation.

Negative disproportionate impacts relating to employment:

While the health centre will create job opportunities, there is a risk of unintentionally reinforcing existing occupational segregation—where minority ethnic groups are concentrated in lower-paid roles such as cleaning, reception or facilities support. Without clear progression pathways and equal-opportunity policies, this may limit advancement and perpetuate inequalities in pay and career progression.

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

Positive differential impacts for minority ethnic groups:

Socio-economic disadvantage is closely linked to race, with some minority ethnic groups more likely to experience financial hardship due to structural inequalities, employment barriers, and discrimination. These factors contribute to poorer health outcomes and reduced access to early intervention. A new or modernised health centre located within the community can help address these inequalities by improving access to primary care, long-term condition management, preventative services and health education.

Minority ethnic residents who face socio-economic disadvantage—such as lower income, insecure employment or language barriers—will particularly benefit from reduced travel costs, easier access to routine healthcare and improved appointment availability. Enhanced access to nearby healthcare supports earlier diagnosis and treatment of long-term conditions that disproportionately affect some minority ethnic groups, including diabetes, hypertension and certain cardiovascular conditions.

Neutral / no identified negative socio-economic impact:

No specific negative socio-economic impacts relating to race are anticipated from the development of a new health centre. The proposal does not create financial barriers or differential service entitlement for any racial groups.

Equality information on which above analysis is based

ONS 2021 Census Southwark JSNA Annual Report
Socio-economic data on which above analysis is based
ONS 2021 Census Southwark JSNA Annual Report
Mitigating and/or improvement actions to be taken
In line with the Equality Act 2010, the alms house eligibility and employment requirements will not discriminate based upon race. The GP practice running the healthcare centre will be required to be an accredited Real Living Wage employer.

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.
The proportion of the population who are Christian in Southwark is 43%, which is broadly in line with London but lower than England. The proportion who are Muslim is 10%, which is lower than London but higher than England. The proportion with no religion is 36%, which is lower than London but in line with the rest of England. The proportion who identifies with a minority religion is 13%, which is considerably lower than London but in line with England. Neutral impact relating to religion and belief: Primary healthcare services are provided universally, and access is not affected by a person's religion, belief or lack of belief. The proposed health centre is not affiliated with any faith-based organisation, and its services will be designed to meet the needs of residents from all religious backgrounds. The project does not include any design or operational elements that would favour or disadvantage particular religious groups, and the healthcare model is expected to support inclusive, non-discriminatory service delivery.
Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
Neutral socio-economic impact Access to primary healthcare is free at the point of use and does not depend on income, household composition or religious affiliation. The proposed health centre does not introduce eligibility criteria or costs that would advantage or disadvantage any religious group. As a result, no direct neutral or negative socio-economic impacts relating specifically to religion or belief are anticipated.

Equality information on which above analysis is based
ONS 2021 Census Southwark JSNA Annual Report
Socio-economic data on which above analysis is based
ONS 2021 Census Southwark JSNA Annual Report
Mitigating and/or improvement actions to be taken
In line with the Equality Act 2010, the health centre employment requirements will not discriminate based upon religion or belief.

Sex - A man or a woman.
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.
<p>The proportion of the population who are male in Southwark is 48%, compared with 52% of the Southwark population who are female. These statistics are broadly in line with London and the rest of England.</p> <p>Positive disproportionate impact for women: Women in Southwark have a higher life expectancy than men, living on average to 83 years, compared with 78 years for men. This five-year gap means that women are more likely to live longer and require regular engagement with healthcare services to manage long-term conditions.</p> <p>A new or modernised health centre would benefit older women by improving the availability of routine appointments, long-term condition management, cervical screening, menopause support, and preventative healthcare.</p> <p>Women of reproductive age also benefit from improved maternity-related primary care, such as antenatal checks, postnatal support and infant health services, which are typically accessed more frequently by women than men.</p> <p>Positive disproportionate impact relating to employment patterns: The operation of the health centre will generate a range of roles including administration, reception, cleaning, healthcare assistance and other entry-level positions. These roles are statistically more likely to be filled by women due to existing labour-market patterns and the availability of part-time or flexible working arrangements.</p> <p>This can provide positive employment opportunities for women—particularly those returning to work following caring responsibilities. However, as with similar public-facing services, there is a risk that such roles may reinforce occupational segregation, concentrating women in lower-paid roles with fewer opportunities for progression.</p> <p>Neutral impact for men:</p>

Men often have lower engagement with primary healthcare and may be less likely to seek help early for health concerns. A modernised health centre offering improved access to appointments, clearer communication and a wider range of preventative services may indirectly benefit men; however, the development itself does not introduce any specific positive or negative impacts for men as a distinct group.
Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
Neutral socio-economic impact: Primary healthcare is free at the point of use and not dependent on income, household status or eligibility criteria, the proposed health centre is not expected to create any specific socio-economic impacts.
Equality information on which above analysis is based
ONS 2021 Census Southwark JSNA Annual Report
Socio-economic data on which above analysis is based
ONS 2021 Census Southwark JSNA Annual Report
Mitigating and/or improvement actions to be taken
In line with the Equality Act 2010, the health centre employment requirements will not discriminate based upon sex.

Sexual orientation - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.
The proportion of the population who are heterosexual in Southwark is 83%, which is lower than in the rest of London and considerably lower than England. The proportion who are gay, lesbian, bisexual or other in Southwark is 9%, which is higher than in London and England. Positive differential impacts for LGBT+ residents: A new health centre can help reduce existing health inequalities faced by LGBT+ people. Primary care, sexual health services, mental health support, and social prescribing programmes located in an accessible and welcoming environment can improve uptake among LGBT+ residents, who may otherwise avoid or delay seeking care due to previous experiences of discrimination or fear of poor treatment.

Enhanced access to early intervention, counselling and routine health checks can contribute to reducing the disproportionate burden of mental-health challenges experienced by many LGBT+ people.

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

Positive differential impacts relating to employment:

The health centre development will generate a range of operational, administrative and facilities-related roles. Recruitment must comply with the Equality Act 2010, and inclusive recruitment practices—such as transparent job descriptions, fair pay structures and non-discriminatory workplace policies—can provide meaningful employment opportunities for LGBT+ applicants.

Neutral / no specific negative socio-economic impacts identified:

The provision of free primary healthcare does not disadvantage residents on the basis of sexual orientation. No negative socio-economic impacts specific to sexual orientation are anticipated from the health-centre proposal, provided communication, recruitment and service-delivery practices remain inclusive and accessible to LGBT+ people.

Equality information on which above analysis is based

ONS 2021 Census
Southwark JSNA Annual Report

Socio-economic data on which above analysis is based

ONS 2021 Census
Southwark JSNA Annual Report

Mitigating and/or improvement actions to be taken

In line with the Equality Act 2010, the health centre employment requirements will not discriminate based upon sexual orientation.

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
It is not anticipated that the proposed alms houses will have a positive or negative impact on people's human rights.
Information on which above analysis is based
Not applicable.
Mitigating and/or improvement actions to be taken
No mitigating actions are required as there are no anticipated negative impacts.

Conclusions

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

The equality impact and needs analysis indicates that the proposal to develop a new health centre is expected to generate substantial positive impacts across most protected characteristics, particularly for groups who historically experience barriers to accessing healthcare, including disabled residents, older people, young families, minority ethnic communities, LGBT+ residents, and transgender and non-binary people. Improved accessibility, increased clinical capacity and modernised facilities will help advance equality of opportunity by enabling earlier intervention, reducing avoidable hospital admissions and making services easier to reach for those with mobility needs, long-term health conditions or limited financial resources.

No significant negative equality impacts are anticipated from the operation of the health centre. Where temporary negative impacts may arise—primarily during the construction phase—these are expected to be short-term, manageable and capable of being mitigated through standard construction management measures. Potential risks associated with digital exclusion, construction disruption and occupational segregation in employment have been identified and addressed through mitigation actions.

The proposal also aligns with the Council's adoption of the Socio-Economic Duty, with positive impacts expected for residents on low incomes due to reduced travel costs, improved access to preventative care and potential local employment opportunities. No groups are expected to experience disproportionate disadvantage as a result of the project.

Overall, the analysis concludes that the proposal will improve equity of access to primary healthcare, support the Council's aims to reduce health inequalities, and foster good relations by providing inclusive, non-discriminatory services for all residents. Continued attention to implementation—particularly through inclusive recruitment, accessible service pathways and careful construction management—will ensure that the positive impacts identified are maximised.

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	Risk of construction disruption affecting older people, disabled residents and young families.	Implement a Construction Management Plan including noise, dust, vehicle-movement controls, clear pedestrian routes and advance communication to neighbours.	Pre-construction and monitored throughout construction.
2	Potential digital exclusion for older people, disabled residents and low-income households.	Ensure all services at the health centre include non-digital routes (telephone, in-person reception, paper forms). Provide clear signage and staff support.	Prior to health centre opening and ongoing.
3	Risk of occupational segregation or unequal treatment in employment for minority ethnic staff, women, LGBT+ staff and transgender applicants.	Require the GP practice/operator to implement inclusive recruitment and progression policies, Real Living Wage compliance, equality training and anti-discrimination measures.	During procurement/contracting and ongoing operational phase.
4	Potential socio-economic disadvantage for local residents seeking employment at the centre.	Work with the operator to promote local recruitment pathways, entry-level roles, and training/support opportunities, particularly for residents facing barriers to work.	Prior to opening and first year of operation.
5	Need to ensure disabled residents can navigate temporary construction routes safely.	Provide accessible temporary routes, tactile markers, ramps where required and clear	During construction.

		visual/wayfinding information on hoardings.	
6	Ongoing need to monitor equality impacts once operational.	Conduct annual review of service access data, complaints, and feedback to identify any emerging disproportionate impacts and take remedial action.	Annually post-opening.

Implementation Equality Impact and Needs Analysis

Meeting Name:	Cabinet
Date:	16 March 2026
Report title:	Alms House delivery via land transaction at 1 Ann Moss Way and 153-159 Abbeyfield Road
Cabinet Member:	Councillor Helen Dennis, New Homes and Sustainable Development
Ward(s) or groups affected:	Rotherhithe and North Bermondsey
Classification:	Open
Reason for lateness (if applicable):	N/a

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

Anyone who has visited the Stirling prize-winning Appleby Blue, in South Bermondsey, cannot help but be impressed by its extraordinary design and quality; the solid oak, its beautiful courtyard and generous communal space. Built as an alms-house for the 21st Century, it not only offers affordable housing for older Southwark residents in need, but it offers a community. I am delighted to be bringing forward this Cabinet report, on the back of our recently agreed Older People's Housing Strategy, which identifies two additional council-owned sites for further alms-houses to be brought forward with United St Saviour's. These sites, close to each other in Rotherhithe/North Bermondsey are deemed well located for this purpose and will further expand the alms-house network in the borough operated by both United St Saviour's and also Southwark Charities. These sites are no longer viable for council housing delivery but, by working creatively, as we did for Appleby Blue, we intend to use an off-site S106 contribution in order to make this happen. We know that the benefits of partnering in this way will be significant and through the provision of a high-quality offer for older residents in housing need, we are also likely to free up council homes for families. I look forward to this project moving forward and making a real difference to people's lives.

RECOMMENDATIONS

Recommendations for the Cabinet

That the cabinet:

1. Agree that the council will work with United St Saviour's Charity (USTSC) to explore the feasibility of bringing forward new Older People's Housing developments on the sites at 1 Ann Moss Way and 153-159 Abbeyfield Road, drawing on the principles of the Appleby Blue development

2. Note that this work will assess the potential to deliver approximately 50 homes at Social Rent levels, subject to site capacity, financial viability and wider programme considerations.
3. Note that funding for the developments on the two sites is anticipated to come from a combination of planning contributions from a donor scheme and grant.
4. Approve taking forward negotiations for the disposal of land, and other appropriate documentation, be under the delegated authority of the Strategic Director of Resources in consultation with the Assistant Director of Property and the Cabinet Member for New Homes and Sustainable Development.
5. Approve the allocation of a site for the Social Purpose of Land (SPoL) initiative at 209-219 Rotherhithe New Road as the substitute site, in lieu of 153-159 Abbeyfield Road, which is now recommended for alms housing, as set out in paragraph 1 of this report.

Recommendation(s) for the Leader of the Council

6. N/a

REASONS FOR RECOMMENDATIONS

7. The council has a commitment to deliver other affordable types of housing (i.e. other than general-needs housing) as set out in the Council Delivery Plan 2022-26. Its new Older People's Housing Strategy 2026-2036 also commits the council to explore a range of housing options for the elderly housing. The alms house model, which presents an alternative affordable product for older people's housing at Social Rent levels, reflects these commitments.
8. Applications to the units are drawn from the council's housing list and from United St Saviours Charity's (USTSC) existing residents. Existing council residents transferring to the 1-bed alms housing, will typically down-size from larger homes that, in turn, will go back into the housing stock.
9. Both proposed sites, 1 Ann Moss Way and 153-159 Abbeyfield Road are held in the Housing Revenue Account (HRA). They serve very well for alms houses for older people, located next to Southwark Park, near public transport and each of a size that would yield between 20-30 one-bedroom flats, which is the optimal scale for alms housing from an operational perspective.
10. USTSC's subsidiary company Helen Peele Memorial Alms Houses (HPMAH) is a registered provider (RP) which already manages the nearby alms houses known as Helen Peele Cottages. USTSC would seek to manage, through HPMAH, all three developments as federated sites, bringing to bear efficiencies in management but also in collective social activities with residents from across the three sites.
11. The proposed approach would present a route to delivery and long-term management of circa 50 homes at Social Rent levels as alms houses. The build-out would be funded and delivered via a Section 106 (s106) Agreement of a suitable donor scheme. Grant would be drawn into the scheme where

possible, and any surplus payment-in-lieu contributions from the donor scheme would flow to the HRA. The council would receive a capital receipt for the land disposal on a restrictive covenant (as social rented development) to the HRA.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

12. **Do nothing:** the sites are currently occupied by vacant buildings, which are past their service-life, and therefore present under-use of council land. Both vacant buildings are occupied by council-appointed guardians, which presents an on-going cost to the HRA.
13. **The council procures a development partner to develop the sites:** both sites are identified as pipeline sites to be offered to the Southwark New Homes Programme (NHP) Development Agreement (DA), Lots A and B, developer partners. As such, is unlikely they would be developed by one of the successful developers for another circa 5 years at best, if developed at all.
14. **The council disposes of the sites on the open market for housing development:** as the council has reserved the right to remove pipeline sites from the Southwark NHP, Lots A and B, the council could dispose of the sites. However, it is unlikely that there would be much appetite from the market as general-needs housing sites due to the size of these sites and, if sold, unlikely that either site would yield a significant capital receipt to the council. Neither site is suitable for a tall building, being next to Southwark Park and not in a tall building zone; as public sector land, a development would require 50% affordable.
15. **The council disposes of the sites on the open market for non-housing development:** planning policies are unlikely to favour any non-residential scheme and as such any sale would be either subject to planning or heavily discounted accordingly. In addition, the sites are not in a location likely to be viable for commercial uses.
16. **The council retains the affordable housing contribution (payment in lieu) as a monetary contribution to the HRA account:** it is unlikely council direct delivery, would deliver a scheme on each site more expediently than the proposed recommendation.

POST DECISION IMPLEMENTATION

17. Following approval of the recommendation of this report, the following will happen:
 - i. The council will develop the route-map for the design, delivery and lease arrangements
 - ii. The council will work with the Planning Authority to identify a 'donor' scheme.
 - iii. The council will undertake due diligence on the principals of the Agreement for Lease between the council and USTSC/ HPMHAH and the options for grant drawdown.

iv. Timeline for implementation is as follows:

Key Activity	Target completion date
Develop designs on the two sites (via a S106 agreement with a donor scheme)	Q2-Q4 2026-27
Develop and undertake due diligence regarding the lease arrangements	on-going and in parallel
Planning submission on the two Alms House sites	Q4 2026-27
Appropriate the sites for planning purposes	Q4 2026-27
Demolition & Construction start on site on both sites	Q3 2027-28
Completion	Q3 2029-30

BACKGROUND INFORMATION

18. 1 Ann Moss Way, in the Rotherhithe ward, is the site of a vacant 2-storey former NHS building, which is currently monitored by guardians. The site is circa 0.1ha, served by a tertiary road and set in a low-rise residential context; it abuts Southwark Park to the East. It was purchased with funds held in the HRA for £3.5M in March 2019. A massing and capacity study, undertaken by Haworth Thomkins Architects, demonstrates that the site would be suitable for a circa 27-29 unit development of 1-bed units, with communal facilities on the ground floor, based on an access-deck typology.
19. 153-159 Abbeyfield Road, in the North Bermondsey ward, is the site of the vacant former area housing office, which is also currently monitored by guardians. The site is circa 0.06ha and served by a primary road, opposite the roundabout; it abuts Southwark Park to the South. The site is held in the HRA. A massing and capacity study, also undertaken by Haworth Thomkins Architects, demonstrates that the site would be suitable for a circa 20-unit development of 1-bed units based on a central open corridor typology.
20. Both sites are close to an existing alms house development, the Helen Peele cottages, owned by USTSC and which are locally listed; the distance is 130m and 600m respectively (as the crow flies). The council and its partner USTSC have identified the potential for the federation of sites in the locality which it could manage collectively, enabling efficiencies in terms of servicing and staffing. It is anticipated that Ann Moss Way, as the larger site, could incorporate communal facilities to serve the other two sites.
21. Alms housing tenancies are based on a fee basis, inclusive of rent and service charge, at rent levels are equivalent to Social Rent levels; utilities charges are metered to each flat. Occupiers of the homes are referred to as beneficiaries, rather than tenants. Most of the nominations come from the council housing list, often from people down-sizing from larger homes. The homes are managed by HPMah; the management includes staffing and the provision of communal activities.
22. The alms house typology, under USTSC, is characterised by 1-bed self-contained units, typically for older people, with communal facilities on the ground floor and with communal gardens. The philosophy of the charity is to foster neighbourliness, and combat loneliness, amongst residents by

encouraging active participation of communal activities, be that cooking, dining, gardening; and by promoting opportunities for residents to meet and chat, which is a key function of the wide access decks and open corridors. The model is successful, with residents at the Appleby Blue Alms house development evidencing this in their feed-back.

23. The recognition of the design merits of Appleby Blue Alms House at the 2025 RIBA Stirling Prize was, in part, to do with the positive promotion and visibility of older people as a social and demographic group, reflected in the scheme. (There, the communal dining was front and centre on a main road artery, Southwark Park Road). This, too, is at the heart of USTSC philosophy which chimes with the council's recognition of the need to recognise and promote an ageing population in the borough.
24. The 153-159 Abbeyfield Rd site was previously identified by the cabinet (January 2026 meeting, see Background Papers) as a one of four pilot sites for the SPoL initiative. Subject to approval of the recommendations in this report and the implementation of this decision, an alternative site at 209 – 219 Rotherhithe New Road will be included in the SPoL initiative. The site comprises empty shop units and occupied dwellings above. The SPoL initiative includes full consultation with local people and residents regarding the potential use and management of the selected sites; consideration of existing tenants at 209-219 will form a key part of the SPoL consultation process.
25. The Southwark NHP has identified both Ann Moss Way and 153-159 Abbeyfield Road as future pipeline sites to be offered to the successful Lot A the Lot B developer partners. The NHP DAs set out the council's reserved right to remove pipeline sites. Housing has undertaken to notify the identified successful DA partner developers about the removal of the two sites.

KEY ISSUES FOR CONSIDERATION

26. The two sister developments would be delivered under Planning and Growth's functions as Planning Authority and Sustainable Growth (development) to best deliver one of the council's housing priorities, as set out in the Council Delivery Plan 2022-26.
27. The delivery arrangements would be secured via the Planning process, under a s106 Agreement. A suitable 'donor' scheme will be identified, which presents a sufficiently sized off-site affordable payment in lieu (PIL) contribution; it is anticipated that the arrangement will provide for that to be channelled as direct-delivery output to deliver the two developments, as a payment-in-kind. As set out above, it is considered that this mechanism will present value for money to the council, with the developer's know-how bringing to bear efficiencies in the delivery of the project.
28. The council has undertaken due-diligence to establish the initial delivery costs for the project in consultation with external advisors, surveyors Knight Frank. The total is within the envelope of pipeline donor schemes' affordable offsite PIL contribution; any surplus contribution from a donor scheme not used to deliver the project would flow through to the HRA.

29. The completed developments would be passed across to USTSC under a long lease, under restrictive covenant for affordable housing at Social Rent levels for the duration of the long lease. The value of the leases (for each site) will be established accordingly and will present a receipt to the council.
30. The council will explore with USTSC options for drawing grant into the developments, via its subsidiary RP role, HPMah; any grant fed into the project would result in a great surplus PIL contribution to the HRA.

Identified risks for the procurement

31. Identified project risks are as set out in the table below:

Risk No	Identified Risk	Likelihood	Mitigation
R1	No donor site is identified	Low	Planning and Growth have identified potential donor schemes in the Planning application pipeline. If no donor scheme is found; the project doesn't progress.
R2	The donor scheme identified does not achieve Planning	Low	The project would fall away and the status would revert to as currently
R3	Agreement is not reached with the identified RP, HPMah	Low	The identified RP, HPMah is in discussion with the Planning and Growth team. If agreement is not reached, the project doesn't proceed
R4	The RP, HPMah, does not secure grant	Med	The project is not reliant on grant. Any grant secured will simply enable a greater surplus of s106 PIL contribution flowing through to the HRA.

Policy framework implications

32. Southwark 2030 promotes goals that are directly addressed with the delivery of the alms houses: Goal 1, Decent homes for all, is addressed with the new fit-for-purpose homes and also indirectly with the homes relinquished by care home residents, which go back into the housing pool; Goal 5, Staying Well, including health inequality, is addressed with the quality homes for residents living in social rent accommodation.
33. Strategy for Older People's Housing 2026-2036 aims to provide suitable, affordable housing and support for its growing older population, focusing on increasing independence, improving access to extra-care homes, and simplifying downsizing, with priorities including better access to suitable housing, timely support, and easier downsizing, addressing issues like housing affordability and a rising 65+ population. The strategy involves public consultation to understand residents' needs and plans to expand housing options, including reviewing sheltered housing and increasing extra-care provision to reduce care costs and loneliness.
34. Southwark's Joint Health and Wellbeing Strategy 2022 - 2027, sets out a number of priorities which are directly addressed with the delivery of the alms houses, notably Priority 3: Support to stay well, and Priority 4: Health Communities.

35. The delivery of the alms houses reflects current planning policy, as set out in the Southwark Plan 2022, in the following areas: strategic policies Thriving Neighbourhoods and Tackling Health Inequalities (SP5) and Climate Emergency (SP6); as well as set policies: Purpose-built Shared Living Accommodation (P6); Housing for Older people (P7), Wheelchair Accessible and Adaptable housing (P8), Design Quality (P14), Health Developments (P45), Public Transport (P49), Walking (P51), Cycling (P53).

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

Community impact statement

36. The proximity of the alms houses to the council-delivered infrastructure in the locality – including the Canada Water Library, the Leisure Centre and the markets – will benefit the residents of the alms houses and, likewise, will benefit the demographic reach of those facilities.
37. The proposed alms houses at 1 Ann Moss Way and 153-159 Abbeyfield will host a programme of events for the residents and local people will be encouraged to attend.
38. The construction of 6-storey buildings on each site is likely to have an impact on people in the immediate vicinity in terms of noise and disturbance during the construction; this will be addressed and mitigated through the Planning process.

Equalities (including socio-economic) impact statement

39. The Public Sector Equality Duty (PSED) as set out in section 149 of the Equality Act 2010 requires public bodies to consider those with protected characteristics (which includes age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) when carrying out their day-to-day work, in shaping policy and delivering services. 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.
40. In setting out the recommendations of this report, due regard has been given to the council's PSED to all the groups with protected characteristics comprising age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
41. An equalities impact and needs assessment (EINA), was undertaken (please see Appendix 1). The findings of the EINA regarding the new alms housing include:
- Positive impact, Age (older people): enabling people to stay in their community in the borough and benefiting from the extensive community facilities delivered by the council in the Canada Water area
 - Positive impact, Age (young and working-age people): benefitting from the homes released by people down-sizing to the new alms houses
 - Positive differential impact Gender Reassignment, Sexual Orientation, Race; where the managed and staffed environment of the alms house

can provide a tolerant and supportive environment for people pertaining to these characteristics

- Negative differential impact risk regarding Race, Religious or Belief: there is a risk of lower engagement and/ or perception of exclusion from people pertaining to these characteristics. Mitigation measures are actively addressed in USTSC's approach
- Generally, across all the protected characteristics, the socio-economic aspect of the alms house presents a positive impact, providing affordable homes for people.

Health impact statement

42. The delivery of circa 50 alms houses across two sites will contribute positively to addressing the increasing demand in the borough for homes for the elderly.
43. The quality of fit-for-purpose homes and communal facilities, fostering neighbourliness and combatting loneliness, will ensure that residents enjoy optimal environment for their wellbeing. In addition, the alms houses, located adjacent to Southwark Park will provide a reposeful outlook which is expected to benefit, and positively impact on, the health and wellbeing of residents.

Climate change implications

44. Following council assembly on 14 July 2021, the council has committed to considering the climate change implications of any decisions.
45. A carbon impact assessment (CIA) has been undertaken (please see Appendix 2) considering both the demolition of the existing buildings on each site and the construction of the new buildings on each site, based on the indicative study drawings. At this stage (feasibility), the findings are a non-exhaustive summary of assumptions and limitations regarding material types and quantities. The report concludes that, as the designs are progressed, the embodied carbon figures will reduce, particularly if recommended carbon reduction options are incorporated into the design. In the conclusion, the report also sets out the energy benefits anticipated regarding the much-improved fabric of the proposed buildings in comparison to the existing buildings.
46. The designs of the new buildings will comply with Building Regulations Part L that addresses the conservation of fuel and power, and minimising carbon emissions, as part of a drive towards a greener future. The energy targets will work towards achieving carbon neutral and sustainability requirements in line with the council's 2030 carbon neutral policy.

Resource implications

47. The delivery of the two proposed almshouse schemes at 1 Ann Moss Way and 153–159 Abbeyfield Road will be funded through Section 106 ("in lieu") affordable housing receipts secured from a donor scheme. The donor scheme contribution is expected to cover the full cost of delivering the project, with any surplus treated as a Housing Revenue Account (HRA) receipt. Identification of a suitable donor scheme with a sufficient s106 contribution is essential before the project can proceed.

48. In return for transferring the completed developments to the charity, the council will receive a disposal receipt, which will be available to support the Housing Investment Programme. The partner Registered Provider (USTSC/HPMAH) will also seek to secure external grant funding. While the project does not rely on such grant to proceed, any grant secured would reduce the s106 allocation required and could increase the overall financial benefit to the HRA.
49. By progressing these two sites through this approach, the council forgoes the option of alternative development or disposal. However, this is mitigated by the lease premium receipts generated and the delivery of around 50 new homes at rents equivalent to social rent for older residents on the council's housing list. There will be no ongoing management or maintenance costs to the council, as the completed homes will be owned and operated by USTSC/HPMAH.
50. The council's staffing, legal and oversight costs will be met from existing budgets within Sustainable Growth, supported by a 1.5% project fee charged to the s106-funded delivery budget.
51. A number of financial factors and risks will need to be managed as the project progresses. Construction cost inflation or design changes may reduce the s106 surplus ultimately returned to the council, and external grant funding cannot be guaranteed. Planning outcomes for both the donor scheme and the almshouse sites may also affect scheme viability and the timing of receipts.
52. Overall, the approach enables the delivery of specialist, affordable homes without the need for direct council capital expenditure beyond s106 receipts. It transfers development and construction risk to the partner developer and generates capital receipts for the HRA. Independent valuation advice will confirm that the proposed long-lease disposals represent best consideration for the intended affordable use. The disposals will be made under Section 32 of the Housing Act 1985.

Legal implications

53. It is envisaged that the delivery of the developments will be secured through the planning system, with the use of the properties for social housing for older people being protected both through planning and through restrictions in the terms of the land disposals. The report confirms that the intention is to grant long leases of the council's land, and these leases can contain provisions governing the future use of the land.
54. Further due diligence will be undertaken regarding procurement or subsidy control considerations; the advice and recommendations will be set out in the later delegated report.

Consultation

55. Subject to approval of this report, a programme of consultation is expected to be set out by Scape, with the council lending support based on its knowledge of the locality. In line with the Planning Consultation Charter, evidence of consultation will be a requirement for Planning submission; statutory consultation will be conducted during the application determination period.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**Assistant Chief Executive, Governance and Assurance 20260204/KR**

56. The report recommends that the council work with USTSC to enable delivery of two alms house developments on council owned land. As set out in the report, the proposal is for the delivery to be secured through the planning process with development being funded by grant and by s106 in lieu contributions from a donor scheme. The council will grant long leases of the sites. The report recommends that negotiations for the disposal of the sites is delegated to the Strategic Director of Resources in consultation with the Assistant Director of Property and the Cabinet Member for New Homes and Sustainable Development.
57. Both of the proposed sites are held within the Housing Revenue Account. Accordingly, their disposal by way of long lease is governed by the Housing Act 1985. Section 32 of that Act provides that local authorities have power to dispose of land held by them for housing purposes, but that disposals must not be made without the consent of the Secretary of State. The Secretary of State has issued general consent for housing disposals in the General Housing Consents 2013.
58. General consent A3.1.1 provides that, with certain exceptions (which will not apply in these circumstances) a local authority may dispose of land for a consideration equal to its market value. Here, "land" includes buildings (including existing houses and flats).
59. General consent A3.2 provides that a local authority may dispose of vacant land. "Vacant land" for the purposes of this consent, means land on which a) no dwelling houses have been built or b) where dwelling houses have been built, they have been demolished or are due to be demolished. There is no market value consideration in this general consent.
60. The report confirms that the existing buildings on the sites would be demolished to allow development to take place and accordingly general consent A3.2 will be the appropriate consent for these disposals and will empower the council to grant long leases under s32 of the Housing Act.
61. The council is required by section 149 of the Equality Act 2010 to have due regard to the need to a) eliminate discrimination, harassment, victimisation and any other conduct prohibited by or under the Act; b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it. The report sets out how the council has had due regard to its obligations under the public sector equality duty. This is a continuing duty.

Strategic Director – Resources (PFS - Housing 25/122)

62. The report seeks Cabinet agreement for officers to work with United St Saviour's Charity to explore the feasibility of developing new older people's housing at 1 Ann Moss Way and 153–159 Abbeyfield Road, with the aim of delivering around 50 homes at social rent levels, subject to site capacity and financial viability. The feasibility work will examine a funding approach comprising planning (Section 106) contributions from a donor scheme and a possible grant allocation. Cabinet is also asked to delegate authority to the Strategic Director of Resources, in consultation with the Assistant Director of Property and the Cabinet Member for New Homes and Sustainable Development, to progress negotiations on the land disposal and associated documentation. The schemes would rely on the application of Section 106 affordable housing receipts from an identified donor scheme. No council borrowing would be required, and the project cannot proceed unless a suitable donor scheme is secured with sufficient S106 funding to meet the full development costs.
63. If feasibility work confirms deliverability and the schemes proceed, the council would receive disposal receipts across both sites, which would be available to support the Housing Investment Programme. There is also potential for a further Section 106 surplus from the donor scheme once development costs are met, although this will depend on build costs. Any external grant secured by the partner Registered Provider would increase the available surplus. The completed homes would be owned and managed by United St Saviour's Charity, meaning the HRA would not incur ongoing management or lifecycle costs.
64. Key financial considerations at this stage relate to construction cost inflation and the ability to secure grant funding for the project. The schemes will only proceed if a donor scheme with sufficient Section 106 resources is identified to cover all costs. Subject to these dependencies, the proposals are considered financially sustainable and offer the potential for both direct capital receipts and wider housing benefits, including freeing up larger council homes as residents downsize.

Assistant Director - Property

65. The proposed transaction has several significant points of merit in respect of property matters.
66. Firstly, it will successfully provide circa 50 new affordable homes at no direct cost to the council for a priority group of residents. This is a specific council strategy to support an aging population. This would not be achieved without this transaction structure.
67. Whilst the new homes will not become council stock, they will be owned by a local well-established charity who are experienced and well versed in operating such homes. They are, importantly, skilled and experienced in supporting the residents' specific needs, have a strong demonstrable track record and have been a partner with the council previously in delivering an award-winning scheme Appleby Blue.

68. Council residents will have the ability to transfer secure tenancy arrangements to the new homes, releasing homes for general-needs, which are often larger. This will increase supply to help reduce waiting lists.
69. Secondly, the financial and construction risk on delivery will fall to a third-party developer, experienced in delivering residential accommodation. As such, the homes are likely to be delivered in a timely manner with appropriate cost efficiencies.
70. Thirdly, the council will receive capital receipts for both sites on the transfer of the completed schemes to the charity. The transfer would be by way of a very long leasehold interest for a premium. These funds will fall to the HRA and thus support the Housing Capital Programme. It is unlikely that these sums would be matched if the sites were simply disposed of in the general market.
71. Finally, a cash payment will also fall to the HRA, being the surplus funds due from the donor site, less the cost of delivery of the new homes on these two sites. The amount of the latter sum is dependent on the receipt of grant and would be greater if grant were obtained.
72. I am therefore satisfied that the disposal receipts achieved are value for money, reflecting the market pricing and the nature of the required use, being affordable homes, and, as such, this is a disposal reflecting best consideration.
73. This is supported by the indicative valuations undertaken by externally appointed independent Chartered Surveyors, Knight Frank.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Agenda item 18, Social Purpose of Land, cabinet report January 2026	Tooley Street	Catherine Brownell catherine.brownell@southwark.gov.uk
(Public Pack) Agenda Document for Cabinet, 06/01/2026 11:00		

APPENDICES

No.	Title
Appendix 1	Equalities Impact and Needs Assessment (EINA)
Appendix 2	Carbon Impact Assessment

AUDIT TRAIL

Cabinet Member	Councillor Helen Dennis, Lead Member for New Homes and Sustainable Development	
Lead Officer	Stephen Platts, Director of Planning and Growth	
Report Author	Catherine Brownell, Head of Sustainable Growth North	
Version	Final	
Dated	3 March 2026	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance	Yes	Yes
Strategic Director, Resources	Yes	Yes
Assistant Director, Property	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		3 March 2026



Equality Impact and Needs Analysis

**New Alms houses
at 1 Ann Moss Way and
at 153 -159 Abbeyfield Road**

Section 1: Equality impact and needs analysis details

Proposed policy/decision/business plan to which this equality analysis relates	Alms House delivery via land transaction at 1 Ann Moss Way and 153-159 Abbeyfield Road – Cabinet
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Equality analysis author	Sam Bush Project Manager, Sustainable Growth North				
Strategic Director:	Clive Palfreyman Strategic Director, Resources				
Department	Planning & Growth	Division	Sustainable Growth		
Period analysis undertaken	28 January – 19 February 2026				
Date of review (if applicable)	N/A				
Sign-off	Catherine Brownell	Position	Head of Sustainable Growth North	Date	23/02/2026

Section 2: Brief description of policy/decision/business plan

1.1 Brief description of policy/decision/business plan

The Planning and Growth directorate are looking to deliver alms house developments on two sites, 1 Ann Moss Way (circa 30 1-bed flats and communal areas) and 153-159 Abbeyfield Road (circa 20 1-bed flats). The sites are located in the Rotherhithe and North Bermondsey Wards, and both directly back on to Southwark Park, which will provide residents with access to open green space. There are also a good public transport links for both sites, with a number of underground and overground stations within a short distance of the sites as well as bus routes. Close proximity to Canada Water will also give residents easy access to public amenities such as Canada Water Library and Leisure Centre.

The alms house typology is typically characterised by 1-bed self contained units, typically for older people, with access to communal facilities. The philosophy behind alms houses is to foster neighbourliness, which can be facilitated by providing generous access decks that provide areas for socialising, communal areas, and gardens at ground and roof levels. Residents are also encouraged to participate in communal activities such as cooking, dining and gardening, which create further opportunities to meet and chat. All of these concepts have been successfully implemented at the recently built Appleby Blue alms house development, which is located in Southwark and won the 2025 RIBA Stirling Prize. The proposed alms houses at Ann Moss Way and Abbeyfield Road will seek to replicate the same model as the Appleby Blue development.

The completed alms houses will be leased to a Registered Provider (RP), who already operate an alms house development in the vicinity, as well as others in Southwark. After the lease is agreed, the RP will manage three alms houses within a short distance of each other around Southwark Park. The Ann Moss Way site will be the largest of the three and will include dedicated areas for communal activities. This presents the opportunity for the three sister sites to become federated, which will allow residents across each site to access the communal facilities and increase socialisation through gatherings and events. It would also have benefits for the management efficiency of the three sites, as they will be able to share resources between each other, such as staffing and facilities management.

Whilst alms houses are not currently identified in the council's Affordable Housing SPD, they are recognised as equivalent to social rent. The council has a commitment to deliver other affordable types of housing as set out in the Council Delivery Plan 2022-26. Its new Older People's (Age Friendly) Strategy 2026-2036 also commits the council to explore a range of housing options for the elderly housing. The Strategy for Older People's Housing 2026-2036 aims to provide suitable, affordable housing and support for its growing older population, focusing on increasing independence, improving access to extra-care homes, and simplifying downsizing, with priorities including better access to suitable housing, timely support, and easier downsizing, addressing issues like housing affordability and a rising 65+ population. The alms house model, which presents an alternative affordable product for older people's housing at Social Rent levels, reflects these commitments. Prospective tenants will either be existing tenants of the charity, or people on the council's housing list.

Section 3: Overview of service users and key stakeholders consulted

2. Service users and stakeholders	
Key users of the department or service	<p>The alms houses will provide affordable housing for older people. The following eligibility criteria will apply:</p> <ul style="list-style-type: none"> • Age requirement: Occupants must be over 65 years old. • Local connection: A minimum of three year's prior residency in Southwark. • Financial need: Demonstratable financial need and eligibility for charitable support. • Ability to live independently: with assistance from carers if necessary.
Key stakeholders were/are involved in this policy/decision/business plan	<p>The delivery of the proposed alms house developments at Ann Moss Way and Abbeyfield Road will involve and affect a range of stakeholders. Understanding the interests and needs of these stakeholders is essential to ensuring that the developments are inclusive, well-integrated into their surroundings, and contribute positively to Southwark's wider social and regeneration objectives.</p> <p>The following stakeholders will be consulted as the project progresses through planning and construction:</p> <ul style="list-style-type: none"> • Ward Councillors • Lead Member • Local Residents • Registered Provider • Southwark Adult Social Care Team • Southwark Council Planning and Growth Team

Section 4: Pre-implementation equality impact and needs analysis

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 underrepresented 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

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

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

The proportion of children (<16 years) in Southwark is 17%, which is in line with London and the rest of England. The proportion of young people (16-24 years) is 13%, which is in line with London and the rest of England. The proportion of working age people (16-64 years) is 75%, which is higher than London and the rest of England. The proportion of older people (65+ years) is 8%, which is lower than London and considerably lower than the rest of England.

Positive differential impacts on older people: With current demographics, Southwark's older population is projected to rise, and the Council aims to ensure appropriate and affordable housing for an ageing population. Providing housing options that enable older people to remain in Southwark will also benefit residents with extended families, friendship networks, cultural connections and community ties in the borough. Locating alms houses near existing infrastructure such as libraries, leisure centres, local markets, public transport, Southwark Park and town centres helps to address loneliness and social isolation at a community level. Easy access to local services can help support social interaction, physical activity, learning and wellbeing for older population who may have low income and be at risk of isolation. Supporting independence, social interaction and access to amenities that promote physical and mental wellbeing can also contribute to preventative health outcomes. Over time, this can reduce demand on GP services, health provision, adult social care and other frontline services.

Positive impact on young and working age people: New alms houses would support the wider population by relieving pressure on general needs stock, which would benefit younger households waiting for housing.

The construction and later operation of the alms houses would create local job opportunities. Southwark has a 65% employment rate for adults aged 16+, meaning job creation would support one of the borough's economic priorities.

Negative differential impacts on older people and young families:

Construction disruption related to the alms houses could have negative implications across all age groups. Temporary noise, traffic and access disruption may differential affect older residents, young families and users of Southwark Park. Older residents may be more sensitive to noise and disruption due to health conditions or mobility limitations.

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

Positive differential impacts on all age groups:

Southwark has high levels of income deprivation, more than the London average, and a 31% poverty rate. Providing affordable housing for older people would indirectly benefit the wider community, by easing pressure on social housing waiting lists.

Equality information on which above analysis is based

ONS 2021 Census

Southwark JSNA Annual Report

Socio-Economic data on which above analysis is base

ONS 2021 Census

Southwark JSNA Annual Report

Mitigating and/or improvement actions to be taken

Construction management plan with noise, dust and traffic mitigation to protect vulnerable groups such as older residents and families.

The registered provider who will be operating the alms houses is an accredited Real Living Wage employer.

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.

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

The proportion of the population who are disabled in Southwark is 14%, which is in line with London but lower than the rest of England. The proportion with no long-term health diagnosis in Southwark is 80%, which is in line with London but higher than the rest of England.

Positive disproportional impact on people with disabilities:

Older people are more likely to be disabled, as the prevalence of disability rises with age. Some people who are disabled may require accessible housing if they are wheelchair users or have mobility issues. The proposed alms houses would be designed to meet modern building regulations and would be fully accessible. This would benefit older people in need of accessible housing, as well as disabled visitors and staff members who would also use the building.

Creating accessible housing can also help reduce pressure on health and public services. Accessible environments reduce the risk of accidents, such as trips and falls, which would reduce demand on NHS and other frontline services at a borough level.

Negative disproportional impact on people with disabilities:

There is a risk that temporary construction noise could have adverse effects on disabled neighbours and passers-by. Noise, dust, visual clutter and changes to routes during construction may disproportionately affect people with sensory issues, respiratory conditions or anxiety-related conditions of those who live nearby or regularly pass through the area.

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

Positive differential impacts on people with disabilities and unpaid carers:

Disabled people are more likely to be economically disadvantaged than non-disabled people, as they may face barriers to work and financial insecurity. As a result, some disabled people are more likely to need, or currently live in, social housing. Providing new alms houses will enable older

people to downsize and relocate to purpose-built accommodation, which could free up accessible and affordable accommodation for other disabled residents on the council's housing list.

Southwark has an estimated 18,800 to 37,000 unpaid carers, many of whom support disabled people. Unpaid carers are more likely to be economically inactive or reduce working hours as a result of their care responsibilities. Alms houses provide safe, secure and supported environments, which can help reduce the amount of assistance required from unpaid carers. Reducing care demands can help improve household income and wellbeing of unpaid carers.

Equality information on which above analysis is based

ONS 2021 Census
Southwark JSNA Annual Report

Socio-economic data on which above analysis is base

ONS 2021 Census
Southwark JSNA Annual Report

Mitigating and/or improvement actions to be taken

Construction management plan for the construction of the alms houses to consider effects on disabled neighbours and passers-by, implementing mitigation measures where possible.

Gender reassignment:

- The process of transitioning from one gender to another.

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

The proportion of the population who identify as the same as their sex registered at birth in Southwark is 91%, which is in line with Lonon but lower than England. Southwark is the fifth highest ranking local authority in England for residents identifying as trans gender or non-binary. Estimated numbers of trans gender and non-binary people are likely to be higher as many declined to answer the question in the census.

Positive impact on people who identify as a gender different from birth: The alms houses will provide gender neutral WC facilities in shared and staff areas, which provide an inclusive environment for transgender visitors and members of staff.

Positive differential impact on people who identify as a gender different from birth: whereas national evidence indicates that older people are statistically less likely to hold positive attitude towards transgender people compared with younger adults, suitable support can be provided in the managed and staffed environment of the alms houses.

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

Positive differential impact on people who identify as a different gender from birth: Transgender people are more likely to be economically disadvantaged due to income insecurity experienced throughout life. Providing purpose-built, affordable accommodation for older people would benefit older transgender people in need of affordable housing.

<p>Positive differential impact on people with disabilities: Transgender people are significantly more likely to report having a disability and are thus more likely to currently live in affordable housing. Disabled transgender people moving into alms house accommodation would open up other affordable housing types, including accessible housing, which would benefit younger disabled residents currently on the council's housing list.</p> <p>Negative differential impact on people who identify as a different gender from birth: Employment opportunities created by the alms houses will include roles such as administration, cleaning, care support and hospitality roles. There is a risk that transgender employees could face discrimination in the workplace, as transgender people are more likely to experience employment discrimination.</p>
<p>Equality information on which above analysis is based</p>
<p>ONS 2021 Census Southwark JSNA Annual Report</p>
<p>Socio-economic data on which above analysis is based</p>
<p>ONS 2021 Census Southwark JSNA Annual Report</p>
<p>Mitigating and/or improvement actions to be taken</p>
<p>In line with the Equality Act 2010, the alms house eligibility and employment requirements will not discriminate based upon gender reassignment.</p>

<p>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.)</p>
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan</p>
<p>The proportion of people who are single in Southwark is 60%, which is considerably higher than London and the rest of England. The proportion who are married in Southwark is 26%, which is considerably lower than London and the rest of England. The proportion who are in a registered civil partnership, separated or divorced in Southwark is broadly in line with London and the rest of England. The proportion who are widowed in Southwark is 3%, which is in line with London but lower than the rest of England.</p> <p>Neutral impact on people who are Married or in Civil Partnerships: The alms houses are based on a model of housing comprising 1-bed flats to national space standards as a minimum; these are suitable for a couple or a single person. There are not anticipated to be any positive or negative impacts relating to marriage and civil partnership associated with the proposed alms houses.</p>

Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
<p>Positive differential impact on single people: Single people are more likely to face financial hardship than those in marriages and civil partnerships. As a result, single people, including divorcees and widows, are more likely to meet eligibility requirements for the alms houses than married couples.</p>
Equality information on which above analysis is based
ONS 2021 Census Southwark JSNA Annual Report
Socio-economic data on which above analysis is based
ONS 2021 Census Southwark JSNA Annual Report
Mitigating or improvement actions to be taken
No mitigating actions are required as there are no anticipated negative impacts.

Pregnancy and maternity - Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth, and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.
<p>The general fertility rate in Southwark is 39.5, which is considerably lower than the regional and national proportions. This means that the number of live births per 1000 women ages 16-44 years in Southwark is low. The total fertility rate, the average number of children a woman would have in her lifetime, in Southwark is 1.1, which is lower than regional and national proportions.</p> <p>Neutral impact on people who are pregnant or on maternity leave: There are not anticipated to be any positive or negative impacts relating to pregnancy and maternity associated with the proposed alms houses.</p>
Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
<p>Positive differential impacts on people who are pregnant or on maternity leave: Encouraging older people to downsize and move into purpose-built accommodation can help free up larger family homes and affordable housing stock, which would benefit families and single parents who are a priority on the council's housing list.</p>

Equality information on which above analysis is based
ONS 2021 Census Southwark JSNA Annual Report
Socio-economic data on which above analysis is based
ONS 2021 Census Southwark JSNA Annual Report
Mitigating and/or improvement actions to be taken
No mitigating actions are required as there are no anticipated negative impacts.

Race - Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins. N.B. Gypsy, Roma and Traveller are recognised racial groups and their needs should be considered alongside all others
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.
<p>The proportion of the population who are White British in Southwark is 36%, which is in line with London but significantly lower than England. The proportion of ethnic minorities is 64%, which is in line with London but significantly higher than England.</p> <p>Positive differential impact for minority ethnic groups: Social isolation can be an issue amongst residents from some ethnic minority groups, particularly older migrants or those with limited local networks. The alms house model fosters communal living that improves socialisation and wellbeing.</p> <p>Positive disproportional impact for minority ethnic groups: Employment opportunities created by the alms houses will include roles such as administration, cleaning, care support and hospitality roles. Minority ethnic groups are typically over-represented in these roles, as there are typically fewer barriers to entry.</p> <p>Negative differential impact relating for minority ethnic groups: There is a risk of lower engagement from some ethnic minority groups. This could be related to language barriers, mistrust of institutions, or fear of potential discrimination or harassment in communal living settings,</p> <p>Whereas national evidence indicates that older adults are statistically less likely to be accepting of other races and ethnicities, suitable support can be provided in the managed and staffed environment of the alms houses.</p> <p>Negative disproportional impact for minority ethnic groups : There is a risk that the roles created by the alms houses unintentionally perpetuates occupational segregation and continued concentration of minority ethnic groups in lower paid roles.</p>

Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
<p>Positive differential impact for minority ethnic groups: Socio-economic disadvantage is closely linked to race, with some minority ethnic groups being disproportionately affected due to structural barriers, discrimination, and differences in access to housing, employment and financial stability. As a result, older people in some minority ethnic groups are more likely to meet eligibility criteria, and would benefit from affordable alms house accommodation.</p> <p>Positive impact for all races: Older people from minority ethnic groups who are economically disadvantaged are more likely to live with extended family, or in existing social housing stock. Providing alms house accommodation can help ease overcrowding and free up affordable housing stock, which would have a positive impact on those who live in overcrowded housing and individuals on the council's affordable housing list.</p>
Equality information on which above analysis is based
ONS 2021 Census Southwark JSNA Annual Report
Socio-economic data on which above analysis is based
ONS 2021 Census Southwark JSNA Annual Report
Mitigating and/or improvement actions to be taken
<p>In line with the Equality Act 2010, the alms house eligibility and employment requirements will not discriminate based upon race.</p> <p>The registered provider who will be operating the alms houses is an accredited Real Living Wage employer.</p>

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.
The proportion of the population who are Christian in Southwark is 43%, which is broadly in line with London but lower than England. The proportion who are Muslim is 10%, which is lower than

London but higher than England. The proportion with no religion is 36%, which is lower than London but in line with the rest of England. The proportion who identifies with a minority religion is 13%, which is considerably lower than London but in line with England.

Neutral impact relating to religion and belief:

The proposed Registered Provider for the alms house is part of the umbrella charity United St Saviours Charity, which historically is a Christian charity but now fosters residents or beneficiaries from all religions and beliefs.

Negative differential impact relating to religion and belief:

There is a risk, however, that individuals from other religious groups may feel, or perceive they are, excluded from applying as they may mistakenly think they are not eligible.

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

Positive differential impact relating to religion and belief:

Some religious groups experience higher levels of poverty or overcrowded housing due to cultural expectations around work and family. Affordable alms house accommodation could benefit older people from religious minority groups with limited income or who live in overcrowded housing with extended family.

Negative differential impact relating to religion and belief:

There is a risk that individuals with language barriers may not benefit from the proposed alms houses, despite need, due to low awareness of local services.

Equality information on which above analysis is based

ONS 2021 Census
Southwark JSNA Annual Report

Socio-economic data on which above analysis is based

ONS 2021 Census
Southwark JSNA Annual Report.

Mitigating and/or improvement actions to be taken

In line with the Equality Act 2010, the alms house eligibility and employment requirements will not discriminate based upon religion or belief.

Older residents, regardless of religion, on Southwark's housing list will be notified of their eligibility to apply for residency in the alms houses.

The Registered Provider shall actively promote its open approach to people of all religions or beliefs.

Sex - A man or a woman.
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.
<p>The proportion of the population who are male in Southwark is 48%, compared with 52% of the Southwark population who are female. These statistics are broadly in line with London and the rest of England.</p> <p>Positive disproportional impact for Women: Life expectancy differs significantly between men and women in Southwark. On average, men in Southwark can expect to live 78 years and women can expect to live 83 years. This 5-year gap can have implications for housing, health and social support needs as women living longer than men are more likely to live alone, face higher risk of financial insecurity and may require long-term accommodation and support. Providing affordable alms house accommodation can help to ensure housing stability, reduced likelihood of poverty and mitigate against isolation for older women.</p> <p>Positive disproportional impact for women: Employment opportunities created by the alms houses will include roles such as administration, cleaning, care support and hospitality roles. These roles are more likely to be filled by women as there are fewer barriers to entry and can be part-time positions. This could unintentionally perpetuate occupational segregation, continued concentration of women in lower paid roles and limited opportunities for men to enter care or administrative sectors.</p>
Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
<p>Neutral impact for women: In England, socio-economic disadvantaged is closely linked to sex. Women are disproportionately represented in lower income groups, which arises from structural inequalities such as the gender pay gap and over representation in part-time work.</p> <p>Negative differential impact for men: As older women are more likely to be economically disadvantaged in comparison to older men, a higher proportion of women may meet the eligibility requirements for accessing alms houses. As a result, there is a risk that men could be underrepresented in the resident profile of the alms houses.</p>
Equality information on which above analysis is based
<p>ONS 2021 Census Southwark JSNA Annual Report</p>
Socio-economic data on which above analysis is based
<p>ONS 2021 Cescus Southwark JSNA Annual Report</p>
Mitigating and/or improvement actions to be taken

In line with the Equality Act 2010, the alms house eligibility and employment requirements will not discriminate based upon sex.

The registered provider who will be operating the alms houses is an accredited Real Living Wage employer.

Sexual orientation - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes

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

The proportion of the population who are heterosexual in Southwark is 83%, which is lower than in the rest of London and considerably lower than England. The proportion who are gay, lesbian, bisexual or other in Southwark is 9%, which is higher than in London and England.

People who identify as gay, lesbian, bisexual or other minority sexual orientation can face distinctive disadvantages including:

- Higher rates of discrimination in housing services.
- Higher risk of homelessness.
- Fear of discrimination in communal or supported housing settings.
- Higher levels of social isolation.

Positive differential impact for older LGBT+ people:

Providing affordable alms house accommodation can benefit older LGBT people who may have fewer family support structures, be estranged from family, experienced discrimination in mainstream housing, or live alone.

Positive differential impact for LGBT+ people:

Whereas national evidence indicates that older adults are statistically less likely to hold positive attitudes towards LGBT people compared with younger adults, suitable support can be provided in the managed and staffed environment of the alms houses.

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

Positive differential impact for older LGBT+ people:

In England, LGBT people disproportionately experience socio-economic disadvantage. LGBT people are more likely to experience discrimination, barriers to progression in the workplace, and mental health inequalities which can affect employment and income stability.

As LGBT people are more likely to be economically disadvantaged than heterosexual people, they may be more likely to meet the eligibility criteria of the charity who will be operating the alms houses.

Social isolation disproportionately affects older LGBT adults, which can limit access to support, increase health costs and lower quality of life. Providing community-based alms house accommodation to older LGBT adults can help improve wellbeing, strengthen support networks and reduce healthcare costs.

Positive differential impact fore LGBT+ people:

Employment opportunities created by the alms house development will be expected to comply with the Equality Act 2010. Recruitment opportunities that are non-discriminatory, foster inclusive

workplace culture and offer fair pay and progression can benefit LGBT people who are more likely to experience difficulties in the workplace.
Equality information on which above analysis is based
ONS 2021 Census Southwark JSNA Annual Report
Socio-economic data on which above analysis is based
ONS 2021 Census Southwark JSNA Annual Report
Mitigating and/or improvement actions to be taken
<p>In line with the Equality Act 2010, the alms house eligibility and employment requirements will not discriminate based upon sexual orientation.</p> <p>The registered provider should also have clear anti-discrimination policies, staff training, and early intervention procedures to address LGBT discrimination.</p> <p>Communications during outreach and application processes for alms house residents should promote an inclusive environment.</p>

<p>Human Rights</p> <p>There are 16 rights in the Human Rights Act. Each one is called an Article. They are all taken from the European Convention on Human Rights. The Articles are The right to life, Freedom from torture, inhuman and degrading treatment, Freedom from forced labour , Right to Liberty, Fair trial, Retrospective penalties, Privacy, Freedom of conscience, Freedom of expression, Freedom of assembly, Marriage and family, Freedom from discrimination and the First Protocol</p>
Potential impacts (positive and negative) of proposed policy/decision/business plan
It is not anticipated that the proposed alms houses will have a positive or negative impact on people's human rights.
Information on which above analysis is based
Not applicable.

Mitigating and/or improvement actions to be taken
No mitigating actions are required as there are no anticipated negative impacts.

Conclusions

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

The overall equality impact and needs analysis indicates that the proposed alms house developments at Ann Moss Way and Abbeyfield Road will deliver significant positive equality outcomes, particularly for older residents, disabled people, and socio-economically disadvantaged groups in Southwark. The scheme directly supports the aims of the Public Sector Equality Duty by advancing equality of opportunity, addressing identified housing and health inequalities, and fostering good community relations through a neighbourly, communal living model.

A key finding is that the developments will make a substantial contribution to meeting the borough's growing need for affordable, age-friendly housing. By providing well-designed, fully accessible 1-bed units at social rent levels, the alms houses will help older residents remain independent, socially connected and rooted in their communities. This is reinforced by the proximity to public transport, cultural and leisure facilities, Southwark Park and the planned new health centre, all of which support active ageing and help reduce loneliness, isolation and demand for frontline services.

The analysis also identifies broader positive system-wide impacts. Enabling older residents to downsize into purpose-built accommodation will release larger family homes back into the general-needs stock, benefiting households experiencing overcrowding, younger families, and those on the council's housing waiting list. There are similar positive socio-economic impacts for disabled people, ethnic minority communities, LGBT residents, and low-income older people, who are statistically more likely to experience housing need and to benefit from secure, affordable accommodation.

While the alms houses bring clear benefits, the assessment also highlights a number of potential negative impacts and risks, including temporary construction impacts, the possibility of increased local healthcare demand, and the need to ensure an inclusive environment for transgender residents, LGBT people, minority ethnic groups, and people of different faiths. These risks are manageable and have been addressed through proposed mitigation measures, including a robust construction management plan, engagement with local services, non-discriminatory eligibility and employment practices, and inclusive communications to ensure older residents from all backgrounds understand their eligibility to apply.

Across all protected characteristics, no negative equality impacts have been identified that cannot be managed or mitigated. Overall, the analysis concludes that the developments are strongly aligned with the Council's objectives to reduce inequality, improve health and wellbeing, and support socio-economic inclusion. The alms houses represent a complementary and much-needed housing typology within the Rotherhithe and North Bermondsey area, supporting a balanced population profile and strengthening community infrastructure around Canada Water and Albion Street.

In summary, the proposals are assessed to have a positive and inclusive impact with proportionate mitigation in place for identified risks. The developments will contribute meaningfully to Southwark's long-term strategy for older people's housing, advance equality of opportunity, and deliver wider social benefits for the borough.

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	Potential for temporary noise, dust and access disruption during construction, disproportionately affecting older residents, disabled people and families.	Develop and implement a robust Construction Management Plan with specific measures to minimise noise, dust, traffic and route disruption; ensure early notifications to neighbours and accessible communication formats.	Prior to construction and monitored throughout construction phase
2	Potential increased demand for local GP surgeries, pharmacies and community health services due to an increase in older residents.	Early engagement with local NHS primary care networks and pharmacies to plan for any short-term increases in demand; ensure clear pathways for signposting to appropriate services.	Pre-occupation and reviewed 6 months post-occupation
3	Risk of lower engagement or perceived ineligibility among minority ethnic groups, residents with language barriers, and people of non-Christian faiths (due to operator being a Christian charity).	Create inclusive outreach and communications, translated where appropriate; explicitly state non-discriminatory eligibility; engage community groups to raise awareness.	Prior to marketing and during initial lettings
4	Risk that LGBT, trans and non-binary older people may face discrimination or feel less welcome in communal settings.	Ensure provider adopts and publicises clear anti-discrimination policies, staff training, and early intervention procedures; reinforce inclusive behaviour expectations among residents.	Prior to occupation and ongoing
5	Potential occupational segregation associated with lower-paid roles (cleaning, care, admin) being disproportionately filled by women or minority ethnic groups.	Work with the Registered Provider to ensure inclusive recruitment practices, fair pay (Real Living Wage), progression pathways and equal opportunities policies.	At recruitment stage and annually reviewed
6	Need to ensure residents benefit from the neighbourliness, communal living and social-connectedness model to reduce isolation.	Develop a social activity programme across the federated alms house sites; support inter-site events, gardening clubs, communal dining and peer support networks.	First year of occupation and ongoing



Ann Moss Way and 153-159 Abbeyfield Road Embodied Carbon Technical Note

Project Title	Ann Moss Way and 153-159 Abbeyfield Road, London Borough of Southwark	Our Ref	2774RAM
Subject	Embodied Carbon (Stage 1) – Technical Note	Date	24/02/2026
Author	MCS	Project Ref	2774RAM-MET-XX-XX-T-O-9820-A1-C03_Embodied Carbon Technical Note

1 Executive Summary

Method Consulting LLP has been appointed by Southwark London Borough Council to conduct a high-level, life-cycle assessment analysis of embodied carbon emissions (measured in carbon dioxide equivalents, kgCO₂e) for the proposed re-development of two almshouses at Ann Moss Way and 153-159 Abbeyfield Road in Southwark, Greater London.

This technical note presents a high-level estimate for the upfront carbon to practical completion (A1-A5) and embodied carbon (A1-C4) of the proposed buildings, as well some potential carbon reduction options for consideration as the design progresses. The current modelling reflects a worst-case scenario at this feasibility stage, over a life-cycle period of 60 years.

The principal results are as follows:

Ann Moss Way

- Upfront Carbon to Practical Completion (A1-A5): 503 kgCO₂e/m²
- Embodied Carbon (A1-C4): 1,094 kgCO₂e/m²

153-159 Abbeyfield Road

- Upfront Carbon to Practical Completion (A1-A5): 648 kgCO₂e/m²
- Embodied Carbon (A1-C4): 1,346 kgCO₂e/m²

2 Introduction

The proposed design for Ann Moss Way is a six-storey residential building with 29 homes, and a gross internal area (GIA) of 2,321m². The proposed design for 153-159 Abbeyfield Road is a six-storey residential building with 20 homes, and a gross internal area of 1,630m².

The table below indicates a description of the existing buildings proposed to be demolished, and those to be constructed.

Project	Existing Buildings – To Be Demolished	Proposed Buildings – To Be Constructed
Ann Moss Way	Brick, pitched roof, 2 storeys, date of building (circa 1990s), approximately 687m ² .	Concrete frame, brick façade, flat roof, 6 storeys, anticipated 60 year lifespan, approximately 2,321m ² .
153-159 Abbeyfield Road	Brick, pitched roof, 2 storeys, date of building (circa 1980s), approximately 760m ² .	Concrete frame, brick façade, flat roof, 6 storeys, anticipated 60 year lifespan, approximately 1,630m ² .

Table 1: Ann Moss Way and 153-159 Abbeyfield Road – Existing and Proposed Building Descriptions

3 Methodology

This assessment has been undertaken in compliance with RICS' Whole Life Carbon Assessment for the Built Environment (Second Edition, Version 3 – 2024); the latest professional standard and methodology for undertaking whole life carbon assessments in the United Kingdom.

It should be noted that this methodology currently does not align with the Greater London Authority's (GLA) requirements for whole life carbon, which at this time uses the first edition of RICS' professional standard.

The scope of assessment includes:

- Substructure
- Superstructure
- Internal finishes
- Fittings, fixtures, and equipment
- Building services
- External works (hard and soft landscaping only)

The analysis was conducted using One Click LCA, a dedicated life-cycle assessment (LCA) tool, which allows the embodied carbon impacts for all the specified materials to be modelled using the One Click LCA “Whole life carbon assessment – RICS, 2nd Edition” database. As the designs are at an early stage, One Click LCA’s “Carbon Designer 3D” was used to generate an initial estimate of the building’s massing and areas, based on measurements taken from the massing and capacity studies provided by the Client. These models were then edited to reflect the proposed designs as accurately as possible at this early stage.

For transport distances, product wastage, and end-of-life disposal process, defaults stated in the RICS standard have been used. For pre-construction demolition, construction site impacts (electricity, fuel, and water usage), maintenance impacts, repair impacts, and end-of-life demolition impacts, scenarios provided by the modelling tool were used to generate an estimated embodied carbon results for this project.

The embodied carbon results provided in this technical note relate to modules A1-A5 (upfront carbon) and modules A1-C4 (embodied carbon) as shown in the figure below:

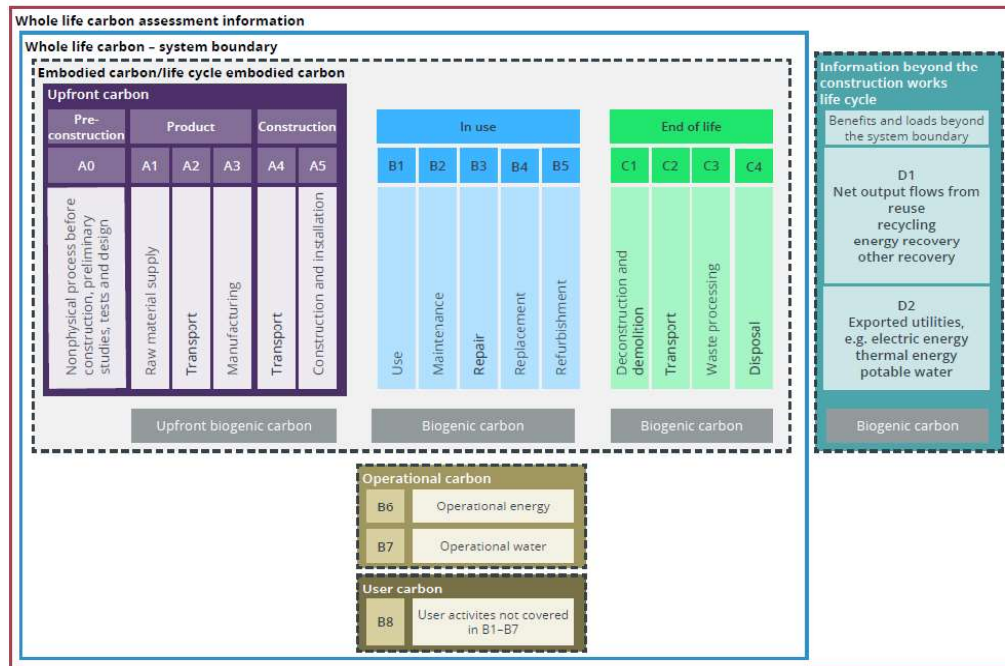


Figure 1: “Building and Infrastructure Life-Cycle Stage and Information Modules” (RICS, 2024)

This embodied carbon assessment excludes operational carbon emissions associated with operational energy (B6) and operational water (B7). Modules D1 and D2 relating to circular economy are included for reference within the appending RICS reporting template outputs.

4 Results – Ann Moss Way

The table below details the embodied carbon results for the current proposed design of Ann Moss Way, broken down by life-cycle stage and over the whole life-cycle period of 60 years.

The embodied carbon (A1-C4) is **2,539 tonnes CO₂e (1,094 kgCO₂e/m² GIA)**, of which the upfront carbon at practical completion (A1-A5) is **1,167 tonnes CO₂e (503 kgCO₂e/m² GIA)**.

Embodied Carbon Over Life-Cycle (tonnes CO ₂ e)	Upfront Carbon to Practical Completion (A1-A5)	Embodied Carbon (A1-C4)
Pre-Construction Demolition Impacts	24	24
Substructure	140	167
Frame	179	199
Upper Floors and Roof	228	254
Stairs and Ramps	19	22
External Walls	101	165
Windows and External Doors	52	109
Internal Walls and Partitions	40	57
Internal Doors	7.8	23
Internal Finishes	43	378
Fittings, Fixtures, and Equipment	35	183
Building Services	234	763
External Works	39	90
Total Embodied Carbon (tonnes CO₂e)	1,167	2,539
Total Embodied Carbon (kgCO₂e)	1,166,677	2,539,221
Embodied Carbon Intensity (kgCO₂e/m² GIA)	503	1,094

Table 2: Ann Moss Way – Embodied Carbon (kgCO₂e) and Embodied Carbon Intensity (kgCO₂e/m²) Results

5 Results – 153-159 Abbeyfield Road

The table below details the embodied carbon results for the current proposed design of 153-159 Abbeyfield Road, broken down by life-cycle stage and over the whole life-cycle period of 60 years.

The embodied carbon (A1-C4) is **2,194 tonnes CO₂e (1,346 kgCO₂e/m² GIA)**, of which the upfront carbon at practical completion (A1-A5) is **1,056 tonnes CO₂e (648 kgCO₂e/m² GIA)**.

Embodied Carbon Over Life-Cycle (tonnes CO ₂ e)	Upfront Carbon to Practical Completion (A1-A5)	Embodied Carbon (A1-C4)
Pre-Construction Demolition Impacts	27	27
Substructure	87	104
Frame	141	155
Upper Floors and Roof	183	205
Stairs and Ramps	19	21
External Walls	135	221
Windows and External Doors	47	97
Internal Walls and Partitions	101	140
Internal Doors	4.8	14
Internal Finishes	57	394
Fittings, Fixtures, and Equipment	20	105
Building Services	159	520
External Works	2.5	5.8
Total Embodied Carbon (tonnes CO₂e)	1,056	2,194
Total Embodied Carbon (kgCO₂e)	1,055,574	2,194,450
Embodied Carbon Intensity (kgCO₂e/m² GIA)	648	1,346

Table 3: 153-159 Abbeyfield Road – Embodied Carbon (kgCO₂e) and Embodied Carbon Intensity (kgCO₂e/m²) Results

For both buildings, the current hotspots of embodied carbon include building services, internal finishes and fittings, furnishings, and equipment, however, these elements were modelled as estimations based on a worst-case scenario by material (e.g., vinyl) and lifespan (e.g., 7 years for vinyl, 15 years for heat pumps, as per RICS guidance).

An uncertainty factor of 15% has been applied to the results totals, but not the elemental breakdowns, as per RICS guidance.

6 Potential Carbon Reduction Options

The modelling reflects a worst-case scenario in terms of quantities and materials used in the proposed design. The list below includes suggestions for potentially reducing the embodied carbon results of the two projects:

- Cement replacement, where cast in-situ concrete is proposed.
- Alkali-activated precast concrete.
- Steel manufactured at an electric arc furnace, with a high recycled content
- Long-lasting façade materials such as brick, tile, stone, and precast concrete.
- Aluminium-timber composite or timber windows and external doors.
- The use of timber for in-fill walls and partitions, floor slabs/decks, and stairs.
- Mineral wool insulation, where possible, for floors, in-fills, pipes, and ducting.
- Hard-wearing finishes such as carpet and vinyl with a minimum 15-year warranty.
- For building services, investigate different options such as point-of-use water heaters, using a low global warming potential refrigerant such as R-290,
- For hard landscaping, consider low temperature asphalt, asphalt with a high recycled binder content, reused or recycled aggregate for sub-bases, block paving.

7 Conclusion

For Ann Moss Way, the demolition and construction impacts incur 503 kgCO₂e/m² GIA up to the practical completion of the building, and 1,094 kgCO₂e/m² over a 60-year assessment period.

For 153-159 Abbeyfield Road, the demolition and construction impacts incur 648 kgCO₂e/m² GIA up to the practical completion of the building, and 1,346 kgCO₂e/m² over a 60-year assessment period.

An estimated rate of 35 kgCO₂e/m² GIA has been included to account for the pre-construction demolition impacts of the existing buildings.

For residential, apartment buildings, the current industry benchmarks for upfront carbon up to practical completion (based on the UK Net Zero Carbon Buildings Standard) are 490 kgCO₂e/m² for 2027, and 450 kgCO₂e/m² for 2028. For a whole life-cycle assessment period of 60 years, industry-wide targets are still being developed, however, locally-set targets are around 800-900 kgCO₂e/m².

Neither Ann Moss Way or 153-159 Abbeyfield Road meet these industry benchmarks at this stage, however, it should be reiterated that this technical note is based on a feasibility stage model using assumed build-ups and reflects a worst-case scenario. It is anticipated that as the designs are progressed the embodied carbon figures will reduce, particularly if carbon reduction options (as noted in Section 6) are incorporated into the design. Whilst outside the scope of this assessment, the scheme likely has operational energy benefits through a much improve fabric when compared to the existing buildings.

8 Modelling Assumptions

A non-exhaustive summary of assumptions and limitations for material types and quantities is listed below. Unless otherwise specified by the design team, the following product specifications have been included, as per the default specifications for main building materials from RICS' Whole Life Carbon for the Built Environment (2024) professional standard:

Pre-Construction Demolition Impacts

- For Ann Moss Way, the existing building GA (687m²) was used to account for pre-construction demolition impacts, whilst for 153-159 Abbeyfield Road, an approximate estimate of 760m² was used.

Substructure

- One Click LCA's "Carbon Designer 3D" estimated the substructure to include footing foundations, with a lowest floor slab of 300mm.

Superstructure

- Following discussions with the Client, both buildings were modelled as a cast in-situ concrete frame, with concrete floor and roof slabs.
- Due to the stepped massing proposals of Ann Moss Way, the frame and external walls are likely to be an over-estimate due to limitations within the modelling tool. These quantities were generated by One Click LCA's Carbon Designer 3D.
- The external wall build-up was modelled as two layers of plasterboard (including fire board), vapour control layer, steel framing system with in-fill mineral wool insulation, sheathing board, and brick slip façade system.
- The quantities for the internal walls and partitions, and windows and doors, were taken as estimates from the massing and capacity studies.
- The internal party wall build-up was assumed to be two layers of plasterboard (including fire board) on each side, vapour control layer, steel framing system with in-fill mineral wool insulation, and a breather membrane.
- The windows were assumed to be aluminium-framed and triple-glazed.
- The external doors were assumed to be aluminium-framed, and glazed, whilst the internal doors were assumed to be wooden.

Internal Finishes

- For wall finishes, it was assumed all internal-facing walls would have a plaster finish and two coats of emulsion paint.
- For floor finishes, it was assumed all flooring would be self-adhesive vinyl.
- For ceiling finishes, it was assumed this would be plasterboard, with a plaster and emulsion paint finish.

Fittings, Fixtures, and Equipment

- All kitchen appliances, kitchen cabinets/cupboards, and bathroom cabinets/cupboards have been included in the modelling.
- At this stage, all non-fixed FF&E has been excluded from the modelling.

Building Services

- The building services strategy was assumed to be a water-based air-source heat pump system, with domestic hot water 'top-up' cylinder, individual for each apartment. This was based on a Mitsubishi "Ecodan" R-32 system.
- The annual refrigerant leakage rate was set as 4%, and the end-of-life refrigerant leakage rate was set as 2%, following CIBSE TM59 guidance.
- Template scenarios were used to model the following systems: heating, ventilation, cold water, domestic hot water, drainage, electricity, lighting, fire alarm, CCTV, access control and sprinklers.

External Works

- It was assumed that any hard landscaping would be asphalt, with a sub-base of 150mm, a binder layer of 40mm, and a surface layer of 20mm. This was modelled to ensure a worst-case scenario.
- For any soft landscaping, due to modelling limitations, this was modelled as 100mm of soil substrate.

9 RICS Whole Life Carbon Reporting Templates

The whole life carbon reporting templates from RICS has been appended to this report. The results are presented in decarbonised, then non-decarbonised order for Ann Moss Way then 153-159 Abbeyfield Road.

Carbon emissions where they can be broken down into elements																				
0.1 Treatment and demolition works Facilitating works					24000															
1 Sub-structure	0	120000	3600	20000					1500						1500	4200	12000	17	-8300	
Super structure																				
2.1 Frame																				
2.2 Upper floors	-3700	350000	14000	58000					5700						4600	13000	3600	1600	-28000	
2.3 Roof																				
2.4 Stairs and ramps																				
Super structure																				
2.5 External envelope including roof finishes	-2400	130000	6300	18000					2100	53000					1700	1100	6200	1500	-19000	
2.6 Windows and ext doors																				
Super structure																				
2.7 Internal walls and partitions	-14000	38000	4200	5500					610	12000					490	720	15000	4800	-5800	
2.8 Internal doors																				
3 Finishes	0	33000	4100	6300					530	160000					430	810	12000	6100	-20	
4 FF&E	-2800	29000	2500	3400					470	68000					380	66	12000	30	-3600	
5.1 Public Health	-300	11000	860	1700					750	12000					150	23	4.7	0.075	-785	
5.2 Heating, Ventilation and Cooling (HVAC)	-980	84000	3400	11000				53000	5500	98000					1500	94	1500	1.4	-7200	
5.3 Electrical installations	-22	62000	3600	6900					4100	56000					790	94	43	0.55	-8100	
5.4 On site renewable energy generation																				
5.5 Systems including life safety, fuel installations, lift and conveyor installations, services equipment, disposal installations, specialist installations, builders work in connection with services	0	40000	4800	6100					2700	29000					520	130	30	0.17	-12000	
6 Pre-fabricated buildings and units																				
7 Works to existing buildings																				
8 External works (within the site boundary)	0	1500	1700	630					25	1300					20	1100	280	4.5	-840	
8 External works (outside the site boundary)																				
Sub-totals kgCO2e	-25000	900000	49000	160000				53000	24385	490000				0	12080	21000	63000	14000	-94000	-9900

Carbon emissions where they can be broken down into elements																				
0.1 Treatment and demolition works Facilitating works					24000															
1 Sub-structure	0	120000	3600	20000				3800							3000	8300	12000	17	-17000	
Super structure																				
2.1 Frame																				
2.2 Upper floors	-3700	350000	14000	58000				11000							9200	25000	3600	1600	-56000	
2.3 Roof																				
2.4 Stairs and ramps																				
Super structure																				
2.5 External envelope including roof finishes	-2400	130000	6300	18000				4200	110000						3300	2300	6200	1500	-88000	
2.6 Windows and ext doors																				
Super structure																				
2.7 Internal walls and partitions	-14000	38000	4200	5500				1200	24000						980	1400	15000	4800	-12000	
2.8 Internal doors																				
3 Finishes	0	33000	4100	6300				1100	310000						850	1600	12000	6100	-40	
4 FF&E	-2800	29000	2500	3400				940	140000						760	130	12000	20	-7200	
5.1 Public Health	-300	11000	860	1700				1500	23000						290	45	4.7	0.075	-1600	
5.2 Heating, Ventilation and Cooling (HVAC)	-980	84000	3400	11000			110000	11000	200000						3000	190	1500	1.4	-14000	
5.3 Electrical installations	-22	62000	3600	6900				8100	110000						1600	190	43	0.55	-16000	
5.4 On site renewable energy generation																				
5.5 Systems including life safety, fuel installations, lift and conveyor installations, services equipment, disposal installations, specialist installations, builders work in connection with services	0	40000	4800	6100				5300	58000						1000	380	30	0.17	-23000	
6 Pre-fabricated buildings and units																				
7 Works to existing buildings																				
8 External works (within the site boundary)	0	1500	1700	630				50	2500						40	2100	280	4.5	-1700	
8 External works (outside the site boundary)																				
Sub-totals kgCO2e	-25000	900000	49000	160000			110000	48190	970000	0					24000	42000	63000	14000	-190000	-20000

Carbon emissions where they can be broken down into elements																			
0.1 Treatment and demolition works Facilitating works					27000														
1 Sub-structure	0	74000	2300	11000		940								750	2700	7400	11	-5300	
Super structure																			
2.1 Frame																			
2.2 Upper floors	-2600	290000	11000	40000		3700	1600							2900	11000	2600	1100	-23000	
2.3 Roof																			
2.4 Stairs and ramps																			
Super structure																			
2.5 External envelope including roof finishes	-2700	160000	7500	18000		2000	61000							1600	1500	5400	2100	-24000	
2.6 Windows and ext doors																			
Super structure																			
2.7 Internal walls and partitions	-18000	89000	6100	11000		1100	14000							900	1700	20000	12000	-13000	
2.8 Internal doors																			
3 Finishes	0	45000	5000	7100		560	160000							450	1400	8600	11000	-95	
4 FF&E	-560	17900	1400	1500		220	39000							170	38	7100	3.8	-2400	
5.1 Public Health	-210	8100	430	1000		510	8200							81	16	3.4	0.054	-550	
5.2 Heating, Ventilation and Cooling (HVAC)	-680	58000	2400	6000		37000	3600	68000						880	66	1000	0.98	-5000	
5.3 Electrical installations	-15	43000	2500	3900			2700	39000						430	66	30	0.39	-5700	
5.4 On site renewable energy generation																			
5.5 Systems including life safety, fuel installations, lift and conveyor installations, services equipment, disposal installations, specialist installations, builders work in connection with services	0	26000	3100	3500		1600	18000							260	85	20	0.12	-7900	
6 Pre-fabricated buildings and units																			
7 Works to existing buildings																			
8 External works (within the site boundary)	0	1000	1100	390		13	840							10	680	180	2.9	-550	
8 External works (outside the site boundary)																			
Sub-totals kgCO2e	-25000	810000	43000	130000		37000	16943	410000			0			8431	19000	52000	26000	-88000	-7800



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One St Aldate's
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Deck 2, Penitrie House
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TR9 1ES

Meeting Name:	Cabinet
Date:	16 March 2026
Report title:	Gateway 2: Mental Health Supported Housing Provision
Cabinet Member:	Councillor Evelyn Akoto, Health and Wellbeing
Ward(s) or groups affected:	All
Classification:	Open
Reason for lateness (if applicable):	N/a
From:	Strategic Director of Children and Adult Services

FOREWORD – COUNCILLOR EVELYN AKOTO, CABINET MEMBER FOR HEALTH AND WELLBEING

Mental health supported housing is one of the quiet foundations of our local health and care system. For more than 250 Southwark residents, it is the difference between stability and crisis, between recovery and repeated relapse.

The people supported through these services are often living with severe mental ill health alongside homelessness, trauma, poverty or involvement with the criminal justice system. Without structured housing and consistent support, many would face hospital readmission or rough sleeping. This provision is therefore not only compassionate, it is preventative and cost effective.

This report also speaks to inequality in our borough. Severe mental ill health is closely linked to socioeconomic disadvantage and social exclusion and disproportionately affects some of our communities. Supported housing is a practical intervention that interrupts that cycle, providing stability, culturally competent support and a route back into independence.

Through this procurement we are moving from historic implied arrangements to strategically commissioned contracts with clearer standards, stronger oversight and defined expectations around quality and outcomes. A robust evaluation process has identified providers capable of delivering high quality services and best value. All successful providers have committed to the Council's 2030 Procurement Framework, including payment of at least the London Living Wage, and to supporting our climate commitments.

With contracts commencing in July 2026, a structured mobilisation will ensure continuity for residents and stability for staff. Above all, this report is about securing safe homes and the right support for some of the most vulnerable

adults in Southwark, investing in fairness, prevention and long-term wellbeing for our borough.

RECOMMENDATIONS

1. That cabinet approves the award of eight contracts for the delivery of Mental Health Supported Housing Provision. The contracts will commence on 06 July 2026, for a period of either four or five years as shown in the table in paragraph 2, with an option to extend for a further two years, for an estimated maximum annual contract value of £1.95m and a whole life contract value inclusive of extensions of £12.88m.
2. Contracts recommended for award:

Four-year contracts to align with Integrated Care Board (ICB) contracts

Provider	Lots	Sub-lots/ scheme	Initial Contract Term (years)	Annual Contract Value	Initial Contract Value	Total Contract Value (4+ 2-years)
Turning Point Services Ltd	Lot 1 - High needs	Lot 1b	4	£384,120	£1,536,480	£2,304,720
Hestia Housing and Support	Lot 3 - High needs (24-hour support)	Lot 3	4	£386,287	£1,545,148	£2,317,722
Totals				£770,407	£3,081,628	£4,622,442

Five-year contracts

Provider	Existing Buildings Available (Y/N)	Lots	Sub-lots/ scheme	Initial Contract Term (years)	Annual Contract Value	Initial Contract Value	Total Contract Value (5+ 2-years)
Peabody Trust	N	Lot 2 - Medium support	Lot 2a	5	£177,143	£885,715	£1,240,001
Southside Partnership	N		Lot 2d	5	£125,343	£626,715	£877,401
Hestia Housing and Support	Y	Lot 4 - Medium support	Lot 4a	5	£225,987	£1,129,935	£1,581,909
Southside Partnership	Y		Lot 4b	5	£196,467	£982,335	£1,375,269
Hestia Housing and Support	Y		Lot 4c	5	£243,757	£1,218,785	£1,706,299

Provider	Existing Buildings Available (Y/N)	Lots	Sub-lots/ scheme	Initial Contract Term (years)	Annual Contract Value	Initial Contract Value	Total Contract Value (5+ 2-years)
St Mungo Community Housing Association	Y		Lot 4d	5	£211,123	£1,055,615	£1,477,861
Totals					£1,179,820	£5,899,100	£8,258,740
Total four- and five-year contracts					£1,950,227	£8,980,728	£12,881,182

3. That Cabinet note one lot for short term medium support within this procurement was unable to be awarded due to the lack of quality bids. Available options, including conducting single supplier negotiations to award the contract, are currently under review.
4. That Cabinet note the approval of any unawarded lot following the chosen procurement exercise will be approved by the Strategic Director for Children and Adult Services, in consultation with the Cabinet Member for Health and Wellbeing for a period of five years with an option to extend for a further two years (5+2).
5. That cabinet notes the total estimated maximum value for the contract not awarded is £193k per annum and a whole life contract value of £1.35m over the lifetime of the contract.
6. That cabinet note the change to the procurement strategy within the GW1 procurement strategy report as set out in paragraph 13.

REASONS FOR RECOMMENDATIONS

7. The reasons for the recommended contract award/s are detailed in paragraphs 20 - 41 of this report.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

8. The alternative options to the procurement strategy were set out in the section entitled Options for Procurement Route in the GW1 procurement strategy report found in the background documents.

POST DECISION IMPLEMENTATION

9. Once the recommendation(s) within this report have been approved:
 - i. Eight contracts awarded.
 - ii. A three-month mobilisation period will commence with all eight contracts due to start 6 July 2026.

- iii. The details of the planned contract management and monitoring regime is detailed out in paragraphs 72 - 73 of this report.
- iv. The timeline for implementation of this report is within the timelines within the body of the report at paragraph 19.

BACKGROUND INFORMATION

10. The council currently funds 255 units of supported housing through contracts with eight providers delivered from 28 buildings. These services support people with multiple and high needs that often mean they are socially excluded. Mental health is a common thread and there are other issues such as homelessness, involvement in the criminal justice system, substance misuse, and social care needs.
11. A Gateway 1 (GW1) procurement strategy report for the Provision of Mental Health Supported Housing and Outreach Services was approved by Cabinet in July 2021. Officers subsequently launched a tender for Mental Health Supported Housing services in September 2022.
12. The council initially planned a "route to market" to buy a fixed number of units, but this strategy proved problematic for existing landlords and prospective providers, leading to market concerns. Following a review, the council decided to pause this procurement to further assess and revise its approach, and to develop a more flexible strategy.
13. The revised procurement strategy included the following changes:
- a. Current services were grouped into lots per scheme depending on availability of buildings and level of support needs.
 - b. Evaluation methodology was changed to a price per point of quality.
14. A key component of procuring these services was to seek permission from existing landlords to allow the council to include their buildings within the tender. Permission was granted by the majority of landlords however three landlords who own 50% of the buildings and are also support providers did not grant permission.
15. For 14 buildings where permission was not granted, a requirement was included in the tender for bidders to identify and secure alternative, comparable buildings from which they could deliver the services.
16. Mental Health high and medium support contracts within scope of this procurement are included in the table below:

Lots	Description	No. of Contracts
Lot 1 and 3 – High support	Mental health (high and medium support needs)	8

Lots	Description	No. of Contracts
Lot 2 and 4 – Medium support		
Total no. of contracts		8

17. The outcome of Lot 2e (the unawarded lot) is detailed in paragraph 66.

18. Two of the eight contracts recommended for award within this procurement are to be contracted for an initial period of four-years with a two-year extension to align with the ICB contracts that commenced in 2024, with a view to conduct a joint collaborative procurement in the future.

Procurement project plan (Key Decision)

19.

Activity	Completed by/Complete by:
Forward Plan (If Strategic Procurement) Gateway 2	01/01/2021
Briefed relevant cabinet member (over £100k)	30/03/2021
Approval of Gateway 1: Procurement Strategy Report	22/07/2021
Invitation to tender	09/10/2024
Closing date for return of tenders	11/04/2025
Completion of evaluation of tenders	12/09/2025
DCRB Review Gateway 2:	14/01/2026
CCRB Review Gateway 2:	22/01/2026
CMT Review	03/02/2026
Notification of forthcoming decision – despatch of Cabinet agenda papers	01/02/2026
Approval of Gateway 2: Contract Award Report	10/03/2026
End of Scrutiny Call-in period and notification of implementation of Gateway 2 decision	19/03/2026
Debrief Notice and Standstill Period	23/03/2026
Contract award	24/03/2026
Add to Contract Register	25/03/2026
Publication of award notice in Find a Tender Service	25/03/2026
TUPE (Transfer of Undertakings (Protection of Employment)) Consultation period	05/07/2026

Contract start	06/07/2026
Contract completion date (ICB alignment 4-year contracts)	05/07/2030
Contract completion date (5-year contracts)	05/07/2031
Contract completion date (ICB alignment) if extension(s) exercised	05/07/2032
Contract completion date – if extension(s) exercised	05/07/2033

KEY ISSUES FOR CONSIDERATION

Description of procurement outcomes

20. The council supports people with multiple needs that often mean they are socially excluded. The new services will promote social inclusion by:

- Supporting residents with multiple needs to live as independently as possible, developing the skills necessary to move on from supported housing and into independent living.
- Supporting proactive recovery, in a way that accepts and manages risk, by co-defining and making progress toward positive aspirations.
- Working with partners including housing, homelessness, substance misuse, clinical mental health, and social care services.

21. The procurement outcome has resulted in five providers (three new providers to this service in Southwark) being recommended for contract award as set out in the table below:

Service	Lots	Recommended Provider
High Needs	1b	Turning Point Services Ltd*
	3	Hestia Housing and Support *
Medium Support	2a	Peabody Trust*
	2d and 4b	Southside Partnership
	4a and 4c	Hestia Housing and Support *
	4d	St Mungo Community Housing Association

*New providers to the service in Southwark.

22. By securing a diverse provider base, the council and residents can benefit from access to a broader spectrum of skills and creative solutions to local challenges, with services that are better equipped to respond to the individualised needs of residents.

23. Additionally, by moving to strategically commissioned arrangements, the council will benefit from improved contractual levers which will enable

improved quality oversight and enable the council to enforce provision of relevant priorities – for example payment of at least London Living Wage.

Lot 1b Recommended Provider for High Needs

24. Turning Point Services Ltd is the recommended provider for this service. Turning Point Services Ltd are a London-based national organisation with 60-years' experience of delivering support covering severe and enduring mental illness. They will be a new provider for this service but have delivered high support mental health services via a contract with South East London ICB (Integrated Care Board) since 1998.
25. Throughout the tender process, they demonstrated a good understanding and knowledge of the requirements the council were seeking for this service. Their service delivery model demonstrated how residents will benefit from holistic assessments, co-produced support plans and use of digital tools to enhance engagement and outcomes. Their experience in working collaboratively with NHS partners and local authorities, including in Southwark, positions Turning Point Services Ltd strongly to deliver safe, person-centred care for residents with mental health needs.

Lot 2a Recommended Provider for Medium Support

Peabody Trust is the recommended provider for this service. With over 25 years of experience providing housing and mental health support across London and the Southeast, Peabody combines its extensive property portfolio with a strong commitment to improving mental health outcomes. For Lot 2a, Peabody Trust will act as both provider and landlord, leveraging ownership of the building to ensure stability and continuity of care

26. Peabody Trust demonstrated experience of developing and implementing innovative ideas to continuously improve their service delivery model ensuring quality outcomes for residents. Their approach is rooted in person-centred planning and proactive engagement, helping residents build resilience and independence.
27. Peabody Trust benefit from high staff retention offering attractive staff benefit packages including a range of flexi benefits coupled with a values-based recruitment process, ongoing specialised training offer and developing a can-do culture with ongoing support and supervision. Throughout this procurement process, a strong alignment to the specification and key deliverables of this service was evidenced.

Lots 2d and 4b Recommended Provider for Medium Support

28. Southside Partnership is the recommended provider for this service. The provider is a current provider to Southwark based in London and has supported adults with mental health support needs across London for 30+ years. They currently support 290 people with mental health support needs in 37 accommodation-based locations across London.

29. Southside Partnership demonstrated how they use strengths-based support planning and six-monthly person-centred reviews, to support people to reach their goals using their Quality of Life (QoL) Framework.
30. The Framework and its domains are used to encourage conversations to ascertain each person's wants and desires and what support they need to achieve them.
31. They have social inclusion programmes which include peer-led creative arts Connect and Do sessions. Activities are online or in person and focussed on supporting people to build friendships and learn new skills. The programme is open to everyone living in London, intending to reach and support people who are most at risk of social isolation.

Lots 3, 4a and 4c Recommended Provider for High and Medium Support

32. Hestia Housing and Support is the recommended provider for these services. They have 50+ years of experience delivering person-centred, impactful supported housing services for vulnerable people. Last year they supported 19,346 service users across 70+ services in 22 London boroughs, Kent and Slough.
33. Their service portfolio covers a diverse range of services from Mental Health Supported Housing, Single Homeless Housing, Domestic Abuse Refuges and Modern Slavery Safehouses to name but a few.
34. Hestia Housing and Support demonstrated their experience in delivering innovative services introducing a specific focus on rehabilitation, recovery & accessibility to promote independence and facilitate move-on/step-down through the service and into communities.

Lot 4d Recommended Provider for Medium Support

35. St Mungo Community Housing Association is the recommended provider for lot 4d. St Mungo Community Housing Association are a leading national charity who are an established provider offering mental health support to people experiencing homelessness, as well as services supporting residents with eligibility under the Care Act and/or Mental Health Act.
36. St Mungo Community Housing Association demonstrated throughout the tender process their ability to support clients to connect and access community services and initiatives, empowering them to overcome challenges (e.g. poor health, social isolation), and build their support network and independence.
37. St Mungo Community Housing Association are the leading provider of homelessness outreach services in Southwark and have been delivering Semi-Independent Housing (SIH) Service since 2011.

Policy implications

38. The refreshed Council Plan 'Southwark 2030' sets out the council's priorities and commitments to residents of Southwark. This procurement is aligned to the delivery plan's fifth key goal 'Staying well'.
39. The 'Staying well' goal's aim is to address challenges faced by many residents experiencing poor mental and physical health through early intervention, preventative care, and community-based support which is essential to improving the overall wellbeing of Southwark's diverse population.
40. Southwark 2030 Procurement Framework (SWPF) which was adopted by cabinet in June 2025, replaces the previous Fairer Future Procurement Framework (FFPF) under which this procurement has been conducted.
41. This procurement activity has adhered to practices set out in the Fairer Future Procurement Framework, which details ethical and environmental standards, social value commitments, and best procurement practice.

Tender process

42. The tender for the provision of Mental Health Supported Housing services was advertised in the following places:
 - Find a Tender service
 - ProContract portal (the council's e-procurement portal)
 - Contracts Finder
43. Due to the value of the procurement being in excess of the threshold for Light Touch Regime (LTR) Services there was a requirement to follow the Light Touch Regime prescribed under the Public Contract Regulations 2015, which was in force at the time the procurement commenced, and to demonstrate compliance with general principles of transparency and equal treatment.
44. A cross-functional team of officers from the council's commissioning, contracts management, housing and adult social care teams as well as representatives from the South London and Maudsley NHS (SLAM) were involved in evaluating and shortlisting bidders throughout the procurement exercise.
45. This procurement assessed the bidders' understanding of the service aims, the creditability of their service delivery model and approach to achieving service outcomes.
46. The competitive tender process included an evaluation of method statements, scored bidder presentations and contract prices.

47. For the bidders bidding for lots 1 and 2, their ability and plans to source buildings was assessed during the presentation stage.
48. The tender process took the form of a restricted procedure (two-stage process), which included a prequalification stage, where bidders submitted a Selection Questionnaire (SQ) which was evaluated by the evaluation panel. All bidders who met the selection criteria, were shortlisted and invited to tender.
49. The tender evaluation process was undertaken in three stages, first stage was the evaluation of the tender method statements, the second stage was evaluation of prices both of which contributed to the Price per Quality Point (PQP), the highest ranked bidders in each of the lots were shortlisted for bidder presentations, which were scored and contributed to the final PQP.
50. The PQP is an evaluation methodology where bidders are awarded a quality score, and the price is then divided by this score to determine the cost for each point of quality received. This identifies the most economically advantageous tender by showing which bid offers the best quality for the money spent. The highest ranked bidders are the bidders who have achieved the lowest PQP score.
51. The published tender documents set out the procurement timeline, the tender process, evaluation methodology and an indicative contract commencement date.
52. Bidders invited to tender, were also given the opportunity for site visits where they could assess the available buildings for lots 3 and 4 and submit any relevant clarifications for the respective landlords.

Tender evaluation

53. All bidders were required to complete a (SQ), provide responses to method statements, and complete a price schedule for the respective lots they were bidding for.
54. There were 44 SQ applications received. 21 bidders passed the SQ stage, which included their financial assessment and were invited to tender.
55. Of the 21 organisations that were invited to tender, 15 tender submissions were received. One bidder opted out due to being “unable to meet the requirements” and five provided no reasons as to why they did not submit tenders.
56. The tender evaluation comprised an initial PQP score post moderation of the method statements which determined the shortlist for bidders invited to the presentation stage and a final PQP score which included the presentation scores.

57. The evaluation of tenders was based on a price per quality criterion of 85% weighting and a bidder presentation criterion of 15% weighting. As stipulated in the ITT document; for the first calculation, bidders who met the quality minimum scores were given a baseline score of 60% and a weighting of 40% applied to their weighted method statement scores. The baseline score and total weighted method statement score were added together to form a total weighted quality score which was used in the PQP calculation to determine the presentation shortlist.
58. For the second and final calculation, bidders were given a baseline score of 60% and a weighting of 25% applied to their weighted method statement score and 15% applied to their weighted presentation score. The baseline, method statement and presentation weighted scores were added together to form a total weighted score which was used in the PQP calculation to determine the successful bidder in each lot.
59. The method statements were scored 0 – 5 and some questions had a minimum threshold score to ensure minimum quality standards were met. The responses to the method statements from each bidder were evaluated and scored individually by an evaluation panel consisting of council officers across commissioning and adult social care. The commercial aspects (i.e. the price) of the bids were evaluated by the lead procurement officer.
60. The method statement questions were on key areas such as:
- Service delivery
 - Lot Specific responses
 - KPIs
 - Partnership working
 - Leadership and Workforce
 - Mobilisation
 - Social Value & Climate Change Commitments
61. Tendered prices were checked to ensure that they did not exceed the maximum contract values stipulated within the tender documents.
62. In order to pass the initial quality evaluation stage and be invited to the presentation stage, bidders were required to meet a threshold quality score of 60% which included four questions with a minimum score of 3. Ten bidders met this threshold and progressed to the presentation stage. 5 bidders failed to meet the minimum quality score, and detailed feedback was provided to all. Of the ten bidders, one bidder withdrew prior to the presentation stage citing a change to their business model in this service area.
63. After the initial PQP calculation, letters were sent to bidders informing them of whether they had been selected and invited to the presentation stage. Bidders who hadn't been successful at passing this stage were also informed of the evaluation outcome. Detailed feedback was provided to unsuccessful bidders.

64. At presentation stage, bidders were asked to deliver a 20-minute power point presentation to Panel Members on key aspects of their service delivery including the flexibility of the service to adjust to changing needs and how they will improve lives and overall health and wellbeing for service users.
65. Presentation scores were moderated and added to the overall evaluation, with final rankings primarily driven by the method statements and price. This resulted in a final PQP score and final rankings for each lot.
66. The outcome of the final evaluation resulted in one lot (2e) not being awarded due to tenders not meeting the quality threshold.
67. One bidder (Hestia Housing and Support) ranked highest in multiple lots, in the interest of promoting market sustainability and ensuring a diverse provider base, the council has exercised its right, as set out within the tender documents, to distribute contracts. The contracts distributed across the bidders are shown in the table below:

Lot	Name of Provider
1b	Turning Point Services Ltd
2a	Peabody Trust
2d	Southside Partnership
3	Hestia Housing and Support
4a	Hestia Housing and Support
4b	Southside Partnership
4c	Hestia Housing and Support
4d	St Mungo Community Housing Association

Plans for the transition from the old to the new contract

68. The mobilisation will be managed by council staff from Commissioning and Adult Social Care. Contract management resources will be met within the Quality, Performance and Transformation Unit within the Commissioning Division of the Integrated Health and Care Department.
69. Any TUPE requirements will be concluded before the commencement of the contracts.
70. There will be approximately a three-month mobilisation period, which will allow providers sufficient set-up time to begin mobilising services.
71. There may be a phased approach to mobilising some of the services where providers are required to source a building with discussions with providers during mobilisation as to how the phased approach will be conducted both operationally and financially.

Plans for monitoring and management of the contract

72. The council's contract register publishes the details of all contracts over £5,000 in value to meet the obligations of the Local Government Transparency Code. The Report Author will ensure that all appropriate details of this procurement are added to the contract register via the eProcurement System.
73. Contract monitoring officers will monitor whether the contracts are performing as expected in accordance with the conditions of contract. Quarterly reports will reflect the outcomes that have been achieved against the agreed targets. Annual Performance Reports will be presented to DCRB and CCRB on the award date anniversary, and annually thereafter, in line with Contract Standing Orders.

Identified risks for the new contract

74. The following risks have been identified, should the Mental Health Supported Housing service be approved:

No.	Risk	Risk Rating	Mitigation
1.	Providers awarded contracts are unable to deliver services within agreed costs	Low	Detailed financial modelling and benchmarking was conducted prior to the tender being published. Lot values are aligned to current contract prices and calculated price envelopes. Bidders were requested to submit sustainable prices and completed price schedules which shows a full cost breakdown.
2.	Unawarded lot that requires a single supplier negotiation result in a budget overspend.	Medium	A financial assessment of contract prices for awarded lots against budget has informed the target contract price for the single supplier negotiation. Commissioners are mindful of the need to negotiate contract prices within the identified envelope to remain within budget for this procurement.
3.	A procurement challenge is issued against procurement decision	Low	The procurement team within the commissioning division has ensured that a fair and transparent procurement process has been undertaken and where warranted has sought advice from legal services and procurement advice team on specific issues to mitigate any risks of challenge.

No.	Risk	Risk Rating	Mitigation
4.	Transitioning to a new service delivery model can pose challenges, including ensuring continuity of care and adapting to new operational procedures.	Low	Detailed mobilisation plans are to be developed to ensure a smooth transition to the new service delivery model. This includes phased implementation and continuous monitoring to address any issues promptly. This will also include communication with residents to address any concerns.
5.	Properties identified by Providers bidding for lots 1 and 2 are no longer available.	Medium	The providers that are recommended for award for Lot 2 all own the buildings they have proposed. Turning Point Services Ltd for Lot 1B have advised the council the properties that were proposed at tender stage are no longer available however they have contingencies in place and are actively sourcing properties with their property team. This will be further managed during mobilisation. Some buildings that were not available at the commencement of the procurement have now become available further mitigating this risk.
6.	Risk of increased costs	Medium	Inflationary increase and commitments in relation to LLW and other associated costs will be managed within the annual price review process.

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

Community impact statement

75. Southwark is a diverse borough, and this applies both to users of the Mental Health Supported Housing service, the general population, and its workforce. The Mental Health Supported Housing service will bring the following benefits:

- Create a supported housing environment to enable people to recover and develop the capacity to live more independently in their communities, adopting a positive risk-taking approach.
- Create an environment that facilitates access to employment, training, education and wider cultural, faith-based and community activities in line with individual preferences and goals.
- Provide an empowering service culture that enables residents to increase their confidence, assertiveness, awareness and build links in the local community.

76. Implementing these services will also bring the following key benefits:

- Social impact- where the service will positively affect the social well-being of the community, such as reducing isolation, improving mental health, and fostering community engagement.
- Economic impact- the service will bring economic benefits, including job creation and retention, support for residents to enable them to continue to live in the community and to reduce the risk of a mental health relapse or re-offending with the aim of achieving reduced costs for adult's social care.
- Monitoring and Evaluation: Plans for monitoring and evaluating the impact of the service, including key performance indicators and feedback mechanisms to ensure continuous improvement will be a key part of performance management of the new contracts.

Equalities (including socio-economic) impact statement

77. The recommended providers in collaboration with Southwark Council will adhere to the Public Sector Equality Duty as set out in section 149 of the Equality Act 2010, in the following areas:

- Eliminate discrimination, harassment, victimisation or other prohibited conduct.
- Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it.
- Foster good relations between persons who share a relevant protected characteristic and those who do not share it.

78. All bidders have an Equalities, Diversity and Inclusion (ED&I) Policy in place and will provide ongoing monitoring data and report on take-up of the service against the identified protected characteristics. The bidders demonstrated their commitment to tackling inequality in employment, skills and pay in the workforce as well as addressing local and structural inequalities for users of the service through embedding inclusive values and designing services around the differing needs of residents.

79. In 2023 officers refreshed the Equality Analysis ahead of re-commencing the procurement activity to further set out the impact of the new service model for Social Inclusion Supported Housing. Officers are currently updating the Equality Analysis to reflect current engagement and service developments.

80. The Equality Analysis highlights that the new Mental Health Supported Housing service will better meet the needs of residents and overall will have a positive impact on equalities and protected characteristics including:

- Age: the service is for those aged 18+ who are residents of Southwark. They will have a range and sometimes combination of needs which can include physical health, mental health, behavioural issues.
- Disability: the service will support the needs of those with a mental health

issue who may have other additional disabilities.

- Sexual orientation and gender reassignment: no specific impacts have been identified in relation to this characteristic, and this is not currently monitored however users of the service will be asked to complete full demographic data, including gender reassignment for future reporting.
- Race: the service will create an inclusive environment that is culturally competent, and the support planning process will consider individual needs and backgrounds of residents. Providers will also recruit support workers from the local community to ensure the staff are reflective of the local population.

81. For the remaining protected characteristics, no negative impacts have been identified.

Health impact statement

82. Promoting and supporting the health and wellbeing of residents within Southwark's Mental Health Supported Housing services is a priority of the service.

83. The new service will enable residents with a range of mental health needs to live in the community and function at an optimal level of independence, with appropriate levels of support. The new providers will give residents access to personalised care and support best suited to their needs, and will ensure residents are safe, connected, and well.

84. Through community building, the services will reduce social isolation, promote connection, and support residents to thrive.

Climate change implications

85. The council's updated Climate Action Plan (2025) sets out the actions the council is prioritising to become a carbon neutral borough by 2030.

86. As part of the tender evaluation for this procurement, bidders were required to set out their own commitments to contributing to Climate Change throughout the duration of the contract.

87. Below is a summary of the commitments included in the bidders' written response:

- A commitment to reducing waste via recycling each year by **5-15%**:
 - recycle redundant equipment from the Southwark SI Service properties.
 - recycle/reuse machines/tech items within service/donate, reducing start-up/ongoing costs and reducing waste.
 - ensure/encourage recycling by providing recycling bins in all properties.
- Improve food security by reducing wastage via partnerships with

FareShare/donate to the homeless in Southwark (donate 100% excess in-date food to local foodbanks).

- Increasing sustainable purchasing, e.g. energy efficient light bulbs, nontoxic ecofriendly cleaning and handwashing products which are recyclable or refillable, and where feasible buy food with reduced or recyclable packaging e.g. buying in bulk.
- Encouraging landlords to use energy efficient appliances/ automatic timers to regulate systems wherever possible/ensure the effectiveness of all energy systems through regular maintenance (where management agreements/landlord allows, this will be applied directly).

88. As well as setting out their commitments, bidders also demonstrated how the impact will be monitored and performance measured with many of the bidders having a dedicated resource in the form of 'Green Champions'.

Social Value considerations

89. The Public Services (Social Value) Act 2012 requires that the council considers, before commencing a procurement process, how wider social, economic and environmental benefits that may improve the well-being of the local area can be secured. The social value considerations included in the tender (as outlined in the Gateway 1 report) are set out in the following paragraphs in relation to the tender responses, evaluation and commitments to be delivered under the proposed contract.

90. Bidders were required to outline how their organisation will add social value throughout the duration of the contract and to demonstrate how compliance with the Southwark Fairer Futures Procurement Framework will be achieved, including how paying staff the London Living Wage (LLW) will be evidenced.

91. Below is a summary of some of the social value commitments across the bidders' written response:

- Invest surplus back into the business and local social value initiatives.
- 70% minimum local supply spend per contract annum.
- 100% local employment, tackling unemployment levels.
- Sign up to the Mayor of London Good Work Standard accredited employer status.
- Apprenticeship and Professional Development Lead supporting Southwark Staff Teams on available apprenticeships.
- Health and Social Care apprenticeships.
- Student placements programme, providing apprenticeships for hundreds of individuals every year.
- Social Work Apprenticeship, run in collaboration with Open University.
- Closing the gender pay gap.

92. Bidders also set out how the impacts of their social value commitments will be evaluated and reported on.

93. This contract inherently delivers social value through the provision of supported housing

Economic considerations

94. The implementation of these services can have significant economic implications and may deliver value for money for the council as residents will be supported to become more independent enabling them to move on to lower support services. As the service increases the number of residents moving on to more independent living, this should result in freeing up space within the block contracts resulting in fewer spot placements being made. This will deliver greater value for money for the council and Southwark residents.

Social considerations

95. Social Inclusion aims to make social care services accessible to a broader population, including underserved communities. This helps reduce health disparities and ensures that more people receive the support they need.
96. As set out in the Southwark 2030 Procurement Framework, the Provider(s) will be expected to meet the London Living Wage (LLW) requirements for services provided. Given the need to recruit and retain high quality staff, it is considered that best value will be achieved by including this requirement.
97. Bidders confirmed that they will be paying staff the LLW. This will provide benefits to the council and the support staff working in the services. As part of the tender process, bidders demonstrated within their method statements as to how productivity will be improved by payment of LLW. Following contract award, these quality improvements and any cost implications will be monitored as part of the contract review process.
98. In accordance with the council's Southwark 2030 Procurement Framework, the new contracted providers will be expected to recognise trade unions.

Environmental/Sustainability considerations

99. Providers delivering the mental health service are committed to integrating sustainability into their operations and have outlined several key environmental and sustainability considerations, such as carbon reduction, sustainable practices, and community and employee engagement.

Market considerations

100. The mental health housing market comprises a mix of private, voluntary and not-for-profit organisations. Some of the support providers are also landlords. The market is shaped by several key trends and pressures including:
- High demand and complexity.
 - Shortage of supply of suitable, high-quality, and affordable housing options for those with mental health needs. This creates bottlenecks that prevent people from moving from higher-support settings to more independent living.
101. By engaging voluntary and non-profit organisations in this procurement it will help to build a sustainable and diverse local market for these services, which can lead to better outcomes and lower costs over time.

Staffing implications

102. There are no staffing implications for this procurement.

Financial implications

103. The contract value is:

	Cost
Annual total cost	£1,950,227
Initial contract term value	£8,980,728
Total whole life term contract cost	£12,881,182

104. All bids are based on paying the London Living Wage. The contract prices submitted within the tender are based on 2025/26 London Living Wage rates. Uplifts will be managed in accordance with the council's annual price review process and are expected to cover London Living Wage increases to ensure compliance. Annual contract values for future years do not include any assumptions for inflationary increases; therefore, maximum contract values will be affected by any inflationary rises in the future.
105. There is sufficient budget available in adults social care for the proposed costs. However inflationary increase and commitments in relation to LLW in future years will need to be managed within the available funding envelope in Adults Social Care.

Investment implications

106. There are no investment implications to consider.

Legal implications

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

Consultation

108. Resident consultation and engagement were conducted when designing the service specification. Residents' insights on local challenges, issues, and priorities informed the specification.

109. A market engagement was undertaken prior to the tendering process. The procurement timeline included sufficient time to consult with residents, incumbent providers, landlords and staff.

110. The GW1 report was prepared in consultation with officers from Adult Social Care, Commissioning, Housing, Procurement, and Finance. A working group was convened with representatives from each listed division. The working group inputted into the final service model and procurement strategy detailed in this report.

111. Provider engagement was carried out to ascertain the level of interest and capability within the market at present, including the issuing of a soft market testing questionnaire and one-to-one engagement with interested providers.

Other implications or issues

112. There are no other implications or issues.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Resources (40RV202526)

113. The Strategic Director of Resources notes the recommendations of the report for the award of eight contracts for the delivery of Mental Health Supported Housing Provision to commence on 6 July 2026 for an initial term of four or five years with the option for additional two-year extensions.

114. The Strategic Director of Resources notes the estimated maximum annual contract value of £1.95m which may be subject to adjustment due to inflationary pressures in line with the department's annual price review process and London Living Wage increases. To ensure financial efficiency and value for money, it is essential that occupancy levels across all schemes are optimised and monitored through robust contract management, reducing the risk of under-utilisation.

Director – Adult Social Care

115. This report seeks approval to award eight contracts for the delivery of Mental Health Supported Housing Provision. The contracts are scheduled to commence on 6 July 2026 and will run for a period of either four or five years, as detailed in the table in paragraph 22. There is also an option to extend each contract for a further two years. The estimated maximum annual contract value is £1.95 million, with a total whole life contract value, inclusive of potential extensions, of £12.88 million. In addition, as referenced in paragraphs 3 and 4, approval is requested regarding proposals for one contract lot where a recommendation for award could not be made due to the absence of compliant tenders.
116. Adult social care remains committed to supporting individuals within this service cohort, ensuring that they receive appropriate care tailored to their needs within their placement. This support operates under a social care model and is delivered in partnership with health colleagues from the South London and Maudsley NHS Foundation Trust (SLAM). The overarching aim is to ensure that all service users are reviewed promptly and provided with recovery-focused care packages. These care packages are specifically designed to support individuals' progression towards greater independence in their living arrangements.
117. At present, two teams within adult social care—the Move On Support Team and the Care and Support Team—are tasked with providing support to this group of residents. These individuals have been identified as requiring enhanced support from adult social care and health colleagues because they cannot be supported in general housing with a personal budget, a personal health budget, or community mental health support. The responsibilities of these teams include conducting assessments under both the Care Act and Section 117 of the Mental Health Act to ensure that support is provided in accordance with relevant legislation. Furthermore, they are responsible for developing personalised care plans based on each individual's assessed needs, with the aim of facilitating their transition to more independent living and, where appropriate, their reintegration into general housing.
118. For individuals who no longer require their current supported placements, continued assistance may be necessary—this could include residential or nursing care. Nevertheless, the majority of residents are anticipated to progress to more independent living arrangements, supported as needed by a personal budget, a personal health budget, or community mental health support tailored to their requirements.

Head of Procurement

119. This report seeks approval of the eight contract awards further detailed in table below paragraph 2 for the provision of Mental Health Supported Housing Provision. The contracts will commence on 06 July 2026, for a period of either four or five years, (as reflecting desired alignment with

ICB commissioned equivalents) with an option to extend for a further two years, for an estimated maximum annual contract value of £1.95m and a whole life contract value inclusive of extensions of £12.88m. The report also requests acknowledgement that one lot within the procurement was unable to be awarded due to the lack of quality bids; that available options, including conducting single supplier negotiations to award the contract, are currently under review; that Cabinet delegate the approval of any future contract for the unawarded lot following the chosen procurement exercise to the Strategic Director for Children and Adult Services, in consultation with the Cabinet Member for Health and Wellbeing; and that the total estimated maximum value for the contract not awarded is £193k per annum and a whole life contract value of £1.35m over the lifetime of the contract; and, that Cabinet note the changes to the procurement strategy within the GW1 procurement strategy report as set out in paragraph 13.

120. The value of the intended contract awards dictate that they are subject to full application of The Public Contracts Regulations 2015, (PCR 2015) as relevant at the point the procurement commenced and applicable to services categorised as “Light Touch Contracts”, thereby requiring conduct of an advertised procurement process compliant with those regulations. Summary details of the procurement process, including component stages, evaluation, award and mobilisation considerations as compliant with the PCR 2015, are contained within paragraphs 42 – 71 respectively. Notwithstanding, the report recommendations are otherwise aligned with the council’s Contract Standing Orders (CSO) which dictate that decision must be taken by Cabinet, subsequent to review at DCRB and CCRB.
121. Headline risks associated with the proposed contract awards are contained within the table below paragraph 74.
122. Intended alignment with the Southwark 2030 objectives and Southwark 2030 Procurement Framework (FFPF) is specifically evidenced within paragraphs 38 - 41 and confirms that the procurement process adhered to practices set out in the former Fairer Future Procurement Framework, which details ethical and environmental standards, social value commitments, and best procurement practice).
123. Proposed methodology for performance/contract monitoring is detailed within paragraphs 72-73 and confirms that monitoring arrangements will provide information on whether the contracts are performing as expected in accordance with the conditions of contract; quarterly reports will reflect the outcomes that have been achieved against the agreed targets; and Annual Performance Reports will be presented to DCRB and CCRB on the award date anniversary, and annually thereafter, in line with Contract Standing Orders.
124. The Community, Equalities and Health Impact Statements are set out in paragraphs 75 - 84

125. The Climate Change, Social Value, Economic and Environmental / Sustainability statements are set out in paragraphs 85 - 99.

Assistant Chief Executive – Governance and Assurance (SB091225)

126. This report seeks approval to award eight contracts for the delivery of Mental Health Supported Housing Provision, commencing on 6 July 2026, for a period of either four or five years as shown in the table in paragraph 2, with an option to extend for a further two years, at an estimated maximum annual contract value of £1.95m and a whole life contract value inclusive of extensions of £12.88m. As noted in paragraphs 3 and 4 approval is also sought in relation to proposals for one contract lot for which a recommendation for award could not be made due to a lack of compliant tenders.
127. Due to the nature and estimated value of the services required by the council their procurement was subject to the Public Contracts Regulations 2015, as applicable to categories of “light touch” services, which were in force when the procurement process commenced. This report describes from paragraph 42 how a publicly advertised competitive tendering exercise was conducted in order to satisfy the requirements of the Regulations and the council’s Contract Standing Orders.
128. The decision to approve the recommended procurement strategy is one which is expressly reserved to the Cabinet under the council Constitution, following consideration of the report by the Departmental and Corporate Contract Review Boards.
129. When making procurement decisions the council must consider and have due regard to any effects of the decision on the community at large and on people identified as possessing “protected characteristics”, as defined in section 149 of the Equality Act 2010 (the Public Sector Equality Duty) and outlined in paragraph 78 of this report. The community impact statement set out from paragraph 75 of this report outlines the intended benefits that the new service should generate, and as noted and confirmed within paragraphs 80-81 an equality analysis had been refreshed before the procurement process commenced for the purpose of understanding the likely effect and impact of the new service model on those individuals and groups during the lifetime of the contract. Whilst the analysis is being updated in parallel with service developments its findings to date have indicated that the new service will have a positive impact on service users.
130. Cabinet should also note and take account of the nature and extent of consultation that has taken place in order to inform the development of the service specification and the procurement exercise, as detailed from paragraph 108.

BACKGROUND DOCUMENTS

Background documents	Held At	Contact
Title of document(s) Gateway 1 - Procurement Strategy Approval: The Provision of Mental Health Supported Housing and Outreach Services	Integrated Commissioning Team Tooley Street	Claire Belgard, Claire.belgard@so uthwark.gov.uk
Link: Report template - procurement strategy approval		

APPENDICES

No	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Evelyn Akoto, Health and Wellbeing	
Lead Officer	David Quirke-Thornton, Strategic Director, Children and Adult Services	
Report Author	Sohail Aboobakar, Procurement Officer	
Version	Final	
Dated	3 March 2026	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Resources	Yes	Yes
Head of Procurement	Yes	Yes
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Contract Review Boards		
Departmental Contract Review Board	Yes	Yes
Corporate Contract Review Board	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		3 March 2026

Meeting name:	Cabinet
Date:	16 March 2026
Report title:	Gateway 1 – Procurement Strategy Approval Heating and Water Repairs, Maintenance, Refurbishment and Replacement Works and Communal Heating Major Works Framework
Cabinet Member:	Councillor Portia Mwangangye, Council Homes
Ward(s) or groups affected:	All
Classification:	Open
Reason for lateness (if applicable):	N/a
From:	Director of Repairs & Maintenance

FOREWORD – COUNCILLOR PORTIA MWANGANGYE, CABINET MEMBER FOR COUNCIL HOMES

This report recommends a procurement strategy for the maintenance of heating and water on our council estates for a ten-year period from 1 April 2027. There are eight contracts to be awarded, covering repairs and maintenance, temporary boilers and building energy management systems. There will be up to five contracts awarded to a new Framework for Communal Heating Major Works schemes for a period of up to five years.

This new procurement strategy aims to contract directly with the supply chain in order to establish a higher quality of service, safety and value for money for residents and leaseholders. Residents rely on the council to ensure that individual installations and district heating systems are properly maintained, to a high standard. There is an ongoing focus on heat network availability and all contractors will be closely performance managed on this.

RECOMMENDATIONS

1. That Cabinet approves the procurement strategy outlined in this report to undertake a procurement exercise for eight Heating and Water Repairs, Maintenance, Refurbishment and Replacement Work contracts for the Lots referred to below, each for an initial period of five years from 5 April 2027 (at an estimated combined total of £112m for the initial period) with the option to extend for up to a further five years (at an estimated combined total of £144m for the extension period), making a total estimated contract value for the eight Lots of £256m:

- Lot 1 - Individual Heating and Water Repairs and Maintenance:
 - Bermondsey, Rotherhithe, Walworth and Borough & Bankside (north of the borough) at an estimated annual cost of £4.7m.
 - Lot 2 - Individual Heating and Water Repairs and Maintenance:
 - Camberwell Dulwich, Peckham and Nunhead (south of the borough) at an estimated annual cost of £4.3m.
 - Lot 3 - Communal Heating and Water Repairs and Maintenance:
 - Bermondsey, Rotherhithe, Walworth and Borough & Bankside (north of the borough) at an estimated annual cost of £3.8m.
 - Lot 4 - Communal Heating and Water Repairs and Maintenance:
 - Camberwell Dulwich, Peckham and Nunhead (south of the borough) at an estimated annual cost of £4.7m.
 - Lot 5 - Communal Water Maintenance Refurbishment and Replacements:
 - Bermondsey, Rotherhithe, Walworth and Borough & Bankside (north of the borough) at an estimated annual cost of £0.99m.
 - Lot 6 - Communal Water Maintenance Refurbishment and Replacements:
 - Camberwell, Dulwich, Peckham and Nunhead (south of the borough) at an estimated annual cost of £1m.
 - Lot 7 - Building Energy Management Systems Repairs and Upgrades:
 - Bermondsey, Rotherhithe, Walworth, Borough & Bankside, Camberwell, Dulwich, Peckham and Nunhead (borough-wide) at an estimated annual cost of £254k.
 - Lot 8 - Temporary Boilers:
 - Bermondsey, Rotherhithe, Walworth, Borough & Bankside, Camberwell, Dulwich, Peckham and Nunhead (borough-wide) at an estimated annual cost of £0.6m.
2. That Cabinet approves the procurement strategy outlined in this report to undertake a procurement exercise for a multi supplier, borough-wide Communal Heating Major Works Framework, for an initial period of four years from 5 April 2027 with the option to extend for a further year at an estimated total of £40m:
- Communal Heating Major Works Framework:
 - Bermondsey, Rotherhithe, Walworth and Borough & Bankside, Camberwell, Dulwich, Peckham and Nunhead (borough-wide) at an estimated annual cost of £8m.
3. That Cabinet notes the rationale for the geographical division of contract areas for Heating and Water Repairs, Maintenance, Refurbishment and Replacement Work contracts referred to in paragraph 1, which is designed to support the efficient and effective service delivery of the works, as detailed in paragraphs 11 to 14, including back up arrangements.
4. That Cabinet notes that the Notice of Intention letter (in accordance with Section 20 of the Landlord and Tenant Act 1985) has been issued borough-wide to leaseholders regarding this planned procurement.

REASONS FOR RECOMMENDATIONS

5. The reasons for the recommend procurement approach are detailed in paragraphs 22-30 of this report.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

6. The alternative options considered for this procurement are set out in paragraphs 37-43 of this report.

POST DECISION IMPLEMENTATION

7. Once the recommendation(s) within this report have been approved:
- I. The details of the planned contract management and monitoring regime are detailed in paragraphs 101-107 of this report.
 - II. The timeline for implementation of this report is within the project plan within the body of the report at paragraph 62.

BACKGROUND INFORMATION

8. The council's housing department currently provides heating and water services to over 40,000 residential properties, the majority of which are individual tenanted properties with gas heating systems. To maintain these essential services, the council completes more than 65,000 responsive repairs and statutory gas safety checks annually. In addition, approximately 1,400 individual boilers are replaced each year as part of the ongoing maintenance and renewal programme.
9. District heating systems currently serve approximately 17,500 properties across the borough. To maintain these systems, over 40,000 responsive repairs and planned preventative maintenance tasks are carried out annually, with monthly servicing undertaken across more than 180 boiler houses and plant rooms.
10. The council currently operates two heating and water contracts that provide individual heating, district heating, and cold-water services across its housing portfolio. The scope of works for these contracts are detailed in the table below:

Contract & Contract Area	Scope of works	Contractor
Contract A – Bermondsey, Rotherhithe, Walworth and Borough and	1. Gas landlord's safety inspections 2. Responsive repairs, installations and maintenance for gas and	OCO Ltd

Contract & Contract Area	Scope of works	Contractor
Bankside (north of the borough)	heating installations to individual and district heated properties	
Contract B – Camberwell, Dulwich, Peckham and Nunhead (south of the borough)	3. Potable water testing, treatment and installations 4. Responsive repairs and maintenance for laundry and sewage plant 5. Testing and maintenance of dry/ wet riser installations 6. Maintenance of building energy management systems and 7. Emergency response that covers a 24/7, 52 weeks a year.	Smith & Byford Ltd

11. The geographical split of the borough (north and south) for Lots 1-6 facilitates better logistical service coverage given the importance of these works to residents. The contracts contain a provision for the contractors to provide backup to each other that ensures that the council is able to meet its statutory obligations.
12. The main reasons for the procurement strategy set out in this report are to achieve better value for money by contracting directly with the supply chain and to establish robust backup arrangements across service areas in case of service failure. Direct engagement with contractors reduces reliance on intermediaries, enabling the council to secure competitive pricing, improve transparency, and maintain greater control over quality and delivery standards.
13. In addition, the proposed lotting structure for the Heating and Water Repairs, Maintenance, Refurbishment and Replacement Work contracts and the multi-supplier Communal Heating Major Works Framework has been designed to significantly improve service resilience across the borough, ensuring that residents experience fewer interruptions to essential heating and hot water services. This focus on resilience represents a fundamental shift from the current arrangements, responding directly to resident feedback and the need for more reliable and robust service delivery borough-wide. By creating clear primary and secondary backup arrangements, the council can mitigate operational risks and ensure continuity of service for residents. This approach also supports diversity in the supply chain, allowing participation from a range of small, medium, and large enterprises (SMEs), which aligns with the council's statutory duty to consider reducing barriers to entry for SMEs under the Procurement Act.

14. The strategy reflects insights gained from early and formal market engagement, which confirmed strong supplier interest and highlighted opportunities for innovation and collaboration. It also takes account of legislative changes, including new requirements under the Heat Networks Market Framework and Future Homes Standard, which necessitate energy-efficient solutions and compliance with decarbonisation targets. By structuring the procurement to encourage innovation, such as low-carbon heating technologies and smart energy management, the council aims to deliver long-term sustainability benefits alongside cost efficiency.
15. Going forward therefore, a new procurement model has been developed, re-structuring the current service into distinct Lots.
16. The proposed scope of works for Lot 1 and Lot 2 individual heating and water repairs and maintenance are:
 - safety landlord inspections
 - gas servicing and maintenance including out of hours emergencies
 - individual gas boiler replacements
 - individual air and ground source maintenance and installations.
17. The proposed scope of works for Lot 3 and Lot 4 district heating and water repairs and maintenance are:
 - heating planned preventative maintenance
 - district heating maintenance and out of hours emergencies
 - district heating refurbishments
 - laundries servicing
 - district heating replacements
 - renewable technologies.
18. The proposed scope of works for Lot 5 and Lot 6 communal water maintenance refurbishment and replacements are:
 - Cold water tank replacements
 - Booster set maintenance and replacements
 - Testing, inspection and risk assessments
 - Legionella risk assessments and works
 - Cold water down services maintenance, refurbishments and replacements.
19. The proposed scope of works for Lot 7 building energy management systems repairs and upgrades, are to allow remote monitoring of:
 - plant operation such as pumps and boilers
 - temperature monitoring in order to detect faults
 - operative log-on to confirm planned preventative maintenance is being done

- outages which allow the council to measure Key Performance Indicators (KPIs)
- efficiency and fuel usage
- remote diagnostics.

20. The proposed scope of works for Lot 8 temporary boilers is:

- Installation, hire and maintenance of temporary boilers

21. The proposed scope of the Communal Heating Major Works Framework is:

- Refurbishment and replacement of heat networks, in part and in full
- Includes individual heating upgrades and replacements

Summary of the business case/justification for the procurement

22. The works proposed under these contracts will assist the council, as a social housing provider, to meet its statutory obligations under the Gas Safety (Installation and Use) (Amendment) Regulations 2018, Landlord and Tenant Act 1985 and Part P of the Building Regulations (Electrical Safety), the Building Safety Act 2022, and the Social Housing (Regulation) Act 2023.
23. The Government, as part of its Levelling Up and Social Housing White Papers, has committed to radically improving housing quality and set ambitions to ensure that housing is safe and decent.
24. These contracts will contribute to maintaining the council's housing stock and complement future repairs and maintenance strategy requirements.
25. Residents rely on the council to ensure that individual installations and its district heating systems are in place and are properly maintained to a high standard. The Lot 3 and Lot 4 contracts (district heating and water hygiene) will support the continued maintenance of existing district heating systems and enable the identification and progression of remedial works where systems fall below expected performance levels, ensuring service standards are upheld borough-wide. These works form a core part of safety and risk management strategy to safeguard residents and the council's assets, and promote a safe environment for all premises users furthering the council's wider objectives for safer communities.
26. The new contracts will contain specifications that incorporate renewable technologies and, where financial resources are available, will prioritise low carbon installations to work towards the council's ambition to be carbon zero by 2030.
27. Having contracts in place with priced schedule of rates allows the council to bid for grant funding for air/ground source pumps and deliver within the timescales set for bid qualification.

28. Subjecting these requirements to competitive tender will demonstrate best value to the council as the communal works are chargeable to leaseholders.
29. The borough-wide organisation of service delivery has been designed to align with planned replacement upgrades and maintenance of the existing stock. It presents a package to the market that is accessible to local SMEs, enabling them to tender and resource effectively. This approach is expected to encourage competitive bids and, crucially, reduce overall contract costs. Current contractors rely heavily on sub-contracting to deliver the services, resulting in additional mark-up costs for the Council. By engaging directly with subcontractors, the aim is to eliminate these mark-ups and get a better service by dealing direct. It should also be noted that market-wide price increases - driven by inflation in material costs - will only become clear upon receipt of tenders.
30. This proposed contract duration for Lots 1 to 8, with the option to extend for up to a further five years, creates a coherent approach to ensuring the safety of residents and compliance with regulations, reflecting that these customer-facing works are high volume responsive repairs where resident satisfaction, right first time and response times are paramount.

Market considerations

31. The procurement strategy has been informed by early engagement with the market to gauge supplier interest, capability, and appetite for innovation. This proactive approach has enabled the council to shape requirements in a way that reflects market realities and encourages competitive participation.
32. Market engagement sessions were held on 7 October and 13 October 2025, providing suppliers with clarity on the council's objectives and allowing for feedback on proposed lotting structures, evaluation methodology, and contractual terms. These events were well attended and demonstrated strong interest across multiple supplier segments.
33. The proposed procurement strategy supports participation from a range of SMEs, ensuring opportunities for SMEs in line with the council's statutory duty to consider SME involvement. This approach promotes a balanced supply chain and mitigates dependency on a single provider.
34. Several new and upcoming regulations will significantly influence heating systems, pricing, and compliance requirements:
 - a. Heat Networks (Market Framework) Regulations 2025
Introduced under the Energy Act 2023. These regulations came into force in April 2025. They establish a licensing regime for heat network operators, impose consumer protection standards, and require compliance with decarbonisation targets. Contractors must demonstrate technical capability to meet these obligations, including accurate metering, transparent billing, and adherence to performance standards.

- b. Part L Building Regulations 2025 (Future Homes Standard)
These updates mandate a 75–80% reduction in carbon emissions compared to 2013 standards.
 - c. Strengthened EPC (Energy Performance Certificate) and DEC (Display Energy Certificate) requirements, improved data quality, and tighter compliance monitoring will increase administrative obligations and influence design choices for communal heating systems.
35. The market has shown interest in innovative solutions that improve efficiency and sustainability. Opportunities include:
- Energy-efficient heating systems: Adoption of low-carbon technologies such as heat pumps, hybrid systems, and smart controls.
 - Digital monitoring and optimisation: Integration of Building Energy Management Systems (BEMS) and IoT sensors for real-time performance tracking and remote monitoring of heating systems.
 - Collaborative delivery models: based on Term Alliance Contract (TAC-1) principles, including shared objectives, early contractor involvement, transparency, continuous improvement and joint risk management.
36. The strategy encourages suppliers to propose approaches that align with these objectives, fostering innovation and long-term benefits.

KEY ISSUES FOR CONSIDERATION

Options for procurement route including procurement approach

37. The nature and value of these works means that the full tendering requirements of the Procurement Act 2023 (PA23) will apply. The following procurement options have been considered:
38. Do nothing – this is not an option available to the council. As a landlord it is essential that the council repairs, maintains, tests and refurbishes its domestic and communal heating and water systems for residents.
39. Use of an external framework – whilst there are external frameworks for some of the scope of works for heating and water,
- a. there is no framework that comprehensively covers the entire scope of works,
 - b. there is no framework with the range of local SMEs on it that the council wishes to attract,
 - c. the average levy of 1% of contract value would amount to approximately £224,000 per annum, making it prohibitively expensive.
40. Set up and use of an internal framework - this would not be appropriate for the majority of the works and services required due to the time it would take to set up before it is possible to call-off. It is also not necessary to have a framework for responsive repairs services where a long-term arrangement is more appropriate, with a schedule of rates. However, for Communal Heating

Major Works valued over £50k, the opportunity for a framework is detailed in paragraph 43.

41. Shared Services - the neighbouring boroughs already have their own contracts in place, which have not been opened up for other boroughs to use.
42. As none of the above options are suitable and these works have an estimated value above the Procurement Act 2023 (PA 23) threshold for works, it is recommended that a fully advertised tender process using the Competitive Flexible procedure is used for the Heating and Water Repairs, Maintenance, Refurbishment and Replacement works and services in eight lots as detailed at paragraph 1, excluding Communal Heating Major Works considered further at paragraph 43.
43. For Communal Heating Major Works it is recommended that a framework is established, in order to create greater competition at call-off stage than is available under the current arrangement.

Proposed procurement route

44. Part of the procurement strategy is to establish a Framework for Major Works (Communal Heating). Major works over approximately £50k do not typically have the standard schedule of rates applied, which are designed for lower value common responsive repair works rather than upgrades and refurbishments.
45. The advantages of a framework are that
 - a. it will offer the opportunity to provide competition at call-off stage (more than exists under the current contracting arrangements),
 - b. leaseholders can nominate contractors to join it when it is being initially tendered,
 - c. both tenants and leaseholders are assured of value for money since planned works will be bid for competitively between appointed suppliers,
 - d. it can be designed around the requirement for upgrades of communal heating systems.
46. For refurbishment and upgrades of communal heating under £50k (not covered by the framework mentioned in paragraphs 44 to 45) these will be undertaken by the suppliers appointed to Lots 3 and 4 (communal heating) in line with the schedule of rates (with Lots 1 and 2 for individual heating, as back up).
47. The procurement strategy for the Communal Heating Major Works Framework is to undertake a two-stage procurement exercise, advertised through a statutory notice and in response to the e-tendering system advert. Organisations will formally express an interest on the e-tendering system in order to view the Procurement Specific Questionnaire (PSQ) by the deadline set.

48. The procurement strategy for Lots 1 to 8 is to undertake a two-stage Competitive Flexible Procedure, advertised in one combined statutory notice. In response to the statutory notice or e-tendering system advert, organisations interested in tendering will be required to formally express an interest on the e-tendering system in order to view the PSQ by the deadline set.
49. The tender documents for Lots 1 to 8 and the Communal Heating Major Works Framework will set out the maximum number of organisations who will be selected to be invited to tender for the contracts. In the event that any applicant achieves a score on their PSQ within two marks of the lowest scoring applicant that is being invited to tender, it will be included in the shortlist and progressed to the ITT stage as well.
50. The proposed contracts will be awarded as follows:-

	Scope	Maximum number of appointments	Procedure
1	Individual Heating (North)	1	Competitive Flexible
2	Individual Heating (South)	1	Competitive Flexible
3	Communal Heating (North)	1	Competitive Flexible
4	Communal Heating (South)	1	Competitive Flexible
5	Communal Water (North)	1	Competitive Flexible
6	Communal Water (South)	1	Competitive Flexible
7	Building Energy Management Systems (borough-wide)	1	Competitive Flexible
8	Temporary Boilers (borough-wide)	3	Competitive Flexible
9	Major Works for Communal Heating (borough-wide)	5	Closed Framework established under Competitive Flexible Procedure

51. To maintain service continuity, certain lots will include restrictions to prevent any single contractor from being awarded multiple contracts for some lots, to be detailed further in the tender pack, and confirmed in the gateway 2 report. This approach ensures a diverse supply base and provides contingency in the event of service failure. Contractors will serve as mutual backups, applying their own tendered rates if required, as outlined in the table below.

Lot	Primary Backup	Secondary Backup	Final Backup
1	2	3,4	Communal Heating Major Works Suppliers
2	1	3,4	
3	4	1,2	
4	3	1,2	
5	6	Not required	Not required
6	5	Not required	Not required
7	Not required	Not required	Not required
8	Other suppliers on Lot 8	Not required	Not required

52. For Lot 8 (temporary boilers), work will be allocated by taking into consideration best price, availability of equipment, fuel efficiency, environmentally sustainable operations and speed of service on request for installs and any repairs required.
53. The proposed five-year contract duration for Lots 1 to 8, with the option to extend for up to a further five years provides the following advantages:
- enables the council business objectives and programmes to be delivered;
 - provides a duration that is attractive to the market so it can invest in delivery and innovation, and have visibility of the council's forward plans;
 - allows time for the council to develop, and potentially grow its own in-house team with work experience and training in renewable technologies, should this be a viable sustainable option;
 - the ability to be flexible and extend the new contracts when good performance is achieved but also allow the option to re-procure; and
 - to deliver Southwark 2030 procurement commitments (such as local employment and apprenticeships).
54. The Communal Heating Major Works Framework has a duration of four years (as set out by the PA23), however it is proposed that there is an option to extend for up to one year. A review will be undertaken during year four of the framework alongside a performance review of Lots 1 to 8 and a new Gateway report brought forward to propose the establishment of a replacement Communal Heating Major Works Framework for up to five years, incorporating any lessons learnt and improvements.
55. The option of a one year extension to the framework is proposed in order to align the term with the contracts for Lots 1-8 since the framework contractors will be providing some back up to the Communal Heating services. In addition to this, it helps maintain continuity of critical heating and water

services while the council completes a fully compliant re-procurement under the PA23 to procure a replacement Communal Heating Major Works Framework. Current market conditions, including material-cost inflation and supplier capacity pressures, mean that re-tendering immediately may not achieve competitive pricing or strong market engagement.

56. The extension also allows time to incorporate recent regulatory changes, such as the Heat Networks (Market Framework) Regulations 2025, into updated specifications and contract terms.

Identified risks for the procurement

57. The table below identifies several risks with this procurement, the likelihood of occurrence and the controls in place to mitigate the risks:

R/N	Risk identified	Risk Rating	Mitigation
R1	The procurement process fails due to inadequate quality of submissions by tenderers.	Low	Early market engagement to ensure sufficient interest in these contracts. Pipeline notice published on 21 May 2025. Pre-market engagement notice published on 29 August 2025. Market events were held on 7 and 13 October 2025.
R2	Successful contractors are unable to fulfil the requirements of these contracts.	Low	A number of measures have been taken in order to ensure the contracts are set up for success:- <ul style="list-style-type: none"> • A technical consultant to support mobilisation and contract management • Contractors will act as backup to each other (see paragraph 51).
R3	The procurement process fails due to inadequate quality of submissions by tenderers	Low	Ensure that tender documents are drafted to facilitate submissions of required standard. Early market engagement has been carried out and Bidder Information days are planned to ensure sufficient interest in these contracts.
R4	Inflation	Medium	The contract terms include Building Maintenance Indices and individual exceptional cases will be reviewed on their own merit.

R/N	Risk identified	Risk Rating	Mitigation
			The price model targets contractors to price appropriately as opposed to a race to the bottom i.e. cheapest price.
R5	Resourcing	High	Resource is limited in the various teams required to support this project and therefore external support may have to be sought.

58. A performance bond will not be required for these contracts. The contract documentation will include for retention of monies to be held until satisfactory completion of the works. A parent company guarantee will be required if the successful contractors have an immediate parent or ultimate company.

Key / Non-Key decisions

59. This report deals with a key decision.

Policy Framework Implications

60. These contracts will contribute to achieving the council's Southwark 2030 goals:
- Decent homes for all
 - A good start in life
 - A safer Southwark
 - A strong and fair economy
 - Staying well
 - A healthy environment.
61. The council has had due regard to the Southwark 2030 Procurement Framework and the NPPS (National Procurement Policy Statement) and in particular, the overarching priority to achieve value for money, to maximise public benefit and have regard to reducing the barriers to SMEs participating in this procurement. Steps taken include:
- a) The council has conducted a pre-market engagement exercise in order to share information with providers in an open way and to maximise the council's support for contracting strategy.
 - b) the design of this procurement as an innovative solution to service delivery with the council's in-house team working collaboratively with providers to deliver the best solution to deliver the programme of works required under these contracts
 - c) an approach that has sought to give SMEs a fair chance to participate in the contracts in order to maximise procurement spend with those entities;
 - d) through the standards required by providers in the PSQ and contract documents the council has sought to ensure that providers are

- committed to providing high quality jobs, safe and healthy working conditions, fair pay, and opportunity and progression for workers;
- e) the council's contract documentation will ensure that providers comply with laws; and
 - f) the council has followed its own internal policies and procedures for this procurement in order to deliver value for money and stronger outcomes.

Procurement Project Plan (Key Decisions)

62. The table below sets out the anticipated timescales for this procurement:

Activity	Complete by:
Publication of Pipeline notice	21/05/2025
Publication of Preliminary market engagement notice	29/08/2025
Enter Gateway 1 decision on the Forward Plan	11/12/2025
DCRB Review Gateway 1	19/01/2026
CCRB Review Gateway 1	29/01/2026
Notification of forthcoming decision - Cabinet	29/01/2026
Issue Notice of Intention (Applies to Housing Section 20 Leaseholder consultation only)	30/01/2026
Brief relevant cabinet member (over £100k)	09/02/2026
CMT Review Gateway 1	09/02/2026
Approval of Gateway 1: Procurement strategy report	16/03/2026
Scrutiny Call-in period and notification of implementation of this Gateway 1 decision	25/03/2026
Completion of tender documentation	31/03/2026
Publication of Find a Tender Service Tender Notice	01/04/2026
Closing date for receipt of expressions of interest	30/04/2026
Completion of short-listing of applicants	21/05/2026
Invitation to tender	22/05/2026
Closing date for return of tenders	22/06/2026
Completion of any clarification meetings/presentations/evaluation interviews	03/07/2026
Completion of evaluation of tenders	07/08/2026
Issue Notice of Proposal (Applies to Housing Section 20 Leaseholder consultation only)	10/08/2026
Forward Plan (if Strategic Procurement) Gateway 2	31/07/2026
DCRB Review Gateway 2:	21/09/2026
CCRB Review Gateway 2	01/10/2026

Activity	Complete by:
CMT Review	November 2026
Notification of forthcoming decision	November 2026
Approval of Gateway 2: Contract Award Report	December 2026
End of scrutiny Call-in period and notification of implementation of Gateway 2 decision	December 2026
Assessment Summaries and Contract Award Notice	December 2026
Contract award	04/01/2027
Add to Contract Register	07/01/2027
TUPE Consultation period (if applicable)	30/04/2027
Place Contract Details notice on Find a Tender Service	05/01/2027
Contract start	05/04/2027
Publication of redacted contracts over £5m	05/01/2027
Transparency Notice – KPI Report	04/04/2028
Initial contract completion date for Lots 1-8	04/04/2032
Contract completion date – (if extension(s) exercised)	04/04/2037
Initial contract completion date for Communal Heating Major Works Framework	04/04/2031
Contract completion date – (if extension(s) exercised)	04/04/2032

TUPE/Pensions implications

63. The Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) are likely to apply to this procurement exercise. The appointment of suppliers for the new heating and water maintenance contracts may amount to a service provision change under TUPE.
64. The extent of TUPE's application and its implications will be assessed during the procurement process and reported in the GW2 report.
65. TUPE obligations will primarily fall on incumbent and incoming suppliers, which may involve the transfer of staff between them and/or their subcontractors.
66. The procurement timetable includes sufficient time for suppliers to comply with any TUPE-related legal obligations, and the council will monitor compliance as part of contract management.

Development of the tender documentation

67. The Asset Management Procurement Team will be responsible for the delivery of this procurement, and a project board will be set up to provide governance.
68. The form of contract will be the JCT Measured Term Contract 2024 for Lots 1-8 and it is proposed that an alliance formed between the suppliers, under the Term Alliance Contract (TAC-1), which will be subject to review and amendment as directed by Legal officers, and subject identifying sufficient resource to manage the alliance.
69. It is proposed that the Communal Heating Major Works Framework is set up as an alliance under the Framework Alliance Contract (FAC-1) and the JCT Measured Term Contract 2024 will be used for call-offs. The FAC-1 will be subject to review and amendment as directed by Legal officers, and subject to identifying sufficient resource to manage the alliance.
70. In addition to the contracts, the tender documentation will consist of the council's bespoke specification and schedule of rates, drafted internally, covering various work streams and the ITT document.

Advertising the contract

71. A Preliminary Market Engagement notice was published on 29 August 2025. The Tender Notice will be published on Find A Tender Service in line with the timescales indicated in paragraph 62. An e-procurement portal notice will also be issued on the London Tenders Portal website.

Evaluation

72. It is proposed to follow the Southwark 2030 Procurement Framework, capturing the requirements for social value, and highlighting the importance of quality of works delivered to residents.
73. The PSQs returned will be evaluated by council officers. The selection process will be an evaluation of each bidder's economic and financial standing, technical knowledge, accreditation, experience and its ability and capacity to deliver the full scope of works. It is estimated that up to six bidders, to be agreed by the project board, will be shortlisted and invited to tender.
74. For Lots 1–8 and for the initial procurement of the Communal Heating Major Works Framework, the council will apply a price/quality/social value weighting of 30% price, 60% quality and 10% social value, reflecting the need to ensure statutory requirements around delivery and performance are fully met.
75. There will be separate evaluation panels for price, quality and social value.

76. Clarification meetings, and for some lots, site visits, will be undertaken prior to finalising the tenderers' price, quality, social value scores. Should such meetings prove necessary, the individual panel members will review their scores. The panels shall then agree consensus scores before the weighted moderated scores are added together to produce a final score for the quality and social value.
77. For Lots 1-7 the tenderer(s) with the highest combined price, quality, social value score will be recommended for award. For Lot 8 (temporary boilers), the three tenderers with the highest combined price, quality and social value score will be recommended for award.
78. For the Communal Heating Major Works Framework, the top five tenderers with the highest combined price, quality and social value will be recommended for award.
79. At call-off stage of the Communal Heating Major Works Framework the council may use a price-only evaluation where appropriate for the scope of works; however, the council reserves the right to include a quality assessment alongside price where this is required to ensure management of risk or other factors, in alignment with PA23 objectives.

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

Community impact statement

80. The impact on Southwark communities of this service is that it will improve the quality and safety of the council's residential housing stock.
81. The contract will be of a low to medium impact to tenants as works will involve working within residential tenanted properties.

Equalities (including socio-economic) impact statement

82. An Equalities Impact Assessment has been undertaken and is provided in Appendix 1.
83. The contracts will contribute to the goal of decent homes to all, which benefit the Council's communities.

Health impact statement

84. These contracts will provide a positive impact on health inequalities by providing residents with reliable heating and hot water to ensure thermal comfort.
85. Maintenance, refurbishment and replacement of existing services is essential to ensure safety and work towards improving the thermal efficiency of systems and homes. The services will need to work in conjunction with

building fabric improvement to ensure properties heating energy needs are reduced.

86. These services will assist with the heat network strategy and be instrumental in delivering renewable technologies to reduce the reliance on fossil fuel heating which will reduce pollution and carbon dioxide emissions in the local environment.
87. Without these services, residents are likely to experience growing issues with system reliability. Vulnerable groups including older adults, young children, and individuals with disabilities are especially at risk from inadequate heat supply. Cold indoor temperatures are widely known to contribute to respiratory conditions and other health complications. Economically disadvantaged households are disproportionately affected, as they often lack the resources to mitigate the impacts of unreliable heating.

Climate change implications

88. These contracts will enable the installation of renewable technologies where financial resources allow. The specifications of work will adopt a holistic approach aligned with the council's carbon zero objectives and will comply with Building Regulations Part L which focuses on the conservation of fuel and power as part of the broader drive towards a greener future.
89. A Carbon reduction plan will be required as part of the tender process that should align with local and national Net Zero requirements.
90. These contracts will include provisions for recycling existing material products and will establish criteria for the successful contractors to work towards a carbon-zero business model.
91. The successful contractors will be required to incorporate the use of hybrid or electric vehicles, with a 12-month implementation timescale specified within the contract.
92. These contracts will enable the installation of improved heating controls, aimed at reducing overall energy consumption.
93. As part of a broader strategy to enhance thermal efficiency, these contracts will continue the replacement of inefficient gas boilers in council properties. Where financial resources permit, this will also include the installation of new air or ground source heat pumps.

Social Value considerations

94. The Public Services (Social Value) Act 2012 requires that the council considers, before commencing a procurement process, how wider social, economic and environmental benefits that may improve the wellbeing of the local area can be secured.

95. The Southwark 2030 Procurement Framework and the Social Value Toolkit will be utilised alongside the guidance, tools, and templates available on the Social Value Hub to support the implementation and measurement of Social Value outcomes.

Economic considerations

96. The council is an officially accredited London Living Wage (LLW) Employer and is committed to ensuring, where appropriate, contractors and sub-contractors engaged by the council to provide works or services within Southwark or Greater London pay their staff at a minimum rate equivalent to the LLW rate. For contracts performed outside London, all relevant staff should be paid at or above the real UK Living Wage. For these contracts, the quality improvements are expected to include a high calibre of operatives that will contribute to the delivery of the works on site and will provide best value for the council. It is therefore considered appropriate for the payment of LLW to be required.

Social considerations

97. The successful contractors will be required submit commitments as part of the tendering process, in line with the Southwark Social Value Framework with a focus around local employment.
98. The successful contractors will be required to demonstrate that they operate an Equal Opportunities Policy, comply with the provisions of the Equalities Legislation, the Employment Relations Act 1999 (Blacklists) Regulations 2010 and the Prevent Duty under section 26 of the Counter- Terrorism and Security Act 2015.
99. The successful contractors will be required to confirm that they recognise trade unions and are either working towards or accredited to TfL Fleet Operator Recognition Scheme (FORS). FORS helps fleet operators to measure and monitor performance, encompassing safety, fuel efficiency, vehicle emissions and improved operations, to promote fleet management best practice and reduce social / environmental impacts.

Environmental/Sustainability considerations

100. See paragraphs 88-93.

Plans for the monitoring and management of the contract

101. The council's contract register publishes the details of all contracts over £5,000 in value to meet the obligations of the Local Government Transparency Code. The Report Author must ensure that all appropriate details of this procurement are added to the contract register via the eProcurement System.

102. Annual Performance Reports will be presented in line with the requirements of Contract Standing Orders (CSOs).
103. The Contract Administrator will conduct regular reviews throughout the contract term to monitor spend, in addition to standard contract oversight. They will also review all payment applications and will be responsible for monitoring performance, administering defaults, and recovering costs in cases of poor performance.
104. After the award of the contracts and framework, Contract Details Notices will be published. At least annually, a year after the date of the Contract Details Notice, a Contract Performance Notice will be published for each of the contracts including performance against three of the Key Performance Indicators (KPIs) for each contract. These KPIs will be monitored on a monthly basis, including regular site visits, audits, compliance with statutory regulations, and progress reviews.
105. To ensure robust contract management arrangements are in place, the engineering team officers will undertake audits of site inspection reports to ensure that method statements are adhered to, and works are compliant and delivered to a high standard.
106. The Contract Manager will carry out regular reviews for the duration of the contract term to monitor spend in addition to normal contract monitoring.
107. Any Contract Change Notices will be accompanied by a GW3 report and published prior to any modification (or extension) of the contract and a Contract Termination Notice will be published when the contract ends.

Staffing/procurement implications

108. Delivery of the tendering process and subsequent contract management and monitoring of the contractors will be done using existing in-house resource.

Financial implications

109. For these contracts, the council will act as the end user for the purposes of the Domestic Reverse Charge (DRC).
110. Total expected expenditure excluding and including VAT is:

Work Streams	Initial Term		Extension Period		Overall Period	
	Cost excl. VAT	Cost incl. VAT	Cost excl. VAT	Cost incl. VAT	Cost excl. VAT	Cost incl. VAT
	£m	£m	£m	£m	£m	£m
Initial Term						
Lot 1 – Individual Heating North	25.72	30.86	32.83	39.40	58.55	70.26
Lot 2 – Individual Heating South	24.03	28.84	30.67	36.80	54.70	65.64
Lot 3 – Communal Heating North	20.84	25.01	26.60	31.92	47.44	56.93
Lot 4 – Communal Heating South	26.14	31.37	33.36	40.03	59.50	71.40
Lot 5 – Cold Water North	5.46	6.55	6.97	8.36	12.43	14.91
Lot 6 – Cold Water South	5.67	6.80	7.23	8.68	12.90	15.48

Lot 7 – Building Energy Management Systems	1.40	1.68	1.79	2.15	3.19	3.83
Lot 8 – Temporary Boilers	3.20	3.84	4.09	4.91	7.29	8.75
Sub Total Lots 1-8	112.46	134.95	143.54	172.25	256.00	307.20
Communal Heating Major Works Framework	40.00	48.00			40.00	48.00
Total initial term	152.46	182.95	143.54	172.25	296.00	355.20

111. Estimated expenditure for the Heating and Water Repairs, Maintenance, Refurbishment and Replacement is £152.46m across five years. Should the five-year extension be exercised, estimated costs increase to £296.00m.

Work Streams	27/28	28/29	29/30	30/31	31/32	Total
Individual Heating North	£4.65	£4.89	£5.13	£5.39	£5.66	£25.72
Individual Heating South	£4.35	£4.57	£4.79	£5.03	£5.29	£24.03
Commercial Heating North	£3.77	£3.96	£4.16	£4.37	£4.59	£20.84
Commercial Heating South	£4.73	£4.97	£5.21	£5.48	£5.75	£26.14
Water Hygiene North	£0.99	£1.04	£1.09	£1.14	£1.20	£5.46
Water Hygiene South	£1.03	£1.08	£1.13	£1.19	£1.25	£5.67
BEMS	£0.25	£0.27	£0.28	£0.29	£0.31	£1.40
Temporary Boilers	£0.58	£0.61	£0.64	£0.67	£0.70	£3.20
Major Projects (Communal Heating)	£8.00	£8.00	£8.00	£8.00	£8.00	£40.00
Total	£28.35	£29.37	£30.44	£31.56	£32.74	£152.47

112. Contract spend will be met from the Housing Revenue Account (HRA). Based on current assumptions, it is expected that there will be sufficient budget to meet anticipated revenue expenditure. Revenue expenditure will be charged to cost centre GG221 and new WBS codes will be established for capital expenditures that will align with the workstreams to effective monitoring and budgetary control.

Forecast	2027/28	2028/29	2029/30	2030/31	2031/32	Total	2032/33 to 2036/37	Total including extension period
	£m	£m	£m	£m	£m	£m	£m	£m
Lots 1-8								
- Revenue	12.21	12.82	13.46	14.14	14.84	67.47	86.12	153.59
- Capital	8.14	8.55	8.98	9.42	9.90	44.99	57.42	102.41
Total	20.35	21.37	22.44	23.56	24.74	112.4	143.54	256.00
Major Projects								

- Revenue	0.80	0.80	0.80	0.80	0.80	4.00		4.00
- Capital	7.20	7.20	7.20	7.20	7.20	36.00		36.00
Total	8.00	8.00	8.00	8.00	8.00	40.00	-	40.00
Overall								
- Revenue	13.01	13.62	14.26	14.94	15.64	71.47	86.12	157.59
- Capital	15.34	15.75	16.18	16.62	17.10	80.99	57.42	138.41
Total	28.35	29.37	30.44	31.56	32.74	152.4	143.54	296.00

113. Forecast assumptions include an annual 5% inflation uplift for Lots 1 to 8, which will be subject to review and revision throughout the duration of the contract. Construction and mechanical and engineering inflation remains volatile, particularly for plant, metals, energy- related components and specialist engineering trades.

114. The majority of these works are rechargeable to leaseholders, which is yet to be quantified. Competitive tendering improves the council's demonstration of value for money, which is essential for Section 20 compliance, while the expanded use of a framework for Major Works strengthens the ability to benchmark and demonstrate reasonableness of charges.

115. The scale of district heating and cold water replacement works may result in significant service charge increases, which the council must communicate transparently to homeowners. Early profiling of leaseholder recoveries should be undertaken to ensure income forecasts align with actual works.

Investment implications

116. Anticipated capital expenditure for Lots 1 to 8 is within cash limits set for the Housing Investment Programme but capital expenditure on major projects will be subject to availability of resources and may require re-profiling of other project spend to ensure the Housing Investment Programme spend remains available cash limits.

Legal implications

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

Consultation

118. It is recognised that this procurement has an impact on residents and therefore, in addition to statutory homeowner Section 20 consultation, feedback has been received from all residents and taken into consideration as part of the development of the procurement strategy, via attendance at:

- Homeownership Forum

- Tenant Forums
- TRA (Tenant and Resident Associations) meetings
- SGTO Meetings and Comms (Southwark Group of Tenants Organisations)
- Councillor meetings
- and from the Leader of the Council, the Chief Executive, Councillors, Local MPs and local and National Press.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Resources (PFS - Housing 25/114)

119. The procurement strategy sets out proposals for eight Heating and Water Repairs, Maintenance, Refurbishment and Replacement contracts and a Communal Heating Major Works Framework, with a combined potential value of £296m for Lots 1–8 and for the Major Works Framework over their full term. The initial five-year cost for Lots 1–8 is £112.46m, rising to £256m if extensions are exercised, with the major works programme adding a further £40m.
120. The revenue costs for the contracts, estimated at £71.47m over the initial term, can be accommodated within the HRA based on current forecasts. Capital expenditure - £44.99m for Lots 1–8 and £36m for the Major Works Framework - will be funded through the Housing Investment Programme. However, the overall HIP remains under pressure from wider statutory and investment commitments, meaning future re profiling may be required to remain within borrowing and cash limits.
121. Inflation and market volatility represent material risks to affordability, particularly for mechanically engineered components, heating systems and energy related plant. The proposed competitive procurement routes, including a multi supplier framework for major works, should strengthen value for money and support robust Section 20 compliance, although significant leaseholder cost recovery impacts will need to be managed.
122. Contact award will be subject to ongoing affordability checks, including a refreshed financial appraisal at Gateway 2 and annual HRA budget monitoring. Extension options should only be exercised following performance review and confirmation of financial viability, particularly given wider pressures on the HRA and the scale of long term financial commitment involved.

Head of Procurement

123. This report seeks the approval from Cabinet for the procurement strategy outlined in the report to undertake a procurement exercise for eight Heating and Water Repairs, Maintenance, Refurbishment and Replacement Work contracts. The contract lots referred to in recommendation one, are each for an initial period of five years from 5 April 2027 with the option to extend for up to a further five years. The cumulative five year costs are an estimated

total of £112m, with an estimated combined total of £144m for the five year extension period, making a total estimated contract value for all Lots of £256m.

124. The report also seeks approval from Cabinet for the procurement strategy outlined in the report to undertake a procurement exercise for a multi-supplier, borough-wide Communal Heating Major Works Framework, for an initial period of four years from 5 April 2027 with the option to extend for a further year at an estimated annual cost of £8m and total cost of £40m if the extension provision is used.
125. The number of contracts to be awarded within these lots of the framework are detailed in the table at paragraph 50. Cabinet is also asked to note the rationale for the geographical division of contract areas for Heating and Water Repairs, Maintenance, Refurbishment and Replacement Work contracts referred to in paragraph 1, which is designed to support the efficient and effective service delivery of the works, as detailed in paragraphs 11 to 14, including back up arrangements, detailed in the table at paragraph 51.
126. The market considerations and pre-market engagement are detailed in paragraphs 31-36, with the procurement options considered in paragraphs 37-43. The details of the proposed approach are set out in paragraphs 44-56.
127. The potential procurement risks are detailed in the table at paragraph 57, with the considerations around the requirements of the Procurement Act in paragraph 61. The assessment criteria to evaluate tenders received for these procurements is set out in paragraphs 72 – 79 of the report.
128. Social value will be assessed in line with the Southwark Social Value Framework and including LLW. The plans for the management and monitoring of the contracts are detailed in paragraphs 101-107 to ensure best value and meeting the obligations of the Procurement Act in relation to these contracts.

Assistant Chief Executive – Governance and Assurance (Con/KM/20260201)

129. This report seeks the approval of the Cabinet to the procurement strategy for the Heating and Water Repairs, Maintenance, Refurbishment and Replacement Work contracts (lots 1-8) and the multi supplier, borough-wide Communal Heating Major Works Framework, all as further detailed in paragraphs 1-4. At the estimated total contract value of £296m, the Gateway 1 decision is reserved to cabinet.
130. The nature and value of these works are such that they are subject to the full tendering requirements of the Procurement Act 2023 (PA2023). As noted in paragraphs 47-48, the intention is to undertake a competitive flexible tender process for both lots 1-8 and the Communal Heating Framework, following

publication of a notice through the Find a Tender service. The tendering requirements of the PA2023 are therefore satisfied.

131. For the Communal Heating Framework, the PA2023 limits the framework period for a closed framework to four years, unless the contracting authority considers that the nature of the works to be supplied under the framework means a longer period is required. Paragraphs 55-56 set out the justification for a possible five year period for the closed framework.
132. The Cabinet's attention is drawn to the Public Sector Equality duty (PSED General Duty) under the Equality Act 2010, which requires public bodies to have regard, when making decisions, to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not share it. The Cabinet is specifically referred to the community, equalities (including socio-economic) and health impacts at paragraphs 80-87, and the Equalities Impact Assessment at Appendix 1, setting out the consideration that has been given to equalities issues which should be considered when approving the recommendations in this report.

Director of Exchequer (For Housing contracts only)

133. These contracts are Qualifying Long Term Agreements as defined by the Commonhold and Leasehold Reform Act 2002. The work that is proposed to be carried out within the agreements will be service charged to leaseholders and the agreements require consultation with leaseholders affected under S20 of the Landlord and Tenant Act 1985 (as amended).
134. Notice under S20 was served on 30th January 2026. The observation period will close on 9th March 2026.

BACKGROUND DOCUMENTS

Background Documents	Held At	Contact
Web links below: Cabinet 22 July 2014 GW1 heating and hot water Cabinet 15 September 2015 GW2 Heating and Hot water Cabinet 20 October 2020 Cabinet GW3 Heating and hot water GW3 Heating and Hot Water Contracts AB report 7 May 2004	160 Tooley Street, London SE1 2QH	Shona Snow, Tel. 07763 218688

Background Documents	Held At	Contact
Agenda for Cabinet on Monday 16 March 2026, 3.00 pm - Southwark Council		

APPENDICES

No	Title
Appendix 1	Equality Needs & Impact Analysis (ENIA) 15.12.2025

AUDIT TRAIL

Cabinet Member	Councillor Portia Mwangangwe, Council Homes	
Lead Officer	Ryan Collymore, Director of Repairs & Maintenance	
Report Author	Paul Gathercole, Gas and Water Contract Manager	
Version	Final	
Dated	3 March 2026	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Resources	Yes	Yes
Head of Procurement	Yes	Yes
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Director of Exchequer (For Housing contracts only)	Yes	Yes
Contract Review Boards		
Departmental Contract Review Board	Yes	Yes
Corporate Contract Review Board	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		3 March 2026

London Borough of Southwark

Appendix 1

Heating and Water Repairs and Maintenance Equality Needs & Impact Analysis

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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 effect 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.

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)

Whilst the equality analysis is being considered, Southwark Council recommends considering health and wellbeing implications, as health and health inequalities are strongly influenced by the environment we live and work in. As a major provider of services to Southwark residents, the council has a legal duty to reduce health inequalities, and this is reflected in its values and aims. For this reason, the council recommends considering health & wellbeing impacts in all equality analyses, not forgetting to include identified potential mitigating actions.

Section 1: Equality analysis details

Proposed policy/decision/business plan to which this equality analysis relates	Equality analysis author	Strategic Director, Department & Division	Period analysis undertaken	Date of review (if applicable)	Signed off, Position & Date
GW1 – Heating & Water Repairs & Maintenance and Upgrades	PAUL GATHERCOLE	Hakeem Osinaike (Strategic Director of Housing)	December 25	14 January 2026	14 January 2026 Ryan Collymore, Director of Repairs & Maintenance

Section 2: Brief description of policy/decision/business plan

1.1 Brief description of policy/decision/business plan
<p><i>Currently the Council provides a District Heating Network service to approximately 17,500 homes across the Borough. This is supplied via Estate Energy Centres (Mainly Gas Boilers) and associated Plant Rooms.</i></p> <p><i>There is also a supplementary Communal Heat Source provided by SELCHP (Veolia) to certain Estates on the Borough with additional Estates to be included in the near future.</i></p> <p><i>Currently there are two Term Contractors carrying out Heating Repairs & Maintenance to all Boiler Houses, Plant Rooms, BCWS Rooms, Communal Plant and any associated Communally Heated TRA Halls, Hostels, SHU's and associated individual dwellings.</i></p>

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

2. Service users and stakeholders	
Key users of the department or service	Key stakeholders were/are involved in this policy/decision/business plan
<i>This is expected to impact every housing resident whose home is served by council owned (and leased) Heat networks, communal heating, Including Community halls and Sheltered housing & Hostels.</i>	<i>Internal and external stakeholders, Cllr's, Housing colleagues.</i>

Section 4: Pre-implementation equality analysis

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.

The first column on the left is for societal and economic issues (discrimination, higher poverty levels) and the second column on the right for health issues, physical and mental. 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 health is given special consideration, as it is the council's declared intention to reduce health inequalities in the borough. The Public Health Team can assist with research and data.

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

Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)
<p><i>This service has a positive overall impact on all residents served by Heat Networks and Communal Heating as it provides Repairs, Servicing & Maintenance in a timely manner which ensures efficient performance across the DHN. PPM's also provide early warning of problems and reduces contact to call centres and downtime for Residents & Homeowners.</i></p>	<p><i>By assisting in providing a service which ensures less downtime of heating and hot water services residents will have a warm, dry home. Cost benefits of efficiency measures assists positive mental health.</i></p>

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

Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)
<p><i>This service has a positive overall impact as it provides a level of assurance our heat networks are monitored and working to their most efficient performance. It also offers specialist contracted fault finding.</i></p>	<p><i>This service provision provides a positive impact to people that suffer when heat and hot water is not working as designed. It will enable or assist in enabling quicker resolution of issues.</i></p> <p><i>A number of heat network systems are within our Sheltered Housing stock, where various residents have a range of health issues.</i></p>

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 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 health impacts (positive and negative)

This service provision has a neutral impact people in Marriage and civil partnership, as it does not specifically affect this group.

This service provision has a neutral impact people in Marriage and civil partnership, as it does not specifically affect this group.

Pregnancy and maternity - Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.

Potential impacts (positive and negative) of proposed policy/decision/business plan

Potential health impacts (positive and negative)

<p><i>The Service provides a positive impact, providing improved heating a hot water provision from our heat networks contributing to a healthier living environment.</i></p>	<p><i>The Service provides a positive impact, providing better performing heat networks, early warnings of issues that could have a detrimental effect to the pregnancy or health of the child and parents.</i></p>
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<p>Race - Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins. N.B. Gypsy, Roma and Traveller are recognised racial groups, and their needs should be considered alongside all others Potential impacts (positive and negative) of proposed policy/decision/business plan Potential health impacts (positive and negative)</p>	
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan</p>	<p>Potential health impacts (positive and negative)</p>
<p><i>This service provision has a neutral impact on race, as is does not benefit people of any specific race.</i></p>	<p><i>This service provision has a neutral impact on race, as is does not benefit people of any specific race.</i></p>

<p>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.</p>
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Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)
<p><i>This service provision has a neutral impact on religion or belief, as it does not benefit people of any specific religion or belief.</i></p> <p><i>Service providers would be expected to explain at tender stage how they consider diversity in the delivery of the contract for example, effective communication for those where English is not a first language. They would also have to have in place a robust EDI policy and understanding.</i></p>	<p><i>This service provision has a neutral impact on religion or belief, as it does not benefit people of any specific religion or belief.</i></p>

Sex - A man or a woman.	
Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)
<p><i>This service provision has a neutral impact on sex, as it does not benefit people of any specific sex.</i></p>	<p><i>This service provision has a neutral impact on sex, as it does not benefit people of any specific sex.</i></p>

Sexual orientation - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes	
Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)
<i>This service provision has a neutral impact on Sexual orientation, as it does not benefit people of any specific Sexual orientation.</i>	<i>This service provision has a neutral impact on Sexual orientation, as it does not benefit people of any specific Sexual orientation.</i>

Socio-economic disadvantage – although the Equality Act 2010 does not include socioeconomic status as one of the protected characteristics, Southwark Council recognises that this continues to be a major cause of inequality in the borough. Socio economic status is the measure of an area's, an individual's or families economic and social position in relation to others, based on income, education, health, living conditions and occupation.	
Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)
<i>This service is deemed to have a positive impact on the characteristic of socio-economic status in relation to quality of life.</i>	<i>This service is deemed to have a positive impact on the characteristic of socio-economic status in relation to quality of life.</i>

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

With the prospect of an ageing population and a population with different health needs, one potential impact is that a reliable efficient heat network/communal heating system could have a positive effect on resident's mental and physical wellbeing. A fully functional system will contribute to a healthier living environment and will assist in preventing condensation.

New anticipated Heat network guidelines require that the Council reduces the risk of breaks in service and reduced any downtime. The improvement of systems and continual monitoring will assist in reducing the risk to the Council, which could be substantial in financial and reputational outcomes.

Information on which above analysis is based

Knowledge of working with the existing contractors, internal and external demands on the service, feedback from media, Ombudsman and internal complaints and Disrepair teams.

Mitigating actions to be taken

N/A

Section 5: Further actions and objectives

Further actions

Based on the initial analysis above, please detail the key mitigating actions or the areas identified as requiring more detailed analysis.

Number	Description of issue	Action	Timeframe
1			
2			

Equality objectives (for business plans)

Based on the initial analysis above, please detail any equality objectives 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

Health objectives (for business plans)

Based on the initial analysis above, please detail any health objectives 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

Meeting Name:	Cabinet
Date:	16 March 2026
Report title:	Response to recommendations by the Housing, Community Safety and Community Engagement Scrutiny Commission: Southwark Community Safety Partnership
Cabinet Member:	Councillor Natasha Ennin, Community Safety and Neighbourhoods
Ward(s) or groups affected:	All
Classification:	Open
Reason for lateness (if applicable):	N/a

FOREWORD – COUNCILLOR NATASHA ENNIN, CABINET MEMBER FOR COMMUNITY SAFETY AND NEIGHBOURHOODS

As a chair of the statutory Community Safety Partnership, I am in a privileged position to provide local leadership to drive forward the work of partners to ensure a Safer Southwark and to keep residents safe. The Commission's review of the local Community Safety Plan its priorities has provided a rigorous and valuable assessment of the issues affecting safety and confidence within our communities. Their work, informed by evidence from the Council and a wide range of statutory partners, has reinforced our collective commitment to ensuring that residents feel secure in their homes, neighbourhoods and public spaces.

The Council welcomes the ten recommendations arising from the Scrutiny Commission. The Council and its partners have accepted the majority of these recommendations in full, with two partially accepted where further assessment, regulatory constraints or national frameworks require additional work. The recommendations speak to core priorities for the borough: improving visibility and accessibility of crime reporting; enhancing training and awareness for frontline officers and community representatives; strengthening neighbourhood level engagement; and ensuring that the full scope of violence against women and girls is properly reflected in our data and strategic planning.

While certain recommendations such as product safety regulation extend beyond the Council's direct authority or those relating to asset management and estate-based lighting which are being considered as part of a wider housing stock conditions survey, the partnership remains committed to progressing all feasible actions and to working collectively across council departments and with local partners.

This report demonstrates the Council's continued commitment to delivering a robust coordinated, partnership approach to community safety. The actions outlined here will further strengthen the delivery of the Community Safety Plan 2025–2030 and Southwark 2030, ensuring that resident experience and local insight remain at the heart of our community safety framework. By strengthening communication, improving transparency, and deepening collaboration with the Metropolitan Police, London Fire Brigade and other key partners, we aim to build safer, more resilient and more confident communities across the borough.

RECOMMENDATION

Recommendation for the Cabinet

1. That Cabinet note the response to recommendations 1-10 of the Housing, Community Safety and Community Safety and Community Engagement Scrutiny Commission.

Recommendation(s) for the Leader of the Council

2. None

REASONS FOR RECOMMENDATIONS

3. This report sets out the council's and partner response to the Housing Community Safety and Community Scrutiny Commission. Following a review of recommendations 1-10, the council have accepted recommendations 1, 3, 4, 5, 7, 8, 9 and 10. Recommendations 2 and 6 have been partially accepted. The council and partners will be developing further plans to implement the recommendations.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

4. The council and partners specifically explored the recommendations, the option to disregard the recommendations was considered but following a review of what was being asked, the council believed there would be more benefits, through actions associated with the recommendations.

POST DECISION IMPLEMENTATION

5. The council and partners will actively work on the recommendations, and this will form part of the ongoing work of the Community Safety Partnership.

BACKGROUND INFORMATION

6. Community Safety Partnerships (CSPs) are statutory, multi-agency bodies established under the Crime and Disorder Act 1998 to reduce crime, antisocial behaviour, substance misuse, and re-offending. Comprising local authorities, police, fire, health, and probation services, they develop local strategies based on annual assessments.

7. At its meeting held on 8 October 2025 Overview and Scrutiny Committee received a presentation on Southwark Community Safety Partnership – Working Together for a Safer Southwark. This included a presentation on the Community Safety Strategic Assessment 2025 and the Community Safety Priorities within the Community Safety Plan 2025-2030.
8. The committee heard from Councillor Natasha Ennin, Cabinet Member for Community Safety and Neighbourhoods, (Co-chair of the Southwark Community Safety Partnership) Stephen Douglass, Director of Stronger Neighbourhoods, Darren Summers, Integrated Care Board (ICB) (Health), Fire Borough Commander, Daniel Capon and Station Fire Commander for Dockhead, Tom Sharp (London Fire Brigade), Supt. James Brockway (Met Police), Emma Bond, Borough Commander Southwark (BCU Commander and Co-chair of the Southwark Community Safety Partnership) Emma Connor (Head of Southwark Probation Delivery Unit) and Aled Richards, Strategic Director, Environment, Sustainability and Leisure (Southwark Council).
9. The committee made several recommendations to cabinet, having regard to the evidence heard at the meeting. The recommendations are set out below for consideration although they

KEY ISSUES FOR CONSIDERATION

COMMISSION'S RECOMMENDATION 1 TO CABINET	
	<i>Recommendation</i> - <i>That the Cabinet and Police utilise all available media and reporting channels to help facilitate the reporting of 'actual' crime, i.e. crimes that go unreported.</i>
RESPONSE TO RECOMMENDATION 1	
	<p>The Council currently uses a wide range of media and engagement channels to encourage reporting of crime and build confidence that reporting leads to action. Reporting routes are regularly promoted through the Safer Southwark newsletter, Residents' newsletter, Southwark Life, council social media, press and website content. We actively share results from CCTV captures, enforcement outcomes and police activity to demonstrate that reports are acted upon and lead to outcomes.</p> <p>The Council also promote Met Engage (MPS communication platform) enabling residents to receive direct updates from local police teams and regularly include police updates within council communications. Reporting is further encouraged through business engagement, walkabouts, ward forums and integrated action days, with council officers and police reinforcing reporting routes during face-to-face engagement. Police colleagues continue to promote crime reporting utilising channels such as Met Engage, school patrols,</p>

	<p>newsletters, partner led messaging, and targeted work with seldom heard communities. Regular joint surgeries remain a key part of their approach.</p> <p>Over the coming year, we will further strengthen joint council and police messaging, simplify guidance on how and where to report different types of crime, and expand targeted communications in town centres and high-footfall areas. We will continue to reach communities less likely to report crime through voluntary and faith groups and maintain a focus on sharing outcomes from reporting to build trust and confidence.</p> <p>Over the next 12 months, the police plan to expand joint surgeries with local councillors and strengthen partner communication by encouraging wider use of the Met Engage QR code across shared literature and platforms.</p>
RECOMMENDATION 1: ACCEPTED	

COMMISSION'S RECOMMENDATION 2 TO CABINET	
	<p>Recommendation - <i>That the Cabinet investigates the need for improved communal lighting on housing estates and draws up a plan of instalments across the borough.</i></p>
RESPONSE TO RECOMMENDATION 2	
	<p>While understanding whether the communal lighting on our housing estates is sufficient is indeed important, it's essential to recognise the Council's current priorities. Given these priorities, it's unlikely that this work could be scheduled within the indicated time span.</p> <p>The Council is currently undertaking one of the largest stock condition surveys in the country. This comprehensive survey will inform our asset management strategy throughout 2027. As part of this process, our understanding of our housing stock and its prioritisation will be considered. Following this, the asset management strategy and investment strategy will be formulated, which will include communal lighting.</p> <p>Given the current safety and compliance aspects, it is unlikely that communal lighting will be prioritised in the early years of the asset management strategy. Nonetheless, it remains an important aspect that will be addressed in due course.</p>
RECOMMENDATION 2: PARTIALLY ACCEPTED	

COMMISSION'S RECOMMENDATION 3 TO CABINET	
	<p>Recommendation - <i>That the Cabinet investigates the extended use of CCTV and the interconnectivity between different owned</i></p>

	<i>systems across the borough to assist in the detection of crime and suspects, and to improve residents' safety.</i>
RESPONSE TO RECOMMENDATION 3	
	<p>The CCTV Public Space Surveillance Team within the Council is responsible for over 550 cameras covering town centres, housing estates, parks and open spaces.</p> <p>The CCTV Team will take forward a high-level review to explore how different council-owned and partner systems could be interconnected. This work will include technical feasibility, governance, data sharing requirements, cost analysis, and the operational benefits for crime detection and resident safety.</p>
RECOMMENDATION 3: ACCEPTED	

COMMISSION'S RECOMMENDATION 4 TO CABINET	
	<i>Recommendation - That the Cabinet encourages the Police to retain a front counter facility at the Walworth Road Police station so residents can report their concerns and acts of crime.</i>
RESPONSE TO RECOMMENDATION 4	
	<p>On announcement by the MPS that several police front counters were either due to close or reduce operational hours, a formal communication was sent to both the Police Borough Commander and Assistant Commissioner for Frontline Policing at the MPS. This set out the key concerns relating to Walworth Police Station and proposed reduced hours. The Council attended a dedicated engagement session to provide feedback. The new delivery model will involve Walworth operating a front counter between 10am-10pm Monday – Friday and 9am-7pm at weekends and this will take effect from Tuesday 3rd March 26. Outside all front counters that are due to be closed or reduced hours, weatherproof phones will be available for direct connection 999 or 101 services, which are currently being upgraded to digital. The MPS is planning to continue engagement on this change and its impact, and the Council will be closely monitoring the impact of these changes over the coming months.</p>
RECOMMENDATION 4: ACCEPTED	

COMMISSION'S RECOMMENDATION 5 TO CABINET	
	<i>Recommendation - That the Cabinet provides resources for further specialised training given to housing officers, estate cleaners and Tenants & Residents Association (T&RA) representatives on the early identification of the signs of Anti-Social Behaviour (ASB), domestic violence and substance abuse in particular.</i>
RESPONSE TO RECOMMENDATION 5	

	<p>A range of training is currently available on My Learning Source which supports the thematic areas of the recommendation.</p> <p>Change, Grow, Live (CGL) are contracted as the Council's substance abuse and alcohol support service. Under this contract, CGL deliver internal substance abuse awareness training, available to relevant Council employees.</p> <p>Domestic abuse awareness training is available on My Learning Source. The current commissioned service also provides in-person domestic abuse awareness training on a quarterly basis, advertised via My Learning Source. To support the development of this area, the Community Safety Team have procured a new violence against women and girls (VAWG) support service that will deliver VAWG awareness sessions to a range of professionals, including local authority staff. The training session avenue will be open to all Southwark professionals who feel they would benefit, including Housing Officers, Estate Cleaners and T&RA representatives. Domestic abuse will be a core element of this training, but not the only focus, as the contract has been procured to expand and respond to changing needs and risks in the borough.</p> <p>Regarding ASB, training is available on My Learning Source which aims to build the skills of frontline staff to use the power of short conversations to support people's health and wellbeing by helping them to stay well, better self-care, and access support from a range of local services.</p> <p>This recommendation will need to be fully reviewed and costed to determine if greater resource is required to meet its aims against current budgets.</p>
RECOMMENDATION 5: ACCEPTED	

COMMISSION'S RECOMMENDATION 6 TO CABINET	
	<p>Recommendation - <i>That the Cabinet directs its Licensing enforcement team to help prevent the sale of illegal chargers and batteries for electric bikes within the borough as a safety measure.</i></p>
RESPONSE TO RECOMMENDATION 6	
	<p>Unfortunately, the licensing of premises involved in the sale of e-bikes is not possible as batteries are separately regulated to electrical products (i.e. chargers) and the Council is not an enforcement authority for batteries. The enforcement of such products is reserved for the Office of Product Safety and Standards.</p>

	<p>However, our Trading Standards Team can inspect relevant chargers and batteries and remove chargers from sale, if non-compliant. This is with the caveat that we understand the vast majority are purchased directly online from suppliers outside of both Southwark and the UK. The Council have identified businesses within Southwark and will conduct visits on these businesses over the next 12 months.</p> <p>In response to the rising number of lithium battery-related fires, the London Fire Brigade launched its ChargeSafe public safety campaign, promoted through its website and social media platforms, including X and the Council have previously promoted this campaign. Further to this joint awareness events have been undertaken to educate the public on safety issues.</p> <p>The London Fire Brigade is committed to working collaboratively with the Council over the next 12 months to promote ChargeSafe via Council platforms such as the Residents' Newsletter, WhatsApp Groups and social media.</p>
RECOMMENDATION 6: PARTIALLY ACCEPTED	

COMMISSION'S RECOMMENDATION 7 TO CABINET	
	<p><i>Recommendation - That the Cabinet gives greater publicity through the Council's own publications and media channels to the online fire safety checker to allow businesses and residents to ascertain if they need a fire safety check from the London Fire Brigade.</i></p>
RESPONSE TO RECOMMENDATION 7	
	<p>The Council works closely with <i>London Fire Brigade</i>. (LFB) who is a statutory partner of the Community Safety Partnership, and will continue to promote their online Home Fire Safety Checker to allow residents to ascertain if they need a fire safety check.</p> <p>LFB is currently developing a Business Safety Tool which is being consulted on and the Council is promoting this across various media and publication platforms.</p>
RECOMMENDATION 7: ACCEPTED	

COMMISSION'S RECOMMENDATION 8 TO CABINET	
	<p><i>Recommendation - That the Cabinet devote sufficient resources to the training of Customer Service Officers in the</i></p>

	<i>correct signposting of ASB and crime when contacted by residents.</i>
RESPONSE TO RECOMMENDATION 8	
	<p>Customer Service Officers within the contact centre are the first point of contact for residents reporting crime and ASB to the council. There is already a standardised script in place to assist in the screening of ASB calls but further analysis and training is essential to drive continual improvement.</p> <p>This recommendation will need to be fully reviewed and costed to determine if greater resources are required to meet its aims against current budget challenges.</p>
RECOMMENDATION 8: ACCEPTED	

COMMISSION'S RECOMMENDATION 9 TO CABINET	
	<i>Recommendation - that the Cabinet adopts all forms of participation and engagement with residents and businesses on a neighbourhood level allied to the Town Action Plans to assist in the reporting of crime and residents' safety.</i>
RESPONSE TO RECOMMENDATION 9	
	<p>During November and December 2025, the Council held eight neighbourhood meetings across the borough as part of our ongoing commitment to strengthening local engagement and ensuring residents have meaningful opportunities to raise issues and shape local priorities. These meetings provided an accessible forum for residents to discuss concerns directly with senior officers and local policing teams, and to receive updates on key matters such as community safety, environmental issues, and neighbourhood level service delivery.</p> <p>Community Safety and Environmental matters were presented by the council, alongside local Police Inspectors, who outlined current police priorities, recent operational activity, and practical approaches to crime prevention and reporting. These sessions enabled open, constructive dialogue between the community, council officers and the police, helping identify specific neighbourhood level issues and enabling more responsive, place based actions.</p> <p>The Council recognises the critical link between neighbourhood engagement and the effectiveness of the Town Centre Action Plans (TCAPs). As set out in the TCAP framework, community safety is a key theme across all town centres, and the TCAPs are designed to provide a structured mechanism for reporting issues, tracking progress, and strengthening partnership working with businesses, residents,</p>

	<p>Business Improvement Districts, and community groups. Engagement undertaken through neighbourhood meetings directly informs ongoing TCAP delivery—ensuring that local concerns regarding crime, anti-social behaviour, and perceptions of safety are captured and acted upon at a town centre level.</p> <p>In line with this recommendation, future neighbourhood meetings will include a standing agenda item on community safety, allowing residents and businesses to regularly hear updates, share intelligence, and contribute to early identification of risks or emerging issues. This complements the TCAP commitment to continued engagement, including high street walkabouts, business forums, resident groups, and other hyperlocal networks, ensuring that crime related concerns feed directly into each town centre’s programme of work.</p> <p>Taken together, the neighbourhood engagement programme and the TCAPs create a more joined up approach that strengthens reporting pathways, enhances visibility of community safety actions, and supports more responsive and informed decision making across our town centres.</p>
RECOMMENDATION 9: ACCEPTED	

COMMISSION’S RECOMMENDATION 10 TO CABINET	
	<p>Recommendation - <i>That the Cabinet instructs a further analysis and breakdown of ASB and crime data to ascertain the full scope of gender-based violence e.g. Violence against Women and Girls (VAWG).</i></p>
RESPONSE TO RECOMMENDATION 10	
	<p>The Community Safety Partnership follows the Home Office definition of VAWG. The Community Safety Team produce an annual strategic assessment (to support the delivery of the Community Safety Plan where the data presented to Scrutiny originated from. Data sets included in the strategic assessment are in line with Home Office definitions. Data outlined in the strategic assessment provides a breakdown of VAWG crime types within the borough and is refreshed annually.</p> <p>Work has already commenced on planning for the Strategic Assessment covering data 2025-26 which will be completed within Quarter 2 2026. VAWG data (tackling VAWG and promoting women’s safety) is presented as a distinct chapter of the Strategic Assessment, ASB data is</p>

	presented under ' <i>creating safe and sociable estates and neighbourhoods</i> '.
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RECOMMENDATION 10: ACCEPTED

Policy framework implications

10. These recommendations support the delivery of Southwark 2030 and the Council's Delivery plan and the Community Safety Plan 2025-2030.

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

Community impact statement

11. The council is dedicated to promoting equality in Southwark and opposing all discrimination. We will provide opportunity to all residents to gather opinions using methods such as public consultations, customer feedback forms, collaborating with community groups and phone calls to underrepresented groups to ensure an inclusive consultation process to the various policies that are created or renewed.

Equalities (including socio-economic) impact statement

12. The Community Safety Plan 2025-2030 has had a full equalities impact and needs assessment. Findings from the assessment will form part of future recommendations.
13. The actions associated with the recommendations will have a positive impact on health and equalities within the borough.

Climate change implications

14. There are no climate change implications in relation to the recommendation responses.

Resource implications

15. There are no specific resources implications based on the responses to the Commission's recommendations. Other than recommendations 5 and 8 where a review will be required to determine if it can be implemented within existing resources.

Legal/Financial implications, (JM17022026)

16. There are no legal or financial implications relating to responses to the recommendations within this report.
17. Any future costs identified due to the implementation of the recommendations of this report will be addressed in further reports and all the required funding will be secured for any new commitments.

18. Staffing costs connected with this report to be contained within existing Stronger Neighbourhood directorate revenue budgets.

Consultation

19. There has been a range of consultations which were included within Community Safety Strategic Assessment which informed the development of the Community Safety Strategy 2025-2030. These are listed in background papers.

Head of Procurement

20. None

Assistant Chief Executive, Governance and Assurance (NBC 20260216)

21. This report seeks the cabinet's approval of the council's response to the recommendations, as set out in the 'key issues for consideration' section of this report.
22. There are no significant legal implications arising from the recommendations in this report.
23. When considering this report, the 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 no impact on communities and no adverse effects on those with a protected characteristic are anticipated.

Strategic Director, Resources

24. None

APPENDICES

No.	Title
None	

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Southwark Community Safety Partnership – Working Together for a Safer Southwark (Public Pack) Agenda Document for Overview & Scrutiny Committee, 08/10/2025 18:30	Community Safety Team, 160 Tooley Street, London SE1 2QH	Caroline Thwaites Caroline.thwaites@southwark.gov.uk
Office of Product Safety and Standards	Online	OPSS.enquiries@businessandtrade.gov.uk
Home Fire Safety Checker	Online	London Fire Brigade
Business Safety Tool	Online	London Fire Brigade
ChargeSafe	Online	London Fire Brigade

AUDIT TRAIL

Cabinet Member	Councillor Natasha Ennin, Community Safety and Neighbourhoods	
Lead Officer	Caroline Thwaites, Assistant Director of Community Safety & Partnerships	
Report Author	Caroline Thwaites, Assistant Director of Community Safety & Partnerships	
Version	Final	
Dated	4 March 2026	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance	Yes	Yes
Strategic Director, Resources	Yes	Yes
List other officers here	No	No
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	4 March 2026	

Meeting Name:	Cabinet
Date:	16 March 2026
Report title:	Response to Overview and Scrutiny Committee: recommendations on Chilton Grove
Cabinet Member:	Councillor Portia Mwangangye, Council Homes
Ward(s) or groups affected:	Rotherhithe
Classification:	Open
Reason for lateness (if applicable):	Not applicable

FOREWORD - COUNCILLOR PORTIA MWANGANGYE CABINET MEMBER FOR COUNCIL HOMES

We recognise that our residents are true experts on their homes, their estates, and the neighbourhoods they help shape every day. We are committed to creating transparent systems that allow residents to hold us to account, challenge our performance, and help us improve. Whether through formal panels, feedback forums, or open data, we will ensure residents have the tools and access they need to evaluate how well we are delivering on our promises.

A Management Action Plan has already been set out on how the council will manage major works projects going forward. As part of the plan there would be more consultation with residents and improved communication with our residents. We are determined to ensure that we provide a very good service for our residents.

RECOMMENDATION

Recommendations for the Cabinet

1. Accept all recommendations made by Housing Scrutiny as set out in the report.

REASONS FOR RECOMMENDATIONS

2. Scrutiny Recommendations: The reasons for the recommendations are to ensure that engagement and communication with residents is improved, and lessons will be learned from previous projects.
3. This will ensure that cabinet has oversight and responsibility to see that the recommendations proposed by the Housing Scrutiny Commission are seen through.

4. This will also ensure issues raised by residents and local councillors are addressed.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

5. None

POST DECISION IMPLEMENTATION

6. N/a

BACKGROUND INFORMATION

7. On 8 October 2025, the Strategic Director of Housing, Director of Repairs and Maintenance, Head of Investment and the Task and Finishing Team lead attended the Overview and Scrutiny Committee to respond to queries raised by residents and members about how the first phase of the Chiton Grove project was managed by the Council.
8. The council committed to reviewing how major works projects are managed and improving communication with residents.

KEY ISSUES FOR CONSIDERATION

COMMISSION'S RECOMMENDATION 1 TO CABINET	
1.	That the Cabinet ensure that resident communications to Southwark tenants and leaseholders cover all age groups and that all different types of media communications are utilised such as text messaging, emails, e-newsletters, postal and online. Furthermore, engage with tenants and leaseholders on estate walks, repair action days and in-person and hybrid meetings.
RESPONSE TO RECOMMENDATION 1	
1.	<p>Over the last two years, the Council has been in constant communication with residents on the estate. There have been monthly RPG meetings of which twenty-seven households out of eighty-eight households are part of the RPG. This represents 31% of the households on the estate and presents a high participation rate. However, we are aiming to increase the number of participants by sending regular newsletters and emails to residents where we have their email addresses.</p> <p>In addition to the monthly meetings, we plan quarterly newsletters to coincide with key project milestones to update residents on the progress and quarterly open sessions for residents to drop in and talk to the team. For the Chilton Grove project, the first of these was held in November 2025.</p> <p>The open sessions will be promoted through newsletters, email and posters on the estate. The newsletter will be printed and posted through resident front doors and promote the drop-in sessions. We will ensure non-resident leaseholders have the same information and opportunities to participate.</p> <p>For the Chilton Grove estate phase 2 project, we are encouraging more collaborations with residents. One resident is on the procurement panel to</p>

	choose a contractor for the upcoming project. We will also be working with residents on the Chilton Grove estate to see if there is an appetite to set up a TRA for the estate, possibly in partnership with the neighbouring places on Plough Way and Yeoman Street which could encourage greater participation in activities like estate inspections.
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RECOMMENDATION 1: ACCEPTED	
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COMMISSION'S RECOMMENDATION 2 TO CABINET	
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| 2. | That the Cabinet establish processes within the council to maintain full and complete transparency when issuing bills for leaseholder charges. |
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RESPONSE TO RECOMMENDATION 2	
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| 2. | We fully support the principle of transparency in all aspects of billing for leaseholder charges. Maintaining robust processes within the council will ensure that every bill issued is clear, accurate, and will have had an explanation of how charges are calculated. This will help maintain trust and accountability, while giving leaseholders confidence that service charges are fair and reasonable. |
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RECOMMENDATION 2: ACCEPTED	
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COMMISSION'S RECOMMENDATION 3 TO CABINET	
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| 3. | The committee ask that the Cabinet Member for Council homes gather all the different lessons learnt from Chilton Grove, Canada Estate, Kirby Estate, Devon Mansions, Arica Estate and Consort Estate into a comprehensive document to ensure best practices in the future. |
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RESPONSE TO RECOMMENDATION 3	
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| 3. | A lessons learned register has been produced. The register will be available to all staff involved in managing and delivering planned major works projects. The register will be maintained and updated regularly. In addition, the commission has asked for a paper to be put together. This paper needs to be accessible (and readable) for members, resident boards, and forums to access. |
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RECOMMENDATION 3: ACCEPTED	
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Policy framework implications

9. None.

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

Community impact statement

10. The Public Sector Equality Duty requires public bodies to consider all individuals when carrying out their day-to-day work, in shaping policy, in delivering services and in relation to their own employees. It requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities.
11. Better communication and resident involvement will empower communities by strengthening the meaningfulness of their engagement and enhancing the impact of their participation in shaping services and decision-making.

Equalities (including socio-economic) impact statement

12. The council has a public sector equality duty under Section 149 of the Equality Act 2010. In addition, the Council also recognises that many of our residents are disadvantaged and aims to ensure their voices are heard and their needs reflected in service design and delivery.

Health impact statement

13. Placing residents at the heart of everything we do is key. Engaging and empowering local residents to be part of the decision making in relation to their homes supports the delivery of a good landlord service the Council is promoting.

Climate change implications

14. There are no adverse climate change implications associated with the Lessons Learned Register.

Resource implications

15. The recommendations in the lessons learned register will be serviced by the council's teams.

Note: Legal/Financial implications

16. Any costs associated with the changes introduced by the implementation of the strategy will be met by the existing Repairs and Maintenance budget.

Consultation

17. Resident consultation is ongoing.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive, Governance and Assurance (20260302SF)

18. This report seeks Cabinet's approval of the council's response to the Housing Scrutiny Commission's recommendations on the Chilton Grove QHIP phase 1 project. This report is being considered by Cabinet in line with the requirement contained in the Overview and Scrutiny Procedure Rules in the council's Constitution.
19. When considering this report, the 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 no impact on communities and no adverse effects on those with a protected characteristic are anticipated.
20. There are no significant legal implications arising from the recommendations in this report.

Strategic Director, Resources (H&M 25/042)

21. The Strategic Director, Resources, notes the Housing Scrutiny Commission's recommendations and any costs associated with implementing these recommendations and the servicing of the meetings will be contained within existing Repairs and Maintenance budgets within the Housing Revenue Account.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Minutes of the Overview and Scrutiny Committee on 08 October 2025: Agenda for Overview & Scrutiny Committee on Wednesday 8 October 2025, 6.30 pm - Southwark Council (Item 6)	Scrutiny Team Governance and Assurance 160 Tooley Street	Adam.Wood@southwark.gov.uk 0207 525 0265

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Portia Mwangange, Council Homes	
Lead Officer	Ryan Collymore Director of Repairs & Maintenance	
Report Author	Richard Ndudi, Head of Investment	
Version	Final	
Dated	5 March 2026	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance	Yes	Yes
Strategic Director, Resources	Yes	Yes
List other officers here		
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	5 March 2026	

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