

**Report from**  
**Southwark Housing, Environment, Transport and**  
**Community Safety**  
**Scrutiny Sub Committee**

**Draft January 2013**

**Scrutiny of TRA Halls and Communal Rooms**

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## Introduction

Southwark Council currently has 113 properties with a primary use registered to providing space for TRAs to carry out their activities and provide space for other community activities. The breakdown of the different types of halls/rooms is in table 1 below. For the rest of this report these facilities will be referred to generically as “TRA Community Halls”.

### Categories and number of Southwark TRA Community Halls

Category	Number of Halls/Rooms
Community centre, self financing	41
Medium hall, some income	26
Meeting room/flat. No/low income	25
Closed	8
TMO office	4
Unsure	1
In use	8
<b>Total</b>	<b>113</b>

In most cases TRAs have responsibility for day-to-day management of the properties. There are a wide range of arrangements in place including licenses, leases, tenancies at will, sub-lets and in most cases no formal arrangements. Officer estimate that rent is currently charged on 53 of the halls. In 2010/2011 the income generated by this was approximately £47k.

A September 2012 Senior Management Team paper concluded “While some TRAs are clearly well managed, others need support in ensuring that premises are accessible and their management is accountable. Work has therefore started with the halls working party to agree a model set of terms of hire. Other key documents will also be developed, backed with training for halls managers and committee members.” We will come to the details of the Tenants Halls Working Party in the next section.

The council has taken a number of actions in the past year to address weaknesses in the way TRA community halls have been managed. This is being co-ordinated centrally by the Resident Involvement Team (now merged with Community Engagement) . This work includes:

- **Engineering Services** have agreed to manage an ongoing compliance regime for the key services and utilities including electrical testing, gas checks, water system management and asbestos management.
- **The compliance team** have agreed to work to support tailored training and advice for TRAs and management committees on their responsibilities in managing health and safety. This is likely to be delivered externally because of issues with capacity within this team.
- **The Repairs Team** have agreed to manage day to day repairs of the halls within the £300,000 per annum budget for both reactive and planned maintenance.
- **The Investment team** have agreed to manage planned preventative maintenance and capital investment.
- **Capital investment:** A capital sum of £3.1 million has been established for the hall portfolio within the Housing Investment 5-year programme. A dedicated repairs and maintenance budget of £500k per annum has also been set up.
- **A full stock condition survey** has been carried out to inform the capital investment programme

The Housing, Environment, Transport and Community Safety Scrutiny Sub-Committee decided to look into this issue whilst setting up its work programme in June 2012. The Sub-Committee was aware of the on-going work set out above and the formation of the Tenants Halls Working Party. The Sub-Committee felt that it was important for councillors to provide an external perspective on this work and to make other contributions which could improve the way the council approaches the issue of TRA Community Halls.

Nevertheless the sub-committee has also been eager to dove-tail our work with that of the Working Party to ensure that duplication does not occur and that this scrutiny could benefit from investigatory work which had already been carried out. The sub-committee agreed to make recommendations regarding TRA Community Halls in the following areas:

- 1. A fair rents policy** – proposing a fair and equitable system of rents for TRA Community Halls
- 2. Stock condition and capital investment** – adding to the work of the Tenants Working Party to make recommendations on guiding principles on the ongoing investment programme
- 3. Usage of Halls** – Members of the committee have received anecdotal evidence of some halls being “taken over” by individual uses and other halls being less than welcoming to newcomers. Members of the committee also want to investigate the possible under-use of some halls.
- 4. Provision across the Borough** – Clearly there are some parts of the borough where tenants and other residents are better served than others by the provision of TRA halls. The sub-committee wishes to make recommendations which might address under-provision in some parts of the borough.
- 5. Oversight and transparency in the management of Halls** – issues to be covered here are the prevention of fraud, the prevention of small cliques in the running of halls and the level of council support provided to TRAs
- 6. Conversions and sharing of resources** – There are a small number of Halls/rooms which are not being used at all and others which are used rarely. In particular the Sub-Committee is interested in the possibility of unused and acutely under-used halls being converted into new homes or where possible any under-utilised halls being used by the wider Voluntary and Community Sector

## The Tenants Hall Working Party

As noted above, the Tenants Halls working party has been set up to:

- provide an overview of the halls portfolio
- Discuss current issues/problems and resolve these
- Exchange information
- Support training on good practice for hall management committees
- Give advice on lettings and activities permitted in halls
- Help develop a suite of reference materials for TRAs running premises
- Provide intelligence of what activities are taking place in community premises (both TRA halls and the wider estate)
- Investigate opportunities to provide match-funding for halls from the Tenants Fund

The Membership of the working party is as follows:

### Membership of the working party:

NAME	AREA FORUM
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Kiri Pieri	TC/Rotherhithe
Kevin Lewis	TC/
Colin Harrison	TC/Walworth West
Steve Hedger	TC/Camberwell East
Kim Jones	TC/Camberwell West
Cris Claridge	TC/Nunhead/Peckham Rye/SGTO
Ian Ritchie (Chair)	TC/Nunhead & Peckham Rye
Maureen Baker	TC/Peckham
Frances Kodjie	HOC
Jean Attridge	HOC
Mike Tyrer	Camberwell West
Michael Orey	Peckham/HOC
Wayne Gilbert	Camberwell East
Dean Chandler	Borough
Kathy Henessey	Rotherhithe
Ms Pat Hickson	Rotherhithe 2
Bill Newman	Dulwich
Miss Miriam Facey	Nunhead/Peckham Rye
Fran Wyndham	Bermondsey West
Suzanne Webb	Bermondsey East
Carol Vincent (Vice Chair)	Aylesbury

During the course of this scrutiny, the Chair of the Sub-committee has met with the Chair of the Tenants Working Party on 3 occasions and has attended a Working Party meeting. In addition, the Chair of the Working Party has regularly attended meetings of the Scrutiny Sub-Committee, and contributed to them. All of these meetings and other communications have been very constructive and positive. The Scrutiny sub-committee would like congratulate the Working Party on the quality of their ongoing work and thank them for their input into this scrutiny process.

## Section 2 – Scrutiny of TRA Community Halls in Southwark

### TRA Community Hall Case Studies

The sub-committee asked officers to provide some case studies which showed some of the problems and positive stories which can arise through the current model of managing TRA Community Halls. The case studies below are anonymised versions of the information provided by officers.

#### TRA Community Hall Case Study 1

The Stock Condition Survey identifies work required in the region of £80,000 to make this hall compliant and to a good standard of decoration. It is a large, stand alone building with a large hall and a smaller room which is used for smaller meetings. It is currently subject to an enquiry from an elected representative as it is understood residents have complained about a lack of access to the facilities. Officers have visited the facility and interviewed the key holder about the reasons for the lack of access. They are twofold: Firstly, the TRA is ageing and has a small number of volunteers meaning it struggles to open the building when people wish to hire. Secondly many of the requests for hire are for church groups and parties which can if not well managed cause a nuisance to local neighbours. The TRA Committee have made a conscious decision not to hire to these groups out of respect to the local residents.

Another TRA use a small room in the neighbouring block which is not on their estate. Given this situation, it would make sense to investigate a sharing arrangement.

From a resident involvement perspective this is a classic case of an underused hall under the care of a keen but struggling TRA. They are overcoming the loss of their previous, very effective, chair and getting to grips with matters. However it is also a large hall that the wider community could be benefitting more from. Diplomacy and support are key here. There is also a good opportunity for a pensioners group to use the hall and office Tuesday to Friday and pay rent and manage it during the day.

#### TRA Community Hall Case Study 2

The TRA Hall is occupied by a (service provider to the local community) during the week. It is also used for worship by church groups during the weekend. It is understood that the TRA do not use the Hall. It is unclear if the service provider or churches pay rent, to whom and if they have any occupation agreements. Nearby is another small meeting room – This is used to host TRA meetings and Council and non Council meetings. It is a small room and has potential to be converted into a new home. Currently, if a group wishes to use the meeting room they approach the Estate Concierge who opens the room for them. They are then left unattended. Although this is less than ideal it is considered a small risk as the concierge seems to know everyone and polices its use through common sense. However, it is unclear whether he has been briefed in what actions to take in the event of an incident and whether he has the training to be considered the 'responsible person' for both the Hall and the meeting Room. The meeting room requires around £15k of works. The Hall requires £23K.

The TRA Committee is dominated by the chair who has managed things their own way for a long time. Officers are supporting the committee as a whole to challenge some of this behaviour. The use of the hall means that coach trips are regularly organised but now members of the local community are questioning why they cannot use the hall for family/social functions.

This is a good example of what happens when a powerful personality is willing to do all the opening/closing/etc and the association acquiesces in this.

### **TRA Community Hall Case Study 3**

A TRA success story. Resident involvement reformed a seriously failing TRA and it is in the hands of a committee dedicated to working with the committee and maximising use of the hall. The secretary ensures that the association avails itself of every project and money opportunity that it can. The reputation of the TRA has soared in the eyes of the tenant movement.

### **TRA Community Hall Case Study 4**

The TRA collapsed for some years under the impact of tenure and social change. This is an area that needs a modern community engagement strategy as the TRA model simply does not appear to be working. A local society or representative community group would probably provide a better vehicle for the council to engage with the community and deal with issues relating to the HRA Community Hall. The stock condition survey reveals it needs £120k of repairs. It is possible that this hall could be converted into new homes. There is a suitable nearby hall on an adjoining estate.

### **TRA Community Hall Case Study 5**

This is the last hall and TRA in the borough that gives rise to concerns about it allegedly being a social drinking club for a limited section of the community. Ways have been tried to reform the association but they resist all efforts and have successfully delayed due to constantly changing staff. The new staff structure of the community engagement team will be eminently suited to problem solving here. The building is in a deprived area and should be available to a variety of local groups.

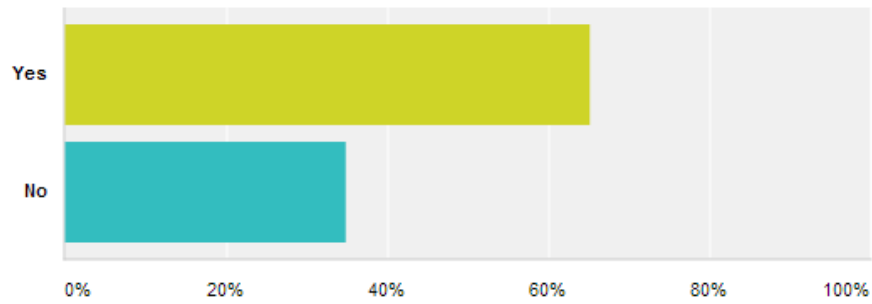
These case studies highlight the fact that there are ongoing issues at a small number of halls with under-use and the management practice. The sub-committee believes that these issues would need to be addressed before large amounts of money were spent upgrading and re-developing halls.

## **Tenants Survey**

In October, November and December 2012, the scrutiny sub-committee carried out an electronic survey of tenants and residents of council estates regarding HRA Community Halls. The survey was sent via email to approximately 4000 email addresses held by the council. 622 people responded, providing a huge amount of useful information which has informed this scrutiny. The basic outline of the results from the main survey questions are set out in the charts below.

## Do residents on your estate have access to a hall or communal room(s)?

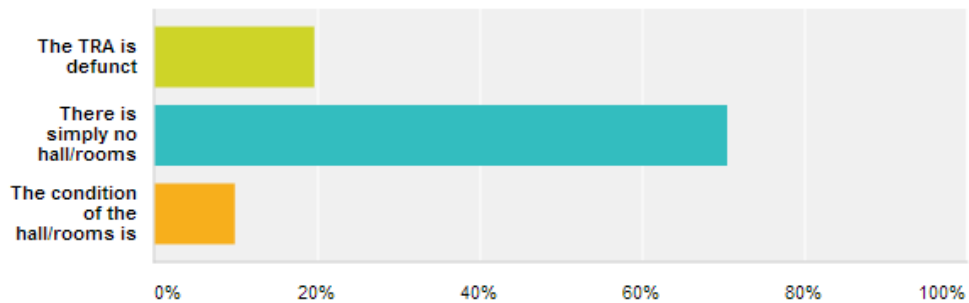
Answered: 608 Skipped: 14



Answer Choices	Responses	
Yes	65.13%	396
No	34.87%	212
Total		608

## If you do not have access to a hall or communal room(s), is this because:

Answered: 112 Skipped: 510

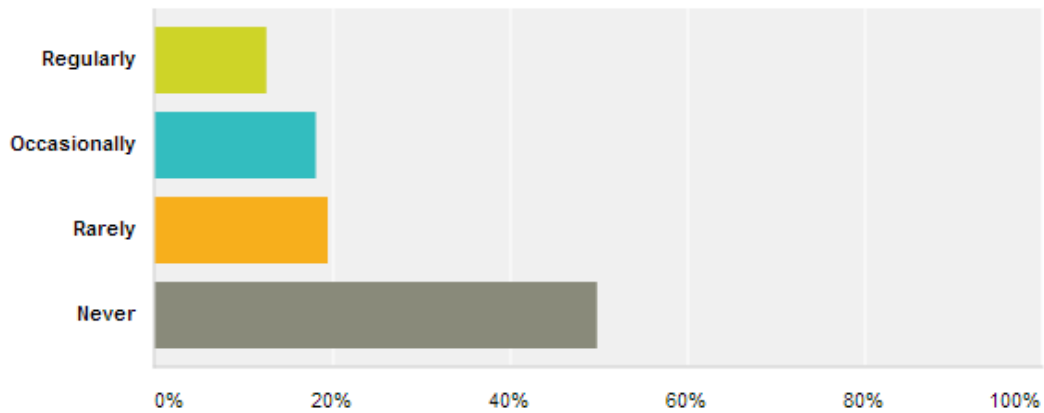


Answer Choices	Responses	
The TRA is defunct	19.64%	22
There is simply no hall/rooms available in our area	70.54%	79
The condition of the hall/rooms is very poor and can no longer be used	9.82%	11
Other (please specify) ( 53 ) <a href="#">Expand</a>		
Total		112



## Do you use the hall/communal facilities on offer...

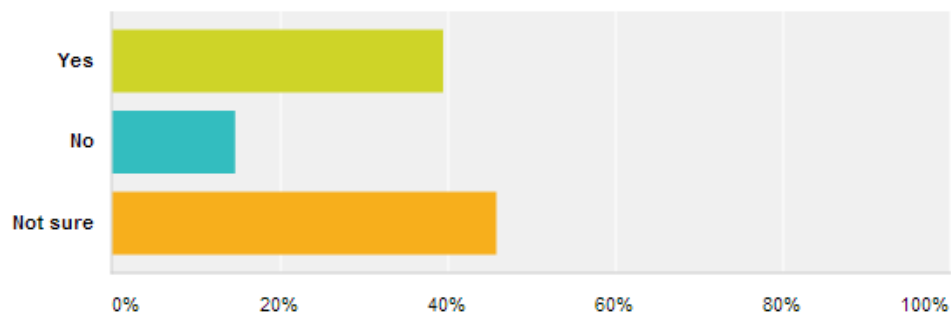
Answered: 359 Skipped: 263



Answer Choices	Responses
Regularly	12.53% 45
Occasionally	18.11% 65
Rarely	19.50% 70
Never	49.86% 179
Total	359

## Do you think everyone living on the estate is made welcome at the TRA Hall/room(s)?

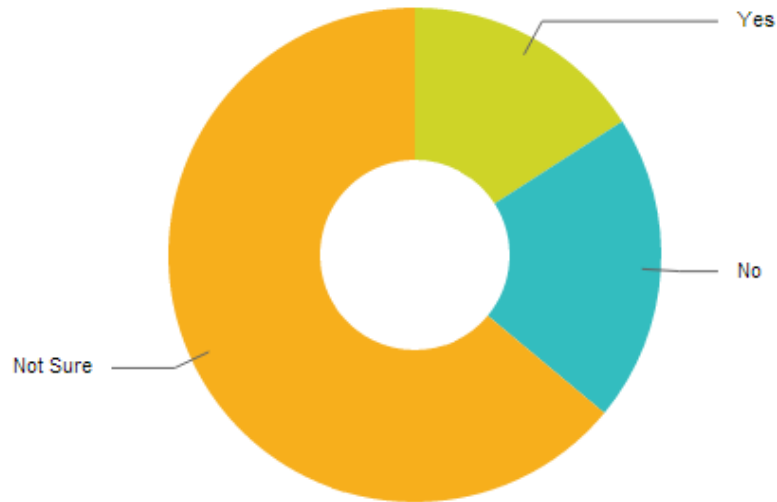
Answered: 362 Skipped: 260



Answer Choices	Responses
Yes	39.50% 143
No	14.64% 53
Not sure	45.86% 166
Total	362

## Is the use of your hall/room(s) ever over-taken or dominated by one particular use or group?

Answered: 358 Skipped: 264



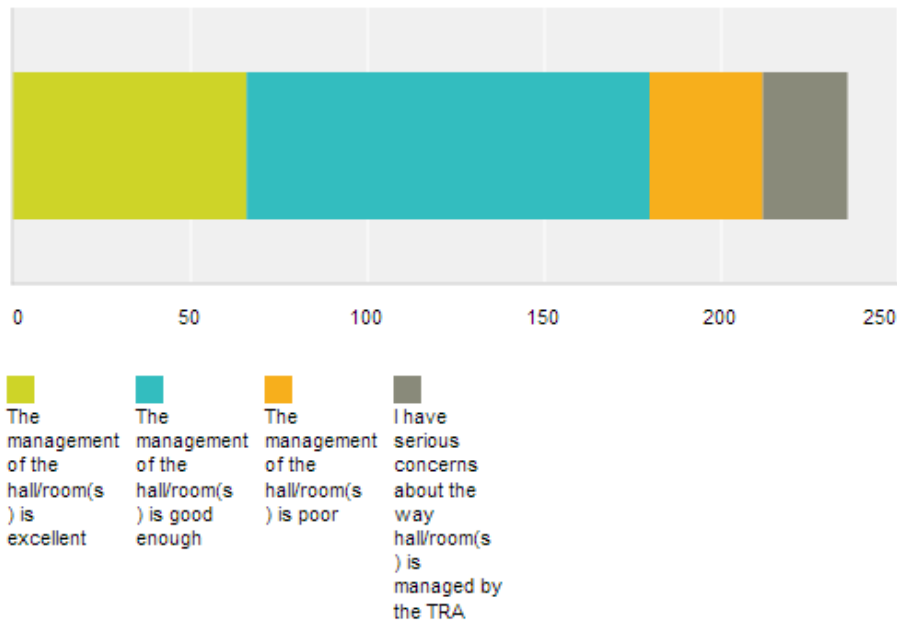
Answer Choices	Responses	
Yes	15.92%	57
No	20.11%	72
Not Sure	63.97%	229
Total		358

**If yes, what is the activity which dominates the use of your hall/room(s)?**

Word used	in % of responses
<a href="#">Parties/Birthdays/weddings</a>	16%
<a href="#">Church/Religious</a>	13%
<a href="#">Meetings</a>	8%
<a href="#">Bingo</a>	5%
<a href="#">Tenants</a>	3%
<a href="#">Youth/young people</a>	5%
<a href="#">Estate management</a>	2%
<a href="#">Children's activities</a>	2%
<a href="#">School activities</a>	2%
<a href="#">Clique</a>	2%

**Tenant and Resident Associations often manage the use halls and communal facilities. TRAs are run by volunteers in their spare time and with a limited budget. How would you describe the management of your hall/room(s)?**

Answered: 236 Skipped: 386

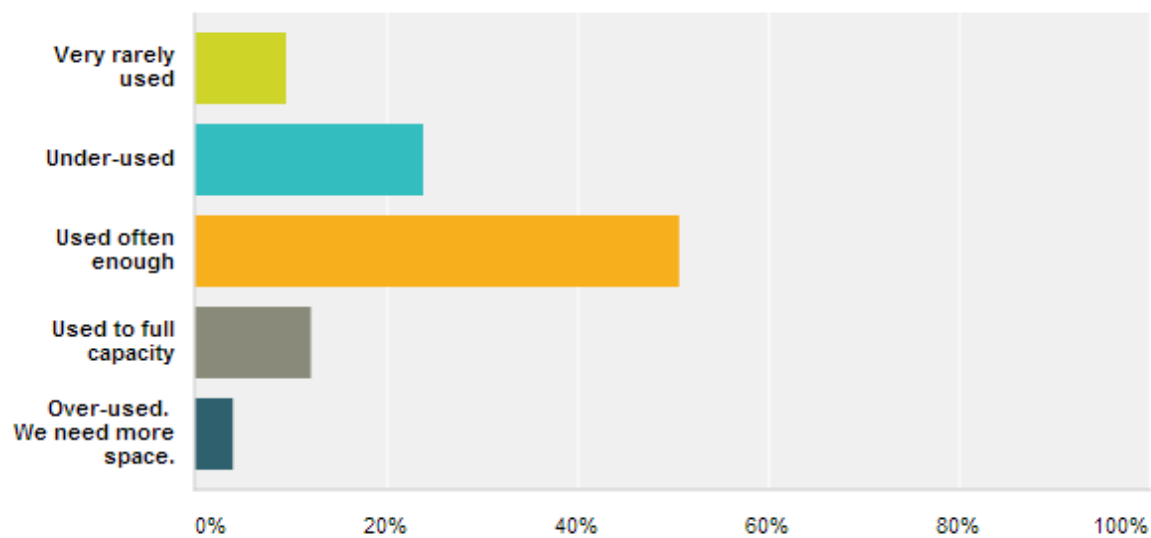


Answer Choices	Responses
The management of the hall/room(s) is excellent	27.97% 66
The management of the hall/room(s) is good enough	48.31% 114
The management of the hall/room(s) is poor	13.56% 32
I have serious concerns about the way hall/room(s) is managed by the TRA	10.17% 24
Other (please specify) ( 110 ) <a href="#">Expand</a>	
<b>Total</b>	<b>236</b>

The overall picture for TRAs from the responses given to this question is very positive. 76% of respondents said that management of their hall was either good enough or excellent. The responses did show that there were a number of people with concerns about the TRA on a particular estate. This information will be passed to council officers to see if more support or training can be offered.

## Would you say your estates hall/communal room(s) are:

Answered: 306 Skipped: 316



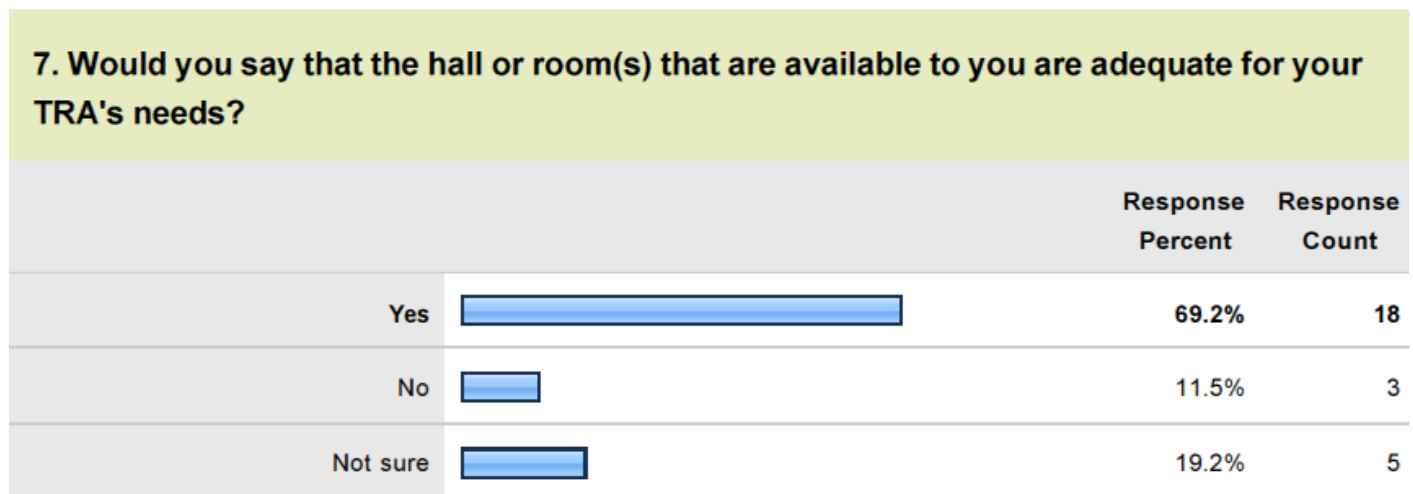
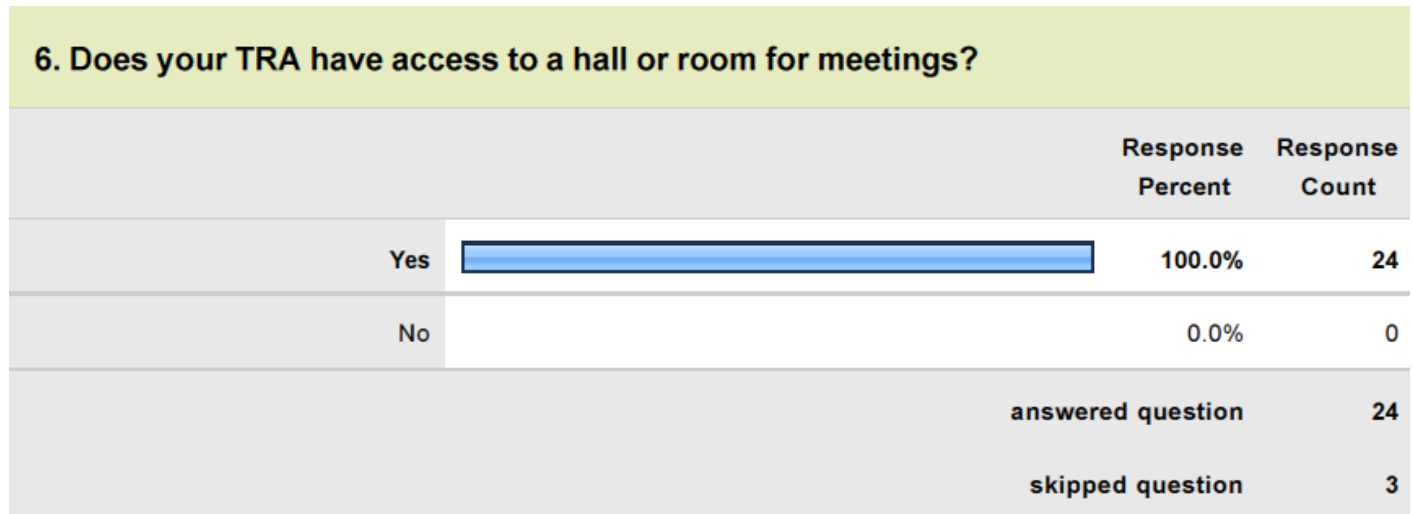
Answer Choices	Responses
Very rarely used	9.48% 29
Under-used	23.86% 73
Used often enough	50.65% 155
Used to full capacity	12.09% 37
Over-used. We need more space.	3.92% 12
Total	306

### Main conclusions and findings of note:

- Usage of halls is not high. Almost 50% of respondents with access to a TRA Community Hall say that they never make use of this facility. A further 20% say that they rarely make use of it.
- 76% of respondents said that management of their hall was either good enough or excellent.
- There is a perception that a small number of TRA Community Halls (16%) are being dominated by one activity in particular. Bookings for parties and religious ceremonies were the two most often cited activities.
- A significant minority of respondents stated that they thought their hall was either under-used or rarely used (34%). Two estates in particular were mentioned most regularly as having halls in these categories.
- "If you could change one thing about the way in which your hall/room(s) are managed, what would it be?" The need for more advertising and information about what goes on in the Hall was mentioned by 23 different people. The need for cleaning and decorating was mentioned by 13 people.
- When asked, "If you had concerns about mismanagement or fraud relating to your TRA Hall or room(s), would you know who to go to report these concerns?" 62% of people said they did not know who they would report it to.

## Survey of TRAs

During the same period of 2012, the sub-committee also carried out an electronic survey of Tenants and Residents Associations. 27 of them responded and the charts below show the results of this survey.



## 8. How would you describe the amount of use which is made of the hall or room(s)?

		Response Percent	Response Count
They are rarely used		4.2%	1
They are used infrequently		8.3%	2
<b>They are used regularly</b>		<b>54.2%</b>	<b>13</b>
They are constantly in use		33.3%	8
Comments:			8

## 9. If your Hall/room is under-used, would you consider sharing facilities with another estate or organisation, so that the council can make better use of resources?

		Response Percent	Response Count
Yes		17.6%	3
<b>No</b>		<b>58.8%</b>	<b>10</b>
Not Sure		23.5%	4

If you have any other comments on the possibility of sharing facilities, please give them below:

17

### Comments on sharing:

As long as they contribute to the upkeep and water/electric bills etc

If it was under-used then that could be an option but we are not.

Its used by 3 TRAs, councillors surgeries, elections, and various community activities




N/A our halls are in constant use by all.

Not practical with the Brandon estate as it would create more problems as our room is within the Jack Hobbs club which is leased to C.A.SP. and would create both key holding and insurance problems.

The venue could be used by other groups.

Several other halls have the same problems we do. In some cases the issue is that 1 untrained/unqualified people are 'running' the halls. 2 some TRAs are under the control of a small group of volunteers who are of a particular group and thus excluded other users, often not deliberately but due to time and exclusivity of the group outsiders find it very hard to join in
Sometimes it's hard for the TRA's to get resident to come to a meeting on its own estate to expect residents to go to other estates would not work.
The hall is in constant use, however we would be happy to (and do) make it available for use by neighbouring estates
The use of the hall is maximised because it is also available to and used by other users
They would have to respect, the rules, pay towards the cost. Keeping the place clean. Anything broken must be replaced. Communicate so there will be no double bookings. Nobody who comes in does not take over, they have to confront with us, about everything that goes on in our Hall. If they do not work we have the right to ask them to leave, and find somewhere else.
This sounds sensible in theory but I would have to put this to the committee. It would depend on the degree of choice we would have over occupancy, ability to charge for use of the rooms or at least cost sharing and avoiding timetable clashes.
We are too busy we would like to enable the swan road T R A to use the hall as they are having problems setting up their T R A again
We have sub groups such as the Better Living Group for the Blind and visually impaired. We also have the Friends of Brayards Estate which involves the wider community. The gardening group the computer group and encourage other groups to link in.
We use our local community centre.

## 11. Is the hall or room(s) over-used for one purpose or by one group?

		Response Percent	Response Count
Yes		16.7%	4
No		79.2%	19
Not Sure		4.2%	1

If yes, what use or group dominates the hall/room(s)?

6

### 13. How would you describe the support your TRA receives from Southwark Council?

		Response Percent	Response Count
The level of support is very poor		12.0%	3
The level of support is poor		28.0%	7
The level of support is adequate		36.0%	9
The level of support is good		12.0%	3
The level of support is excellent		12.0%	3

### 16. Currently, some TRA pay no rent at all for the hire of their hall, whilst others pay a regular amount. Do you think this situation should be left as it is, or should the rents be standardised?

		Response Percent	Response Count
Standardised		22.2%	4
Left as it is		77.8%	14

If you have any comments on rent levels, please give them here:

14

#### Comments:

But remembering the TRA is for the community so rates appropriate.

Have no views. We don't have to pay currently but might in future

I don't think any TRA should pay rent they pay enough out and do enough

I think there should be a overarching policy with variations where appropriate

It would depend on the level of engagement of the TRA - our volunteers are very committed and give a considerable amount of time to the hall, opening and closing for groups, taking bookings, organising and running themselves social events such as community parties, children's events, an annual event for senior citizens etc, as well as running the bar twice a week.

Not sure



peppercorn rents could be paid from TFMC budget but not from TRAs
Rent should not be charged to TRAs
Some halls are too expensive the hire e.g. Bells and Albrighton for small TRAs who only have £1,100 pa. Hall across LBS should be able to produce income by a scale of charges set on rate of ability to pay this increasing revenue
The level of rent should be looked on for each hall
The ones that pay rent are the bigger ones, which makes sense
This is currently being reviewed by the Tenants Halls Working Party and it would be presumptive of me to comment on the outcome
those that have halls are able to create income by hiring them out.
we do so much free work for the council every day we should pay no rent

## Training for TRAs

The sub-committee expressed a wish to look at what training the council offered to TRA Committee members (who are usually responsible for managing TRA Community Halls), particularly in light of some of the issues thrown up by the tenants survey and the TRAs survey.

Courses are open to all tenants and residents. The salary of the primary trainers are paid through the Tenant's Levy. Council tenants pay into the Tenant's Levy through their rent and Leaseholders pay a contribution through their service charge. According to the trainers themselves "The training is geared to people who serve on their T&RA committee but we also encourage those who are not on their local committee in the hope that they will join one of the other local community forums which contribute to the consultation programme."

The table below shows the training programme on offer to Tenants and Residents from the Community Engagement Team. Courses are typically 2 ½ - 3 hours in duration and take place at a variety of times during the week. The venue is usually Taplow Area Office or Bells Gardens.

### **Resident Involvement Community Engagement Training Programme October 2012—March 2013**

Chairing Skills

“Course description: “For Chairs that want to know how to lead their committee to success and committee members that want to know how they can support the chair that they have elected.”

#### Secretary Skills

“Course description: Examines the role of the committee secretary and gives helpful tips for dealing with correspondence, producing agendas, taking notes at meetings and creating effective minutes”

#### Treasurer Skills

Course description: “This course helps you understand committee finances and audited accounts and demonstrates how to keep records of your group’s income and expenditure”

#### Committee Skills

Course description: “Together we examine the roles and responsibilities of the Chair, Vice-Chair, Secretary , Treasurer and Committee members”

#### Organising an Annual General Meeting (AGM)

Course description: “How much notice do you need to give your members? What Information needs to be on your notice letters? You will find the answers to all of your questions in this training session”

#### Resolving Conflict

Course description: “This course gives some practical tips to settling disputes within Tenants and Residents Associations”

#### How to Organise a Fun-day/Event

Course description: “Takes you through the practical steps that help make your event a safe, enjoyable success.”

#### How to be Assertive

Course description: “Learn some tips on how to put your point across at meetings”

#### Public Speaking

Course description: “Find yourself lost for words in meetings? Learn some tips on how to present your ideas/objections confidently. This course is in 2 parts and candidates will be required to give a prepared presentation during the final session”

#### Basic Computer Skills

Course description: “Basic Computer Skills for Resource Centre users”

#### Producing Newsletters and Publicity

Course description: “Gives some useful tips on producing eye-catching publicity and newsletters that get read instead of binned. You will spend nearly all of the session on a computer designing a poster”

#### Producing Agendas and Minutes

Course description: “Learn how to produce your group’s agendas and minutes using a computer”

#### Involving Everyone

Course description: “A workshop that looks at the barriers committees face to broaden involvement and some possible solutions to get people from all sectors of your community involved and retain their interest.”

#### Safeguarding the Vulnerable in our Community

Course description: “This course raises awareness of what to look for and who to contact regarding concerns for the wellbeing of vulnerable Adults and Minors by examining a model Safeguarding Policy”

#### Carrying out Estate Inspections

Course description: "Come along and find out how you can play a role in your local area by working in partnership with your Housing Officer to improve your estate through regular inspections"

#### Understanding the Housing Rent Account (HRA)

Course description: "This course is aimed at Tenants and Residents who work with Southwark Council to agree the Housing expenditure budget using the Annual Report."

#### Negotiation Skills - Everyone Wins

Course description: "Brush up on the art of negotiation using role play -this session looks at how to win important debates/disputes without aggression or resorting to behaving badly"

#### Online courses only

#### All About Housing

Course description: "What is Housing? Dealing with Anti-Social Behaviour, Managing a Home, Value for Money, Money Matters—Financial Inclusion"

#### Successful Meetings

Course description: "Problem Solving, conflict Resolution in the workplace/groups, meeting behaviour and problem characters, meeting planning and preparation, conducting effective meetings, an Introduction to Social Media for business"

#### Volunteer/Halls Training

Course description: "Food Hygiene Level 2 City & Guilds, Fire Safety and Evacuation, Health & Safety in the Workplace, First Aid—the Primary Survey, Risk Assessment, Manual Handling, Data Protection"

#### Communication Skills

Course description: "An Introduction to Listening, Introduction to Negotiation, Questioning Skills, Personal Development5, 5Common Core of Skills & Knowledge, Email & the Internet—Office 2007/WindowsVista"

#### Equality & Diversity

Course description: "Cultural Awareness in Safeguarding, an Introduction to Safeguarding Children, Safeguarding Adults (POVA), Understanding Gypsy and Irish Traveller Identity"

### **Attendance on courses**

<b>Training Courses delivered April 2012 to 10<sup>th</sup> Jan 2013</b>	<b>Total Attending</b>	<b>Avg attendance per session</b>
Training talk	10	10
Committee skills	75	7
Resolve conflict	20	7
Treasurer skills Part 2	12	6
Chair skills part 2	14	5
Treasurer skills Part 1	23	5
Computer skills	84	4
Public Speaking Part 2	8	4
Secretary skills part 1	17	3
AGM skills	6	3
How to be more assertive	12	3

How to organise a funday	9	3
Secretary skills part 2	14	3
Chair skills part 1	8	3
Chair skills	7	2
	319	4

Below are the responses given by TRA to the training related question in the TRA survey:

<b>What training have members of the TRA committee received in managing the hall/rooms?</b>
Unsure
Adequate enough
Chairing of meetings
Courses run by Southwark resident Involvement as well as SGTO training & courses
Development Trust Association training on sustainability Advancing Assets Programme training and support towards developing a social enterprise Bespoke training via Southwark on managing staff Equal ops in recruitment training Safeguarding training LGBT awareness training H&S trainings First Aid training Fire warden training
Hall Committee will be able to answer this.
Have had chair training and all other training even Southwark events training
I'm not sure, but while I'm fairly new, the other members of the committee have 10 years experience.
None
None
None
none
None
None
None
None
None at present I understand training is to start soon
Several members of our TRA have been on courses provided by the resident involvement team.
Training by Paulette and Harold, and also I have been a paid premises manager and also managed several multi person houses
We have been trained at a resource centre which has been a great help to the committee
We have residents who are Facility Managers in their full time work and Club Managers as Hall committee members.
Years of experience

These answers present a mixed picture. Clearly there are many TRA Committee members who feel that the training is excellent and the courses well-suited to their needs, but there are also a significant number who don't appear to know what training, if any, is on offer. An additional answer to another question in the survey regarding what additional support might be helpful, the TRA Committee member wrote "I have never had training regarding the hall, so that would be helpful to have." Another TRA Committee member stated in response to the same question: "The

council are expecting TRA's to manage its hall without explaining simply what needs to be done. They send out documents in over complicated fashion that at best the TRA do not understand”

The sub-committee has several observations to make regarding the training on offer:

- The table showing take up of courses reflects the period from April 2012 to present. Additional information provided showed that between April 2012 and December 2012 just 95 different people attended these courses. This is probably due to a combination of factors, most prominent of which is the lack of new people coming forward to get involved in voluntary activity such as running a TRA. However, the sub-committee believes that, in combination with some of the responses to the tenant survey, these figures show us that more could be done to advertise what is on offer and to better suit the courses to the needs of committee members/potential committee members.
- Clearly lots of work has gone into creating and delivering the training programme, and this appears to be appreciated by TRA Committee members and others who have attended them. The Resident involvement team should be congratulated on their work on this programme.
- The sub-committee feels that there are areas where the programme could be re-modelled and strengthened, in particular with regard to improving the way TRAs engage with residents over activities available in their Community Halls.
- The Sub-Committee observes that 22 separate courses, some of which are extremely specific in their focus, seems excessive. Courses are run very regularly and often to a very small number of people (an average of 4). The sub-committee feels that it would be preferable if a smaller number of courses covering more general topics might not be more appropriate. TRA Committee members often have very little spare time to attend these courses, and so consolidating some of them may mean that they gain more from the limited amount of time they have available.
- One TRA Secretary, in conversation with the Chair of the sub-committee commented, “What we need is a course on ‘running a TRA hall’. Something that covers everything, from managing room bookings, advertising events and getting the basics right on the finances. Nobody ever tells you how to do this stuff. Once you’re elected, it feels very much like you’re thrown in at the deep end.” Such a course could then signpost other more detailed training where appropriate.
- Another TRA committee member stated pointed out that the treasurer training did not cover auditing of accounts. The sub-committee feels that this important issue should be covered.
- Feedback for the courses provided is overwhelmingly positive, with virtually no negative comments received whatsoever. This is clearly reflective of the positive experience that those attending have when they attend. However, the committee feels that it may be worth getting a fresh pair of eyes to review the training offer. Perhaps those responsible for delivering training in another part of the council could review the courses currently being delivered.

## **Stock condition survey and capital spend works**

A capital sum of £2.1 million has been established for the hall portfolio within the Housing Investment 5-year programme. A dedicated repairs and maintenance budget of £500k per annum has also been set up. £200k of this has been added to the capital sum over the next 5 years to address the history of lack of investment more quickly. This gives a total capital investment of £3.1 million over the next five years.

A full condition survey was carried out to:

- Assess each building and recommend the works required to meet current fire standards.
- Assess each building and recommend works required to meet current DDA standards.
- Assess the general level of dilapidation within each building and recommend works to rectify any defects noted.

The September 2012 senior management team paper concluded

*“The total estimated cost of works in the survey is manageable within the £3.1million of capital investment that is available over the next 5 years. 48.6% of this cost is for general building works, 13.07% for mechanical/electrical works, 9.8% for fire risk assessment related works and 28.5% for access improvements.”*

The Stock Condition Survey has identified approximately £2.7million works. The survey includes work to make premises compliant in terms of Health and Safety and DDA but also include improvement to the fabric and structure of the building. The table below shows the allocations made to phase one of the investment programme.

### **TRA Halls improvement and compliance works – Phase 1**

TRA Hall	Area Forum	Amount
Perronet	Borough & Bankside	£10,270
Rockingham (Substantial Risk)	Borough & Bankside	£31,700
Queensborough	Borough & Bankside	£21,750
Astley and Coopers	South Bermondsey	£15,160
Millpond	Bermondsey & Rotherhithe	£27 325
Four Squares	West Bermondsey	£35,700
Silverlock	Rotherhithe	£79 490
Penrose	Walworth West	£83,930
Nelson	Walworth East	£25,500
BACC 84	Aylesbury	£18,000 (likely not to be spent as part of first phase of Aylesbury decant – immediate H&S issues resolved)
Brandon 3	Camberwell West	£29,730
Albrighton	Camberwell East	Complete
Glebe	Camberwell East	£6,935
Buchan	Nunhead & Peckham Rye	£38,075
Brimtonroy	Nunhead & Peckham Rye	£19,020
Consort	Nunhead & Peckham Rye	£28,620
Bells Garden	Peckham	£32,200
Unwin & Friary	Peckham	£17,480

Sydenham	Dulwich	£17,225
Croxted Road	Dulwich	<u>Complete</u>

The approach by officers overseeing the capital investment has been to consult with TRAs before any work is carried out to ensure:

1. It is value for money
2. The work carried out makes a difference to the TRA and users
3. Work programme complements any works planned by individual TRAs
4. Any major spend will be carried out in tandem with regularising occupation, agreement for implementation of a hire agreement and other good governance arrangements

As mentioned above, the Tenants Halls Working Party has been established that is meeting regularly as a consultative body on the management arrangements and to set future aims, priorities and policy objectives.

The criteria to establish selection and phasing of Capital Works has been agreed by the working party.

The criteria are :

- Compliance – Is there a immediate and significant risk to users
- Governance – Are there any prevailing issues
- Bang for our Buck test (proportion of spend vs size of facility, number of users)
- Alternative Facilities in the Area (looking at the wider Community Sector portfolio and opportunities for rationalisation/maximising usage)
- Future Proof (DDA compliant, Sustainability)
- Alternative Uses (Hidden Homes)
- 'If it was your money' test
- 'Gold' factor – any project that stands out or has the Wow factor or leveraging in external funding or partnership working.

The sub-committee is aware that the Tenants Halls working Party has been working constructively with officers to move forward the TRA Halls investment programme. It should be noted that the early part of the scheme has been dominated by investment decisions that are relatively uncontroversial. A point will come in the not-too distant future more difficult decisions will need to be confronted. The main difficulties will be in considering investment in properties where two conditions apply:

1. Where it is simply impossible to make the Hall compliant with the Disability Discrimination Act
2. Where there are already alternative facilities available in the area, and there is the possibility of sharing taking place.

TRA Community Halls which fit either (or both) of these criteria might then be converted into new council homes. Clearly, decisions of this type need to be made in conjunction with the TRAs concerned. The sub-committee would recommend that all parties enter into these discussions in a constructive way. We would suggest two guiding principles with regard to these decisions:

1. Where potential sharing or DDA compliance are clearly issues, the council must not waste money by inappropriately upgrading HRA community halls simply because this is the line of least resistance. Where conversion into new council homes is appropriate, both TRAs and council officers must recognise the important of securing value to money.

2. Where a HRA community halls are converted into new council homes, comparable replacement facilities must be made available either through sharing another nearby hall or by other means (e.g. new build).

## Occupation Agreements for TRA Community Halls

During the scrutiny process the sub-committee was made aware by officers that very few TRAs have any formal agreement with the council setting out their rights and responsibilities on issues such as:

- day to day management
- repairs, Health and Safety
- rent and service charge

The sub-committee considers a standard agreement would be advisable in order to give greater protection to both TRAs and the council and offer greater consistency and fairness to all TRAs across the borough. For example, some TRAs have agreements, some don't, some pay nominal rent, some don't. In addition, occupation agreements are necessary for many external funding applications

Options for the different types of agreement were set out by officers in Resident Engagement. These options are quoted below:

### Types of Agreement

Generally there are a number of forms of agreement that cover occupation of council owned premises. Each have advantages and disadvantages.

- **Freehold**- Has full responsibility and ownership of the land and building. Freeholds are rarely transferred (if ever) by the Council as it does not give the Council any interest or influence in the Property and its future use.
- **Lease** (term of over 3 years). The most secure form of tenancy (for Landlord and Tenants). Business Tenancies that are contracted in the 1954 Landlord and Tenant Act give certain rights of the tenant to review once the lease expires (with certain exceptions). Often include break clauses (with notice period, rent reviews and either Full Repairing and Insuring (FRI) or internal repairing responsibilities to the tenant. Funders often expect leases to be in place before considering funding applications.
- **Tenancy Agreement** (term of 3 years less 1 day). Normally for non business tenancies.
- **Tenancy at Will**. Allows occupation of property owned by another until such time as the landlord or tenant gives notice of termination of the tenancy (usually 30 days) which may be given at any time. A tenancy at will is created by agreement between the tenant and the landlord, but it cannot be transferred by the tenant to someone else since the landlord controls the right to occupy.
- **Licence to Occupy** gives a business the right to occupy another's property for a specific time frame. Usually, this time period is short term and the property is not rented exclusively. Other occupants and the landlord can also occupy that space. In law the landlord will hold the rights of possession. However, the landlord can state that once a business signs the agreement they are responsible for partial possession. In a licence to occupy you cannot renew the licence once the landlord asks you to leave. Most Licences to Occupy are short term
- **Management Agreement** A contract between the owner of income-producing property and another, who will manage the property. Management companies offer a wide variety of services and fee schedules, some charging a percentage of collected rents in return for a package of services and others charging a different fee for minimal services and then a menu of extras for varying charges
- **Informal Occupation or usage**. Does not provide any protection or sets out responsibilities of landlord and tenant. Puts both the tenant and Landlord at risk.



Having looked at the evidence and considered how best to maximise protection without the system becoming unwieldy and bureaucratic, the sub-committee believes that “Tenancy at Will” agreements are the appropriate model for the new standard agreements between the council. These types of agreements are far more flexible but would enable the council and TRAs to formalise an agreement on how halls can and should be run. Other options outlined above risk introducing an onerous bureaucratic burden on both the council and TRAs, or providing no clarity on the roles of the parties at all.

The sub-committee is aware that TRAs will want sensible safeguards to be put in place to ensure that termination of a Tenancy at Will Agreement with 30 days notice only occurs where appropriate. For this reason, the sub-committee believes that the council’s own procedure should mean that such a termination can only take place with the agreement of both the Cabinet Member for Housing and the Strategic Director for Housing. Procedures should also ensure that ward councillors are also consulted on any decision to terminate.

## Equitable Rents policy

Clearly, a key element of the new Tenancy at Will Agreement will be the specified rent levels. The sub-committee considers that the current situation with rents is unfair and unsustainable. The table below shows the current state of charges made to HRA Community Halls. TRAs not mentioned in the table are not paying any rent or charges whatsoever.

FULL_ADDRESS	SUM OF PAYMENTS 2011-2012
T&Ra Clubroom (1), Marsland Clo, Pasley Est, London	1321.15
Clubroom (1), T&Ra Marie Curie, Southampton Way, Sceaux Gardens Est, London, SE5 7DH	1321.15
Grosvenor T&Ra Hall, 41 Grosvenor Park, Camberwell, London, SE5 0NJ	1319.25
T&Ra Magdalen T Hall, Tower Bridge Rd, Purbrook Est, London	1256.25
T&Ra T/Hall(1a), Neptune St, London, London	1231.24
T&Ra T/Hall(1), Asylum Rd, Brimington Est, London	1205.55
T&Ra Doubtfire Hall, Tatum St, Congreve Est, London	1124.44
T/Hall(1), T&Ra Tissington Ct, Luxford St, London, London	1124.36
T&Ra Tranton Rd, Tranton Rd, Keetons Est, London, SE16	1124.36
T&Ra T/Hall(1), Buchan Rd, London, London, SE15 3HS	1120.95
T&Ra Clubroom (1), Wyndham Rd, Wyndham Est, London	1090.74
T&Ra T/Hall(1), Cossall Walk, Cossall Est, London, SE15	1065.60
T&Ra Clubroom (2), Wyndham Rd, Wyndham Est, London	1030.86
T&Ra T/Hall (1), Canterbury Pl, Newington Est, London, SE17	979.95
T&Ra T/Hall(1), Renforth St, Canada Est, London, SE16	866.35
T&Ra Telfer Hse Nres, Seeley Drive, Kingswood Est, London, SE21	861.25
H.T.R.A.Room, T&Ra Tissington Ct, Luxford St, London, London, SE16 2AG	846.34
T&Ra Andrews Walk, John Ruskin St, Brandon Est, London, SE17 3JQ	821.15
Bill Westcott Room T&Ra Hall, 232 Camberwell Rd, Castlemead Est, London	767.66
T&Ra T/Hall (1), Peckham Rye, Rye Hill Est, London, SE15	699.84
T&Ra Sydenham Hill Tenants & Residents Hall, Sydenham Hill, Sydenham Hill Esta, Forest Hill, London, SE23 3PL	563.70
T&Ra Thomson Hse N-Res, Beckway St, Alvey Est, London, SE17 IT3	532.07
T&Ra Wickway Community Centre, Cator Street, Gloucester Grove Estate, Peckham, London, SE15	426.12
T&Ra New Place Sq Nres, New Place Sq, New Place Est, London	408.07
T&Ra Browning Tenants Hall, 57-59 Browning Street, Walworth, London, SE17 1DB	392.90
15 Fairwall House Glebe Estate, Peckham Road, London, SE5 8QW	350.00
Tenants Room, T&Ra Grasmere Point, Old Kent Rd, Tustin Est, London, SE15	296.00
T&Ra Clubroom (1), Croxted Rd, Croxted Road Est, London, SE21	286.04

T&Ra Courthope Hse Nres, Lower Rd, London, London, SE16 2XH	145.60
T&Ra T/Hall(1), Crawford Rd, Crawford Est, London	61.79
T&Ra Millpond Tenants Hall, 210 Jamaica Rd, London, SE16 4RT	24.36
T&Ra Flt 5 524, Lordship La, London, London, SE22	23.40
T&Ra Ps & St (B), Redcross Way, Marshalsea Est, London, SE1	23.40
T&Ra Bradenham, Boyson Rd, Aylesbury Est, London, SE17 2BA	14.04
T&Ra Trafalgar Hse, East St, Nelson Est, London, SE17 2HF	8.84

There is a significant problem with Southwark's data collection systems regarding rents and charges made for HRA Community Halls. The table above is almost certainly not a complete picture of the charges made for halls. Officers provided this information with the caveat that it should be taken with a pinch of salt as not all TRA Halls are correctly categorised on Iworld system. The best guess of officers is that total income from rents and charges for HRA Community Halls is in the region of £47,000 53 halls.

The mess which is represented in this table of rents and charges cannot be allowed to continue.

### TRA Hall Management models in other boroughs

The sub-committee asked officers to look into recent developments and changes being made to the management of HRA Community Halls in other London boroughs. The table below shows that a number of London boroughs are looking at the arrangements they have in place and, in particular, there is a trend towards formalising long-standing informal arrangements.

Authority	Policy	Management Model
Kensington & Chelsea	Undertaking major review including use. Mainly verbal historical arrangements in place. No formal policy in place as yet	Managed by TMO. Looking for residents to book online. Residents have £7 per hour, non residents £25 per hour. This income comes straight to the Council. Have caretakers on site, some arrangements with TRA for weekend opening. under good will. 15 Halls in total
Islington	Carrying out review. Was an ALMO now back in-house. Having a VCS review across the whole sector. Looking at sharing premises. Nothing further until review is completed	
Lewisham	Manage a combination of community centres to TRA clubroom. Also manage Community Shopfronts (CAB).	Lewisham Homes (ALMO). Some are supported by Community Support Unit. There is an "Asset Rationalisation Process" taking place. Individual arrangements, very piecemeal. Some stock transfer to TMOs.
Tower Hamlets	No leases. Tenancies at Will at moment (£1 per day). This is has established a formal Landlord/Tenant relationship. FRA works in progress and compliance. No Market Rent policy in place but awaiting Cabinet Sign off. Limited to waterproof and Weatherproof and Health & Safety.	

Westminster	City West Homes manage Housing Stock, Knight Frank their commercial portfolio.	They are an ALMO. Estate offices – managed locally or delegated to TRAs (45) and formal agreements (4), monitored on an annual a basis. They have a Halls Working Review Group. Charge rent, keep income and Internal Repairs. Have sliding scale for community groups.  Looking at Governance and beefing up Audit. Having a VCS review to ensure every building is well used (disposals)
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## **Possible examples of Fraud**

**This section appears as an appendix on pink papers.**

### **Whistle-blowing**

The sub-committee requested sight of the council’s whistle-blowing procedure for tenants and residents who have concerns about fraud or mismanagement in the running of TRA community halls. Unfortunately there is no such procedure. The council’s wider ranging whistle-blowing provisions relate almost entirely to councillors and officers.

The sub-committee was informed that the custom and practice has been for those with concerns to contact someone at the council and this is then referred to RSM Tenon (auditors).

The sub-committee believes that it is important to have a whistle-blowing agreement in place as a matter of urgency. The most preferable vehicle for delivering this would be for the whistle-blowing procedure to appear as an appendix to the new tenancy at will agreements between the council and the TRAs. The details and the wording of the whistle-blowing procedure should be agreed with the Tenants halls Working Party

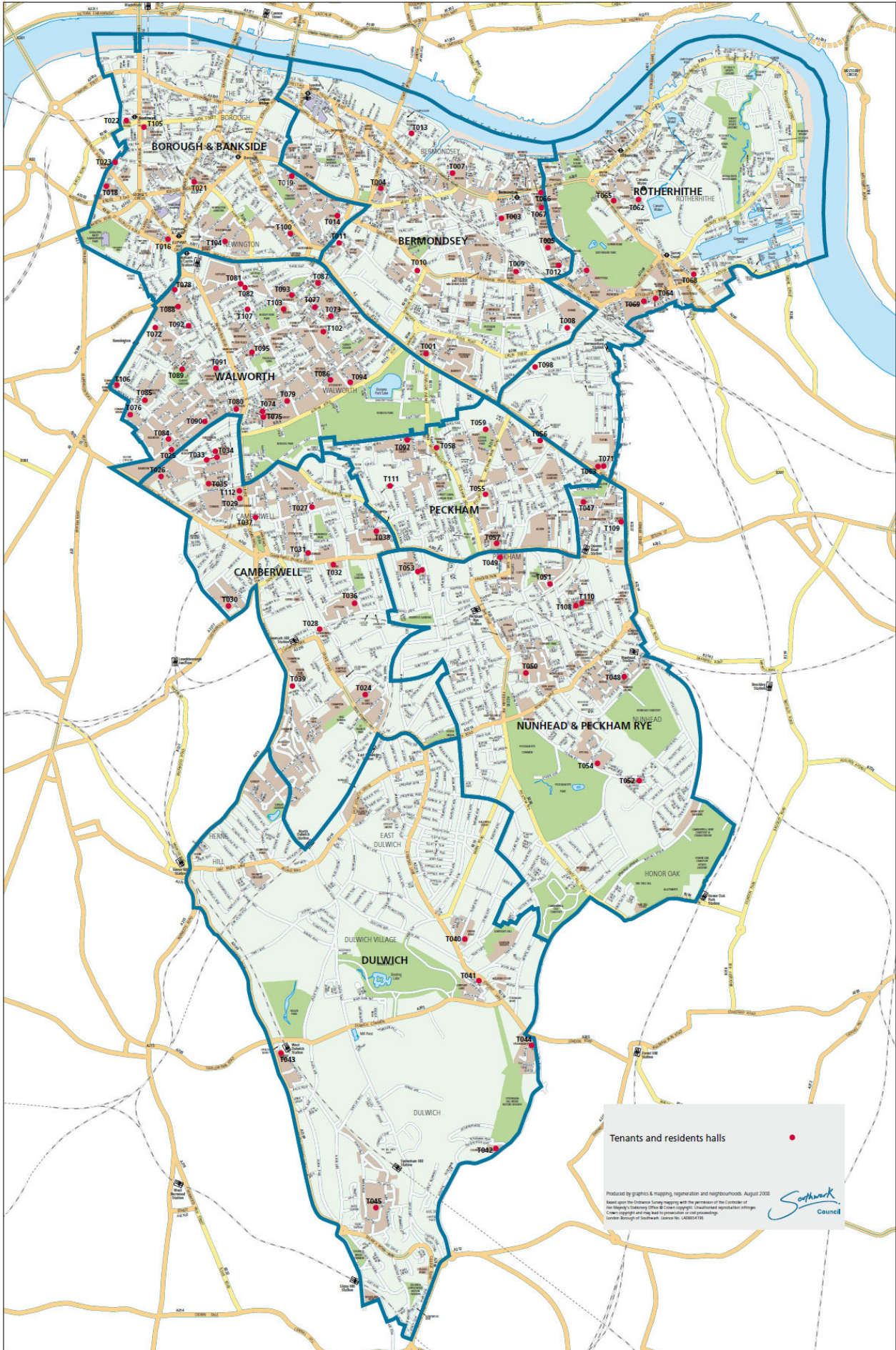
### **Provision across the borough**

The sub-committee expressed a wish to ensure that TRAs across the borough had access to at least some facilities to carry out their activities. As the table below suggests there are some large estates without TRA community halls. Clearly some of these estates will have in place alternative arrangements (such as sharing premises with neighbouring estates) but this does give an indication of the problem that some TRAs face.

The map below shows where TRA Community Halls are situated in the borough. Officers have informed the Chair of the Sub-committee that information on this map may be incomplete and that further work is being done to maintain a fully accurate map. However, for the purposes of this scrutiny, the map is still of some indicative use. Clearly this shows a concentration of Halls in Walworth and other, more specific parts of the North of the Borough. It also shows that there are very few TRA Community Halls in the South of the Borough.

However, the sub-committee believes that it is important that we do not pretend to start from a blank sheet of paper. TRA Community Halls have thrived in certain parts of the borough for a reason and their location, in part, reflects the tenant population of these parts of the borough.

There is potential for a better use of resources in some parts of the borough and a need to address gaps in provision in others. The recommendations in this report seek to address these issues with reference to the sharing of some facilities, both between TRAs and with the Community and Voluntary Sector, where this can be mutually agreed.



Tenants and residents halls

Produced by graphics & mapping, regeneration and neighbourhoods, August 2008

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## Sharing with the voluntary and community sector (VCS)

Having received evidence from officers the sub-committee believes that more could be done by the council to address the lack of provision in HRA Community Halls in some parts of borough by matching TRA with other voluntary and community sector premises. Clearly voluntary organisations have premises that TRAs could use and voluntary organisations are already users of existing 'TRA' spaces.

The VCS estate currently comprises of approximately 73 properties that can be summarised as follows:

- Council premises used by the VCS where rents are subsidised and departments pay the rent on behalf of that organisation to property
- Council premises used by the VCS where groups have entered into lease agreements with council (or not in some cases) and rents are paid directly to property
- Council run and managed properties which may be occupied by the VCS tenants e.g. Sojourner Truth, Willowbrook, Bellenden Old School.

With the appointment of a VCS Premises officer and a VCS Portfolio Manager in Property in August 2010 there is now a clear channel to pursue greater sharing of premises between VCS and TRAs

A working party has been formed to work through the issues relating to VCS occupation of council premises. The working group will review the issues facing the VCS regarding premises and seek practical solutions to support more efficient use of DDA and H&S compliant premises.

A mapping exercise has taken place using various sources of data – resulting in a GIS page showing all VCS groups that exist with Southwark being published on the Council's website. Work is also ongoing in conjunction with Community Action Southwark to develop a facility for VCS organisations and individuals to search for room and facilities available for hire across the borough.

The sub-committee would suggest (see recommendations) that the TRA Working Party should develop a list of TRAs which it feels are lacking in premises to carry out their activities and that officers should then develop a list of VCS venues with the potential to meet that need.



## Conclusions and Recommendations

**1) TRA Community Halls data held by the council:** The council doesn't currently have a comprehensive database of its own TRA Halls which provides detailed information on the status, rent, location and management contacts for every hall. As the Senior Management Team Paper referred to in this report notes: "Collection and maintenance of management information has been poor with inadequate arrangements for checks on aspects of their management and condition. At times this has been over reliant on voluntary submission of information rather than proactive checking by the council." Given that these are highly valuable assets, it is important that up to date information is kept on all these properties. The council should never be "unsure" about the status of any of its TRA Halls. The sub-committee recommends that, as part of the capital investment programme, the current data is refreshed, subsequently kept fully up to date and systems put in place to ensure that this data never becomes out-dated again.

**2) Advertising Training:** The sub-committee believes more could be done to advertise what is on offer via training paid for via the Tenants' Levy. We would recommend that the Tenants Hall Working Party discuss a new communications plan for the training programme to ensure as many tenants as possible know about the courses on offer.

**3) Composite Courses:** The sub-committee has made the observation that offering 22 separate courses may be excessive and that it may be advisable to cut the number of courses and consolidate training. In particular we would recommend a course entitled "How to run a TRA Hall" which covered the basics of running halls. This is a suggestion put to the Committee by the Chair of a TRA.

**4) Training feedback:** The sub-committee considered the feedback statistics on the training currently provided. This feedback is overwhelmingly positive; with virtually no negative comments received whatsoever. This is clearly reflective of the positive experience that those attending have when they attend. However, the committee feels that it may be worth getting a fresh pair of eyes to review the training on offer. The sub-committee recommends that the TRA Halls Working Party commissions officers to review the training offer and the method for collecting feedback.

**5) Bars** -There are just two TRA Community Halls which still have Bars serving alcohol – In the case of one of these bars it is widely recognized that the revenue from the bar and hall bookings is being used to run a number of events which benefit the local community. The sub-committee is aware that some have suggested no TRA Community Halls should have bars in them. The sub-committee would like to put on record that it does not agree with this generalised approach, and that any decisions on bars in the future should be taken on the individual merits of the TRAs concerned.

**6) "Tenancy at will" agreements:** The sub-committee believes that it is no longer acceptable for the Council and TRAs to manage their relationship regarding HRA Community Halls according to a mish-mash of leases, tenancies and informal arrangements. The case study examples given by officers show there is a need to put this relationship on a formal footing which makes clear the responsibilities of all parties with regard to the halls. The sub-committee also believes that, to ensure fairness and consistency, all HRA community halls managed by TRAs should be subject to the same standard agreement. The sub-committee would express a preference for "tenancy at will" agreements which would provide for a formal arrangement but maintain flexibility and avoid undue bureaucratic burdens.

**7) A fair rents system:** The sub-committee believes that it is wrong and unfair that some TRAs are paying significant amounts of money in rent and charges, whilst others are paying nothing. The sub-committee does not believe that the council should be seeking to making *additional* money from the rents paid by TRAs for halls. Further, we believe that the rents which are paid should be fair and that all TRAs should be making at least some contribution, no matter how small. Our suggestion would be that the Halls are categorised by officers (and agreed with the tenants halls working party) according to their revenue raising potential. There could be four categories such as that set out in the table below.

Suggested Categories	Hall type	Rent multiple
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A	Large halls situated advantageously to generate higher levels of income	4
B	Larger and medium sized halls, situated in areas where they are likely to generate only modest income	3
C	Smaller halls unlikely to generate income from bookings and other activities	2
D	Rooms/offices with virtually no income raising potential	1

The rent levels should then be set according to the revenue raising potential of the hall itself. However, because the total amount of money collected will not rise and because there will be 50+ additional halls making at least some contribution, the rent being paid even by category A Halls should be far from punitive.

**8) Provision across the borough:** The sub-committee believes that it is important that we do not pretend to start from a blank sheet of paper. TRA Community Halls have thrived in certain parts of the borough for a reason and their location, in part, reflects the tenant population of these parts of the borough. There is potential for a better use of resources in some parts of the borough and a need to address gaps in provision in others. The sub-committee would recommend that officers are tasked with identifying those TRAs which are genuinely struggling for space to carry out their meetings and activities. Once a list has been drawn up officers should work with those TRA in identifying possible sharing arrangements with the variety of other council owned premises and community spaces which may be local to those TRAs.

**9) Advertising and information to boost involvement and use of halls:** It is interesting that 70% of people state that they never or rarely use the TRA Community Hall that they have access too. Of those who said they had never used the Hall in the survey, a number of the comments indicated that they knew very little about what the Hall was used for or even if they were allowed to use it. It was also noticeable that when tenants were asked how the running of their hall might be improved a significant number volunteered that better advertising and more information would be very welcome. To address this issue the sub-committee recommends that all TRAs have a website, a physical bulletin board outside of the TRA and a quarterly newsletter. The sub-committee suggests that this be taken up as part of the work programme of the TRA Halls who can then communicate with both officers and TRAs to identify what further resources and training could be provided to implement this recommendation.

**10) HRA Community Halls where there is acute under-use:** Clearly, for some HRA Community Halls the problem of under-use is more acute and needs more urgent attention. For some of these halls the situation is now finally coming to a head because of the council's multi-million pound investment programme. The council simply cannot justify investing £60,000 – £120,000 to revamp buildings which are being left virtually unused, particularly when these building could be converted in to new council homes. The sub-committee suggests the following principle be applied:

Where a hall is being used less than 15% of the time during “core hours”, the hall should not receive significant financial investment and it should be scheduled for conversion into new homes (where this is possible).

The definition of “core hours” could be informed by contributions from the Tenants Halls Working Party. A list of halls which officers suspect may be acutely under-used should be brought before the Working Party. Once agreed, halls on this list should be subject to an assessment. The assessment could be made over a one month reference period and informed by a diary of events provided by the TRA itself. The assessment should be up-to-date, rather than based on historic information about usage. Where lack of investment may be a central reason for under-use, discretion should be applied.



**11) Defunct TRAs:** Where the TRA is defunct and the hall is not being used at all, the building should be considered for conversion into new homes.

**12) Stock Condition:** The sub-committee is aware that the Tenants Halls working Party has been working constructively with officers to move forward the TRA Halls investment programme. It should be noted that the early part of the scheme has been dominated by investment decisions that are relatively uncontroversial. A point will come in the not-too distant future more difficult decisions will need to be confronted. The main difficulties will be in considering investment in properties where two conditions apply:

- a) Where it is simply impossible to make the Hall compliant with the Disability Discrimination Act
- b) Where there are already alternative facilities available in the area, and there is the possibility of sharing taking place.

TRA Community Halls which fit either (or both) of these criteria might then be converted into new council homes. Clearly, decisions of this type need to be made in conjunction with the TRAs concerned. The sub-committee would recommend that all parties enter into these discussions in a constructive way. We would suggest two guiding principles with regard to these decisions:

Where potential sharing or DDA compliance are clearly issues, the council must not waste money by inappropriately upgrading TRA community halls simply because this is the line of least resistance. Where conversion into new council homes is appropriate, both TRAs and council officers must recognise the importance of securing value for money.

Where TRA community halls are converted into new council homes, comparable replacement facilities must be made available either through sharing another nearby hall or by other means (e.g. new build).

**13) Whistle blowing procedure:** In the tenants survey 62% of people said that if they became aware of fraudulent activity or mis-management, they would not know who they would report it to. This is unsurprising as neither the council nor TRAs have a standard whistle blowing procedure in place with regard to HRA Community Halls. The sub-committee believes that it is important to have a whistle blowing agreement in place as a matter of urgency. The most preferable vehicle for delivering this would be for the whistle blowing procedure to appear as an appendix to the new tenancy at will agreements between the council and the TRAs. The details and the wording of the whistle blowing procedure should be agreed with the Tenants Halls Working Party.

**14) Multiple key-holders:** Several of the case studies show the problems that can arise when just one person literally "holds the key" to a HRA Community Hall. The sub-committee would recommend that for every HRA Community Hall, there are at least two, and ideally three individuals given keys to the premises.

**15) Multiple signature withdrawals.** Fraud is very rare in Southwark's TRAs, but we must always be vigilant over safe-guarding against financial malpractice. As the case studies in this report on possible examples of fraud show, the practice of allowing single signature withdrawals from TRA Community Hall bank accounts is inadvisable. Even in situations where the single signatories' conduct has always been beyond reproach, this is an unwise arrangement. New committee members come and go, and where a system has been adopted with one person in mind, there may soon be another person put in their place. The Sub-committee recommends that all Southwark TRAs handling money generated through TRA Community Halls should operate a system of multi-signatory withdrawals.

## Appendix 1 - Full list of TRA Halls and rooms

Tenant Halls Status	Hall name	Hall address 1	Hall address 2	Hall address 3	Postcode	TRA	Type	TRA List Status
	Kinglake Hall	Wolverton	Sedan Way	London	SE17 2AA			
Closed hall (H&S)	Goschen (Hall 1)	Boundary House	Bethwin Road	Camberwell	SE5 0YD			
Closed hall (H&S)	Goschen (Hall 2)	Causton House	Bethwin Road	Camberwell	SE5 0YF			
Closed hall (H&S)	Jessie Duffet TRA (Large hall) Hall hiring suspended. Not available for public hire till further notice (03/10/11)	Wyndham Rd			SE5 0UB	Wyndham and Comber TRA	TRA	Recognised
Closed hall (H&S)	Jessie Duffet TRA (Small hall) Hall Hiring Suspended (Not available for public hire ) 03/10/11	Wyndham Rd			SE5 0UB	Wyndham and Comber TRA	TRA	Recognised
Closed hall (H&S)	Nunhead Green Community Centre	56 Nunhead Lane	Nunhead		SE15 3TU	Brookstone & Nunhead	TRA	Defunct
Closed hall (H&S)	Priory Court Tenants Hall	Cheltenham Rd		London	SE15			
Closed hall (other use)	Heygate Hall - Large Clubroom	25 Brandon Street	Heygate Estate	London	SE17 1NA	Heygate Estate TRA	TRA	Dissolved
Closed hall (other use)	Heygate TA - Small Clubroom	Deacon Way	Heygate Estate		SE17	Heygate Estate TRA	TRA	Dissolved
Demolished	Acorn TRA	Carlton Grove	Acorn Estate	London	SE15 2UD	Acorn TRA	TRA	Recognised
Demolished	Amersham Community Centre	Inville Rd		London	SE17 2HY			

Hall (empty)	Camberwell Grove Estate TRA Hall	Grove Court	Camberwell Grove	Camberwell	SE5 8RG			
Hall (empty)	Kean House	Doddington Grove		London	SE17 3TA			
Hall (empty)	Oliver Goldsmith	Hardcastle House	Marmont Road	London	SE15 5TA	Oliver Goldsmith TRA	TRA	Defunct
Hall (empty)	Sceaux Gardens 'washroom'	Ground floor, Marie Curie	Sceaux Gardens	London	SE5			
Hall (in use)	Abbeyfield	Maydew House	Abbeyfield Estate	Rotherhithe	SE16 2NP	Abbeyfield TRA	TRA	Recognised
Hall (in use)	Alberta Tenants Room	The Old Wash House	Penton Place	Walworth	SE17 3JT	Alberta TRA	TRA	Recognised
Hall (in use)	Albrighton Community Centre	37 Albrighton Road	East Dulwich Estate	Camberwell	SE22 8AH	East Dulwich Estate TRA	TRA	Recognised
Hall (in use)	Alvey Tenants Room	Thomson House	Beckway Street	Walworth		Alvey TRA	TRA	Recognised
Hall (in use)	Astley Cooper TA (ASCO TA)	375 Old Kent Rd	Wessex House		SE1 5JQ	ASCO TRA	TRA	Recognised
Hall (in use)	Aylton Estate Tenants' Hall	Renforth Street		London	SE16			
Hall (in use)	BACC 84	Unit 2, 2D Level	Bradenham	Boyson Road	SE17 2BA	BACC 84 TRA (Bradenham)	TRA	Recognised
Hall (in use)	Bells Gardens Community Centre	19 Buller Close			SE15 6UJ	Bells Gardens TRA	TRA	Recognised
Hall (in use)	Bew Court Tenants Hall	Lordship Lane	East Dulwich	London	SE22	Lordship Lane and Melford Court TRA	TRA	Recognised

Hall (in use)	Brandon 1 TRA / Jack Hobbs Club	Maddock Way	Brandon Estate	Walworth	SE17 3NQ	Brandon 1 TRA	TRA	Recognised
Hall (in use)	Brandon 3 Senior Citizen Club 1	Grimsell Path			SE5 0TB	Brandon 3 TRA	TRA	Recognised
Hall (in use)	Brandon 3 TRA Hall	32 Andrews Walk	Hillingdon St		SE17 3JQ	Brandon 3 TRA	TRA	Recognised
Hall (in use)	Brenchley Gardens Community Hall	145a Brenchley Gardens	Forest Hill	London	SE23 3RF	Brenchley Gardens TRA	TRA	Recognised
Hall (in use)	Brimmington Hall	2 Culmore Rd			SE15 2RQ	Brimtonroy	TRA	Recognised
Hall (in use)	Browning Tenants Hall	57-59 Browning Street		London	SE17 1DB	Browning EMB	TMO	Recognised
Hall (in use)	Buchan TRA	Buchan Rd	Nunhead		SE15 3HF	Buchan Tenants TRA	TRA	Recognised
Hall (in use)	Canada Tenants Hall	Columbia Point	Moodkee Street	Canada Estate	SE16 7BB	Canada Estate TRA	TRA	Recognised
Hall (in use)	Castlemead (Bill Westcott Room)	232 Camberwell Rd			SE5	Castlemead TRA	TRA	Recognised
Hall (in use)	Castlemead TRA Hall	236 Camberwell Rd			SE5 0EA	Castlemead TRA	TRA	Recognised
Hall (in use)	Clifton Estate	Clayton Road	Clifton Estate	Nunhead	SE15 5EH	Clifton TRA	TRA	Recognised
Hall (in use)	Conant & Rutley TRA Hall	St Agnes Place	Conant House		SE11 4AU	Conant & Rutley TRA	TRA	Recognised
Hall (in use)	Consort Wivenhoe TA Hall	29 Philip Walk	Consort Estate	Nunhead	SE15 3NH	Consort TRA	TRA	Recognised
Hall (in use)	Cossall TRA	48 Mortlock Close	Peckham		SE15 2TR	Cossall Estate TRA	TRA	Recognised

Hall (in use)	Countisbury House	Crecent Wood Road		Dulwich	SE26 6SB			
Hall (in use)	Crawford TRA	Lowth Rd			SE5 9EP	Crawford TRA	TRA	Recognised
Hall (in use)	Croxted Road TRA Hall	25 Kennolds	Croxted Road	London	SE21 8SS	Croxted Road TRA	TRA	Recognised
Hall (in use)	Decima Street Hall	Decima Street	Meakin Estate	London	SE1	Decima TRA	TRA	Recognised
Hall (in use)	Denmark Hill Community Centre	Denmark Hill	Blanchdowne		SE5 8HL	Bessemer Grange TRA	TRA	Recognised
Hall (in use)	Dodson & Amigo Hall	Amigo House	Morley Street	London	SE1 7QE	Dodson and Amigo TRA	TRA	Recognised
Hall (in use)	Doubtfire Hall	Tatum Street		London	SE17 1QR	Congreve & Barlow TRA	TRA	Disputed
Hall (in use)	Draper TRA	Draper Community Hall	1 Howell Walk	Draper Estate	SE1 6TL	Draper Estate TRA	TRA	Recognised
Hall (in use)	Elizabeth	St Mathews House	Phelp Street	Walworth	SE17 2PJ	Elizabeth TRA	TRA	Recognised
Hall (in use)	Elmington TRA Hall	2 Owgan Close	Elmington Estate	Camberwell		Elmington T&RA	TRA	Recognised
Hall (in use)	Four Squares TRA	1 Marden Square			SE16 2HZ	Four Squares TRA	TRA	Recognised
Hall (in use)	Friern Road	397 Friern Road	Friern Estate	East Dulwich		Friern Road TRA	TRA	Recognised
Hall (in use)	Gateway Estate Tenants Hall	2 Dartford Street		Walworth		Gateway TRA	TRA	Recognised
Hall (in use)	Gilesmead Estate Tenants Hall	Vicarage Grove	Camberwell	London	SE5 7LN	Gilesmead TRA	TRA	Recognised

Hall (in use)	Glebe Estate Tenants Room	15 Fairwall Hse	Glebe Estate	Camberwell	SE5	Glebe North and South TRA	TRA	Recognised
Hall (in use)	Grasmere Point Tenants Room	Grasmere Point	Tustin Estate	Old Kent Road		Tustin TRA	TRA	Recognised
Hall (in use)	Grosvenor TRA House	41 Grosvenor Park			SE5 0NH	Grosvenor TRA	TRA	Recognised
Hall (in use)	Hall used by CASP (Camberwell After School Project)	1 Brandon Estate	Maddock Way		SE17 3NH			
Hall (in use)	Hall used by Peabody	1 Brandon Estate	Maddock Way		SE17 3NH			
Hall (in use)	Hankey Hall	Hankey Place	Tabard Gardens Estate	London	SE1	Hankey Hall Committee	Hall committee	
Hall (in use)	Hawkstone TRA	Tissington Court	Warndon Street	London	SE16 2SD	Hawkstone TRA	TRA	Recognised
Hall (in use)	Keetons TA Hall	2 Tranton Rd	Keetons Estate		SE16 4SE	Keetons TRA	TRA	Recognised
Hall (in use)	Kennington Park House Clubroom	Kennington Park House	Kennington Park Place		SE11 4JT	Kennington Park House TRA	TRA	Recognised
Hall (in use)	KETRA Hall (Kingswood Estate)	Telfar House	Seeley Drive		SE21 8QW	Kingswood Estate TRA (KETRA)	TRA	Recognised
Hall (in use)	Kinglake TRA	2 Amery House	Kinglake Street			Kinglake TRA	TRA	Recognised
Hall (in use)	Latimer Rooms / Wendover	Latimer House	Beaconsfield Road	Walworth				
Hall (in use)	Ledbury TRA Hall	Sansfield House	Penraig Way	London	SE15 1ND	Ledbury TRA	TRA	Recognised

Hall (in use)	Lettsom TRA	114 Vestry Road				Lettsom Move Forward (TRA)	TRA	Recognised
Hall (in use)	Links Community Centre	353 Rotherhithe New Road	Rotherhithe	London	SE16 3HF	Bonamy and Bramcote TRA	TRA	Recognised
Hall (in use)	Lordship Lane and Melford Court TRA	29 Bew Court	Lordship Lane		SE22 8PA	Lordship Lane and Melford Court TRA	TRA	Recognised
Hall (in use)	Magdalen Tenants Hall	Purbrook Street	Bermondsey	London	SE1	SPAM TRA	TRA	Recognised
Hall (in use)	Mardyke Committee Rooms	Mardyke House	Mason Street	London	SE17 1HH	Mardyke House TRA	TRA	Recognised
Hall (in use)	Mayflower TRA - advise residents to pop in on Wednesdays 10-6pm if they want to book. No contact tel no - 'too many nuisance calls'	The Assembly Hall	1 Neptune Street	Rotherhithe	SE16 7JP	Mayflower TRA	TRA	Recognised
Hall (in use)	Millpond TRA	210a Jamaica Rd	Rotherhithe		SE16 4RT	Millpond TRA	TRA	Recognised
Hall (in use)	Nelson Square Tenants Hall	Nelson Square	Borough	London	SE1 0QB	Nelson Square Gardens TRA	TRA	Recognised
Hall (in use)	Newington Estate Tenants Hall	77 Canterbury Place		London	SE17	Newington Estate TRA	TRA	Recognised
Hall (in use)	Osprey Community TRA	Tawny Way	Trident Street		SE16 2NW	Osprey TRA	TRA	Recognised
Hall (in use)	Owgan Pension over 60s Club	2 Owgan Close			SE5 7SH	Elmington T&RA	TRA	Recognised

Hall (in use)	Parkside TRA	46 New Place Square	Rotherhithe		SE16 2HW	Parkside TRA	TRA	Recognised
Hall (in use)	Pasley Estate Tenants Hall	2 Marsland Close			SE17 3JW	Pasley Estate TRA	TRA	Recognised
Hall (in use)	Pelican Tenants Hall	Crane House	Grummant Rd	Peckham	SE15 5NF	Pelican Plus TRA (formerly Puffin TRA)	TRA	Recognised
Hall (in use)	Pelier Clubroom	19 Hillingdon St		London	SE17 3UL	Pelier Estate TRA	TRA	Recognised
Hall (in use)	Pennack Road TRA Hall	Pennack Road			SE15	Dragon & Pennack CA TRA (Dissolved 2010)	TRA	Dissolved
Hall (in use)	Penrose Estate TA Hall	Penrose Grove			SE17 3EZ	Penrose Estate TRA	TRA	Recognised
Hall (in use)	Perronet Tenants Hall	1st floor, 1-90 Princess Street	Opposite numbers 81-85	London	SE1 6JS	Perronet House TRA	TRA	Recognised
Hall (in use)	Poets Corner TRA	Landor House	Camberwell Road	Camberwell	SE5 7JE	Poets Corner TRA	TRA	Recognised
Hall (in use)	Pullens	Crampton Street	Pullens Estate	Walworth	SE17 3AE	Pullens TRA	TRA	Recognised
Hall (in use)	Queensborough Community Centre	Scovell Rd			SE1 1QQ	L'sborough and Scovell TRA	TRA	Recognised
Hall (in use)	Rennie & Manor TRA Hall	Galleywall Road	Rennie Estate	Bermonsey	SE16	Manor Estate TRA	TRA	Recognised
Hall (in use)	Rockingham TA Hall	Falmouth Rd		London	SE1 6RQ			



Hall (in use)	Rodney Road TRA	97 Dawes House	Orb Street	Walworth	SE17 1RE	Rodney Road TRA	TRA	Recognised
Hall (in use)	Rouel Rd Tenants Hall	Market Place	Southwark Park Rd		SE16 3UL	Rouel Road Estate TRA	TRA	Recognised
Hall (in use)	Rye Hill TRA	Rye Hill Estate			SE15 3JN	Rye Hill TRA	TRA	Recognised
Hall (in use)	Ryegates TRA (formerly Brayards)	28 Ryegates	Caulfield Road	Nunhead	SE15 2DF	Brayards Estate TRA	TRA	Recognised
Hall (in use)	Salisbury TRA	Hillery Close	Salisbury Estate	London	SE17 1RQ	Salisbury TRA	TRA	Recognised
Hall (in use)	Sceaux Gardens TRA	Havill Street		London	SE5 7DG	Sceaux Gardens TRA	TRA	Recognised
Hall (in use)	Setchell Estate & Longfield TA	Hazel Way			SE1 5XN	Setchell Estate TRA	TRA	Recognised
Hall (in use)	SHACCA TA hall	10 Swan Mead	Tower Bridge Rd		SE1 4SX	SHACCA	TRA	Recognised
Hall (in use)	Silverlock Hall (Tissiba)	2 Warndon Street	Silverlock Estate		SE16 2SD	Silverlock TRA	TRA	Recognised
Hall (in use)	Southwark Park Community Room TRA	151 Drummond Rd	Layard Square		SE16 2JY	Southwark Park Estate TRA	TRA	Recognised
Hall (in use)	Styles House Tenants Hall	Styles House	The Cut	Borough	SE1 8DF	Styles House TRA	TRA	Recognised
Hall (in use)	Sydenham Hill Tenants Hall	183 Sydenham Hill	Sydenham Hill Estate	Dulwich	SE23 3PL	Sydenham Hill TRA	TRA	Recognised
Hall (in use)	T.A.R.A.	1 Brandon Estate	Maddock Way		SE17 3NH			

Hall (in use)	The Roundhouse Tenants Hall	Great Dover Street	Lawson Estate	Borough		Lawson TRA	TRA	Recognised
Hall (in use)	Thurlow Lodge TRA	241-471 Wendover	Thurlow Street		SE17	Thurlow Lodge TRA	TRA	Recognised
Hall (in use)	Trafalgar House / Nelson	Trafalgar House	Bronti Close	Walworth	SE17 2HF	Nelson TRA	TRA	Recognised
Hall (in use)	Tustin Community Centre	328 Ilderton Rd			SE15 1NT	Tustin TRA	TRA	Recognised
Hall (in use)	United Children's Pop-in Centre	100 Pentridge Street	Peckham	London	SE15 6LG	North Peckham TRA	TRA	Recognised
Hall (in use)	Unwin & Friary	Frensham Street	Friary Estate	Peckham	SE15	Unwin and Friary TRA	TRA	Recognised
Hall (in use)	Wade Hall	Parkers Row	Dickens Estate	Bermondsey	SE1 2DJ	Dickens Estate TRA	TRA	Recognised
Hall (in use)	Walkynscroft Drop in Centre	Firbank Road	Brayards Estate	Nunhead	SE15 2BZ	Brayards Estate TRA	TRA	Recognised
Hall (in use)	Webber Row & Quentin	12-14 Quentin House	9-36 Gray Street	London	SE1 8UY	Webber and Quentin TRA	TRA	Recognised
Hall (in use)	Wickway Community Centre	Cator Street		London	SE15 6AA	Wickway Community Association	Hall committee	
Sold	Tooley Street Tenants Hall	Nutmeg House	^) Gainsford Street	Bermondsey	SE1			
TMO office	Applegarth TMO Office	Applegarth House	Blackfriars Road	London	SE1 0PY			

TMO office	Brenchley Gardens TMO Office	163 Brenchley Gardens	London		SE23 3RF	Brenchley Gardens TMO	TMO	Recognised
TMO office	Juniper TMC Office	1 Juniper House	Pomeroy Street	Nunhead	SE14 5BY	Juniper House TMO	TMO	Recognised
TMO office	TMO Office	1 Tanner House		London	SE1 3LL			