

# Health and Social Care Scrutiny Commission

Tuesday 14 May 2024  
7.00 pm  
160, Tooley Street, SE1 2QH

## Membership

Councillor Suzanne Abachor (Chair)  
Councillor Maria Linforth-Hall (Vice-Chair)  
Councillor Sam Dalton  
Councillor Esme Dobson  
Councillor Sandra Rhule  
Councillor Nick Johnson  
Councillor Sunil Chopra

## Reserves

Councillor Naima Ali  
Councillor Victor Chamberlain  
Councillor Sabina Emmanuel  
Councillor David Watson  
Councillor Kath Whittam  
Councillor Charlie Smith

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## INFORMATION FOR MEMBERS OF THE PUBLIC

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**Contact** Julie Timbrell on 020 7525 0514 or email: [Julie.Timbrell@southwark.gov.uk](mailto:Julie.Timbrell@southwark.gov.uk)

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Members of the committee are summoned to attend this meeting

**Althea Loderick**

Chief Executive

Date: 10 May 2024



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## Health and Social Care Scrutiny Commission

Tuesday 14 May 2024  
7.00 pm  
160, Tooley Street, SE1 2QH

### Order of Business

Item No.	Title	Page No.
4.	<b>ACCESS TO TOILETS: BRIEFING</b>	1 - 2
5.	<b>ACCESS TO TOILETS: SCRUTINY REVIEW REPORT</b>	3 - 40
	The draft headline report is enclosed, for the Commission to amend and agree.	
	In addition Loos for Southwark comments on the previous headline report are also enclosed. The new headline report incorporates these comments.	
6.	<b>WORK PROGRAMME</b>	41 - 58

Date: 10 May 2024

#### **EXCLUSION OF PRESS AND PUBLIC**

The following motion should be moved, seconded and approved if the sub-committee 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.”

<b>Item No.</b>	<b>Classification:</b> Open	<b>Date:</b> 25 April 2024	<b>Meeting Name:</b> Health & Social Care Scrutiny Commission
<b>Report title:</b>		Briefing: Access to Toilet review	
<b>Ward(s) or groups affected:</b>		N/a	
<b>From:</b>			

## 1. Introduction

- 1.1. This briefing seeks to provide outstanding information in respect to the Health & Social Care Scrutiny Commissions 'Access to Toilets' review.

## 2. Dulwich Park Changing Places Toilet

- 2.1. Installation of the Changing Places Toilet in Dulwich Park was completed in February 2024 and officially opened with a small community event on 9<sup>th</sup> March.
- 2.2. The capital cost of the project is outlined below. This was covered by a grant from DLUHC's Changing Places Fund.

<b>Item</b>	<b>Cost</b>
Changing Places Modular Unit (including installation and extended warranty)	£80935
Resiting of bin store and bike rack	£14770
Tree replacement	£3600
Ecology survey & bat box	£810
<b>Total</b>	<b>£97,115</b>

### **3. Requirements for Changing Places Toilets in Public Buildings**

- 3.1. From Jan 2021 a significant change was made to building regulations ([Approved Document M](#)) requiring the installation of Changing Places toilets in any new builds or major refurbishments in respect of
- 3.1.1. Places of assembly, recreation and entertainment (e.g. art galleries, cinemas, libraries, museums, FE colleges) with capacity of 350+ or collections of smaller buildings such as zoos, theme parks with a capacity of 2000+
  - 3.1.2. Shopping centres or retail parks with a gross floor area of 30,000m<sup>2</sup> or more
  - 3.1.3. Retail premises with a gross floor area of 2500m<sup>2</sup> or more
  - 3.1.4. Sport and leisure buildings with a gross floor area more than 5000m<sup>2</sup>
  - 3.1.5. Hospitals and primary care centres
  - 3.1.6. Crematoria and cemetery buildings
- 3.2. The full amendment can be found [here](#) (page 2/3)

### **4. Accommodation Review**

Work has commenced to scope a review of the Council's buildings across the borough. The request to consider opening up toilets, where practicable, has been noted.

### **5. Camberwell Green Automatic Loo**

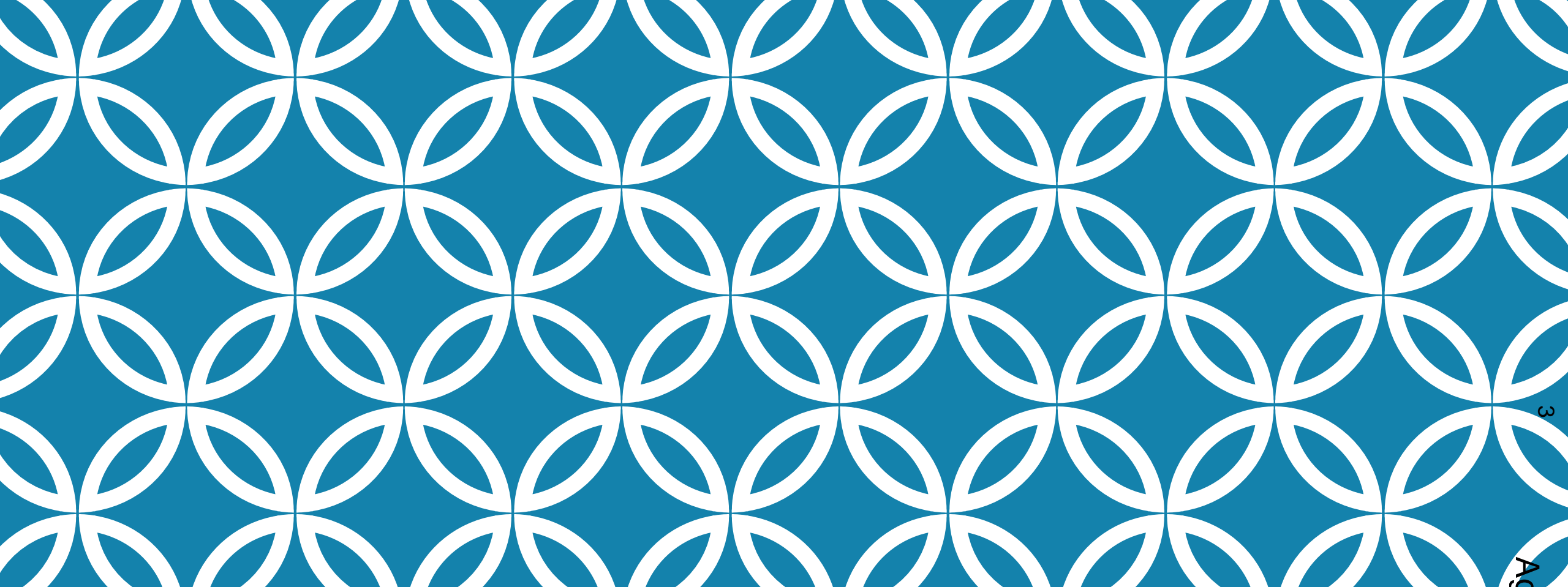
The Automatic loo was removed on the expiry of the APC (Automatic Public Convenience) contract with the supplier (JCDecaux) in 2022. There is an alternative public toilet in the nearby Library at Camberwell (170m away), available:

- Monday to Friday between 9am and 8pm
- Saturday 9am to 5pm
- Sunday 12pm to 4pm

### **6. East Street Market Toilets**

East St. and Portland St. toilets are one of the same (they are located on Portland St near the junction with East St.) The toilets are open six days a week (Tuesday to Sunday) (when the market is in operation) and do not have an attendant but are cleaned regularly throughout the day.

The toilets are subject to vandalism on a regular basis and as such are closed for a significant number of days throughout the year whilst repairs are undertaken.



# ACCESS TO TOILETS

Headline report

# REVIEW PURPOSE

The review is driven by members concerns that limited toilet provision is impacting on mobility for disadvantaged groups, particularly older people, disabled people, pregnant women and parents and carers of young children.



# OUTCOMES

The primary outcome the review aims to achieve is that the council develops a Southwark Toilet Strategy with local stakeholders.

# CONTEXT - LONDON AND NATIONAL LOO CAMPAIGNS

- i. The review took place during a resurgence of campaigns over the last few years for more loos, driven largely by older people and older people's campaign groups, led in part by Age UK London.
- ii. The GLA health select committee wrote a report: The Toilet Paper in November 2021. This made several recommendations to the Mayor of London, including that Local Authorities develop Toilet Strategies and also included several actions for TfL to improve toilet information, accessibility and provision.
- iii. In May 2023 London Councils held an event focusing on Toilet Strategies, Community Toilet Schemes and more.
- iv. Age UK London have produced several resources on producing Toilet Strategies, Community Toilet schemes and using planning and public information.
- v. Age UK London have supported local Southwark residents to campaign.



# CONTEXT - CHANGING PLACES -1

- i. There is growing awareness of the access needs of people with higher access needs – people who are most disabled.
- ii. The government has provided funding for more Changing Places loos and Southwark has made good use of this.

# CONTEXT - CHANGING PLACES -2

- i. There is now a new legal requirements to install Changing Places Toilets in Public Buildings. This applies to any new builds or major refurbishments in respect of :
  - Places of assembly, recreation and entertainment (e.g. art galleries, cinemas, libraries, museums, FE colleges) with capacity of 350+ or collections of smaller buildings such as zoos, theme parks with a capacity of 2000+
  - Shopping centres or retail parks with a gross floor area of 30,000m<sup>2</sup> or more
  - Retail premises with a gross floor area of 2500m<sup>2</sup> or more
  - Sport and leisure buildings with a gross floor area more than 5000m<sup>2</sup>
  - Hospitals and primary care centres
  - Crematoria and cemetery buildings

# BACKGROUND – SOME HISTORY

The council has reviewed its approach to toilets twice formally in the last twenty years :

- i. In 2005 Cabinet agreed a mini review and decided to open up more toilets in the council's estate, work with stakeholders, including local supermarkets, to increase provision, improve signage and close toilets not DDA compliant,
- ii. In 2018 the Council Plan refresh undertook to create a network of accessible toilets and baby changing facilities.

# HOW THE COUNCIL DELIVERS TOILETS

The council delivers toilets through:

- i. Public Conveniences it maintains on the street and in parks.
- ii. Opening up toilets in buildings owned by the council to the public, for example the office at Tooley Street and libraries.
- iii. Working with partners to increase publicly available provision, for example in Leisure Centres, Network Rail owned stations, encouraging provision of toilets as part of regeneration schemes and by stipulating more provision through planning.
- iv. The Southwark Plan requires public toilet provision in town centres. Large schemes for main town centres that are 1,000 sqm, or more, must provide free public toilets.
- v. Delivering more Changing Places loos by accessing funding and working with partners to install these in public places.
- vi. Supporting Community Toilets whereby the council works with business to open up toilets in café, pubs, supermarkets etc. to local people ( although this is not currently active).
- vii. Provision of information on the council website and through AssessAble.

# TOILETS ARE AN EQUALITY AND PUBLIC HEALTH ISSUE -1

- i. Lack of toilets disproportionately impacts on many people with a Protected Characteristic .
- ii. Older people and disabled people will often not leave the home unless they can be sure of adequate provision.
- iii. Parents with young children particularly need toilets.
- iv. Pregnant women need toilets more frequently and urgently.
- v. Women need more toilets than men, as they spend longer in toilets.

# TOILETS ARE AN EQUALITY AND PUBLIC HEALTH ISSUE -2

- i. People with limited mobility often require larger cubicles to accommodate walking aids, including shopping trollies. People frequently travel with luggage, and other bags, which toilet cubicles should be designed to accommodate easily.
- ii. Loos for Southwark pointed out that while airports have mastered this problem, and provide large enough cubicles , railway stations, and other public places have often not yet managed to provide adequate facilities. This can be a particular problem in stations where safety announcements order passengers not to leave their luggage unattended, but tiny cubicles, with Sanitary Bins, and inward opening doors make this extremely difficult.
- iii. Race is a barrier to accessing public provision in café and pubs.
- iv. Men with prostate cancer need bins.

# TOILETS ARE AN EQUALITY AND PUBLIC HEALTH ISSUE - RECOMMENDATION

Recognise that a lack of toilets disproportionately impacts on people with a Protected Characteristic, including older and disabled people, in particular. A Toilet Strategy ought to conduct an Equality Impact Assessment. Poor provision is a Public Health issue and negatively impacts on the health and wellbeing of residents.

The Equality Impact Assessment ought to include:

- i. Ensuring adequate provision for people who require a toilet more frequently,
- ii. Ensuring that all cubicles are large enough to accommodate walking aids,
- iii. Ensuring that different sex needs are catered for including ensuring provision recognises that:
  - Women take longer and require more toilets than men , and pregnant women often have a more urgent need,
  - Men with prostate cancer require sanitary bins.

# TOILETS ARE AN ENVIRONMENTAL HEALTH ISSUE

- i. Poor provision is an environmental health issue and negatively impacts on the health and wellbeing of the community.
- ii. Homeless people are defecating and urinating in the streets and parks because there are no public toilets.
- iii. Parents are holding children over drains in the street because of poor provision.



# ENVIROMENTAL HEALTH - RECOMMENDATION

- i. The lack of adequate, decent toilet provision is leading to unsanitary conditions in public spaces, particularly parks and the street. Poor provision is an environmental health issue. The council ought to work with partners to ensure, as far as possible, that there is adequate provision to meet the needs of the whole population of Southwark, including homeless people.

# TOILET COLD SPOTS

- i. Provision is particularly poor in Peckham and Camberwell.
- ii. Peckham Rye Station is due to have a toilet – however it is unclear if this will only be a Changing Places Toilet and if other toilets will be provided in addition, and if they will be located behind a barrier. There is a preference amongst many people for toilets to be located in front of the barrier, however TfL's current guidance for new facilities is that they should be located in the ticket hall after the barrier, as they believe this helps to ensure facilities remain in a better condition for all users. At the same time TfL states that they expect staff to allow people through the barrier to use toilets wherever possible ( see Mayor of London's response to the GLA Toilet paper report, Jan22).
- iii. In addition the Peckham Rye station upgrade there is also a council led Town Centre upgrade . Provision of a new town square, adjacent to Peckham Rye Station , was granted planning permission in 2016 , and this included new public toilets to be created in the arches adjacent to the new square.
- iv. Concerns about anti-social behaviour (ASB) are thought to be a concern here and there are concerns that this may hinder delivery. ASB can be mitigated through engagement and good planning. The council is a partner in the regeneration of the station led by Network Rail and leading the new square development at the front of the station and such can use its influence to ensure provision meets the public's needs and ASB is addressed.
- v. The plans above, and a new Aylesham Centre redevelopment in the north of Peckham , are likely to deliver substantial improvements to toilet provision over the longer term, but none are due until at least 2026 . In the meantime Peckham needs several toilets across the long length of Peckham Rye , and an a revitalised community toilet scheme could deliver this over the short to medium term.
- vi. Camberwell Green toilet provision is poor . The automatic toilet is frequently out of action , and was removed when the contract expired in 2022. Camberwell Library toilet is located nearby, and open weekdays until 8pm, Saturday daytime and Sunday afternoon. There were concerns raised in the Commission that this is not cleaned frequently enough. There is potentially an opportunity in nearby supermarkets and fast food places to increase provision.

# TOILET COLD SPOTS - RECOMMENDATIONS

Improve provision in Peckham Rye Station and the new Town Square by prioritising this in the Toilet Strategy and Town Centre plans. Together the council and Network Rail ought to provide more transparency on the plan, and options for toilets at Peckham Rye Station and new Town Square, and consult with local residents and stakeholders to bring clarity by 2025. In addition the council ought to improve Camberwell Green toilet provision by a) ensuring the library toilet is cleaned frequently enough b) engage nearby supermarkets and fast food places through a Community Toilet Scheme.

# TOILET – GOOD PRACTICE

The toilets at Sainsbury's East Dulwich were commended.

Southwark Park (Pavilion Café by the lake) has good toilets.

Dulwich Park will have the gold standard of a fully accessible Changing Place, that also meets heritage standards. This will cost £97,115 , including the associated ground work costs. This is covered by DLUHC's Changing Places Fund. This will open up the park to disabled residents.

The East Street Market Toilets are good . They are located on Portland Street near the junction with East Street. The toilets are open six days a week, when the market is in operation. They do not have an attendant but are cleaned regularly throughout the day. Whilst the toilets were commended in the commission as well kept, officers reported that the toilets are subject to vandalism on a regular basis.

# COMMUNITY TOILETS

- I. Southwark had, until recently, a Community Toilet scheme whereby it would work with businesses to promote use of toilets , however this has fallen into disuse over the last few years and is no longer actively supported.
- II. The Local Economy team are willing to liaise with businesses through their fora to promote such a scheme.
- III. There are a variety of good Community Toilet schemes, including ones in Richmond and Lewisham.
- IV. Community Toilet schemes enable the opening up or more toilets, particularly during business hours, in a resource effective way. They do require some consistent investment from the council and cannot be the only solution.

# COMMUNITY TOILETS - RECOMMENDATION

- I. Invest in a refreshed Community Toilet scheme using London boroughs, such as , Richmond and Lewisham as examples .
- II. Prioritise Peckham Rye, Camberwell and other cold spots, in the revived Community Toilet scheme .

# ANTI SOCIAL BEHAVIOUR (ASB) - 1

The Commission heard that concerns about anti social behaviour are sometimes given as reasons not to open toilets, or restrict provision . An example of this is Peckham Rye station and Town Square where members and residents reported that concerns about ASB have been cited as a potential obstacle to delivery or may result in a toilet behind the barrier.

Officers said that anti- social behaviour has been an issue in Southwark and that Belair Park toilet suffered an arson attack and East Street Market Toilets have been destroyed twice, and immediately repaired, though this still means they are out of use sometimes. Despite this members reported that East Street Market Toilets are well looked after and appreciated.

The former GLA building , opposite Tooley Street, is currently under new ownership and the public have been consulted about future uses. A top public concern is that the toilets, which include a Changing Place, will remain open. These have been subject to anti social behaviour the there have been changes made to reduce ASB by amending the delivery and design. It is hoped that the consultation will model keeping this provision open and reducing ASB through engagement.

# ANTI SOCIAL BEHAVIOUR (ASB) -2

AGE UK London supplied conducted some desk top research on the Commission's behalf on this issue, and provided a report, and this made the following points:

- I. Being clear that the value of clean , safe toilets, including the economic benefits to the entire community (such as business on the high street) and positive impact on resident's health and wellbeing is of more importance than the cost to maintain public toilets.
- II. Find out what the specific type of ASB is that people are concerned about as vandalism , drug use, sex work or using a toilet for shelter has different causes and approaches to mitigate .
- III. Take a partnership approach to develop measures and address concerns proactively. This can be by using various strategies such as regular monitoring, security measures, and cleanliness protocols, to ensure that the facilities are well-maintained and safe for all users. CCTV can work well.
- IV. Design toilets so they are located in places where there is good oversight by the community and that they are appealing.
- V. Collaborate with local law and council enforcement and community organisations to deter any anti-social behaviour in the vicinity and to develop a realistic plan based on capacity.
- VI. Where possible include attendants as their presence deters many forms of ASB.



# ANTI SOCIAL BEHAVIOUR (ASB) - RECOMMENDATION

Toilet have a high value to the community and as such the cost of mitigating ASB is not a good reason to deny provision. ASB can be addressed through engagement with partners to improve location and design and make the most of local capacity to prevent and deter ASB . This ought to include understanding the types of possible ASB and working with the police, TfL, council enforcement and community organisations to mitigate and prevent. Consideration ought to be given keeping toilets clean and well maintained, and the use of attendants where possible.

# OPENING UP SOUTHWARK COUNCIL ESTATE TOILETS - 1

- I. Since 2005 Southwark has opened up toilets in the council's control to increase public access.
- II. There is now an accommodation review looking at buildings in the council's control, and as part of this work will be done to look at increasing the amount of toilets that could be opened up to the public. There are around 200 buildings in the council estate, it and officers indicated that up to half may be able to be opened up to the public.

# OPENING UP SOUTHWARK STAKEHOLDERS

## ESTATE TOILETS -2

- I. There are also other stakeholder in the community who have a vested interest in better local toilet provision in the borough, that the council could work with.
- II. GP practices - which are independent businesses - could be asked to let their facilities be used by the local community. The wider NHS could also be encouraged to open up their estate to the public.
- III. TFL is also committed to improving toilet provision where funding allows. In 2022 TfL commenced an audit of its London underground facilities to make decor improvements, enable station toilets to be used over a longer period , facilitate access across the barrier and increase information.
- IV. The Mayor for London spatial plan has a specific plan ( Policy S6) that requires large developments – such as shopping centres or large community spaces – and those where new, large-scale public realm is created, to provide free, publicly accessible toilets suitable for a range of users.

# SOUTHWARK BOROUGH TOILETS - RECOMMENDATION

- I. The Commission welcomes the accommodation review of the council's estate and the potential this offers to open up more toilets to the public.
- II. In addition the Commission recommends that the council works with wider stakeholders such as local GPs, the wider NHS, TfL and developers to maximise toilet provision in the existing estate and in future buildings.
- III. The work on the accommodation strategy and engagement with wider stakeholders, to open up both the existing estate and expand provision, ought to be incorporated into a Toilet Strategy.

# INFORMATION AND SIGN POSTING

- i. Southwark maps out toilet provision on the council website but the map is not always accurate.
- ii. Southwark uses AccessAble, which officers reported is a well used resource.
- iii. A paper copy map would be useful, as produced by Lewisham.
- iv. The Local Economy Team indicated they could play a role in ensuring business engagement and distribution and anticipated that libraries would stock copies.
- v. The Great British Public Toilet Map ( [www.toiletmap.org.uk](http://www.toiletmap.org.uk) ) was commended by Loos for Southwark. It shows toilets of all kinds and can be filtered for specific facilities including 'accessible' and 'baby-changing'. There are currently 57 toilets mapped within Southwark.

# INFORMATION AND SIGN POSTING - RECOMMENDATION

The Commission supports the continued use of AccessAble, which is a well used resource .

In addition the Commission recommends that :

- The website is kept updated in the short term and over the longer term more work is done as part of a Toilet Strategy to provide accurate information to residents and visitors .
- The Great British Public Toilet Map [www.toiletmap.org.uk](http://www.toiletmap.org.uk) is updated , as this is an excellent resource.
- A map forms part of a revised Toilet Strategy / Community Toilet scheme and this would consist of a hard copy as well as digital offer. Lewisham have an excellent printed map that it would be useful to replicate in Southwark.

# TOILET STRATEGY

Strategies are important as lots of different parts of the council have responsibility for different aspects of toilet provision. In addition the council can work with partners and other borough stakeholders, through fora such as the Health and Wellbeing Board, to collaborate on a borough wide toilet strategy. A good plan will bring these together.

Age UK say a good toilet strategy should include:

- i. Meaningful ongoing community engagement with residents. This should be a diverse group, including older residents, representative of the wider community. It is important that meaningful consultation is inclusive and that people without the internet are included.
- ii. A needs assessment based on mapping existing toilets available for public use, identifying gaps by working with communities and other partners to identify solutions.
- iii. An action plan to review and improve public information about provision. Consideration should be given to the quality of signage, maps, website information, and the use of newsletters, media, posters and leaflets to raise awareness about toilet locations.
- iv. Aim to mainstream public toilet provision into strategic policy such as urban planning policy.

# TOILET STRATEGY - RECOMMENDATION

Develop a Toilet Strategy through engagement with a range of stakeholders, local people, mapping needs and gaps, co-creating solutions and provision of an action plan that interfaces with planning and regeneration.



# LEADERSHIP

Developing and delivering a Toilet Strategy will take leadership from both elected members and officers to pull together the work of different council departments, build partnerships with community stakeholders, and engage with the public.

The Commission consider the either the cabinet member for Public Health or a Cabinet member with the Environmental Health and Streets for People brief in their portfolio is best placed to provide strategic leadership . Likewise a senior officer from either the Public Health team or Environment Department would be well placed to provide officer leadership.

# LEADERSHIP — RECOMMENDATION

The Commission recommend that the Toilet Strategy is led by:

- I. The cabinet member for Public Health or a cabinet member with the Environmental Health and / or Streets of People brief in their portfolio
- II. A senior officer

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EC
On point 'v', please can the specific current situation of the Camberwell Green public toilet (April/May 2024) be captured? Has the toilet been 'removed' or is any closure temporary (if so, what is the timeline)?
Lst sentence, 'The toilet in East Street market...' - Please can the exact location be recorded. If there is no longer an attendant, when did this role finish?
We suggest a 3rd point on which to seek clarification and so ask for consideration to consider 'III. Request clarification on the current status of :... NEW POINT > "(c) the plans for public toilets in the Council's redevelopment in front of Peckham Rye station, and in the redevelopment of the Aylesham Centre. " '

#### omments

adequacy of provision should also be a consideration, as women take rather longer than men to relieve  
ing finally found a toilet and in extremis, it is agonising to wait in what can be a long queue. When the

quently travel with luggage, shopping trollies and other bags, which toilet cubicles should be designec  
engers not to leave their luggage unattended but tiny cubicles (with Sanitary Bins, see below) and inv

ility impaired people may depend on a shopping trolley for support and balance. Cubicles should be |  
ie toilet seat and cubicle wall. This arrangement becomes even more insanitary when the bin has be

MP
GP practices - which are independent businesses - could be asked to let their facilities be used by the local community.
Please consider the following addition, in relation to impacted groups, including those with protected characteristics: "Pregnant women
typo - should read 'defecating'
The Great British Public Toilet Map <a href="http://www.toiletmap.org.uk">www.toiletmap.org.uk</a> is ideal. It shows toilets of all kinds and you can filter for specific facilities including 'accessible' and 'baby-changing' . There are currently 57 toilets mapped within Southwark.

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 e wait proves too long, the outing ends abruptly in humiliation and embarrassment

d to accommodate easily. Although airports have mastered this problem, rail st  
 ward opening doors make this extremely difficult.

both long and wide enough to accommodate this and permit undressing/dressin  
 en misused and is overflowing (you don't want to know!). Men with prostate car

JM
On Point 'i': Please can we have clarification on when the previous scheme finished operating? Are the reasons for discontinuation recorded? What was the impact of the scheme when in operation (were the views of participating businesses sought? How did the scheme operate - what worked well, what didn't work well?)
Age UK London' (Please see first sentence).

's toilets. Areas of higher footfall require a higher number of toilets for everyone, incorporating mu  
ent.

ations and other public places have not yet managed it. I regularly travel from Kings Cross, safet

ing and sitting in comfort. Allowance should also be made for siting Sanitary Bins; all too often the:  
icer require Sanitary Bins too.



Multiple cubicles.

by announcements

se are tightly wedged

## **Note for Council Health and Care Scrutiny Commission's Report**

The draft report needs to set its recommendations in the context of the town centre need for public toilets, rather than the specific redevelopments happening at the station. It might be best to give the drafters of the report the information about how the developments fit into the wider picture so that they can do the editing themselves. The draft note below gives the relevant information.

Eileen Conn, 27 April 2024

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The Scrutiny Committee draft report 'Access to Toilets' includes a section on 'Toilet Cold Spots'. This includes reference to the lack of toilets at Peckham Rye Station and makes recommendations for action to remedy this. This is very welcome.

The issues however are town centre wide and the station issues need to be seen in the context of the town centre as well as in the redevelopment work at the station.

This brief note summarises the situation and suggests the action that might be useful to highlight.

### **Redevelopment at the station**

There are two separate redevelopment projects at the station. These are:

- **New square in front.** This is a Council project. Work started in 2019 and is scheduled to be completed in 2026. It will result in new retail spaces in the commercial buildings in front of the station and a new square in front of the Victorian listed station building. The planning permission granted in 2016 for the whole project included new public toilets to be created in the arches adjacent to the new square.
- **Step free access to the station platforms.** This is a Network Rail project. It has been in preparation since 2019. Planning permission was granted in 2023, and final approval from the Government for the expenditure is expected within the next 18 months. Work might start by 2027 and be completed by 2030. The interior of the station will be remodelled with new staircases and lifts to each of the 4 platforms, with toilets provided on each of the 4 platforms for rail travellers and others with free passes for the stations.

### **Aylesham Centre redevelopment**

This is a commercial development in the north of the town centre for mixed housing and commercial uses. It is a development site in the Southwark Plan, and Berkeley Homes the developer is currently preparing and consulting on their forthcoming planning application. Their aim is to submit in 2024, start work on the development in 2025 and complete the development by 2034. This may be an over optimistic timescale.

The Southwark Plan requires public toilet provision in town centres. A community request to the Council about the plans for public toilets in the new station square produced this Council response: "In line with planning policy for large town centre schemes, new public toilets will be provided as part of the new Aylesham Shopping Centre redevelopment." Indications are that this will be in a new Morrison's in the development, but if so this is likely to be in the late 2020s at the earliest.



## **Peckham town centre is a 'toilet cold spot'**

### **Long term plans are welcome**

The developments mentioned above are all very welcome. At the moment the only toilets accessible are on one station platform available only to rail passengers and inaccessible by anyone with physical disabilities even with a free access pass. The developments would make all the platform toilets accessible to all rail travellers and town centre users with free access passes for the railways. But this will not be available until 2030 at the earliest.

The new public toilets in the Council project, for the new public square in front of the station, will be accessible to all who use the town centre and not just rail travellers. But they will not be available until probably 2026 at the earliest, and no designs have yet been made available to the public for consultation and local discussion.

The timeline for the Aylesham redevelopment is not yet clear but any new public toilets there will not be available for some years.

The new additional and accessible toilets inside and in front of the station, means that in 6-7 years time there should finally be appropriate provision in that very busy central Rye Lane part of the town centre. But, even when that all comes to fruition, it is too far away from other parts of the town centre to be adequate.

The new public toilets that should be provided in the Aylesham redevelopment will also be very appropriate and welcome. But they are not yet committed and not likely to be available for several years. And they are at one end of the town centre and too far away from other parts to be adequate.

### **Shorter term requirements**

Peckham town centre is not compact. Pedestrians have to walk long distances in their visits. It stretches from Peckham Library and Peckham High Street, on the long Rye Lane to Peckham Rye. Even when the new toilet provision outlined above is in place it will still not be adequate to meet the needs of the busy town centre with thousands of visitors every day.

To complement the important longer term new public toilet provisions , and to meet the urgent needs for some much earlier improvements, the solution is to establish an effective well-functioning community toilet scheme with the local businesses and other operators in the town centre. The Council is a significant partner in the developments at the station, and the Aylesham redevelopment and several other town centre developments bringing thousands more new visitors to the town centre. It is well placed to take the lead in convening a town centre working group, of all those with an interest and contribution to make, to develop such a scheme and implement a plan of action. It must be done as a collaborative venture with those who wish to be involved.

## **Conclusions and recommendations**

The town centre is very definitely a toilet cold spot. While the long term plans for new toilet provision inside and outside the station and in the Aylesham redevelopment are very welcome and essential for the long term, action needs and can be taken now to develop a Community Toilet Scheme for Peckham town centre.

The Scrutiny report might therefore welcome the Council plans for the new provision of public toilets coming from the three major redevelopment projects, and add that something needs to be done now to make public toilet provision available sooner and more widely in the town centre.

This could lead to a recommendation that the Council this year convene a meeting of all those with an interest in the well-being of the town centre and all its users. Age UK London and Loos for Southwark would be willing to work with the Council for this. The meeting could usefully report on the three different projects with plans for the new public toilets provision – on their design, operation and timescale. From that meeting a working group of volunteers could be recruited from local businesses and local residents to work with the Council to develop a community toilet scheme. There would be a positive response from the town centre operators and local residents if the Council can do this in a collaborative way.

<b>Item No.</b> 6	<b>Classification:</b> Open	<b>Date:</b> 14 May 2024	<b>Meeting Name:</b> Health & Social Care Scrutiny Commission
<b>Report title:</b>		Health & Social Care Scrutiny Commission Work Programme 2023 - 24	
<b>Ward(s) or groups affected:</b>		N/a	
<b>From:</b>		Julie Timbrell, Project Manager, scrutiny.	

### RECOMMENDATIONS

1. That the Health & Social Care Scrutiny Commission note the work programme as attached as Appendix 1 Work Plan, and review scopes in appendices A and B.
2. That the Health & Social Care Scrutiny Commission consider the addition of new items or allocation of previously identified items to specific meeting dates of the commission.

### BACKGROUND INFORMATION

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

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

- a) review and scrutinise decisions made or actions taken in connection with the discharge of any of the council's functions
- b) review and scrutinise the decisions made by and performance of the cabinet and council officers both in relation to individual decisions and over time in areas covered by its terms of reference
- c) review and scrutinise the performance of the council in relation to its policy objectives, performance targets and/or particular service areas
- d) question members of the cabinet and officers about their decisions and performance, whether generally in comparison with service plans and targets over a period of time, or in relation to particular decisions, initiatives or projects and about their views on issues and proposals affecting the area

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

#### **KEY ISSUES FOR CONSIDERATION**

- 5. Set out in Appendix 1 (Work Programme) are the issues the Health & Social Care Scrutiny Commission is considering in 2023- 24.
- 6. The work programme is a standing item on the Health & Social Care Scrutiny Commission agenda and enables the commission to consider, monitor and plan issues for consideration at each meeting.

**BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Health & Social Care Scrutiny Commission agenda and minutes	Southwark Council Website	Julie Timbrell Project Manager
Link: <a href="https://moderngov.southwark.gov.uk/ieListMeetings.aspx?Committeeld=518">https://moderngov.southwark.gov.uk/ieListMeetings.aspx?Committeeld=518</a>		

**APPENDICES**

<b>No.</b>	<b>Title</b>
Appendix 1	Work Plan 2023-24
Appendix A	Review: Access to Toilets
Appendix B	Review: Adult Safeguarding – how can this be implemented to better protect vulnerable adults, carers and paid staff?

**AUDIT TRAIL**

<b>Lead Officer</b>	Everton Roberts, Head of Scrutiny	
<b>Report Author</b>	Julie Timbrell, Project Manager, Scrutiny.	
<b>Version</b>	Final	
<b>Dated</b>	10 May 2024	
<b>Key Decision?</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Director of Law and Governance	No	No
Strategic Director of Finance and Governance	No	No
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Scrutiny Team</b>	10 May 2024	

# Health and Social Care Scrutiny Commission

## Work programme 2023/24

### Reviews and topics

- Review: Access to Toilets - with reference to concerns that limited provision is particularly impacting older people's mobility
- Review: Adult Safeguarding – how can this be better implemented to protect vulnerable adults, carers and paid staff?
- Topic: Access to dentists
- Topic: Blue badge application process and criteria for award
- Topic: Southwark's Drug and Alcohol Strategy and Southwark's Healthy weight strategy 2022-27

- Topic: Pain management clinic – with reference to sufficient provision , back pain and arthritis

## **Standing items**

- Interview with the Independent Chair of the Southwark Safeguarding Adults Board (SSAB). The Safeguarding Adults Board is a multi-agency partnership which has statutory functions under the Care Act 2014. The main role of Southwark Safeguarding Adults Board (SSAB) is to ensure that local safeguarding arrangements work effectively so that adults at risk due to health needs, social care needs or disabilities are able to live their lives free of abuse or neglect.

## **Interview Cabinet member/s**

- Cabinet Member for Health and Well-being

## Dates

Health & Social Care Scrutiny Commission	Date	Work Programme
Meeting 1	Wednesday 20 July	<ul style="list-style-type: none"> <li>• Work-planning</li> </ul> <p>Topic:</p> <ul style="list-style-type: none"> <li>• Southwark’s Drug and Alcohol Strategy Southwark’s</li> <li>• Healthy weight strategy 2022-27</li> </ul>
Meeting 2	Tuesday 19 September	<p>Review: access to toilets - with reference to concerns that limited provision is particular impacting older people’s mobility</p> <ul style="list-style-type: none"> <li>- Toilet Manifesto</li> <li>- Age Concern loo campaign</li> </ul> <p>Healthwatch : Latin American report and presentation and Annual report as background.</p> <p>Health and Cabinet report back on:</p> <ul style="list-style-type: none"> <li>• Access to Medical Appointments ( with Martin Wilkinson and Nancy Kuchmann )</li> </ul> <p>Review: Adult Safeguarding – how can this be defined to better protect vulnerable adults, carers and paid staff?</p>



		<p>Officer report</p> <p>Cabinet response:</p> <ul style="list-style-type: none"> <li>Care Contributions</li> </ul>
Meeting 3	Wednesday 15 November	<p>Review: Access to Toilets Loos for Southwark local residents supported by Age UK London</p> <p>Review: Access to Toilets – Age UK London briefing on addressing anti-social behaviour</p> <p>Review: Access to Toilets – officer reports and presentations.</p> <p>Cabinet Member for Health and Wellbeing interview.</p> <p>Topic: Blue badge application process and criteria for award – officer briefing and presentation.</p> <p>Muscular Skeletal Service decommissioning – with a presentation followed by a q &amp; a</p>
Safeguarding structured interview	23 January 2024	SLaM dementia nurse
Meeting 4	Monday 5 February	<p>Briefing on changes to Health Regulations and the power to refer to the Secretary of State</p> <p>Presentation on Safeguarding practice by Elder Care/ Social Work institute</p> <p>Interview with the Independent Chair of the Southwark Safeguarding Adults Board (SSAB)</p>

		Headline report Access to Loos
Safeguarding workshop with Care Home manager	February in person 26 March - online	Care Home providers invited to discuss their Safeguarding and Investigation/ Disciplinary policy and practice  Interview with Agincourt  Interview with Mission Care, Tower Bridge, County Court.
Safeguarding structured interview	18 March 2024	Interview with SCIE solicitor
Meeting 5	25 April 2024	Topic: Pain management clinic – with reference to sufficient provision , back pain and arthritis . Southwark Partnership will be covering context including SEL MSK pathway and GSTT pain consultant will present, including information from KCH (tbc).  GP Access - appointment with a physician associate / GP protocols and best practice plus access issues at Nexus via eConsult  Topic: Access to dentists  Update on Tower Bridge care home procurement of new provider, requesting a briefing covering: <ul style="list-style-type: none"> <li>• Update on procurement for TB process, including plans to involve service users</li> <li>• Update on increasing capacity for nursing care provision / is there still a plan to build a second nursing home?</li> <li>• What are the plans to improve quality over the longer term?</li> </ul> Update: Scrutiny Review Safeguarding Implementation  Access to Toilets – officer briefing to note  Access to Toilets – ASB report

		Access to Toilets – updated headline report to note
6 Meeting	14 May	Access to Toilets final headline report

## Scrutiny review scoping proposal

### 1 What is the review?

Access to Toilets.

The review is driven by members concerns that limited toilet provision is impacting on mobility for disadvantaged groups, particularly older people, disabled people, pregnant people and parents and carers of young children.

### 2 What outcomes could realistically be achieved? Which agency does the review seek to influence?

A Southwark Toilet Strategy

### 3 When should the review be carried out/completed? i.e. does the review need to take place before/after a certain time?

Completed by 2024

### 4 What format would suit this review? (eg full investigation, q&a with executive member/partners, public meeting, one-off session)

Full investigation

### 5 What are some of the key issues that you would like the review to look at?

Understanding the impact limited provision is having on older people's mobility and other groups, such as disabled people, pregnant people, and parents and carers of young children.

Best practice in toilet provision.

Developing a council toilet strategy.

- 6 Who would you like to receive evidence and advice from during the review?

**GLA**

<https://www.london.gov.uk/press-releases/assembly/the-toilet-paper-improving-londons-loos>

**Age UK London Loos**

<https://www.ageuk.org.uk/wp-assets/globalassets/london/campaigns/out-and-about/london-loos-in-focus---local-authority-toilet-strategies.pdf>

**Tinkle: The Toilet Manifesto for London Group:**

<https://tinkle.rca.ac.uk/resource/1179/>

- 7 Any suggestions for background information? Are you aware of any best practice on this topic?

**Council:**

**Background**

On 13 December 2005 the executive agreed the following approach to improving toilet provision:

<https://moderngov.southwark.gov.uk/Data/Executive/20051213/Agenda/Item%2009%20-%20Public%20Toilets-%20Mini%20Review.pdf>

As part of the Council Plan 2018 – 2022 refresh, Cabinet (8 September 2020) there was a commitment, under Tackling health inequalities, on: ‘Creating a network of Toilets and baby changing facilities’ see <https://moderngov.southwark.gov.uk/documents/s90466/Appendix%201%20Council%20Plan%202018-2022%20refresh%20updated.pdf>

**Current provision:**

**Southwark Community Toilet scheme**

<https://www.southwark.gov.uk/business/join-the-community-toilet-scheme>

### **Map of Toilets**

<https://www.southwark.gov.uk/environment/public-toilets>

### **AccessAble**

The council also participates in AccessAble, which provides information on accessible toilets to enable residents and visitors to plan journeys and work out where accessible toilet facilities are located:

<https://www.accessable.co.uk/london-borough-of-southwark>

### **July Council Assembly Question:**

“QUESTION TO THE LEADER OF THE COUNCIL FROM  
COUNCILLOR MARIA LINFORTH-HALL

According to the Southwark council's website, the council currently maintains around 30 public toilets across the borough, but the map is not up to date, with some appearing on it having since closed. Groups such as Age UK, the Royal Society for Public Health, and the Campaign for Public Infrastructure have highlighted the crucial need for these facilities both for vulnerable groups and the wider public benefit.

Better provision of public toilets provides convenience to all, but significantly helps to provide dignity for those with chronic illnesses, as well as the elderly and pregnant people. By providing greater access to public spaces, this also serves to boost local businesses and markets, as more people will have confidence to leave the house for extended periods of time without worrying about such basic needs as toilet access.

1. In which team, in which department, does the responsibility for toilets sit within the council?
2. Will the council commit to increasing the number of public toilets?
3. Why has the programme to proactively approach businesses for the community toilet scheme not been re-started after covid?

### **RESPONSE**

Within the council there are several teams that have responsibility for different elements of public toilet provision. These include waste and cleansing, the Local Economy Team and parks and leisure.

The council does provide public access to toilets, but the greatest number of toilets are in commercial buildings and businesses. We

therefore work with business owners to maximise the number of toilets that are made available for public use, and will continue to do so. We particularly support the increase in toilets which are fully accessible under the accredited Changing Places scheme. These provide larger than average facilities for adults and children where privacy and dignity can be maintained for individuals (and their carers if relevant). In addition to the Changing Places provision that was installed for public use in the Castle Leisure Centre, a Changing Places toilet has just been installed in Peckham Pulse Leisure Centre. The new Canada Water Leisure Centre will also have a Changing Places facility, and installation of a further Changing Places facility is in progress in Dulwich Park. Toilets are an essential feature of our streets, public buildings and parks, making life comfortable for our residents when travelling and working across the borough. We continue to review public toilet provision and consider new areas where there is need.”

## Best Practice

### Community Toilet provision:

[London Loos in-focus:](#)

[Local authorities. Community Toilet Schemes](#)

This information sheet has been produced by Age UK London as part of the London Loos campaign for better public toilet provision in London. Along with other information sheets produced by Age UK London it has been written for anyone interested in actions London’s local authorities can take to improve the provision of public toilets in their borough. It is recommended in particular for council officers and council directors, as well as councillors.

### London Council May 2023 event bringing LA’s together, covering Community Toilet provision:

[Age UK blog on the event](#)

Presentations from the event on Community Toilets:

[Cardiff Council Presentation \(ppt\)](#)

[Cardiff Council Toilet Guide \(pdf\)](#)

[Cardiff Council Community Toilet Scheme Leaflet \(pdf\)](#)

[Cardiff Council Community Toilet Scheme Sticker \(png\)](#)

[Tower Hamlets - Community Toilet Scheme Presentation \(ppt\)](#)

[Tower Hamlets Community Toilet Scheme Leaflet A5 \(pdf\)](#)

[Tower Hamlets Community Toilet Scheme Sticker \(pdf\)](#)

[Tower Hamlets Toilet Poster \(pdf\)](#)

[Tower Hamlets Community Toilet Scheme Welcome Leaflet A5 \(pdf\)](#)

[Lewisham Community Toilets Map \(pdf\)](#)

## **Developing a Toilet strategy:**

[London Loos in-focus:](#)

[Local authorities and toilet strategies](#)

This information sheet has been produced by Age UK London as part of the London Loos campaign for better public toilet provision in London. Along with other information sheets produced by Age UK London it has been written for anyone interested in actions London's local authorities can take to improve the provision of public toilets in their borough. Age UK London has recommended that local authorities in London develop and implement a toilet strategy based on local population needs as part of their broader public health work. Toilet strategies have also been called for by the Toilet Manifesto for London group, the London Assembly's Health Committee and as part of research in to public toilet provision in the Royal Borough of Greenwich.

### **8 What approaches could be useful for gathering evidence? What can be done outside committee meetings?**

e.g. verbal or written submissions, site visits, mystery-shopping, service observation, meeting with stakeholders, survey, consultation event

Evidence from Age UK , older peoples campaigning groups and officers.



## **Scrutiny review scoping proposal**

### **1 What is the review?**

Adult Safeguarding – how can this be more consistently implemented to better protect and assist vulnerable adults, families, carers and paid staff?

The review is being conducted as members believe there is sometimes ambiguity, or different interpretations, over how Safeguarding is implemented for vulnerable adults and this can create difficulties for the people concerned: adults, staff, families, and carers.

These are some of the consequences inconsistent or poor quality Safeguarding approaches, including false accusations of abuse or neglect:

- Staff leaving the sector
- Staff staying but being resentful and demoralised (in the context of there already being a problem with recruitment and retention)
- In the case of family carers, them needing support and solutions but instead getting the opposite i.e criticism, leading to possible disengagement with services

### **2 What outcomes could realistically be achieved? Which agency does the review seek to influence?**

Goals:

- To make things clearer for staff so that they are not accused of abuse or neglect when it is not abuse or neglect, so as not to put people off working in the sector
- Introduce checks and balances to prevent vexatious accusations
- Make the sure there is good systems in place for people to raise concerns / whistleblowing to report issues and ensure this is more transparent and accessible
- Improved guidelines for implementation of tricky safeguarding decisions

The review is aimed at improving outcomes for :

- Council safeguarding leads , social workers and commissioners
- Paid staff
- Care providers
- Vulnerable Adults
- Carers
- Family and friends of vulnerable adults

- 3 When should the review be carried out/completed? i.e. does the review need to take place before/after a certain time?**

Completed by 2024

- 4 What format would suit this review? (eg full investigation, q&a with executive member/partners, public meeting, one-off session)**

Full investigation.

- 5 What are some of the key issues that you would like the review to look at?**

Would it be beneficial to:

- To make better use in Adult Safeguarding of PIPOT (Persons in a Position of Trust) and replicate the LADO process – used in safeguarding children .
- promote undercover boss type work experience for senior managers to gain a better understanding of the work of care workers
- Recommend that social workers spend a week as a front line care worker ( for example) as part of their training?
- SCIE training for local care home staff?

Conduct case studies and examine examples of where things are unclear:

- Some consider turning people every two hours during the night is necessary in order to prevent pressure sores, others consider this to be abuse. <https://hellocare.com.au/two-hourly-repositioning-prevent-bedsore-abuse-study/>
- Some staff are told that it is abuse to wake care home residents up, but sometimes staff are then told to do this
- Is it abuse or neglect to leave someone in bed all day?
- Call bells in care homes - disconnection considered to be abuse but there are cases where it could be necessary
- When looking after someone at home, families are often told that they should not lock the front door, but they do because they want to keep their relative with dementia safe. How can the approach of experienced practitioners be championed ? ( see case study SLAM nurse)

**6 Who would you like to receive evidence and advice from during the review?**

- A. Hourglass (elder abuse charity)
- B. SCIE (Social Care Institute for Excellence)
- C. Chair of the Southwark Safeguarding Adults Board
- D. Officers from adult safeguarding department
- E. Managers of a local homes attend meeting to discuss i) Safeguarding ii) Disciplinary policy , with a view to discussing how investigations are carried out , and how to best balance fairness and valuing workers with the need to safeguard residents

[Agincare](#)

Greenhive Care Home (Peckham)  
Waterside Care Home (Peckham)  
Rose Court Care Home ( Rotherhithe)  
Bluegrove House Care Home ( Bermondsey)

[Country Court](#)

Camberwell Lodge Care Nursing Home

[HC One](#)

Tower Bridge Care Home

[Mission Care](#)

The Elms Residential Care Home

- F. Unions – to consider how investigations are conducted
- G. Care home resident ( case study)
- H. SLAM dementia nurse ( case study)
- I. Carer / former carers ( case study)

Workshop / structured interviews addressing two themes:

- How are safeguarding investigations into allegations about workers being conducted and how can the right balance be found between being fair and valuing staff, whilst safeguarding vulnerable adults
- How to best reach consensus / balance safeguarding and autonomy over definitions e.g. people with dementia leaving home and turning people in the night

**7 Any suggestions for background information? Are you aware of any best practice on this topic?**

London Safeguarding Policy and Protocol

**8 What approaches could be useful for gathering evidence? What can be done outside committee meetings?**

e.g. verbal or written submissions, site visits, mystery-shopping, service observation, meeting with stakeholders, survey, consultation event

Interviews with organizations with expertise in this area.

Case studies – through a workshop.



## Health & Social Care Scrutiny Commission

**MUNICIPAL YEAR 2023-24**

### AGENDA DISTRIBUTION LIST (OPEN)

**NOTE:** Original held by Scrutiny Team; all amendments/queries to Julie.Timbrell@southwark.gov.uk

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Councillor David Watson			
Councillor Victor Chamberlain			
Non Voting Co-opted places			
		<b>Total: 12</b>	
		<b>Dated: October 2023</b>	