

Open Agenda



Cabinet

Tuesday 14 October 2025

2.00 pm

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

Membership

Councillor Sarah King (Chair)
Councillor Jasmine Ali
Councillor Evelyn Akoto
Councillor John Batteson
Councillor Stephanie Cryan
Councillor Helen Dennis
Councillor Natasha Ennin
Councillor James McAsh
Councillor Portia Mwangangye
Councillor Michael Situ

Portfolio

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

INFORMATION FOR MEMBERS OF THE PUBLIC

Access to information

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

Babysitting/Carers allowances

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

Access

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

Contact

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

Members of the committee are summoned to attend this meeting

Althea Loderick

Chief Executive

Date: 6 October 2025



PRINTED ON
RECYCLED PAPER

Cabinet

Tuesday 14 October 2025

2.00 pm

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

Order of Business

Item No.	Title	Page No.
----------	-------	----------

PART A - OPEN BUSINESS

MOBILE PHONES

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

1. APOLOGIES

To receive any apologies for absence.

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

In special circumstances, an item of business may be added to an agenda within five clear working days of the meeting.

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

1

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

4. DISCLOSURE OF INTERESTS AND DISPENSATIONS

Members to declare any interests and dispensations in respect of any item of business to be considered at this meeting.

5. MINUTES

2 - 25

To approve as a correct record the minutes of the open section of the meeting held on 16 September 2025.

Item No.	Title	Page No.
6.	PUBLIC QUESTION TIME (15 MINUTES)	
	To receive any questions from members of the public which have been submitted in advance of the meeting in accordance with the cabinet procedure rules. The deadline for the receipt of public questions is midnight Wednesday 8 October 2025.	
7.	DEPUTATION REQUESTS	
	To consider any deputation requests. The deadline for the receipt of deputation requests is midnight Wednesday 8 October 2025.	
8.	AGE-FRIENDLY BOROUGH INITIATIVE	26 - 43
	To endorse the age-friendly Southwark initiative, approve the development and delivery of a co-produced action plan, commit to embedding age-friendly principles across council strategies, services and communications, and recognise a recognisable borough-wide identity.	
9.	ASYLUM ROAD CARE HOME: DISPOSAL OF THE SITE BY WAY OF A LONG-LEASEHOLD INTEREST WITH A SELECTED PARTY TO DELIVER AND OPERATE A NEW CARE HOME AT ASYLUM ROAD SE15	44 - 94
	To approve entering a land transaction with a selected party to deliver and operate a new care home at Asylum Road SE15.	
10.	ADOPTION OF CLIMATE AND ENVIRONMENT SUPPLEMENTARY PLANNING DOCUMENT (SPD)	95 - 104
	To agree to adopt the amended supplementary planning document (SPD) following consultation.	
11.	COMMUNITY INFRASTRUCTURE LEVY (CIL) UPDATE - STUDENT HOUSING	105 - 115
	To agree to consult on the community infrastructure levy (CIL) update - student housing	
12.	WYNDHAM ROAD, CAMBERWELL, LONDON, SE5 0XD, LETTING OF UNDERGROUND FORMER GARAGE SPACE	116 - 122
	To authorise the strategic director of resources, advised by the director of planning and growth and in consultation with the assistant director of property, to enter into the letting of the former garages to Southwark Smart Space Ltd, for a lease and other related issues.	

Item No.	Title	Page No.
13.	GATEWAY 2 INTEGRATED SEXUAL AND REPRODUCTIVE HEALTH SERVICES CONTRACT AWARD	123 - 143

To approve the contract award for the provision of sexual and reproductive health services.

DISCUSSION OF ANY OTHER OPEN ITEMS AS NOTIFIED AT THE START OF THE MEETING

EXCLUSION OF PRESS AND PUBLIC

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

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

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

PART B - CLOSED BUSINESS

14. MINUTES

15. ASYLUM ROAD CARE HOME: DISPOSAL OF THE SITE BY WAY OF A LONG-LEASEHOLD INTEREST WITH A SELECTED PARTY TO DELIVER AND OPERATE A NEW CARE HOME AT ASYLUM ROAD SE15

16. WYNDHAM ROAD, CAMBERWELL, LONDON, SE5 0XD, LETTING OF UNDERGROUND FORMER GARAGE SPACE

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

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

Cabinet 14 October 2025

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

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

This notice issued in accordance with The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 is to confirm that the cabinet meeting to be held on 14 October 2025 at the Council Offices, 160 Tooley Street, London SE1 2QH will be held partly in closed session for consideration of the following items listed on the agenda:

- Item 15:** Asylum Road Care Home: Disposal of the site by way of a long-leasehold interest with a selected party to deliver and operate a new care home at Asylum Road SE15
- Item 16:** Wyndham Road, Camberwell, London, SE5 0XD, letting of underground former garage space.

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

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

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

Paula Thornton
For Proper Constitutional Officer

Dated: 6 October 2025



Cabinet

MINUTES of the OPEN section of the Cabinet held on Tuesday 16 September 2025 at 11.00 am at the Council Offices, 160 Tooley Street, London SE1 2QH

PRESENT: Councillor Sarah King (Chair)
Councillor Jasmine Ali
Councillor John Batteson
Councillor Stephanie Cryan
Councillor Helen Dennis
Councillor Natasha Ennin
Councillor Portia Mwangangye
Councillor Michael Situ

1. APOLOGIES

Apologies for absence were received from Councillors Evelyn Akoto and James McAsh.

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

None.

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

No representations were received.

4. DISCLOSURE OF INTERESTS AND DISPENSATIONS

There were none.

5. PUBLIC QUESTION TIME (15 MINUTES)

There were no public questions.

6. DEPUTATION REQUESTS

There were no deputation requests.

7. MINUTES

RESOLVED:

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

8. CLIMATE CHANGE STRATEGY AND ACTION PLAN UPDATE AND ANNUAL REPORT

RESOLVED:

1. That the progress that Southwark has made in tackling the climate emergency over the last financial year, as detailed within the climate change annual report be noted.
2. That the merged climate change strategy (2021) and climate resilience and adaptation strategy (2024) to create a single climate change strategy, and an updated climate action plan that focuses on reducing emissions, improving climate adaptation and resilience, and aligns with the goals and principles of the Southwark 2030 strategy be approved.
3. That the priorities for the next twelve months and the collaborative work underway to implement actions that will adapt the borough and make it more resilient to the worsening effects of climate change be noted.
4. That the substantial new investment secured by officers to support the retrofitting of the council leisure centres, homes and schools be welcomed, but it be noted that the still significant cost of addressing climate change, and the lack of available funding and resources to reduce carbon emissions and deliver climate adaptation measures to protect the borough.

9. TAKING FORWARD THE INDEPENDENT REVIEW OF COMMUNITY SAFETY

RESOLVED:

1. That the findings of the community safety review set out in the report be

noted.

2. That the council's new service model for community safety and phased delivery plan be agreed.
3. That the progress already made be noted, including hotspot activity, expanded community warden's powers and operational improvements.

10. RESIDENT EXPERIENCE PLAN 2025-2030

RESOLVED:

1. That the resident experience plan 2025 – 2030 (REP) (Appendix 1 of the report), the REP action plan (Appendix 2 of the report), be approved and that the equalities impact and needs analysis (Appendix 3 of the report) and executive summary from Thinks Insight & Strategy (Appendix 4 of the report) be noted.
2. That the actions and priorities arising from the resident experience plan be agreed.

11. ALLOCATIONS FOR STRATEGIC COMMUNITY INFRASTRUCTURE LEVY FUNDING

RESOLVED:

That the allocation of strategic community infrastructure levy funding of up to £2,500,000 to fit out of the Women's Safety Centre be agreed.

12. POLICY AND RESOURCES: CAPITAL MONITORING REPORT 2025-26 AND SOUTHWARK 2030 STRATEGIC ALIGNMENT

RESOLVED:

1. That the month 4 2025-26 forecast spend and resources and future years for both the general fund and housing investment programmes as detailed in Appendices A1 and C of the report be noted.
2. That the alignment of the general fund capital programme to the Southwark 2030 priorities at Appendix A2 of the report be noted.
3. That the significant borrowing requirement of £321m which needs to be identified for the general fund programme to be fully delivered over the remaining term of the programme, as detailed in Appendix A of the report be noted.

4. That the significant borrowing requirement of £359m for the housing investment programme to be fully delivered over the remaining term of the programme, as detailed in Appendix C of the report be noted.
5. That the virements and variations to the general fund and housing investment capital programme as detailed in Appendix D of the report be approved.

13. POLICY AND RESOURCES: REVENUE MONITORING REPORT 2025-26

RESOLVED:

1. That the housing revenue account (HRA) forecast of an adverse variance of £10.1m be noted.
2. That the adverse variance of £24.2m forecast for the general fund (GF) in 2025-26 be noted.
3. That the key adverse variations and budget pressures and mitigating actions underlying the position be noted:
 - Housing revenue account (paragraphs 13-26 of the report)
 - General fund (paragraphs 26-82 of the report)
 - Demand pressures in temporary accommodation (TA) (housing)
 - Increased demand in adult's and children's social care (children's and adult's).
4. That the update on the 2025-26 and 2026-27 departmental savings and transformational savings (paragraph 83-85 of the report) be noted.
5. That the dedicated schools grant (DSG) in-year favourable variance of £0.075m be noted.

14. CASH INCENTIVE SCHEME (HOME PURCHASE GRANT) AMENDMENT TO POLICY

RESOLVED

1. That the changes to the home purchase grant, cash incentive policy for the inclusion of the purchase of one-bedroom properties in the scheme be approved.
2. That the amount of grant offered per property be increased, ensuring that the home purchase grant remains an attractive option to assist tenants to move into homeownership, whilst retaining council housing stock for much needed future use.
3. That the consecutive removal of the £3000 grant payment made to tenants

for additional property features which simplifies and standardises the approach to grant assessments be approved.

15. RESPONSE TO THE EDUCATION AND LOCAL ECONOMY SCRUTINY COMMISSION: REVIEW OF EDUCATION AND HEALTH CARE PLAN (EHCP), SPECIAL EDUCATIONAL NEEDS AND DISABILITIES (SEND) PROVISIONS AND INCLUSIONS IN SCHOOLS

RESOLVED:

That the responses to the education and local economy scrutiny commission recommendations on the review of education and health care plan (EHCP), special educational needs and disabilities (SEND) provisions and inclusions in schools be approved.

16. RESPONSE TO HOUSING SCRUTINY COMMISSION RECOMMENDATIONS ON THE DRAFT RESIDENT ENGAGEMENT STRATEGY

RESOLVED:

That all recommendations made by housing scrutiny commission as set out in the report be accepted.

17. RESPONSE TO THE EDUCATION AND LOCAL ECONOMY SCRUTINY COMMISSION: REVIEW OF THE DRAFT TOWN CENTRE ACTION PLAN, YOUTH EMPLOYMENT SUPPORT AND EAST STREET TRADERS

RESOLVED:

That the responses to the education and local economy scrutiny commission recommendations on the review of the draft town centre action plans, youth employment support and East Street Traders be approved.

18. RESPONSE TO THE HEALTH AND SOCIAL CARE SCRUTINY COMMISSION: NURSING CARE HOME DELIVERY SCRUTINY REVIEW REPORT

RESOLVED:

1. That the health and social care scrutiny commission (HSCSC) be thanked for its work on the nursing care home delivery scrutiny review report.
2. That the officer response to the recommendations within the nursing care home delivery scrutiny review report, as set out in the 'key issues for consideration' section of this report be approved.

19. REPORT OF THE ENVIRONMENT SCRUTINY COMMISSION 2024/25: EXPLORING THE PHYSICAL AND MENTAL HEALTH AND WELLBEING IMPACTS OF ACTIVE TRAVEL AND ACCESS TO NATURE SCRUTINY REVIEW REPORT

RESOLVED:

1. That the recommendations of the former environment scrutiny commission 2024-25: exploring the physical and mental health and wellbeing impacts of active travel and access to nature scrutiny review report, as set out on pages 24 -31 of the report be noted.
2. That the recommendations from the commission be considered and that the relevant cabinet member reports back to cabinet on the recommendations.

20. REPORT OF THE HOUSING SCRUTINY COMMISSION: OUTCOME OF THE REVIEW OF THE CANADA ESTATE 2017/18, FAIR STREET / DEVON MANSIONS 2018/19 AND KIRBY ESTATE 2018/19 QHIP MAJOR WORKS PROJECTS

Councillor Ian Wingfield, chair of the overview and scrutiny committee presented a summary of the key findings and issues arising from the housing scrutiny commission report.

RESOLVED:

1. That the recommendations from the housing scrutiny commission arising from the review of major works in relation to Canada Estate 2017/18 QHIP, Fair Street / Devon Mansions 2018/19 QHIP and Kirby Estate 2018/19 QHIP as set out at paragraphs 8 to 19 of the report be noted.
2. That the recommendations from the commission be considered and that the relevant cabinet member report back to cabinet on the recommendations within eight weeks.

21. GATEWAY 1: PROCUREMENT STRATEGY APPROVAL: PROVISION OF LEARNING DISABILITY SUPPORTED LIVING SERVICES

RESOLVED:

1. That the procurement strategy outlined in the report for the provision of learning disability supported living services at an estimated annual cost of approximately £12.7m and at an estimated total maximum cost of approximately £89.2m for a period of three (3) years plus two two-year extensions (three + two + two) noting that this is an estimated cost based on

potential maximum costs and may be subject to inflationary increases prior to the anticipated contract start in February 2027 be approved and that the contract values through the life of the contract will be subject to annual inflationary negotiations which will affect the estimated maximum contract value and that the contract value will be split across multiple contracts as detailed in the body of the report.

2. That the decision to award the gateway 2 report be delegated to the strategic director of children and adult services in consultation with the cabinet member for health and wellbeing.

22. GATEWAY 1: PROCUREMENT APPROACH FOR HOME TO SCHOOL TRANSPORT SEND VEHICLES FRAMEWORK

RESOLVED:

1. That the procurement strategy for the special educational needs and disabilities (SEND) vehicles framework as outlined within the report at an estimated annual value of £3.2m and cumulative eight-year lifetime contract total value of £25.6m, provisionally scheduled to commence on 12 March 2026 be approved, noting that award of the framework does not commit the council to any expenditure.
2. That the delegation of the gateway 2 contract award recommendations for SEND vehicles framework be approved to the strategic director of children and adult services, in consultation with the deputy leader and cabinet member for children, education and refugees.

23. AUTHORISATION OF DEBT WRITE-OFFS OVER £50,000 AND UP TO £250,000 FOR COMMERCIAL RENT DEBT

RESOLVED:

That the write off of £659,432.56 for 5 debts be approved.

24. MOTIONS FROM COUNCIL ASSEMBLY

RESOLVED:

Keeping Southwark Safe: Fighting crime and the causes of crime

That the motion referred from council assembly as a recommendation to cabinet, set out below be agreed.

1. Council Assembly notes:

- a. That tackling crime and anti-social behaviour is a top priority for many of our residents.
- b. The council's commitment to making Southwark safer for all.
- c. The council's continued ambitions to work collaboratively with local communities to identify key concerns, target action in hotspot areas, including on our streets and our estates, work to restore trust and confidence in the police, and to invest in prevention.
- d. This Labour government's commitment to 13,000 extra neighbourhood police, visible on the beat, cracking down on anti-social behaviour, and a named, contactable officer in every community.
- e. On protecting our public spaces:
 - i. The upcoming rollout of new nighttime wardens following a £450,000 investment in Southwark Labour's budget amendment this year, with new officers patrolling streets and estates from 6pm to 2am.
 - ii. The powers to be given to wardens to carry out enforcement, with training from the police allowing them to address and prevent anti-social behaviour.
 - iii. The launch of the council's £2m Anti-Social Behaviour Task Force, with 100 officers recruited to work on tackling crime and antisocial behaviour.
 - iv. The pilots to improve safety in our parks developed with friends of parks, the wider community, the metropolitan police service and council to monitor impact of efforts to deter anti-social behaviour (ASB) and crime in a named park.
 - v. The £3 million investment in upgrading existing CCTV across our borough.
 - vi. The upgrading of over 2,800 street lights since 2022, and ambitions to upgrade all our street lights by 2026, which are on track.
 - vii. The Home Secretary's initiative to keep streets safe this summer, with new local ASB Action Plans and a Summer Surge Delivery Plans.
 - viii. The Council's enforcement cracking down on fly-tipping, with fees increased from £400 to £1,000 and new powers from the Labour

government for the police to identify, seize and crush vehicles of waste criminals.

- f. On working to improve public trust in the police:
 - i. The successful launch of the Southwark Policing Oversight Board, the first of its kind in London, which puts residents at the heart of improving public trust and confidence in the Metropolitan Police by increasing accountability and transparency and allowing residents to share their concerns.
 - ii. This council's initiative to bring young people in to advise on Stop and Search, helping to train over 100 police officers to meet the highest standards.
 - iii. This Labour government's Neighbourhood Policing Guarantee, which includes measures that will put named and contactable officers back in our neighbourhoods, with a 50% increase in community police officers by 2029.
- g. Local councillors are fighting to save a police hub in Rotherhithe:
 - i. That despite this guarantee, Bermondsey Safer Neighbourhood Teams have vacated their base at Seven Islands Leisure Centre.
 - ii. That the council alongside British Land have offered the Borough Commander several potential sites for a dedicated police hub.
 - iii. That all of these sites have been declined by the Borough Commander.
 - iv. That the Safer Neighbourhood Teams are now based at Southwark Police Station which is further than the Met Police's commitment of no more than twenty minute journey for local based policing.
 - v. Further notes the work of the Leader of the Council, the Cabinet Member for Community Safety and Neighbourhoods and the Rotherhithe Ward councillors in lobbying the Assistant Commissioner of the Met Police and the Borough Commander to actively engage in finding a suitable location for a police hub.
 - vi. The petition set up by the Rotherhithe Ward councillors that has gained local support.
- h. Tackling violence against women and girls:
 - i. Southwark now has 20 Safe Havens and 58 Safe Spaces where

any resident who feels unsafe, particularly women, can drop in for support and advice.

- ii. The council's 'Through Her Eyes' campaign has been shown in over 1,000 schools, and garnered over 1 million views across various social media platforms, raising awareness amongst men and boys to change their attitudes towards women and girls.
- iii. This council has dedicated resources to extend work being done to improve women's safety at night – with £150,000 for training, spiking kits, and accelerating the rates of signups to the Women's Nighttime Safety Charter.
- iv. The government's Crime and Policing Bill, when introduced, will criminalise the taking or recording of intimate images or videos without consent.

i. Notes and supports Women's Aid's Motion for Change: Together against violence towards women and girls (VAWG):

- i. Welcoming Labour's commitment to halve VAWG in the next decade.
- ii. Noting that Labour's bold ambition cannot be realised by national government alone - we need action from local councillors, council leaders and Police and Crime Commissioners to turn the tide on VAWG in our local communities.
- iii. Agrees that VAWG services should meet the needs of all survivors, including the most marginalised survivors.

j. Resident engagement in hotspot areas:

- i. During national ASB awareness week, with the council and partners holding a range of events to encourage reporting and to highlight support available to victims and witnesses of ASB and crime.
- ii. With upcoming town centre engagement days to be held in Camberwell, Elephant and Castle, Rye Lane and Borough High Street, with information stalls included materials on town centre action plans, business crime prevention, reporting and opportunity to meet community wardens and local police officers.
- iii. The six days of action in Elephant and Castle, which included robbery and VAWG operations to deter phone snatches and to promote and increase signups to the London nighttime women's safety charter.

- iv. The Cabinet Member for Community Safety and Neighbourhoods, Councillor Natasha Ennin, has been regularly visiting hotspot areas, listening to residents, identifying key issues and acting to prevent crime and antisocial behaviour.

k. Prevention:

- i. Welcomes the government's announcement that rough sleeping will be decriminalised for the first time since the Vagrancy Act 1824, to which Emma Haddad, Chief Executive of St Mungo's, said: "*The repeal of the Vagrancy Act, which criminalises rough sleeping, cannot come soon enough... The answer is not to criminalise people for living on the streets but instead to focus on tackling the health, housing and wider societal issues that are causing homelessness in the first place.*"
- ii. The appointment of a new Rough Sleeper Coordinator to help progress toward the council's ambitions to end rough sleeping.
- iii. Increasing youth engagement, with street-based outreach from youth advisors on healthy relationships and offers of youth activities across the borough, to act as diversion to young people at early risk of committing ASB or crime during the summer holidays. This work is supported by our Southwark Violence Reduction Unit in partnership with our local My Endz provider Active Communities Network.
- iv. New youth engagement days to ensure the youth voice is heard within our residents' neighbourhoods and to encourage reporting in areas that they feel are unsafe, facilitated and supported by local voluntary organisations working with young people in each neighbourhood.
- v. Council Assembly supports Labour's plans to intervene earlier to stop young people being drawn into crime, creating a new Young Futures programme with a network of hubs reaching every community.

2. This council resolves to:

- a. Take action on the results of the Women's Safety Survey 2025:
 - i. Improve areas in which women have reported feeling unsafe including visual audits of locations of concern to make improvements to the public realm.
 - ii. Hold information sessions across the borough to provide women

- with practical tools to increase feelings of safety at night including, personal safety alarms, anti-spiking kits and torches.
- iii. Improve the council's communications to ensure that women and anyone who feels unsafe in borough knows where safe spaces are to get support.
- b. Explore the possibility of appointing a councillor as a VAWG Champion to ensure council services and actions in preventing violence against women and girls are as comprehensive and effective as possible.
- c. Continue to roll out better lighting and CCTV to make streets, parks and estates safer, to deter crime and continue to help the police catch criminals.
- d. Open a Women's Safety Centre to provide services to support women facing violence and domestic abuse.
- e. Establish safe routes to school for our children and young people, with increased policing, CCTV support and other means to deter crime and protect children.
- f. Help ensure a policing presence is maintained in Rotherhithe by:
 - i. Asking cabinet to work with the GLA Police and Crime Committee and our London Assembly Member, Marina Ahmad, to hold the police to account.
 - ii. Continuing to work with the police to identify a suitable site within 20 minutes' walk of Rotherhithe.
 - iii. Calling on the Borough Commander to be open and transparent about the reasons for refusing space for a temporary police hub.

Southwark welcomes 400th refugee family

That the motion referred from council assembly as a recommendation to cabinet, set out below be agreed.

1. Council Assembly celebrates:
 - a. The council's achievement in resettling the 400th family under the Refugee Resettlement Programme.
 - b. The outstanding contribution of the voluntary and community sector for their continued work in helping sanctuary seekers and refugees to settle in our borough.

- c. The generosity and support of Southwark residents in coming forwards and opening their hearts and homes to refugees.
- d. The efforts of partner organisations and officers in helping to resettle so many families in our borough.
- e. The collective efforts of the council, voluntary and community sector (VCS) and partner organisations in making Southwark a Borough of Sanctuary, welcoming refugees and sanctuary seekers in all walks of life.

2. Council Assembly recognises:

- a. The support provided by the council for 116 children seeking sanctuary since 2022.
- b. The council's work in supporting almost 600 Ukrainian refugees following Russia's invasion in 2022.
- c. The council's work in supporting 50 Afghan refugees as part of the Afghan Resettlement Scheme in addition to the 200 individuals supported in the borough.
- d. The council's support of the Home Office accommodated 574 asylum seekers.
- e. The council's £24.6 million expenditure since 2022 in supporting almost 800 households with No Recourse to Public Funds.
- f. The continued support for the Southwark Law Centre's vital work in supporting sanctuary seekers and refugees.
- g. The support provided to over 650 sanctuary seekers and refugees who found themselves homeless.

3. Council Assembly stands united in:

- a. Welcoming sanctuary seekers and refugees to Southwark.
- b. Doing everything in our power to support those who have fled the most unimaginable of circumstances.
- c. Our belief that our diversity makes our borough stronger, and that our culture, cuisine, community and spirit have been enriched a thousand-fold by citizens and families from all over the world.
- d. The continued belief that sanctuary seekers should be granted the right to work rather than having to wait 12 months or for their application to

be decided, supporting the Lift the Ban coalition.

4. Council Assembly reiterates:

- a. Its commitment to the five City of Sanctuary values:
 1. Inclusivity: welcoming and respecting people from all backgrounds, placing value on diversity and committing to equality
 2. Openness: Committing to a culture of working collaboratively across the City of Sanctuary network and in partnership with other councils
 3. Participation: Working with people seeking sanctuary and valuing and recognising the contribution of all. Aspiring to ensure that people seeking sanctuary are involved in all decision making at all levels and are supported to become leaders in the organisation, networks and the wider movement.
 4. Inspiring: Working with enthusiasm and positivity and being determined to surpass what has already been achieved to welcome refugees and people seeking sanctuary.
 5. Integrity: Aspiring to high standards of honesty and behaviour and always acting in the interests of people seeking sanctuary.

5. Council Assembly notes:

- a. The four objectives of the Borough of Sanctuary Action plan:
 1. Stand together: We want Southwark to be a place of safety, support and opportunity for those seeking sanctuary and amplify their voices and experiences to shape positive change.
 2. Voice: We want to celebrate the culture, diversity and contributions of those seeking sanctuary and amplify their voices and experiences to shape positive change.
 3. Shaping Services: We want to better understand the experiences and needs of those seeking sanctuary and ensure that services and local agencies are responding to these issues and enabling opportunities.
 4. Bespoke support: We want to foster collaboration between different local agencies so they can respond effectively, cooperatively and flexibly to the ongoing and changing needs of sanctuary-seekers.

6. Council Assembly asks Cabinet to:

- a. Continue its role in delivering on the Borough of Sanctuary Action Plan to surpass what has already been achieved to welcome refugees and people seeking sanctuary.
- b. Enable our Borough of Sanctuary team to continue to provide essential wrap around support for refugees, asylum seekers and vulnerable migrants.
- c. Ensure a whole council approach is being taken to support refugees and sanctuary seekers, including helping those who find themselves homeless.
- d. Publish a report to mark one year of Southwark as a Borough of Sanctuary.
- e. Reiterate its support for and membership of the Lift the Ban coalition.
- f. Actively support our sisters and brothers in their annual celebration of refugee week to make Southwark Refugee Week the loudest, most inclusive and celebratory refugee celebrations in the country.

Southwark Stands Against Welfare Cuts

That the motion referred from council assembly as a recommendation to cabinet, set out below be agreed.

1. Council Assembly notes:

- a. That 3.7 million people in England and Wales currently receive Personal Independence Payments (PIP).
- b. PIP is a benefit not linked to being in work or out of work, but instead designed to help people with the additional unavoidable costs of having a disability. Many disabled people use PIP to cover the cost of getting to and from work, for paying for essential equipment and for meeting their social care charges.
- c. That Universal Credit contains a health-related element that currently supports 2.25 million people with severe health problems.
- d. Research by the Joseph Rowntree Foundation which has found that 50% of recipients of the health element of Universal Credit are either unable to heat their home, are behind on their household bills or have low food security.
- e. That there are 900,000 children currently living in households where

someone receives the health-related Universal Credit.

2. Council Assembly notes:
 - a. The regrettable consequences of austerity on Southwark's most vulnerable residents, instigated by the Conservative - Liberal Democrat collation, which has had deleterious and long-lasting effects on our residents living with disabilities and health conditions, including children. Policies such as the Bedroom Tax and Benefit Cap pushed vulnerable people into poverty and homelessness.
 - b. That the previous Labour government took a million children out of poverty and reduced homelessness by more than two-thirds.
 - c. That the £22 billion black hole in the public finances left by the Conservative Government has resulted in tough decisions having to be made.
 - d. That despite tough decisions, the Labour Party is committed to fixing the broken welfare system, and that tackling poverty and inequality has always been central to the Labour Party's mission.
3. Council Assembly welcomes:
 - a. The work of the Southwark Labour administration to provide welfare support to those most in need across our borough:
 - i. We have delivered the country's most comprehensive free healthy school meals programme across our nursery, primary and secondary schools, and in the school holidays. Furthermore, Southwark Labour has led the way nationally, by providing free school meals universally to primary school children since 2013, and by extending free school meal provision in secondary schools with £3.2m of investment for children who need it most.
 - ii. In 2024 alone, the Southwark Cost of Living Support Fund distributed more than £40 million to families in immediate need. Since the start of the Cost of Living Crisis in 2021, the Council has reached over 100,000 Southwark residents, those on the lowest incomes and most vulnerable to the impacts of rising costs.
 - iii. Offering a package of cost-of-living support that includes help for residents on low or insecure incomes and dealing with problem debt
 - iv. The Holiday Food and Fun programme funded nearly 70,000 free meals for children aged 4-6 in 2024
 - v. The distribution of Rose Vouchers, to help families buy fresh fruit and vegetables
 - vi. The Pension Credit take-up campaign, which supported eligible residents in applying for Pension Credit, enabling them to benefit from the Winter Fuel Allowance

- vii. The Southwark Energy Savers Scheme, which provides energy-saving advice and support to residents struggling with rising energy bills and the cost of living crisis.
- b. The role that Labour MPs have played:
 - i. Voting for the amended Welfare Reform Bill, recognising the impact that the original bill would've had on those claiming PIP
 - ii. The work done by MPs Florence Eshalomi and Helen Hayes, in scrutinising the government's welfare plans and securing changes, so that no one currently in receipt of the health top-up of universal credit, will lose out.
- c. The proposed Timms Review to examine eligibility for PIP, and the changes now secured around the implementation timetable to take account of that review which will be co-produced with disabled people.

4. Council Assembly recognises:

- a. That the Labour government inherited a mess from the Tories but that over the last year, important steps have been taken to invest in the NHS and get waiting lists down and put money back in people's pockets through a significant increase in the national minimum wage.
- b. That the current welfare system needs a thorough review, to take account of emerging health challenges, address high levels of worklessness amongst young people, and to tackle child poverty and homelessness.
- c. That the government has committed to investing £1bn in vital back to work support;
- d. That despite this, there have been significant concerns raised by disabled people and anti-poverty organisations about proposals that were put forward around PIP eligibility, and the health-related top-up to Universal Credit.

5. Council Assembly resolves to:

- a. Ask that the Council continues to provide support to residents who need it most:
 - i. Continuing to provide Short Breaks to children with SEND through the Thrive-to-25 programme
 - ii. Continuing to lend a helping hand to families during school holidays in providing free healthy meals through initiatives such as Holiday Food and Fun
 - iii. Continue to provide free healthy school meals in nursery, primary and secondary schools, including the Department of Education's

- iv. pilot free breakfast clubs currently running in some Southwark primary schools
 - iv. Continuing to provide financial assistance to those receiving domiciliary care
 - b. To write to the Secretary of State for Work and Pensions, to set out our priorities for Welfare Reform, including the abolition of the two-child limit in Universal Credit and permanent re-pegging of the Local Housing Allowance.
 - c. To engage with the Timms Review and ensure that the voices and experiences of disabled Southwark residents are heard in that process

Making Space for Girls in Parks and Open Spaces

That the motion referred from council assembly as a recommendation to cabinet, set out below be agreed.

1. This Council notes:
 - a. This Labour administration's continued investment in parks, green spaces, and leisure facilities, including:
 - i. Having 30 Green Flag parks and an extensive parks and playground investment and improvements programme that has delivered major upgrades the length and breadth of the borough.
 - ii. A borough-wide plan to tackle safety and antisocial behaviour in parks.
 - iii. Upgrades to outdoor gyms and sports facilities.
 - iv. Initiatives such as the creation of more community growing spaces and the borough-wide action plan for Right to Grow so that our green spaces can meet the leisure needs of even more of our residents.
2. This Council also notes:
 - a. That despite these positive developments, there is compelling evidence from the Make Space for Girls campaign showing that teenage girls continue to feel excluded from parks and open spaces.
 - b. That the provision of multi-use green areas (MUGAs), skateparks and other facilities tends to cater to boys, and does not reflect the social needs of girls.
 - c. That often facilities such as outdoor gyms are designed with equipment that can be daunting or inaccessible to female users and particularly teenage girls.
 - d. That the work concerning our green and open spaces, while extensive,

does not yet include specific design standards or data monitoring to ensure teenage girls are equitably served.

- e. That research from Women in Sport indicates that teenage girls are almost twice as likely than teenage boys to disengage from sport during adolescence. Primary reasons for this include fear of judgement, a lack of confidence and not feeling safe outdoors.
- f. That exercise has significant physical but also mental health benefits and can support young people with improved social and emotional resilience.

3. This Council believes:

- a. That all young people deserve green and public spaces where they feel welcome, safe and seen – and that girls and young women must be part of shaping the parks, playgrounds, sports facilities and outdoor spaces that serve them.
- b. That we have an opportunity to build on Southwark's leadership in public space investment by becoming a national leader in designing spaces for teenage girls and young women.

4. This Council resolves to:

- a. **Include a gender-inclusion strand** in the new Green Spaces Plan, specifically focused on teenage girls' use of parks and green spaces, and informed by the research and guidance from Make Space for Girls.
- b. **Undertake an audit** of a representative sample of Southwark's parks and play areas by Autumn 2026 to assess current usage, inclusion, and accessibility for teenage girls and other underrepresented groups.
- c. **Engage girls and young women** across the borough – including through schools, youth groups and other community partners – to understand what facilities, layouts and activities would make public spaces work for them.
- d. **Deliver at least three co-designed pilot interventions** in parks or green spaces or new public realm by Summer 2027. These will be pilots within existing capital projects. The pilots will look to include some of features known to support the use of spaces by girls and young women such as:
 - i. **Social Seating Arrangements:** Designing seating in clusters or circles facilitates social interaction, allowing girls to gather comfortably without feeling isolated or exposed.
 - ii. **Subdivided and Open Sports Areas:** Instead of large, enclosed multi-use games areas (MUGAs), creating smaller, open courts

- can prevent domination by single groups and make the spaces more inviting for all users, including girls.
- iii. **Inclusion of Swings and Natural Play Elements:** Incorporating swings and natural play features like logs or climbing structures can cater to varied interests and promote active engagement among girls.
- iv. **Accessible and Quality Toilets:** Providing clean and well-maintained toilets can remove barriers to access and comfort for girls. 78% of girls say they avoid sport during menstruation.
- v. **Circular Pathways:** Designing circular paths around parks encourages movement and can be particularly appealing for walking and socialising, activities often preferred by teenage girls.

Above all, these pilots should actively involve teenage girls in the design process to ensure that their specific needs and preferences are addressed, leading to more inclusive spaces.

- e. Build on these pilot interventions by then **embedding girl-inclusive principles** in all future park and playground refurbishments.
- f. **Join the Make Space for Girls local authority network**, working collaboratively to share learning and push national standards forward.
- g. **Publish an update report** alongside the pilot projects delivery, and ensure equalities reporting, with data broken down by sex and age, is regularly reviewed by Cabinet.

Implementation of a Tourist Tax

That the motion referred from council assembly as a recommendation to cabinet, set out below be agreed.

1. Council Assembly notes:
 - a. That millions of people visit Southwark every year, with the Imperial War Museum receiving over 1 million tourists annually and Borough Market attracting 500,000 visitors every week.
 - b. That visitors to Southwark, whilst significantly contributing to the local economy, place additional strain on infrastructure, public services, and the local environment.
 - c. That many cities, such as Venice and Amsterdam, successfully employ a tourist contribution scheme (colloquially known as a tourist tax) to offset these impacts, without deterring visitors to the local economy.
 - d. That several cities in the UK have now implemented, or are in the process of implementing their own tourist tax, including Manchester,

York, Liverpool, and Edinburgh, with the latter two having just implemented the tax in May 2025.

- e. Manchester City Council reportedly made £2.8 million from their tourist tax, whilst Edinburgh expects to bring in as much as £50 million per year.
- f. The recent support for a tourist tax from the Mayor of London.
- g. That a tourist tax could provide additional revenue for maintaining public spaces, public transport, heritage conservation, waste management, sustainability projects, supporting the borough's long-term goals and for promoting Southwark.

2. Council Assembly believes:

- a. Welcome though visitors are, a tourist tax would allow Southwark to ensure visitors contribute fairly to the borough's upkeep and to its sustainability, and to better manage the pressures that mass tourism brings.
- b. Evidence from numerous cities shows a modest visitor levy would not deter tourists and is now an accepted contribution across Europe to the costs of maintaining and enhancing popular visitor destinations.
- c. A London-wide tourist tax could, by some estimates, potentially generate hundreds of millions of pounds in revenue for the capital

3. Council Assembly resolves to:

- a. Utilise our strong relationships with Business Improvement Districts in order to understand the potential impact of a tourism levy on businesses, particularly those in the hospitality sector.
- b. Support the call to implement a London-wide tourism levy through accommodation costs.

Limiting the spread of damaging gambling premises in the Blue

That the motion referred from council assembly as a recommendation to cabinet, set out below be agreed.

1. Council Assembly:

- a. Notes the successes of the Blue Lettings Strategy, established with the support of local councillors, Blue Bermondsey business improvement district (BID) and the council over the past decade, that has seen:

- i. Major public realm improvements
- ii. Market infrastructure upgrades
- iii. Shopfront improvements
- iv. Four new restaurants set up on the high street
- v. New locally owned uses such Brotherhood of Games thriving and bringing footfall and vitality
- vi. The upcoming launch of the new B223 Multi-arts centre and community centre in the Thorowgoods building
- vii. New affordable workspace supported to be established in the arches.

b. Notes that more needs to be done to drive footfall and improved mix of shops and stalls, creating new jobs as well as progression for local entrepreneurs, especially with the growing population (as well as retail competition) deriving from the new development at the Biscuit factory.

c. Notes the growing prevalence of Adult Gaming Centres in the borough and nationally, and recent research showing their propensity to target areas of higher deprivation, and findings from addiction experts showing a spike in clinical referrals for gambling addicts.

d. Notes that the Blue currently has an over-concentration of five gambling premises along a 150 yard stretch, in units that could do more to support the local economy, and less to fuelling addiction and financial distress.

e. Calls on the council assembly to restate its commitment to the Blue lettings strategy, working with private commercial landlords and the Blue Bermondsey BID, to curate the high street and prioritise marketing and letting of commercial premises that:

- i. Bring pride &/or distinction to the area
- ii. Are independent businesses
- iii. Avoid duplication
- iv. Introduce uses that meet the needs of different incomes and backgrounds in the community
- v. Drive footfall
- vi. Generate local jobs and promotes skills development opportunities
- vii. Support progression for locally owned businesses
- viii. Avoid known public health risks.

f. Calls on the council to re-commit to the Blue lettings strategy covering the above principles, and to use every available lever to avoid turning over leases of existing betting shops within its property portfolio in deprived or over-saturated areas.

g. Calls on the Leader and Cabinet Member for Business to organise a meeting with local ward councillors, Blue Bermondsey BID and other

stakeholders to support the strategy for improving the Blue, and long-term prospects for commercial property portfolio.

- h. Calls on the council to explore options for strengthening planning policy to combat over-concentration of gambling premises, through its forthcoming review of the Southwark Plan.
- i. Calls on the council to commission independent field research with local health charities and research organisations, to better understand the spending profiles and psychological backgrounds of repeat customers of gambling shops at the Blue, and to publicise those findings on its website.

25. APPOINTMENT TO LONDON COUNCILS TRANSPORT ENVIRONMENT COMMITTEE (S101 JOINT COMMITTEE) / JPP PANEL / SOUTHWARK TENANT MANAGEMENT ORGANISATION COMMITTEE 2025-26

RESOLVED:

That the following appointments for the remainder of the 2025-26 municipal year as set out be agreed:

- London Councils Transport and Environment Committee (S101 Joint Committee) – **Councillor James McAsh**
- Joint Partnership Panel (JPP) – **Councillor Sarah King** and
- Southwark Tenant Management Organisation Committee – **Councillor Michael Situ**.

EXCLUSION OF THE PRESS AND PUBLIC

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

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

26. MINUTES

The closed minutes of the cabinet meeting held on 7 July 2025 were approved as a correct record and signed by the chair.

27. GATEWAY 1 - PROCUREMENT STRATEGY APPROVAL: PROVISION OF LEARNING DISABILITY SUPPORTED LIVING SERVICES

The cabinet considered the closed information relating to this item. Please see item 21 for the decision.

28. AUTHORISATION OF DEBT WRITE-OFFS OVER £50,000 AND UP TO £250,000 FOR COMMERCIAL RENT DEBT

The cabinet considered the closed information relating to this item. Please see item 23 for the decision.

The meeting ended at 1.10pm

CHAIR:

DATED:

DEADLINE FOR NOTIFICATION OF CALL-IN UNDER SECTION 17 OF THE OVERVIEW AND SCRUTINY PROCEDURE RULES IS MIDNIGHT, WEDNESDAY 24 SEPTEMBER 2025.

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

Agenda Item 8

Meeting Name:	Cabinet
Date:	14 October 2025
Report title:	Age-friendly Borough Initiative
Cabinet Member:	Councillor Evelyn Akoto, Health and Wellbeing
Ward(s) or groups affected:	All
Classification:	Open
Reason for lateness (if applicable):	No

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

Southwark's older residents have always been at the heart of our communities, helping to shape our neighbourhoods and contributing their energy, wisdom and experience to make Southwark the vibrant, diverse place we are proud to call home.

Every day I see the impact of the work of our council, partners and residents. Streets for People is making real improvements across the borough, ensuring our streets are safer and easier to get around. We have introduced free Silver sessions in our leisure centres, expanded extra-care housing such as Cator Street and Harriet Hardy House, and supported partners to build more alms-houses like the award-winning Appleby Blue.

Alongside this, we opened warm spaces across the borough to support people during the Cost-of-Living Crisis and worked with the community organisations who bring older people together, strengthening connections, and tackling isolation. We have also championed digital inclusion through the Technology and Digital Inclusion Strategy, and successfully campaigned to boost Pension Credit uptake, helping older residents maximise their income and reduce hardship.

Together, these efforts show how Southwark is already laying strong foundations for being an age-friendly borough.

But age-friendliness is also about what happens next. We will deepen our commitment to inclusion, ensuring older people's voices are embedded in decision-making, making sure every service and space in Southwark considers the needs of all ages. By continuing this journey, we will not only support older residents to live

good, connected lives, but also build a borough that is more welcoming, supportive and resilient for everyone.

Purpose of the report

This report updates Cabinet on the Age-Friendly initiative and seeks endorsement for the next phase of delivery. It sets out the leadership, governance, and resourcing arrangements required to realise the borough's vision. It highlights early progress from five working groups, confirms the role of the Age-Friendly Forum, and proposes the development of a visual identity and coordinated activity for the International Day of Older People (IDOP). Cabinet endorsement is also sought for a dedicated budget to support further delivery and engagement over the coming year.

Age-Friendly Southwark is a clear mechanism for delivering borough-wide priorities. It is not a standalone programme but a way of working that benefits everyone. Age-friendliness is not a one-time achievement, but a process of continual improvement.

The Age-friendly Southwark Vision

The vision for an Age-Friendly Southwark is a borough where older residents are respected, connected, and able to lead healthy, active lives in communities they help shape. It builds on the strong foundation of existing work across the council and voluntary sector. Realising this vision means going further: embedding older people's voices in decision-making, removing practical barriers to participation, and ensuring services, spaces and systems work well for an ageing population. By designing with older people, we can create a borough that is safer, more inclusive, and more liveable for everyone, from children and carers to disabled residents and future generations.

RECOMMENDATIONS

Recommendations for the Cabinet

1. Note that this work is being led by the Cabinet Member for Health and Wellbeing with officer leadership from the Assistant Chief Executive, Strategy and Communities, supporting strategic alignment across the council.
2. Approve the establishment of a cross-council officer working group to coordinate internal delivery of the Age-Friendly Southwark initiative, align departmental activity, and monitor progress against an action plan. Representation from the voluntary and community sector and older residents will be integrated to support ongoing co-production.
3. Endorse the continued role of the Older Persons Age-Friendly Forum as a standing advisory group of older residents and carers who will inform, shape and challenge the initiative over time. (*Feedback from the first forum meeting can be found in Appendix 1*).

4. Endorse the five existing working groups and note the progress made over the last period on Housing, Transport, Community Support & Health Services, Outdoor Spaces and Buildings, and Respect & Inclusion, and note the early actions being progressed (See Appendix 2).
5. Approve and support raising the profile of the programme to establish Age-Friendly approaches as a corporate priority which are routinely considered in work across the organisation.
6. Endorse the establishment of a £50,000 budget for a communication and engagement campaign targeted and co-produced with the older community to link them with relevant services and support, and challenge age-related stigma. This will include the development of an Age friendly identity that can bring the work of the council and our partners together.
7. Endorse the use of the Age-Friendly budget to support engagement activities and events that strengthen the Age-friendly initiative. This will include resourcing participation and delivering events and activities that connect older people to services and opportunities.
8. Endorse the allocation of project management resource from the council's Change Team to help drive the work forward over the next 12 months.
9. Note that all funding decisions are from current budgets within the Community Engagement and Change Business Units within the Strategy and Communities department.

REASONS FOR RECOMMENDATIONS

10. These recommendations will strengthen the corporate profile of the Age-Friendly Southwark initiative, embed clear leadership and governance, and align activity across council services and partners. They set out a staged approach to resourcing, securing initial funding for the next year while developing a longer-term plan to coordinate delivery and maximise strategic alignment. This will ensure the initiative is well-positioned to deliver visible impact over time, maintaining momentum while final proposals and delivery approaches are developed.
11. The recommendations build on tangible progress already achieved through the Age-Friendly programme, demonstrating that resident-led work is delivering results and is ready to be scaled. For example, feedback has shaped the Healthy Ageing Directory (now in its fourth edition with a stronger focus on mental health); consultation findings have informed the new Older Persons Housing Strategy; £50,000 Public Health funding has enabled Citizens Advice Southwark to deliver a financial inclusion role for older people; and co-designed nutrition training is being rolled out across VCS organisations. Southwark now also marks the International Day of Older

People annually, raising visibility and pride. These successes show that the programme is working and justify further investment and alignment.

12. The recommendations are also grounded in the council's strong foundation of embedded support for older residents. Each year, the council provides core funding to the Consortium of Older Peoples Services in Southwark, alongside other grant programmes such as Common Purpose, Neighbourhoods Fund, Cleaner Greener Safer, and Warm Spaces. These funds sustain vital services including food provision, mental health support, advice and guidance, and opportunities for social connection. Adult social care provides essential support through home and residential care, reablement services, and care packages that enable residents to maintain independence and dignity. This investment, together with welfare rights advice, discretionary housing payments, targeted council tax support, and concessions such as carers' parking permits and mobility travel schemes, ensures trusted help is available where it is most needed. Building on this well-established base will maximise the impact of new Age-Friendly initiatives and ensure they are embedded within a responsive system of support.

POST DECISION IMPLEMENTATION

13. Age-Friendly Southwark is an ongoing programme of change. If approved, the following milestones will be delivered:
 - October 2025: Sign-off by Cabinet, confirm SRO, deliver IDOP activity.
 - November 2025: Co-design Age-Friendly Southwark branding and set up cross-council officer working group.
 - Jan-Mar 2026: Finalise action plan and consult on delivery priorities.
 - Spring 2026: Submit final Age-Friendly Southwark Action Plan to Cabinet.
14. International Day of Older People is held on Oct 1. This year's UK theme is 'Building Belonging: Celebrating the power of our social connections' and Southwark will mark the day with an event at the Una Marsden Library with activities promoting friendship and community. We will also promote and celebrate the vital role of our voluntary and community sector play in tackling loneliness and bringing older people together across the borough.
15. Ongoing resident input on the initiative will be secured through the Age-Friendly Forum. Delivery will be supported by the Community Engagement and Change Teams within the Strategy and Communities Division, under the strategic direction of the SRO.

BACKGROUND INFORMATION

16. Southwark's older population is growing rapidly. By 2040, one in six residents will be over 65. The borough ranks among the 20% most deprived areas in England, and older people living in deprivation experience significantly worse

outcomes, including lower life expectancy, higher rates of long-term illness and disability, poorer mental health, and barriers to accessing care.

17. Southwark joined the World Health Organisation (WHO) Global Network of Age-Friendly Cities in 2015. In 2022, the work was re-energised through renewed engagement with the UK Network of Age-Friendly Communities, and by leadership and involvement of voluntary and community sector services including: Age-UK Southwark & Lewisham, Southwark Pensioners Centre, Time & Talents, Blackfriars Settlement, Link
18. A borough-wide consultation in 2023 engaged 275 older residents and surfaced key concerns, including inaccessible transport, unsuitable housing, social isolation, and digital exclusion. In early 2024, these themes were prioritised through a co-production workshop involving over 60 council officers, voluntary sector partners, and older residents. This process resulted in 15 shared priorities (*see Appendix 3*) that are forming the work of the working groups.
19. Local data and evidence:
 - 26% of Southwark residents aged 65+ live in poverty (Trust for London, 2023)
 - 30% of state pensioners claim Pension Credit, nearly three times the national rate (11.5%) and well above the London average (19.9%)
 - 34% of older residents live alone, compared to 22% across London (GLA/ONS, 2021)
 - A 13-year gap in healthy life expectancy exists between borough wards (Southwark JSNA, 2023)
 - Digital exclusion disproportionately affects low-income and ethnically diverse older people (Southwark Digital Inclusion Partnership, 2024).
20. These insights confirm what we heard from residents and highlight the need for coordinated action.
21. While a wide range of council activity already supports older residents (*see Appendix 4*), it is often not explicitly framed as age friendly. The action plan aims to better align and amplify this work, identify gaps, and embed a more joined-up approach to ageing well in Southwark. The establishment of an age friendly visual identity will help amplify this work and allow residents and service users to identify work which explicitly supports their needs.
22. Oversight is provided by a cross-sector steering group, including officers from across the council, the [Southwark Insights and Intelligence Programme](#) (SIIP), the South East London Integrated Care Board (SEL ICB), [COPSINS](#), and Southwark Pensioners Action Group. The Age-Friendly Forum provides an independent space for older residents to inform, shape and challenge work as it progresses.

KEY ISSUES FOR CONSIDERATION

23. Sustained progress will require clear leadership and robust coordination. The appointment of a Senior Responsible Officer at the corporate centre, supported by a cross-council officer working group, will provide the strategic and operational oversight needed. Delivery will remain rooted in the Community Engagement team to maintain strong links with resident voice, community insight, and voluntary sector partnerships.
24. But not all the levers for change sit with the Council. Becoming an Age-Friendly Borough relies on partnership, and we will use this programme to work with and influence statutory partners, the NHS, and the VCS to advocate for older people.
25. While a wide range of services already support older residents, Cabinet's endorsement of a coordinated programme will enable the Council to demonstrate collective impact, identify gaps, and embed age-friendly principles across departments.
26. Older people have actively shaped the programme through consultation and the Older Persons Age-Friendly Forum. Cabinet is asked to recognise the importance of sustaining this involvement through ongoing co-production, and voluntary and community sector partnerships to reach those facing the greatest barriers.
27. Delivering visible change will require dedicated officer time, a clear identity, and a focused communications approach. The Cabinet is asked to support a resourcing plan and budget to fund key activities such as engagement, pilot delivery, and International Day of Older People which will be met from current budgets.

Policy framework implications

28. The Age-Friendly Southwark initiative directly supports Southwark Council's principles of reducing inequality, empowering residents, and investing in prevention. It aligns with and strengthens the following policies and strategies:

Southwark 2030 Strategy and Delivery Plan (2025–26):	Supports key goals including Staying Well, co-production, and inclusive growth by ensuring older people are central to shaping services and spaces.
Health and Adult Social Care Strategies	Health and Wellbeing Strategy: Reduces health inequalities and promotes mental and physical wellbeing.
Adult Social Care Strategy (Southwark Together)	Reinforces personalised, community-based care co-designed with residents.

Housing and the Built Environment	The Older People's (Age-friendly) Housing Strategy: Developed to address the priorities identified by older residents through the age-friendly consultation. Focuses on affordable, accessible housing that supports independence.
Public Realm and Streets for People	Promotes walkable, age-inclusive outdoor spaces.
Equalities and Digital Access: Southwark Equality Framework	Tackles intersectional barriers to inclusion and systemic inequality. Digital Strategy (2024–26): Supports digital confidence and access among older residents.
Fairness and Financial Planning	Fairer Future Commitments: Aligns with ambitions for inclusive services and dignity in ageing. Southwark Budget 2025–26: Reinforces priorities such as adult social care, digital inclusion, and safer communities.

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

Community impact statement

29. The [Age-friendly-Communities-Impact-Report](#) by the Centre for Ageing Better shows age-friendly approaches generate wide benefits for individuals and places. In Southwark, this initiative is expected to increase social connection, access to services, and civic participation, particularly for those most excluded, such as older people living alone, in poverty, or from minoritised communities.
30. Where needs are less visible, ongoing engagement and transparency around priority-setting will help ensure borough-wide inclusion and impact.

Equalities (including socio-economic) impact statement

31. The Age-Friendly Southwark initiative is designed to actively reduce structural inequalities that limit older people's access to services, spaces, and decision-making. It prioritises those who are most at risk of exclusion, particularly older residents who are Black, Asian, or from other multi-ethnic communities, disabled people, LGBTQ+ elders, migrants, and those living in poverty or social isolation.
32. By embedding co-production and lived experience into service design and decision-making, the initiative helps ensure that diverse voices shape local priorities. It strengthens Southwark's delivery of the Public Sector Equality Duty by tackling intersectional inequalities across housing, health, public spaces, and digital inclusion, and by creating more equitable opportunities for older residents to age with dignity and independence.

Health impact statement

33. Evidence from international studies (Hong et al., 2023) shows that age-friendly communities improve functional and cognitive health among older adults. The Age-Friendly Southwark initiative supports healthier ageing through inclusive design, accessible public spaces, culturally competent services, and a focus on reducing isolation, factors that are known to improve mental wellbeing and support independence.
34. The initiative also strengthens preventative care by promoting early access to support, reducing demand for acute services, and improving pathways into wellbeing and community health services. Working in partnership with health and voluntary sector providers, the initiative supports joined-up, person-centred care that addresses the wider determinants of health and helps tackle long-standing inequalities.

Climate change implications

35. The [Healthy Aging in a Changing Climate](#) report, published by the Urban Institute at Heriot-Watt University, states that climate change can have direct and indirect effects on the health and wellbeing of older adults. These include the impact of extreme weather conditions.
36. Older adults are at risk due to the decline in physical ability to cool down, and living alone is a risk factor for delayed treatment. UKHSA found awareness of heat risks low in this cohort. In Athens, 83% of people who died in a 2023 heatwave were older adults living alone. The number of older adults aged 65+ living alone in Southwark was counted at 9,500 in the 2021 census.
37. While not primarily climate-focused, the initiative supports the council's environmental goals by promoting green public spaces and age-friendly walking routes, encouraging sustainable, accessible transport, and supporting energy-efficient, warmer homes for older residents.

Financial implications

38. The initiative has so far been delivered through existing council and voluntary sector capacity. While much of the action plan can continue to be progressed by better coordinating current work, sustaining momentum and achieving a meaningful borough-wide impact will require additional dedicated resources.
39. A one-off cost of £50k for targeted campaign and to support engagement activities and events that strengthen the Age-friendly initiative is required to implement the recommendations of this report. This cost will be contained within the underspends of the Community and Engagement and Change Business Units.

40. The cost of the project management resource required to help drive the work forward over the next 12 months will be contained in the Change Business Unit's existing revenue budgets
41. Staffing and any other costs related to this report will be contained within existing departmental revenue budgets.

Consultation

42. The development of the Age-Friendly Southwark initiative has been grounded in extensive consultation undertaken during 2023–25. Insights from these consultations directly informed the identification of key themes and the co-drafting of fifteen priorities across five thematic areas.
43. The Older Persons Age-Friendly Forum, established as part of this process, continues to serve as a standing advisory group and an ongoing feedback loop, ensuring that resident voices remain central to the programme's evolution. The Forum includes older residents, carers, voluntary and community sector (VCS) partners, and council officers, and meets twice a year to review progress and shape next steps. The next Forum meeting is being held on October 21, 2025.
44. Further consultation and engagement will be undertaken on the final Age-Friendly Southwark Action Plan to ensure it reflects the needs and aspirations of older residents across all communities in the borough.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive, Governance and Assurance (NBC 20250917)

45. This report recommends Cabinet to make an explicit commitment to the Age-friendly Southwark Initiative, offering on-going political leadership and support; acknowledges the achievements; endorse and actively promote the Age-Friendly Southwark programme and approve the continued co-production of an Age-Friendly Southwark Action Plan.
46. The council has the authority to produce this policy in accordance with the powers of general competence in section 1 of the Localism Act 2011
47. The cabinet will need to have due regard to the need to eliminate discrimination, advance equality of opportunity, and to foster good relations between people with protected characteristics and others in accordance with the public sector equality duty in section 149 Equality Act 2010.
48. Reference is made to this in the "Community, equalities (including socio-economic) and health impacts" section above.
49. Note that age is a protected characteristic.

Strategic Director, Resources (FC25/002)

50. This report is requesting the Cabinet to make an explicit commitment to the Age-friendly Southwark Initiative, offering on-going political leadership and support, and to approve other recommendations relating to the Age-friendly Borough Initiative in including ensuring strategic alignment across the corporate centre. Full details are contained within the main body of the report.
51. The strategic director of resources notes that all costs arising from this report will be contained in the underspends of the Communities and Engagement and Change Business Units within the Strategy and Communities department, as detailed in the Financial Implications.
52. It is also noted that proposals for longer-term resourcing will be brought back to the Cabinet for approval.
53. It is also noted that staffing and any other related costs will be included within existing departmental revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
Appendix 1	<u>(190) Project: Older Person's Age-friendly Forum Feedback London Borough of Southwark)</u>
Appendix 2	Age-friendly Working Group Progress update
Appendix 3	Age-friendly Priorities
Appendix 4	Work currently being delivered

AUDIT TRAIL

Cabinet Member	Councillor Evelyn Akoto, Health and Wellbeing	
Lead Officer	Rhona Cadenhead, Assistant Chief Executive of Strategy & Communities	
Report Author	Katy Griffith, Consultation and Involvement Team Leader	
Version	Final	
Dated	1 October 2025	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance	Yes	Yes
Strategic Director, Resources	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	1 October 2025	

APPENDIX 1

Website link (please cut and paste into browser to view):

[\(190\) Project: Older Person's Age-friendly Forum Feedback | London Borough of Southwark](https://www.surveymonkey.com/r/2L9L9L9)

APPENDIX 2

Age-friendly Working Group Progress: August 2025

The Age-Friendly Southwark programme is being driven by five thematic working groups, each aligned to the WHO's age-friendly domains. These groups bring together officers, partners, older residents and carers to shape delivery priorities and test practical solutions. The table below provides a summary of each group's current focus, and actions underway as of August 2025.

	Where we are now	Actions underway
Housing	<ul style="list-style-type: none"> The group is focused on improving access to suitable, affordable housing that supports older people's independence and wellbeing. The draft Older Persons (Age-Friendly) Housing Strategy has been completed, and the public consultation has now closed. 	<ul style="list-style-type: none"> A full programme of engagement events has been delivered with older residents, housing associations, developers, and partners across the borough. Feedback gathered through the consultation will be used to refine the strategy and shape delivery priorities. The group will bring a final version of the strategy to Cabinet for approval in October 2025. A delivery programme will be developed in collaboration with housing partners to implement the agreed actions, this will include practical support for downsizing, home adaptations, and improving access to suitable, age-friendly housing.
Transport	<ul style="list-style-type: none"> The group is focused on addressing barriers to transport access for older people, particularly around Controlled Parking Zones (CPZs), Low Traffic Neighbourhoods (LTNs), and bus travel. Initial planning has begun on several communications and access-related improvements. 	<ul style="list-style-type: none"> Work is in progress to improve communications around Blue Badge access and to simplify guidance for older people. Discussions are taking place with Transport colleagues to improve the way information is shared, ensuring transport measures are well understood by older residents. The group is exploring opportunities to flag concerns about transport-related policies that disproportionately impact carers and older people. Collaboration with TfL is underway to improve accessibility and confidence in bus travel for older residents. Planning is ongoing for a campaign to gather feedback from older people about their experience using buses and what improvements are needed.
Community Support & Health Services	<ul style="list-style-type: none"> The group is focusing on addressing loneliness and isolation, improving access to mental health and wellbeing support, and shaping 	<ul style="list-style-type: none"> Training is being developed alongside SLaM to train Community Health Ambassadors to hold supportive conversations with older residents and signpost to local services. The 5th edition of a borough-wide mental health and support directory is in development and will be available in print and online.

	<p>future models of care that reflect older residents' needs and experiences.</p> <ul style="list-style-type: none"> A coordinated borough-wide directory of services is being maintained and distributed. 	<ul style="list-style-type: none"> Plans are being developed to use Council comms channels to promote mental health messages and support services targeted at older people and carers. Opportunities are being scoped to raise awareness of support at local community venues like supermarkets, markets, and faith settings.
Outdoor spaces & buildings	<ul style="list-style-type: none"> The group is focused on raising awareness on existing place-based programmes and exploring how older people can better influence and benefit from these programmes. 	<ul style="list-style-type: none"> Communications are being developed through Southwark Life and other channels to keep older residents updated on Streets for People improvements. Fix My Street is being promoted to help older residents report issues that impact their mobility and access. Opportunities have been created for older people to feed into Town Centre Plans and six-monthly public realm reviews. The group is supporting Local Economy Team efforts to build partnerships with local businesses to expand access to public toilets. A framework has been designed to develop and pilot an age-friendly planning and evaluation toolkit, including a resident panel of older people and carers.
Respect & inclusion	<ul style="list-style-type: none"> The group is focused on raising the visibility and profile of older people in Southwark, celebrating their diversity, and tackling ageism. Work is also underway to improve access to digital support and ensure services and public spaces feel inclusive and welcoming to all older residents. 	<ul style="list-style-type: none"> Planning is in progress for Southwark's 2025 International Day of Older People (IDOP) events, including a shared comms plan and collaboration with VCS partners. Early scoping is underway to build a clearer picture of diversity among older people in Southwark, looking at ethnicity, gender, sexuality, disability, language and faith, alongside community partners and older residents. Peer-led digital inclusion support is being strengthened through a digital champion model. A "quarterly bulletin" is in development to communicate updates from the Age-Friendly programme and its working groups. Resources like the Digital Skills Guide and Healthy Ageing Directory are being used to signpost older people to available support.

APPENDIX 3

Age-friendly priorities: Co-produced in 2024

Domain	Priorities
Housing	<p>Priority 1: Provide adequate levels of suitable and affordable housing for older people which supports autonomy and independence and avoids isolation – including size, location, and accessibility.</p> <p>Priority 2: Reduce the number of older people currently living in inappropriate social housing, by making it easier to move homes and downsize.</p> <p>Priority 3: Insure all older people receive timely and accessible support to feel safe and stay independently in their chosen homes for longer – including older people who are digitally excluded.</p>
Transport	<p>Priority 1: Implement mitigation solutions to reduce the negative impacts of Controlled Parking Zones (CPZs) and Low Traffic Neighbourhoods (LTNs) on older people and their carers.</p> <p>Priority 2: Work alongside Transport for London (TfL) to make public transport easier, safer, and more accessible – starting with travelling by bus.</p> <p>Priority 3: Work alongside Transport for London (TfL) to ensure the Dial-a-Ride service is easy to access, reliable and respectful.</p>
Community Support & Health Services	<p>Priority 1: Understand and address what drives mental ill-health in older people. Have an identified co-ordinator to guide practical solutions and help people to access existing offers.</p> <p>Priority 2: Agree what good quality, reliable, caring care (both home & residential) looks like now, and for the next generation – deliver services that reflect this understanding including consistency of relationships, time spent with people, and cultural competence.</p> <p>Priority 3: Commit to continuously working alongside older people and their carer's, advocating for their health & well-being needs – starting with the difficulty in accessing GP appointments.</p>
Outdoor Spaces & Buildings	<p>Priority 1: Identify key areas across the borough where pavements are, uneven, cluttered and/or poorly lit and have agreed plans in place to make improvements.</p> <p>Priority 2: Ensure all well used areas across the borough have adequate, well positioned, and well signed seating areas and public toilets.</p> <p>Priority 3: Make better use of public spaces by putting on more activities for older people.</p>
Respect & Inclusion	<p>Priority 1: Positively raise the profile of older people across the borough in ways that celebrate their diversity and help challenge stigma.</p> <p>Priority 2: Address digital exclusion by ensuring all older people living in Southwark can access the information and resources they need to feel fully included and supported.</p> <p>Priority 3: Make existing services and public spaces welcoming and responsive to the needs of older people to help address loneliness and isolation.</p>

APPENDIX 4

Work currently being delivered by Southwark Council that support older people:

The Age-Friendly Southwark initiative builds on a strong foundation of work already underway to support older residents across the borough. The list below highlights key activity, but does not capture every programme or service:

- **Cost of Living Support:** Warm spaces hosted by VCS and faith partners, alongside the Better Living Fund, offered emergency grants for food, energy, and essentials, ensuring no older person was left without basic support.
- **Boosting Pension Credit Uptake:** through targeted campaigns and outreach, identifying and reaching out to residents who were eligible but not claiming.
- **Joint work with Rotherhithe Consolidated Charities:** Southwark's Exchequer Team, and local MPs significantly increased applications to annual stipend payments which more than trebled in Rotherhithe in just 18 months.
- **Accessible Public Spaces:** The Streets for People programme provides safer, more walkable neighbourhoods, improving the quality and accessibility of public spaces for older residents.
- **Digital Inclusion:** In partnership with the Southwark Digital Inclusion Partnership, older adults receive digital literacy training—supporting confidence and reducing isolation for those at risk of exclusion.
- **Housing Adaptation Support:** Through the Older People's Housing Strategy, the Council is helping older residents live independently in homes that meet their needs. Southwark has 1,298 sheltered housing units, including alms houses and homes adapted for blind and disabled residents.
- **Residential Care Improvements:** The Council has brought Tower Bridge Care Home back into public ownership and launched a Residential Care Charter. 67% of providers are now signed up to deliver safe, ethical, and high-quality care.
- **Integrated Care and Frailty Support:** Southwark is working with the SEL Integrated Care Board to co-develop a borough-wide frailty framework, supporting coordinated, person-centred care.
- **Ageing Well Southwark:** A dedicated service offering personalised prevention planning and social prescribing to help older residents stay connected, active, and independent for longer. The service is accessible through local hubs, a phone line, and an online platform, linking people to practical support and meaningful social opportunities.
- **Southwark Silver Sessions:** Free activities specifically for adults over 60, offered as part of Southwark's free swim and gym program.
- **Community Toilet Scheme:** Local businesses are providing access to public toilets to support older residents with mobility or continence needs to stay active and confident in their communities.
- **Celebrating Older People's Contributions:** Southwark funds a range of community events and participation opportunities, including the Neighbourhoods Fund, Black History Month Grants, LGBTQ+ Pride events, and the Getting Involved Grants, ensuring older people's voices and leadership are recognised and supported.

These actions demonstrate the Councils commitment, but delivery remains fragmented and not always visible. A strategic, coordinated approach is now needed to bring this work together under one borough-wide programme that celebrates and promotes what is being achieved, reflects older residents' priorities, tackles entrenched inequalities, and creates lasting impact.

Agenda Item 9

Meeting Name:	Cabinet
Date:	14 October 2025
Report title:	Asylum Road Care Home: disposal of the site by way of a long-leasehold interest with a selected party to deliver and operate a new care home at Asylum Road SE15
Cabinet Members:	Councillor Helen Dennis, New Homes and Sustainable Development Councillor Evelyn Akoto, Health and Wellbeing
Ward(s) or groups affected:	Nunhead and Queens Road
Classification:	Open
Reason for lateness (if applicable):	N/a

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

We are delighted to be bringing forward this Cabinet Report, which proposes a way forward for the delivery of a new Nursing Home at the Asylum Road site, adjacent to Queen's Road Peckham station. Whilst our Council Delivery Plan commitment to deliver new Nursing Homes in the borough has been met, the recent Nursing Home Needs Assessment has shown that there is still a need and anticipated future need for additional placements in Southwark. This site was identified as a potential delivery site, given its size and proximity to the train station, which will make it easier for staff and carers traveling to work or visiting loved ones. For that reason, we commenced a marketing exercise earlier this year to gauge interest from potential partners, and we are very pleased to now be recommending conditional disposal, for a capital receipt, of the site to Andover Care Ltd. to secure delivery of a new care home, to which the council has secured 50% of proposed bed-spaces at a discounted rate. Andover were the unanimous choice of the panel, and they already have a sector-specific architect who is able to work with them to deliver this project. In particular, we are looking forward to working in partnership with a family-run business, who have demonstrated their commitment to quality of care in two existing care homes rated "good" and "outstanding" by the CQC, and who have stated their commitment to pay staff a London Living Wage. We are confident in recommending this way forward, which will not only deliver additional nursing provision for Southwark residents in need, but also deliver excellent value for the council.

RECOMMENDATIONS

Recommendations for the Cabinet

That Cabinet

1. confirm the disposal by way of a long lease to the prospective lessee, Andover Care Ltd. ('Andover'), who will subsequently build and deliver a care home, at site comprising 128-148 Asylum Road and 133 -137 Queens Road ('Asylum

Road' site), shown edged red on the plan at Appendix 1

2. agree the council entering into an agreement for lease ('AfL') and subsequent lease for a 999 period with Andover, the principals being set out substantially in this open report and fully in the closed report
3. delegate authority to the Director of Planning and Growth, advised by the Assistant Director, Property, to finalise the terms of the AfL and lease grant, substantially as set out in paragraphs 25-30 of this report and as set out in the closed report
4. delegate authority to the Strategic Director of Children's Adults' Services, to finalise the terms of the supplementary agreement for the care service for an initial 10-year period (with an option to review and agree further thereafter), as set out in paragraph 30 of this report and in the closed report.

REASONS FOR RECOMMENDATIONS

5. To dispose of the site to an appropriate organisation on a long lease, on appropriate terms, for the purpose of a care home built, and funded by the long leaseholder and thereafter operated by them; it is proposed that an agreed number of bedspaces will be secured for council use on discounted terms as part of the land transaction.
6. This is an appropriate delivery route that mitigates risk and financial exposure to the council, providing a market-tested capital receipt to the council and a discounted room rate for a defined period and, thereby, enabling a revenue saving to be achieved in respect of service provision.
7. The Andover offer meets the council's expectations for this land-transaction, with its approach to care and with its commercial offer, as set out in paragraph 26 of this report and in the closed report.
8. The delivery of the proposed new care home is anticipated to generate a number of jobs, boost footfall in the locality, support local businesses and enhance the urban environment; it is thereby expected that the care home would present an overall positive effect for the local community. Further detail is set out later in this report at paragraphs 36 - 49.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

9. **Land Disposal of the site on the market:** The council could proceed with a disposal of the site to the market. However, the restrictions on the site with respect to height constraints are unlikely to make this an attractive proposition for general-needs housing. Other uses may generate a receipt, subject to planning, but the location is not considered suitable for commercial space, such as offices. In addition, the extant April 2024 IDM decision (see Background Papers) has identified this as a suitable site for a care home and local people have been consulted accordingly, to positive response.
10. **Not deliver a care home:** The council has the option to not deliver a new care home, given that the Council Delivery Plan 2022-26 commitments have been discharged with the delivery of Camberwell Lodge in 2022 and the purchase of Tower Bridge Nursing Home ('TBNH') in 2024. However, the refreshed August 2024 Nursing Home Needs Assessment (see Background

Papers) demonstrates that there is need, and anticipated future need, for additional care home accommodation in the borough and that, currently, the council is incurring costs to the revenue budget for out-of-borough bedspaces.

11. **Explore alternative options to deliver a care home with council-funded bedspaces:** There are currently no alternative appropriate options available to the council. This was set out in a response report (September Cabinet, see Background papers) to the earlier report from the Health and Social Care Scrutiny Commission (HSCSC), which set out its recommendations (June Cabinet, see Background papers) for an appraisal of alternative delivery options by way of a Gateway 0 appraisal report addressing: a direct delivery approach, including all possible sources of capital funding and the option of a loan; the impact of each delivery model on the revenue account; a partnership with the NHS; a partnership with a charitable organisation. The officer report responded to each point, setting out why none of these options were available to the council. The Cabinet set out its thanks to the HSCSC for its detailed work and resolved to agree with the officer's recommendation. The HSCSC has been briefed, on 2 October 2025, about the proposed approach as set out in this report.
12. **Not proceed with the land-transaction:** the marketing pack, issued at bid launch, set out that council reserved the right to not proceed if no suitable offers come forward.

POST DECISION IMPLEMENTATION

13. The approval of this decision is not expected to be further reviewed, nor does it require further approval.
14. Post decision, the implementation activities will include the following:
 - i. finalisation of the AfL and lease documentation including the proposed council bed-block provisions (subject to Planning) and the agreement of the terms on which the lessee proposes to deliver the care service, which will be signed by the lessee and the council
 - ii. design of the development to Planning submission
 - iii. subject to successful Planning outcome, appropriate the site for planning purposes (under separate cabinet approval)
 - iv. subject to successful Planning outcome, grant of the Lease and commencement of construction
 - v. prior to the completion of the construction, the finalise of the supplementary agreement for the care service, between the lessee operator and the council.
15. The success of this decision will be measured against the timely delivery of the lease negotiations, design to Planning, finalisation of the care supplementary agreement and the delivery of the construction works, with the target opening date of the new care home in late 2029.
16. The target timeline for implementation is as follows:

Key Activity	Target completion date
Scrutiny call-in period	21 October 2025
Finalisation of the AfL	Q3 2025/26
<i>Current third-party proposed programme:</i>	
Design to Planning	Q4 2025/26 – Q2 2026/27
Planning determination	Q4 2026/27
Appropriate the site for planning purposes	following
Grant of Lease	Q4 2026/27
Finalisation of the supplementary agreement for the care service	prior to end of construction
Construction period	2027 - 2029
Opening of new nursing home	Q3 2029/30

BACKGROUND INFORMATION

17. The site was approved as a suitable location for a nursing home under the **09 April 2024 IDM** report (see Background Papers). The reasons for the suitability of the site for a care home are well documented in that report and include: the location in the south/mid of the borough where there is the care demand; the proximity of the station for both visitors and shift-working staff; the opportunity to repair the street frontage with a proportionate building; and the proposed location of a garden area to the west, which is sympathetic to the neighbouring houses. The report refers to a consultation event held in March 2024 where, in contrast to previous significant opposition to the council's earlier proposals for the site, attendees were favourable to the site being used for a care home. The IDM report, distinguishes between the two parcels of land within the site, identifying Asylum Road parcel for the care home; and the Queens Road parcel for a separate development opportunity but reserves it for site logistics during the construction of the nursing home. The site had previously been circulated as a potential site for the Southwark Land Commission, as set out in the publication 'Land for Good' also published in 2024; an alternative pilot site for the Social Purpose of Land is now expected to be identified. The whole site is therefore available for the care home.
18. The refreshed **Nursing Home Needs Assessment, 14 August 2024** concluded that the opening of a new care home at Asylum Road will contribute to meeting the rising demand for nursing care provision in the borough, both council-funded and private-funded. The report addresses the predicted rise in demand for nursing care placements in Southwark and this is set out against the current in borough capacity: that demand is currently outstripping supply; that demand rate has risen since 2021; and that needs of residents are becoming increasingly complex, with rates of dementia rising. It sets out that if the nursing placement capacity is not increased in Southwark, more residents will require out-of-borough placements, resulting in higher costs, delayed hospital discharges and in some instances, residents not being placed in their local community. It concludes with an endorsement for the delivery of a new care home in the borough.

KEY ISSUES FOR CONSIDERATION

Executive summary

19. A first-ranking offer from Andover has been identified by officers; the view of the selection panel was unanimous. The Andover offer presents as the best offer in terms of the commercial considerations, and reflects the council's aspirations for care quality and social value considerations.

The bid process

20. A steering group was set up to monitor the process, comprising: the Assistant Director of Property and the Head of Sustainable Growth North, supported by the Director of Adult Social Care ('ASC'); the Assistant director, Children's and Adults' Services; the Acting Director of Integrated Commissioning, Southwark Council and South East London Independent Care System ('SELICS'); and the Head of Age Well Integrated Commissioning, SE London Independent Care Board ('ICB'). This group of senior officers comprised the bid assessment panel; the range of optics from the steering group panel members was to ensure that the bids were reviewed robustly not only from a property transaction basis but also on the basis of the future care provision. This included having both optics on the pricing, should the council take bed spaces.
21. A bid pack was issued in April 2025, via a sector-specialist independent firm of chartered surveyors, Jones Lang LaSalle, to sector market entities suitable for this size of development. The pack set out the site at Asylum Road as a development opportunity for a nursing home, expected to be circa 90 bedspaces, of which 50% would be used for council-funded bedspaces (30% Nursing Dementia (ND); 20% Residential Dementia (RD)); the council-funded fee rates/ bedspace/week plus a further 10% first refusal; and that the council was seeking a block-bed booking for 10-years, with an option to renew thereafter. The pack included a number of documents as background information in the data room, including the Residential Care Charter, Southwark Nursing Care Home Service Specification, the massing and capacity design study, and the ASC Needs Assessment 2024; the pack did not prescribe any conditions on which the services should be delivered at the new care home. The pack noted that Queens Road site would be available for access and site logistics during construction.
22. A number of bidders, all operator-led entities, expressed interest in the opportunity; three interviews were held remotely with those that requested it. The bidders were notified of the call-for-bids on 13 June 2025, along with a schedule of bid submission content, including a request for 3 variants on the bed-block offer. The deadline for submission was set at the 26 June.
23. Bids were received from four of the interested bidders; the details of which are set out in the closed report. Two bidders (of which one was Andover) invited the council to visit their care homes. The offer to visit Andover was taken up; this favourably confirmed to the steering group the quality of their approach to care: Alban Manor Nursing Home (visited) rates 'Good' by the Care Quality Commission ('CQC') and their other care home Andover Nursing Home rates 'Outstanding'. The other visit offer was deemed not necessary as this

provider is already successfully delivering care in the borough and the care approach is known.

24. The steering group assessed each bid and ranked them, 1-4. The ranking of the Andover as 'first' was unanimous. The ranking of the other three bidders varied according to each steering group member. The rankings are as follows:

	Assistant Director, Property	Head of Sustainable Growth North	Director of ASC	Assistant Director, C&A Services	Acting Dir. Int. Commissioning, Southwark Council and SELICS	Head of Age Well Integrated Commissioning, SE London ICB
Bidder A	3	3	3	4	J3	4
Bidder B	2	2	4	3	2	3
Andover	1	1	1	1	1	1
Bidder D	4	4	2	2	J3	2

The bid offer

25. The Andover offer presents a favourable commercial offer, demonstrating best consideration, and includes a land receipt to the council, 50% bed-block (30% ND; 20% RD), with first refusal on a further 10%, on a 10-year contract with an option review and agree further thereafter. The variant offers A, B and C set out options for the set discounted fee-rate (index-linked). It assumes a 90-bed facility and includes an overage payment (gradated to each variant) for any additional bedspaces delivered over the 90-beds. It also includes the commitment to London Living Wage ('LLW') and to endeavour to recruit locally. The closed report addresses the financial implications of the bid offer, including the implications to the general fund and the service budget.

26. The Andover bid offer presents a good offer in terms of quality and social value, with an approach to care that aligns broadly with the council's Residential Care Charter. Other elements which characterise the bid are: that this is a new operator for the borough and this is seen as a positive (to broaden the partner base); that this operator presents stability, being a hands-on family business investing in the locality for the long-term; and that the operator already has a sector-specialist architect and can move swiftly into the design and delivery process. The Andover bid assumes that the Queens Road element of the site may be included; they would seek to use this site for offices and staff training space.

Agreement for lease

27. An agreement for lease is a mechanism that enables both the landlord and tenant to commit to a property ahead of it being constructed or available for use. It is often used in development scenarios.

28. Where the landlord requires the tenant to secure planning consent and construct the building the tenant is unlikely to commit to doing so unless it is

certain it will be granted a lease on the anticipated terms. Such a mechanism is appropriate for the proposed care home.

29. The agreement for lease will set out what the respective parties are required to do and by when together with other conditions that are to be satisfied. Once all obligations have been satisfied within the agreed period, the landlord will be obliged to grant the tenant a lease on terms that have already been agreed and the tenant will be obliged to take the lease. This provides certainty to the parties.

Supplementary agreement for the care element

30. The supplementary agreement for the care service will be finalised in the period leading into the completion of the construction works, anticipated to be late 2029. It will reflect the terms on which the care service has been proposed to be delivered by Andover and will include terms as set out in the agreement for lease, including the bed-block and LLW as part of the social value offer.

Policy framework implications

31. Southwark 2030 promotes goals that are directly addressed with the delivery of the new care home: Goal 1, Decent homes for all, is addressed with the new fit-for-purpose care home and also indirectly with the homes relinquished by care home residents, which go back into the housing pool; Goal 3, A Safer Southwark, is addressed, regarding considerations of safe travel for the staff with the proximity to the station and bus routes; Goal 4, A strong and fair economy, is addressed with the uplift of footfall in the locality, which will benefit local businesses; Goal 5, Staying Well, including health inequality, is addressed with the care offer of the care home, which will include both private-funded and council-funded residents.

32. Southwark's Joint Health and Wellbeing Strategy 2022 - 2027, sets out a number of priorities which are directly addressed with the delivery of the new care home, notably Priority 3 Support to stay well, and Priority 4 Health Communities. The location of the care home in the mid/south of the borough responds to where it is known there is demand; it is expected that this will enable residents to be near to their community, thereby facilitating visits and promoting inclusion. The Joint Health and Wellbeing Action Plan 2025-27 places emphasis on redressing health inequalities in the borough and, again, this is addressed with the mixed tenure bedspaces proposed for the care home, where 50% of the residents will be council-funded and 50% will be private funded, all receiving the same quality of care, the same meal-menu offer and enjoying the same quality environment.

33. The Southwark Social Value Framework 2030: the bid offer addresses the new framework, with Andover's commitment to LLW and to promote local employment. The 90-bed care home will implement around 100 new jobs ranging from unqualified jobs to qualified staff and sector-specific managerial jobs. In promoting employment locally, Andover will be directly addressing the community and environmental benefits set out in the framework.

34. The Southwark Economic Strategy 2023 - 2030: the anticipated uplift of footfall generated by both staff and visitors to the new care home at Asylum Road will directly benefit the immediate local shops and business. This addresses the 'High growth, low-emission economy' vision statement; and will contribute

positively to the 'Thriving High streets' agenda.

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

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

Community impact statement

36. The site was selected due to its being in the mid/southern part of the borough where there is the greater demand for care; it thereby provides care home accommodation near to the communities where residents have social and cultural connections.
37. Located on the corner opposite the Queens Road station, the site has local prominence and so the development of a new care home is expected to significantly enhance the local urban environment; the site has been empty and derelict since it was cleared in 2018. The development will deliver buildings which are sympathetic to the adjacent street frontages, both on Asylum Road and Queens Road. The construction of a large 4-storey building on the site is likely to have an impact on people in the immediate vicinity in terms of noise and disturbance during the construction and this will be addressed and mitigated through the Planning process.
38. The uplift in footfall with the number of people using the new care home will present a positive impact for the community, benefiting local shops and local businesses. The care home is anticipated to generate 100 jobs and numerous visitors will be visiting the residents on a daily basis.
39. Andover has set out that the care home will host a programme of events for the care home residents and local people will be encouraged to attend. Similarly, local people have expressed interest to engage in gardening in the grounds of the new care home.

Equalities (including socio-economic) impact statement

40. Section 149 of the Equality Act 2010 (the Act), sets out the Public Sector Equality Duty (PSED), which requires public bodies to consider all individuals when carrying out their day-to-day work – in shaping policy, in delivering services and in relation to their own employees. It requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people when carrying out their activities. The council's approach to equality commits the council to ensuring that equality is an integral part of our day to day business.
41. Accordingly, the council has commissioned an Equalities Impact and Needs Assessment ('EQINA', see Appendix 3) in order to understand the potential equalities needs and impacts in relation to a new care home at Asylum Road with respect to people with the protected characteristics as defined under the Act.
42. Selected points from the report include:

- that there would be positive impacts for groups of people with protected characteristics age (old) and disability in relation to a local care home near to local communities, which facilitates travel distance for older or disabled visitors and, in turn, benefits the residents.
- that there would be positive impacts with respect to people pertaining the protected characteristic sex (women) and race due to the data analysis of the person profile working in the care sector, which, primarily, tends to be female and from ethnic minority backgrounds. The implementation of a sizeable employer locally, and the types of jobs to be offered, was seen to align with local employment needs for women and to offer benefits of local employment.

43. In reviewing the findings and recommendations of the EQINA, the council has had due regard for the equalities considerations. In this way, it is fulfilling its duty in accordance with the Act.

Health impact statement

44. The delivery of a new care home on the Asylum Road site will contribute positively to addressing the increasing demand in the borough for care home provision, as set out in the refreshed Residential Care Needs Assessment August 2024, at Appendix 2.

45. Andover has demonstrated its commitment to quality care, achieving a CQC rating of 'Good' and 'Outstanding' in its two current care homes. There is every expectation that the new home at Asylum Road will achieve the same high ratings.

46. The quality of a fit-for-purpose care home building, in line with CQC standards will ensure that residents enjoy optimal environment for their wellbeing. In addition, the care home will include a peaceful garden space for the residents (west-facing) and this would be delivered to retain the existing mature trees along the western boundary of the site; this is similarly expected to benefit, and positively impact on, the health and wellbeing of residents.

Climate change implications

47. The council assembly of 14 July 2021 committed to consider climate change considerations in any council decisions. The development of this site, with a fit-for-purpose building to current building standards and sustainable features, will reflect that commitment, including, for example, consideration of water reclamation and grey water usage; other features of the building will include best-practice futureproofing with repeating rooms, adaptability features (for hoists) and telecare or similar care technologies.

48. The suitability of the site for the programme function was carefully considered at the time of evaluating and selecting the site. It presents scope for a back-of-pavement building with east-west orientation, which is optimal to mitigate solar gain. The retention of the existing mature trees brings the benefit of protecting the ecological habitat.

49. The location of the new facility opposite Queens Road Station, adjacent to a major bus corridor, and 10-minutes from one of London's major train interchanges at London Bridge Station will promote the use of public transport by both staff and visitors, even those coming from a distance. The Planning Public Transport Accessibility Level (PTAL) rating is such that the facility will

include no car parking other than drop-off points. In this way the carbon emissions can be significantly minimised.

Resource implications

50. The resource implications of the recommendations of this report are:

- financial issues: *Refer to Closed report*
- budget issues:
 - The council is legally obliged to provide care for eligible residents, in line with the Care Act 2014; this includes residential nursing care. In order to do so the service revenue account holder balances budgets year in year.
 - Currently, to meet demand, the council relies on out-of-borough placements, which are more costly than in-borough placements. By way of example, of the 150 new council-funded care home placements during the first six months of 2024, 25% (38no.) were out-of-borough. This additional cost to the service revenue account will be mitigated with the provision of the additional 45 bedspaces (and the option for a further 9 bedspaces) in the borough.
- staffing issues
 - The lease negotiation and any interface with the lessee during the Planning period (site access and the like) will be managed by existing staff in the Sustainable Growth North team with in-house professional legal and property expertise (funded by sustainable growth)
 - The care supplementary agreement negotiations will be managed by existing staff in ASC
 - The administration of council-funded fee payments will be managed by existing staff in the Children's and Adults' Services, Finance team.
- HR issues: none

Consultation

51. On 14 March 2024, a community engagement event was held in the locality, hosted by one of the Ward Councillors and an officer, and attended by a number of local people. At that event, the council set out its latest considerations for the use of the site for a new nursing home (rather than for mixed tenure residential), based on the demand for that use-sector, the council's commitments, and the findings of the design feasibility work. The response from the community was positive, with active endorsement of a new nursing home from a number of the attendees. Attendees affirmed their wish to be involved in the design development; they also welcomed opportunities for future community involvement in the garden.

52. A further consultation was held on 22 September 2025 to update local people on the council's activities since the last meeting, the upcoming cabinet decision (this report) and the ensuing timeline and activities that would flow out of a positive decision. Local people welcomed the update, expressed favourable view of the council's proposed intentions for the site and noted that they would be interested to input at the design stage. They reiterated the wish to see the mature trees retained on the western edge of the site.

53. Subject to approval of this report, a programme of consultation is expected to

be set out by Andover, with the council lending support based on its knowledge of the locality. In line with the Planning Consultation Charter, evidence of consultation will be a requirement for submission; statutory consultation will be conducted during the application determination period.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive, Governance and Assurance (ST040/140708/KR)

54. The report recommends that Cabinet agree to the disposal of the site to Andover Limited by way of a long lease. The lease will be granted pursuant to an agreement for lease, further details of which are contained in the closed report.
55. Section 123 of the Local Government Act 1972 provides that a council may dispose of land held by them in any manner they wish. Section 123(2) says that, except with the consent of the Secretary of State, a council shall not dispose of land under this section, otherwise than by way of a short tenancy, for a consideration less than the best that can reasonably be obtained.
56. Details of the consideration to be obtained in respect of this disposal are contained in the closed report, and it is confirmed that this represents best consideration for the purposes of s123 (2). Accordingly, the council has power under the 1972 Act to dispose of the land.
57. The report acknowledges that the Public Sector Equality Duty contained in the Equality Act requires the council to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between people who share, and people who do not share, protected characteristics, when carrying out their activities, and sets out what has been done in this regard.

Strategic Director of Resources (CF25 – 124)

58. This report seeks Cabinet approval to the disposal of 128 – 148 Asylum Road and 133 – 137 Queen's Road, by way of long lease, to Andover Care Ltd for the development of a care home.
59. The report also requests approval to the council entering into an initial agreement for lease and subsequent 999-year lease with Andover Care Ltd under the heads of terms detailed in this report.
60. Finally, the report requests Cabinet to delegate authority to the Director of Planning and Growth, to finalise the terms of the AfL and long-term lease, and the Strategic Director of Children's and Adults' Services to finalise the terms of the supplementary care service agreement with Andover Care Ltd.
61. The Strategic Director of Resources notes the report recommendations, the options considered. the detailed evaluation of submitted bids leading to the chosen Care Home provider and the resulting premium.
62. There are no direct financial implications arise from this report. The Strategic Director of resources notes the commitment of a future service contract that will give council access to a minimum of 45 beds at discounted rates for an initial 10-year period. All future costs associated with this decision will need to be contained within approved departmental budgets.

Strategic Director of Children's and Adults' Services

63. Adult Social Care is grateful to Council colleagues for progressing this development of a Care Home in-borough. This will further help to meet local demand in the best interests of vulnerable residents and their families and/or friends who will wish to visit them. Where national government provide capital funding e.g. the Department of Education capital funding for Children's Homes, we are developing and delivering these care facilities ourselves. At this time, national government is not providing capital funding to local authorities for adult care home facilities and therefore local authorities are having to address demand by working with the sector. The proposals set out in this report are a pragmatic approach to increasing capacity and choice in-borough, using what the Council has available to it, the land, and working in partnership to deliver another adult Care Home. Adult Social Care will continue to work with Council colleagues, the provider and the Care Quality Commission to achieve a high quality Care Home for the residents of Southwark.

Assistant Director, Property

- 64. Following an extensive marketing campaign by a specialist care home team at JLL, a leading independent firm of Chartered Surveyors, the call for bids produced four offers.
- 65. The proposed transaction clearly demonstrates both achieving best value in respect of the premium payment to the council for a long leasehold of the land and also a revenue saving to the council in respect of service provision.
- 66. The council will also benefit from overage payments if a larger care home can be delivered.
- 67. Additionally, the covenants of the lease will contain appropriate clause to protect the councils freehold interest including restrictions on use as a care home and the ability for discounted rates to be obtained on the affordable room elements of the care home.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
IDM report, Asylum Road site, 04 April 2024	Resources/ Sustainable Growth North 160 Tooley Street	Catherine Brownell Catherine.brownell@southwark.gov.uk
Report - Proposal for site 128-148 Asylum Road SE15 part of the site formerly known as the QR4 s.pdf Record of Decision.pdf		
Asylum Road Care Home, update paper to HSC SC, April 2025, Agenda Item 6	Resources/ Sustainable Growth North 160 Tooley Street	Catherine Brownell Catherine.brownell@southwark.gov.uk
(Public Pack)Agenda Document for Health and Social Care Scrutiny Commission, 02/04/2025 19:00 Minutes Template		

Background Papers	Held At	Contact
June 2025 Cabinet Report, Agenda Item 26, Appendix 1	Resources/ Sustainable Growth North 160 Tooley Street	Catherine Brownell Catherine.brownell@southwark.gov.uk
<u>(Public Pack) Agenda Document for Cabinet, 17/06/2025 11:00 Minutes Template</u>		
16 September 2025 Cabinet Report Agenda item 18	Resources/ Sustainable Growth North 160 Tooley Street	Catherine Brownell Catherine.brownell@southwark.gov.uk
<u>(Public Pack) Agenda Document for Cabinet, 16/09/2025 11:00 Minutes Template</u>		

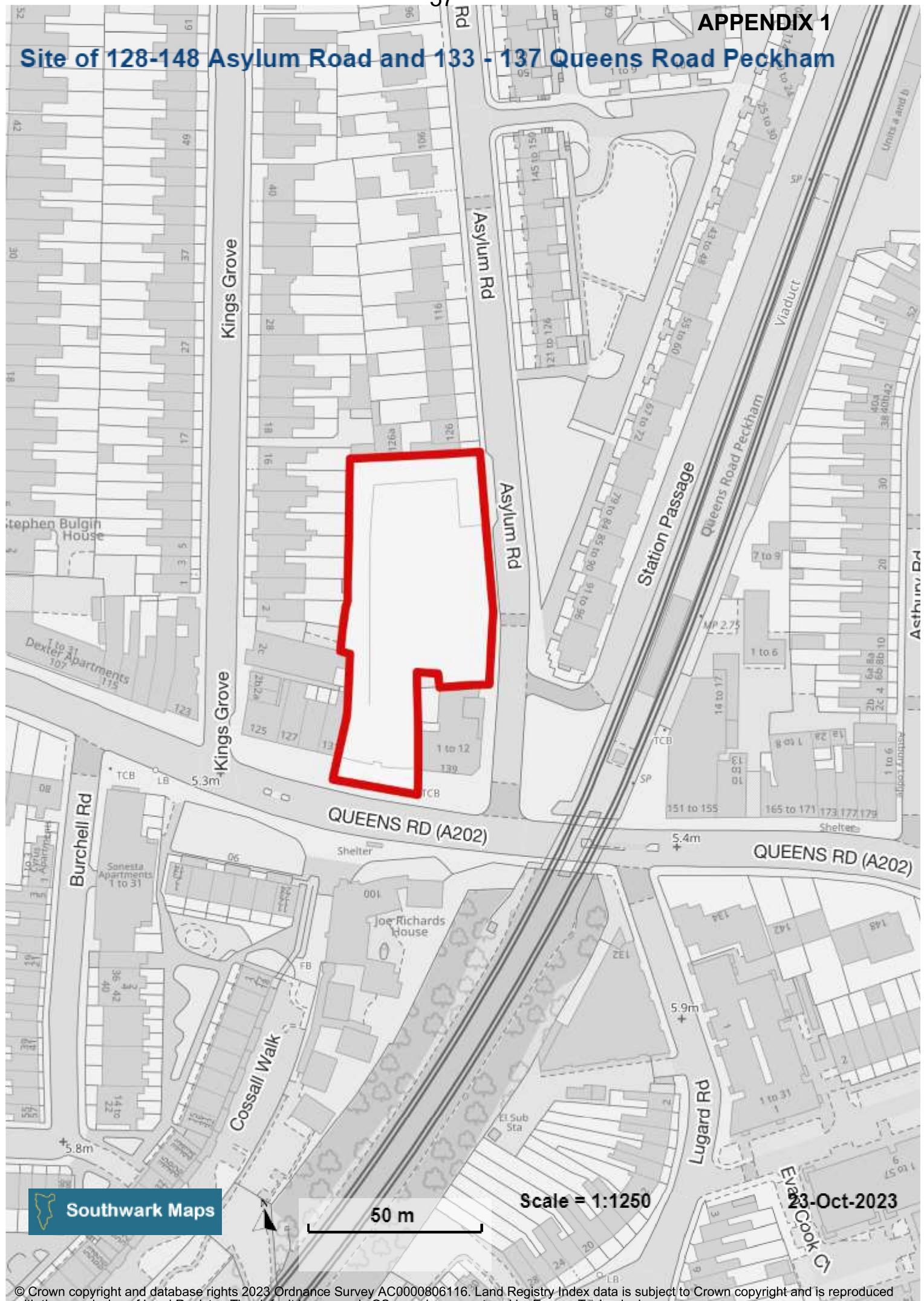
APPENDICES

No.	Title
Appendix 1	Site location Plan
Appendix 2	Nursing Care Needs Assessment report, August 2024
Appendix 3	Asylum Road EQINA, September 2025

AUDIT TRAIL

Cabinet Members	Councillor Helen Dennis, New Homes and Sustainable Development Councillor Evelyn Akoto, Health and Wellbeing
Lead Officer	Stephen Platts Director of Planning and Growth
Report Author	Catherine Brownell, Head of Sustainable Growth North
Version	Final
Dated	2 October 2025
Key Decision?	Yes
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER	
Officer Title	Comments Sought
Assistant Chief Executive, Governance and Assurance	Yes
Strategic Director of Resources	Yes
Strategic Director of Children's and Adults' Services	Yes
Assistant Director, Property	Yes
Cabinet Member	Yes
Date final report sent to Constitutional Team	2 October 2025

Site of 128-148 Asylum Road and 133 - 137 Queens Road Peckham



Nursing Care Needs Assessment- 14 August 2024

Introduction

There is a council plan commitment to build a new 65+ nursing home in Southwark to meet rising demand for nursing care and to address market sustainability issues.

The ambition is to complete construction of the new nursing home by March 2026. The new nursing home will provide up to 90 beds and the council are currently reviewing the most viable size option for the block contract held with the home.

As part of the planning process for the new nursing home, the following analysis has been undertaken to demonstrate the current landscape of nursing care provision in Southwark and how this will likely increase over time.

Care Homes in Southwark- Current Picture

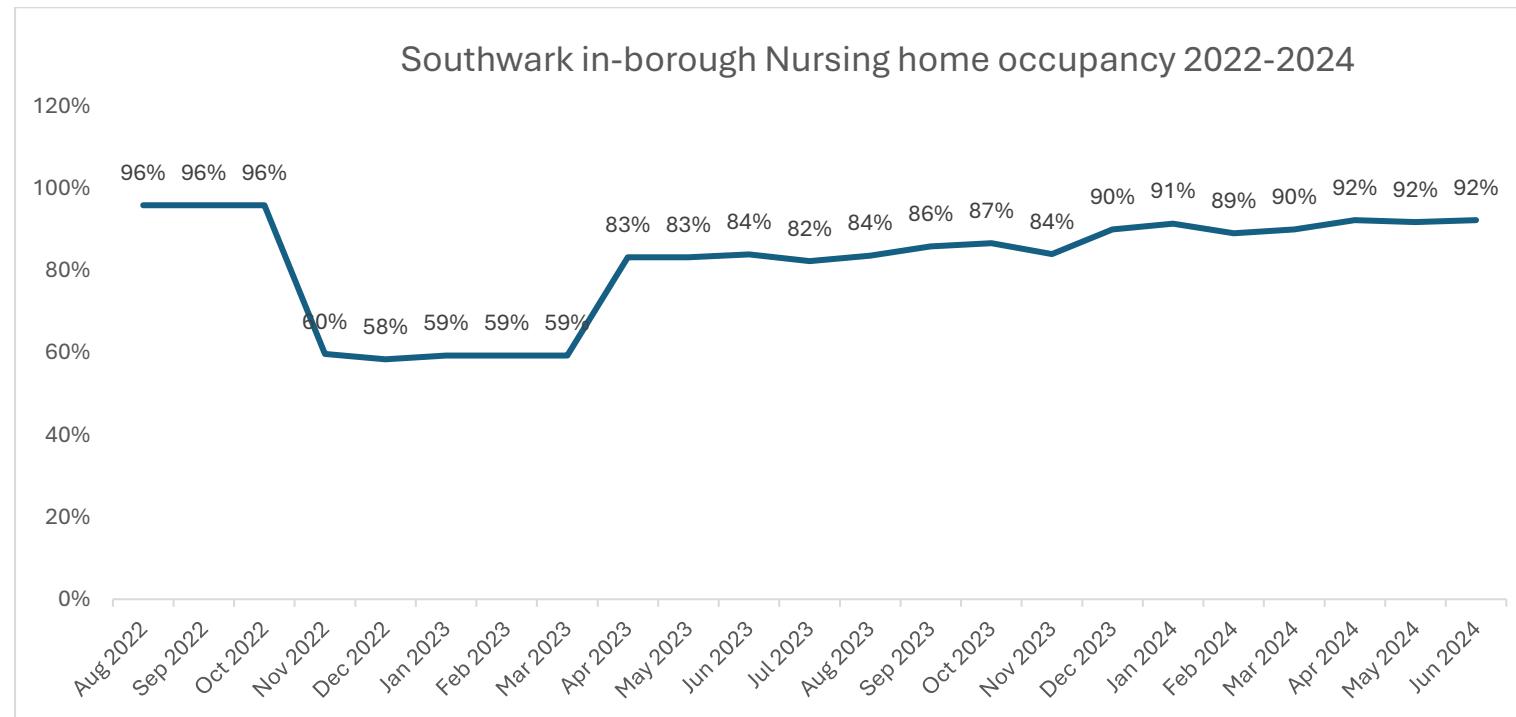
There are currently eight older peoples care homes in Southwark. Three of the eight homes provide nursing care to Southwark residents. Currently, we are meeting the demand for residential placements but are not always able to meet the current demand for nursing care and dementia nursing care in Southwark.

The table below provides the current number of beds by type across the eight older peoples care homes in Southwark.

Vacancy type	Total
General Residential	114
Dementia Residential	196
Residential Total	310
General Nursing	89
Dementia Nursing	92
Nursing Total	181
Total All Beds	491

A recent challenge to the nursing care bed base in Southwark was the closure of Queens Oak Care Home in November 2022 which provided 89 beds, 30 of which were nursing care beds for Southwark residents. During this time, a new care home, Camberwell Lodge opened which provided some additional nursing care capacity to replace some but not all of the beds lost to the Queens Oak Care Home closure. The graph below demonstrates the drop in occupancy created by the closure of Queens Oak, that was then replaced by the opening of Camberwell Lodge. From spring 2023, nursing occupancy rates have remained high.

The table below describes the occupancy rates for nursing placements in Southwark. Occupancy rates continue to rise, noting the significant reduction in occupancy rates between October 2022 and March 2023 due to the closure of Queens Oak Care Home.



Demand for Nursing Care Placements in Southwark- Current Issues and Rising Demand

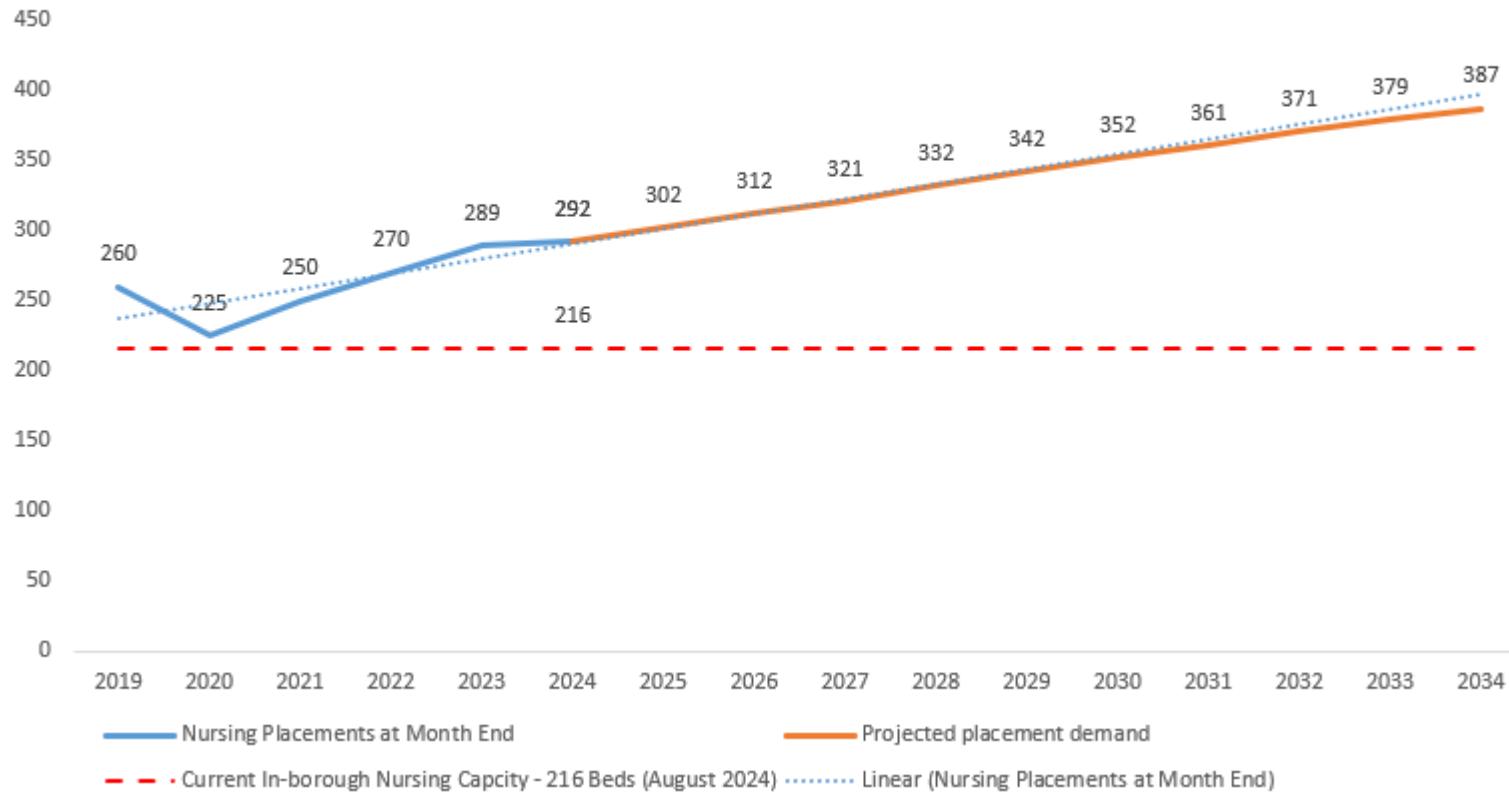
The demand for nursing care beds in Southwark is rising. As the population continues to age and their health needs become more complex, Southwark residents will require more nursing care beds.

The table below shows the predicted demand for nursing care placements over the next 10 years. Data has been sourced from POPPI, the GLA and current placement information from Southwark Council. The increase in demand for nursing care beds aligns with the timescales for opening the new nursing care home in Southwark. This modelling can be used to help inform the size of the councils block contract for the new home in order to be financially viable and meet demand.

Population Group	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034
Adults aged Under 55	13	13	13	13	13	13	13	13	13	13	13
Aged 55-64	34	34	34	34	34	34	34	34	34	33	33
Aged 65 or over	246	255	265	274	285	295	305	314	324	333	341
Total nursing care placements	292	302	312	321	332	342	352	361	371	379	387
Projected increase in demand from 2024		3%	6%	10%	13%	17%	20%	23%	27%	29%	32%
Additional bed demand from 2024		10	20	29	40	50	60	69	79	87	95

The table below describes the predicted rise in demand for nursing care placements in Southwark and demonstrates this rise in demand against the current in borough capacity. Demand is currently outstripping supply, and additional nursing placements are being sourced outside of Southwark, more detail on out of brough placements can be found in the section below.

Southwark Nursing Bed Placements and Projected Demand 2019-2024 (projections 2024-2034)



Out of Borough Placements

Officers have been working to re-configure the bed base in Southwark to increase nursing bed capacity. Due to a lack of nursing bed capacity, some residents are being placed out of borough. Out of Borough placements are more costly and are initiated when local provision cannot meet the needs of the resident or when a resident chooses an out of borough placement.

The Adult Social Care Placements team have sourced 150 new care home placements during the first six months of 2024:

- 75% of new care-home placements have been sourced within the London Borough of Southwark
- 25% of new care-home placements have been sourced of Borough [OOB].
- Approximately 50% of the care-home placements sourced Out of Borough were facilitated at the request of the person or their representatives.
- Adults requiring a care home placement have different bands of care needs and the ASC Placement Team will work to source services in an appropriate care setting based on their presenting need. The table below shows the different care bands for the OPPD service users who have been placed outside the London Borough of Southwark in the last six months.

Care Types for adults placed in care-homes outside of the London Borough of Southwark (January – June 2024)

Row Labels	Count of Cost per
Nursing EMI	5
Permanent Nursing	11
Permanent Residential	12
Permanent Residential - EMI	7
Temporary Nursing	3
Grand Total	38

Adults requiring care home placements do not always want to be placed in care homes situated within the London Borough of Southwark as they may want to relocate to live closer to family members. Not all adults referred to a care home situated in the London Borough of Southwark are accepted by the nominated provider and the ASC Placement Team's referral may be declined. In the event that a suitable care-home placement cannot be identified within the London Borough of Southwark an OOB may also be sourced. The table below shows the reasons why 25 of the 38 residents were placed in care-homes the London Borough of Southwark in January to June 2024; it is noted there is a reporting gap for 13 of the 38 residents.

Reason for Out of Borough Placements

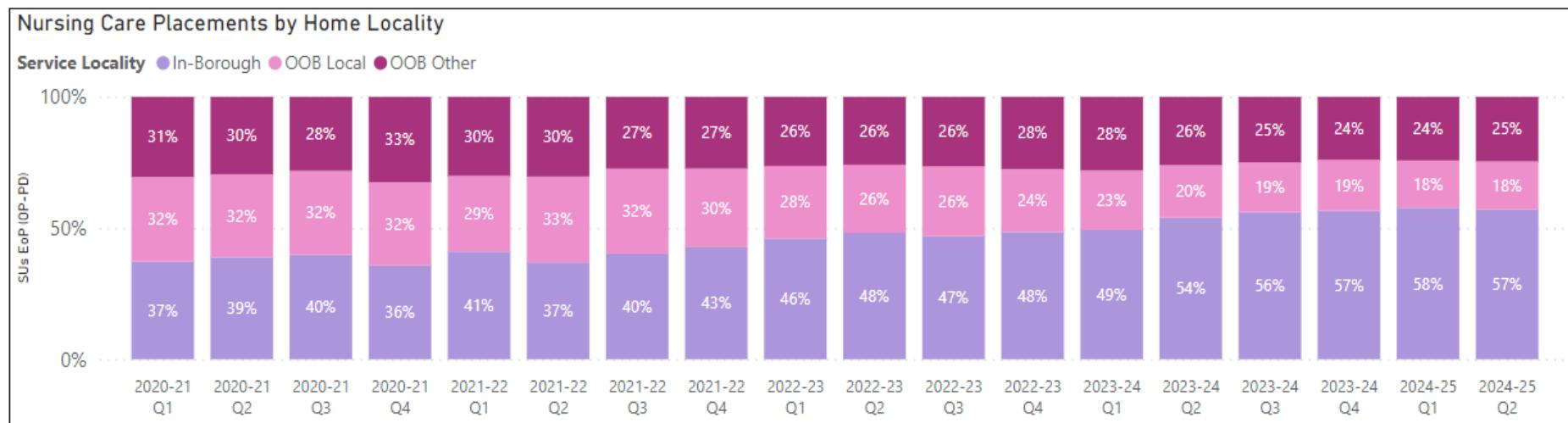
Reason for out of borough placement	Count
No in borough availability	8
Referral declined by in borough provider as inappropriate	4
Service User/family choice	13
Grand Total	25

The ASC Placement team have consulted over 25 care-home providers in 13 different local authorities to safely place the 38 adults who have moved to care-homes situated outside the London Borough of Southwark. The table below shows the location of the care-homes and the number of adults placed with each provider.

Out of borough placements by location and provider (January 2024 – June 2024)

Location of Placement	Number of Placements
Bexley	2
Bromley	7
Greenwich	2
Lambeth	8
Lewisham	3
South East London Total	22
Brent	1
Tower Hamlets	1
Croydon	8
Essex	1
Medway	2
Southend-on-Sea	1
Surrey	1
Swindon	1
Grand Total	38

The graph below shows the number of nursing care placements by in borough, out of borough local (SEL) and Out of Borough (non-SEL).



A further challenge to increasing the rates of in borough placements is two of the three care homes that provide nursing care in Southwark are rated as 'Requires Improvement' by the CQC. This can result in some residents declining placements in these two homes and can also impact on the ability of hospital discharge teams to step people down who are classed as a 'choice delay' into local homes from the acute hospitals. When someone is classed as a 'choice delay' in hospital it is when their preferred choice of discharge is not currently available; in these instances, it is reasonable for a local authority to work with the acute trust to step them down into a temporary placement whilst the local authority continues to search with regards to the person's choice. Unfortunately, it's not considered reasonable to discharge people to a home that requires improvement in these instances and homes should at least have a CQC rating of 'Good'. It is worth noting that Lambeth and Lewisham, which are statistical comparators have 450 and 350 places respectively for nursing care, when Southwark currently has about 225. Additional nursing care capacity, with an additional care home in Southwark that is rated good would support expedited hospital discharges in some instances and would also ensure residents had improved access to care at homes that have a higher CQC quality rating.

The table below shows the number of permanent placements into residential and nursing care from hospital for Q1 of 2024.

Row Labels	Apr	May	Jun	Grand Total Q1	Projected Annual Total	Target	Projected Variance
Perm Nursing	4	13	3	20	80		
Perm Residential	10	9	9	28	112		
Grand Total	14	22	12	48	192	154	38

Between August 2023 and July 2024, Guys and St. Thomas' NHS Foundation Trust (GSTT) discharged 85 Southwark residents via pathway three (hospital to care home pathway). Of these 85 discharges, over 50% of pathway three discharges were into a nursing care or intermediate care placement. There are some limitations to this data due to the implementation of Epic, the new electronic patient record system implemented across GSTT and Kings College Hospital. However, this does demonstrate a consistent demand for both residential and nursing placements from one of the two main hospitals in Southwark.

Pathway three discharges from GSTT also have the highest referral to discharge wait time, with the majority of patients waiting to be discharged into a care home waiting over 14 days. The table below shows the number of residents and length of time waited between August 2023 and July 2024. If there was additional care home capacity in Southwark, the time between referral and discharge into care homes may reduce.

Time between referral and discharge date	Number of patients awaiting- Pathway 3 discharge
<0	0
0	1
0 - 24 hours	4
24 - 48 hours	2
48 hours - 7 days	4
7 - 14 days	18
14 days +	56

Summary and Conclusions

Demand for nursing care placements in Southwark have increased steadily since 2021, after a brief decline due to the impact of the pandemic. As of June 2024, 94% of nursing placements in Southwark were occupied and 89% of all placements in Southwark (residential and nursing) were occupied, demonstrating that there is also a steady demand for residential and residential dementia placements.

The needs of residents are becoming increasingly complex, with rates of dementia rising and 60% of residents aged 70+ having three long term conditions. Healthy life expectancy for Southwark's older population is lower than regional and national average:

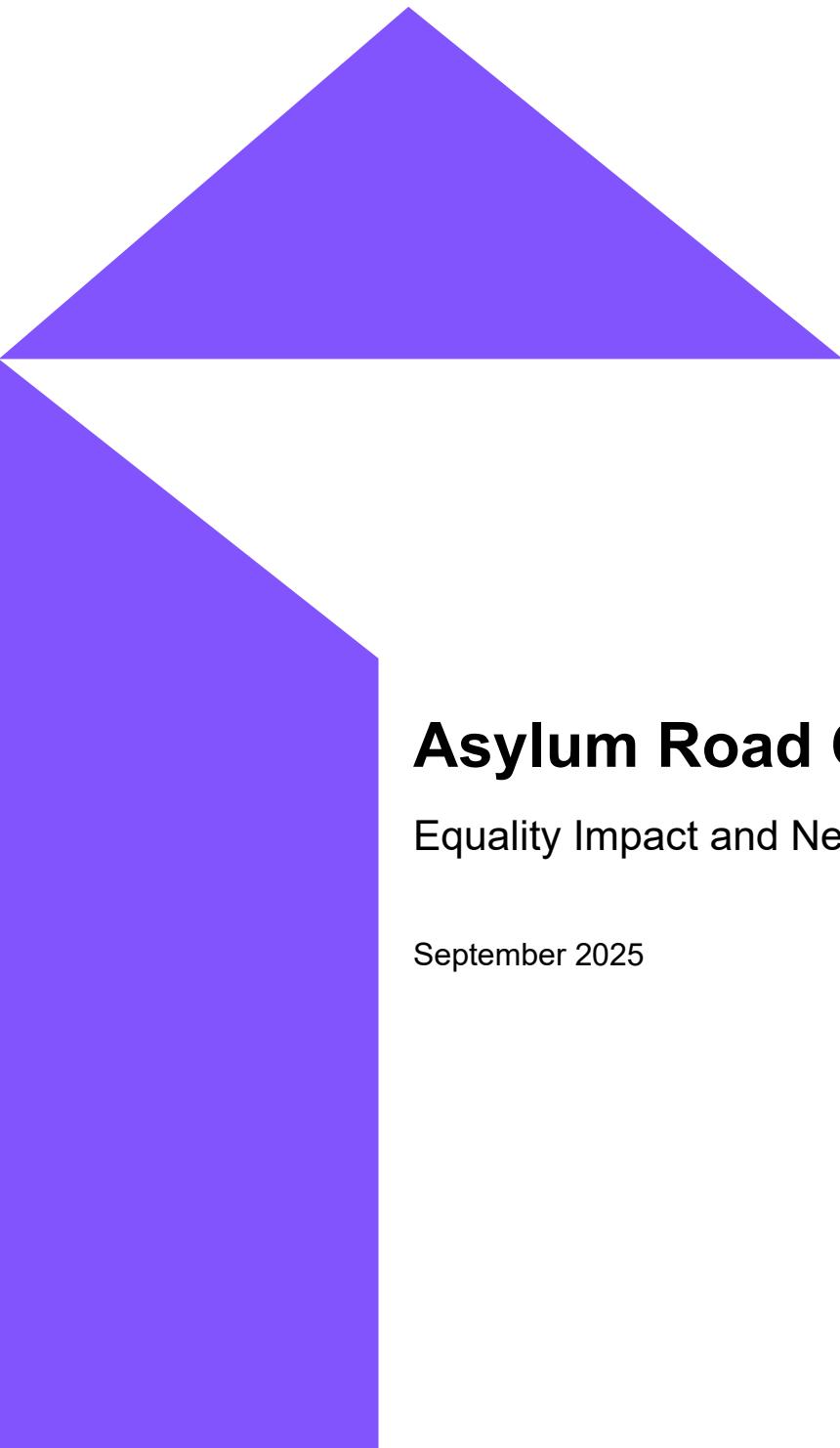
- Southwark's healthy life expectancy at age 65 in males is 9.1 years, compared with 10.3 years in London and 10.5 years in England. Southwark's healthy life expectancy at age 65 in females is 9.7 years, compared with 11.2 years in London and 11.3 years in England.
- These figures highlight that although residents are living longer, these years may not be spent in good health. Many residents will likely require a nursing or residential care placement to support their health needs, and there is an increasing reliance earlier in life among older people (based on figures above) for support from adult social care services.

If the nursing placement capacity is not increased in Southwark, more residents will require out of borough placements, resulting in higher costs, delayed hospital discharges and in some instances, residents not being placed in their local community.

The opening of a new care home will help meet the rising demand for nursing care provision in Southwark and will also help to replace much needed nursing care beds that were lost due to the closure of Queens Oak Care Home. Additionally, the new nursing care provision will also ensure that fewer Southwark residents will be placed out of borough, as Southwark will have more local nursing care provision that can support residents with more complex nursing care needs to age well within Southwark.

Creating additional capacity through building a new nursing home will ensure Southwark have a more diverse marketplace for nursing care, as presently, two of the three nursing homes in Southwark have a CQC rating of 'Requires Improvement' and can result in some residents choosing to go out of borough for nursing care and in some instances delaying hospital discharges and also reducing the time residents wait in hospital to be discharged into a care home.

Building a new nursing home operated by a new provider will also ensure a diverse market place so the council can ensure value for money and a more flexible offer for nursing care placements that enables more choice for residents.

A large, solid purple graphic element is positioned on the left side of the page. It consists of a large triangle pointing upwards, with its base being a trapezoid. The entire graphic is a uniform purple color.

Asylum Road Care Home

Equality Impact and Needs Assessment

September 2025

This page left intentionally blank for pagination.

Mott MacDonald
10 Fleet Place
London EC4M 7RB
United Kingdom

T +44 (0)20 7651 0300
mottmac.com

Asylum Road Care Home

Equality Impact and Needs Assessment

September 2025

Issue and Revision Record

Revision	Date	Originator	Checker	Approver	Description
A	08/07/2025	Charity Stone Maddie Mills	Emma Will	James Beard	First Draft for client review
B	25/08/2025	Emma Will	Sarah Marshall	James Beard	Update following client review
C	08/09/2025	Emma Will	Sarah Marshall	James Beard	Update following second client review
D	16/09/2025	Emma Will	Sarah Marshall	James Beard	Update following third client review
E	23/09/2025	Emma Will	Sarah Marshall	James Beard	Update following fourth client review

Document reference:

This document is issued for the party which commissioned it and for specific purposes connected with the above-captioned project only. It should not be relied upon by any other party or used for any other purpose.

We accept no responsibility for the consequences of this document being relied upon by any other party, or being used for any other purpose, or containing any error or omission which is due to an error or omission in data supplied to us by other parties.

This document contains confidential information and proprietary intellectual property. It should not be shown to other parties without consent from us and from the party which commissioned it.

Contents

Executive summary	1	
1	Introduction	3
1.1	Overview	3
1.2	The Equality Impact and Needs Assessment	3
1.3	Overall approach to the EQINA	5
1.4	Methodology for identifying and assessing equality effects	6
2	Context and Background	7
2.1	Overview of the Asylum Care Home scheme	7
3	Evidence Base	8
3.1	Local Area Profile	8
3.2	Literature Review	16
4	Equality Impact and Needs Assessment	19
4.1	Equality Impact and Needs Assessment	19

Executive summary

Overview and approach to the Equality Impact and Needs Assessment

Mott MacDonald has been commissioned by Southwark Council to undertake an Equality Impact and Needs Assessment (EQINA) of the development of the Asylum Road Care Home facility in Peckham.

The EQINA focuses on the potential effects likely to be experienced by those living, visiting and working in the community in light of their 'protected characteristics', as defined under the Equality Act 2010. The protected characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and belief, sex, and sexual orientation.

Assessment of equality effects has been undertaken in light of the characterisation of potential effects – including sensitivity of the affected parties to the scheme, the nature of the effect, and mitigation measures in place to address the effect. The report does not assess the impacts associated with care provision or delivery, as this has been defined by Southwark Council as outside the scope of this report.

Structure of this EQINA

The report follows the following structure:

- **Chapter 1: Introduction** – sets out the requirements of the Equality Act and the methodology followed by the report.
- **Chapter 2: Context and Background** – provides an overview of plans for the scheme, the site, and the surrounding area.
- **Chapter 3: Evidence Base** – sets out the demographic profile of Southwark and a summary of the evidence review which supports the Impact and Needs Assessment.
- **Chapter 4: Impact and Needs Assessment** – presents the findings of the assessment.

Findings of the EQINA

The research and analysis process has identified a number of risks and opportunities which could arise as a result of the scheme and which may impact local people differently due to their protected characteristics.

The table below provides a summary of the equality impacts identified during the operation and construction of the Asylum Road Care Home scheme, as assessed in Chapter 4.

Summary of equality impacts

Protected characteristic group	Positive impacts	Negative impacts
Age (Children)	No positive equality impacts anticipated	Limited and temporary negative impacts related to noise and air quality arising from construction activity in the local area
Age (Young people)	Improved traineeship and employment opportunities through new jobs in the care and construction sectors	No negative equality impacts anticipated

Protected characteristic group	Positive impacts	Negative impacts
Age (Working age people)	Improved employment opportunities in the care and construction sectors	No negative equality impacts anticipated
Age (older people)	Improved feelings of safety and security in the public realm locally Good public transport access to the new care home for visitors	Limited and temporary negative impacts due to noise and disturbance related to construction activity
Disability	Improved feelings of safety and security in the public realm locally Good public transport access to the new care home for visitors and staff Improved employment opportunities in the care and construction sectors	Limited and temporary negative impacts related to construction activity, including accessibility and health impacts
Gender reassignment	No positive equality impacts anticipated	No negative equality impacts anticipated
Marriage and civil partnerships	No positive equality impacts anticipated	No negative equality impacts anticipated
Pregnancy & maternity	No positive equality impacts anticipated	Limited and temporary negative impacts on accessibility and mobility during construction
Race	Improved employment opportunities in the care and construction sectors Improved feelings of safety and security in the public realm locally Good public transport access to new care home for visitors and staff	No negative equality impacts anticipated
Religion and belief	Improved feelings of safety and security in the public realm locally	No negative equality impacts anticipated
Sex (women)	Improved employment opportunities through new jobs in the care sectors Improved feelings of safety and security in the public realm locally	No negative equality impacts anticipated
Sex (men)	Improved feelings of safety and security in the public realm locally Improved construction employment opportunities	No negative equality impacts anticipated
Sexual orientation	Improved feelings of safety and security in the public realm	No negative equality impacts anticipated

1 Introduction

1.1 Overview

Mott MacDonald has been commissioned by Southwark Council ('the council') to undertake an Equality Impact and Needs Assessment (EQINA) for the development of the Asylum Road Care Home facility ('the scheme').

This report provides the context of the scheme, the requirements of the Equality Act 2010 ('the Equality Act'), the socio- demographic profile of the wider area and potential needs, and an assessment of the potential impacts of the scheme on people with characteristics protected under the Equality Act.

Protected characteristics include the following (as defined by the Equality Act): age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and belief, sex, and sexual orientation.

The report outlines the findings of the assessment and provides recommendations for mitigation and further enhancement where appropriate.

1.2 The Equality Impact and Needs Assessment

1.2.1 Equality Impact Assessment and the Public Sector Equality Duty

The EQINA has been undertaken in support of the council's obligations under UK equality legislation, and in particular the Equality Act. The Act sets out a Public Sector Equality Duty (PSED), at section 149, and is partially set out below.

Table 1.1: Article 149 of the Equality Act 2010: The Public Sector Equality Duty

- (1) A public authority must, in the exercise of its functions, have due regard to the need to
 - a. eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - b. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - c. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- (2) A person who is not a public authority but who exercises public functions must, in the exercise of those functions, have due regard to the matters mentioned in subsection (1).
- (3) Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to –
 - a. remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
 - b. take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
 - c. encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

Source: The Equality Act, 2010

The PSED is intended to support good decision-making. It encourages public bodies such as the Council to understand how different people will be affected by their activities. This helps to ensure policies and services are appropriate and accessible to all and meet different people's needs. The Council must demonstrate that it has shown due regard to the aims of the PSED throughout the decision-making process for the redevelopment of the land for the care home. The process used to do this must take account of the protected characteristics which are identified below in section 1.2.3.

1.2.2 Assessing equality effects

While the PSED does not specify a particular process for considering the likely effects of policies, programmes, and projects on different sections of society for public authorities to follow, this process is usually undertaken through some form of equality analysis. This can include EQINA.

By understanding the effect of their activities on different people, and how inclusive delivery can support and open up opportunities, public bodies can be more efficient and effective. The PSED therefore helps public bodies to deliver the Government's overall objectives for public services.

The PSED specifies that public bodies should minimise disadvantages experienced by people due to their protected characteristics, take steps to meet the different needs of people from protected groups, and encourage participation from these groups where participation is disproportionately low. Undertaking equality analysis such as an EQINA helps to demonstrate how a public body is complying with the PSED by:

- providing a written record of the equality considerations which have been taken into account;
- ensuring that decision-making includes consideration of the action that would help to avoid or mitigate any negative impacts on particular protected groups; and
- supporting evidence-based and more transparent decision-making.

1.2.3 Protected characteristics

An EQINA provides a systematic assessment of the likely or actual effects of policies or proposals on social groups with the following protected characteristics (as defined by the Equality Act):

Table 1.2: Protected characteristics definitions

Protected characteristic	Equality and Human Rights Commission (EHRC) definition
Age	A person belonging to a particular age (for example 32-year olds) or range of ages (for example 18 to 30-year olds).
Disability	A person has a disability if she or he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.
Gender reassignment	The process of transitioning from one gender to another.
Marriage and civil partnership	Marriage is a union between a man and a woman or between a same-sex couple. Couples can also have their relationships legally recognised as 'civil partnerships'. Civil partners must not be treated less favourably than married couples (except where permitted by the Equality Act).
Pregnancy and maternity	Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.
Race	Refers to the protected characteristic of race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.
Religion and belief	Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (such as Atheism). Generally, a belief should affect someone's life choices or the way they live for it to be included in the definition.
Sex	A man or woman
Sexual orientation	Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes.

Source: Equality Act, 2010 and Equality and Human Rights Commission, 2019

For the purposes of this EQINA, groups with protected characteristics have been identified based on the desk-based evidence review to improve the assessment.

- Within 'age', all age ranges are considered, but specific sub-categories include children (aged under 16 years), younger people (aged 16-24 years), and older people (aged 65 or over).
- Within 'race', all races and ethnicities are considered, but the sub-category of Ethnic Minority is identified to refer to non-White British communities.
- Within 'religion and belief', all religious and belief groups are considered, but the term 'Minority faith groups' refers to religious groups who are not Christian (Buddhist, Hindu, Jewish, Muslim, Sikh, and 'other').
- Within 'sexual orientation' and 'gender reassignment', all sexual orientations and gender statuses are considered.
- Within 'sex', the sub-categories of men and women are used.
- Within 'pregnancy and maternity', pregnant women are reported as a sub-category where the effect only relates to pregnancy.

1.3 Overall approach to the EQINA

1.3.1 Tasks undertaken

The following tasks have been undertaken to deliver the assessment:

1.3.1.1 Understanding the scheme

Review of scheme documents: A review of documents associated with the scheme has been undertaken, including relevant material provided by the Council. This includes the proposal for site 128-148 Asylum Road SE15, Nursing Care Needs Assessment conducted in 2024, the Residential Care Charter, and compiled information provided by the client in the project scope and brief.

1.3.1.2 Evidence, distribution, and proportionality

Desk-based evidence and literature review: In order to better understand the potential impacts arising from the scheme, and to help to identify possible mitigations and opportunities associated with the scheme, relevant published literature from government, academic and third sector sources were reviewed. This allowed for the characterisation of potential risks and impacts typically associated with care home development, to understand whether they apply in this instance.

Demographic analysis of the site and surrounding area: Using publicly available data, borough level data has been used to analyse the demographic and socio-economic conditions in the local area, on its own and against wider comparator areas.

1.3.1.3 Impact and needs assessment

Impact and needs assessment: The impact and needs assessment was conducted based on the evidence gathering above. Potential impacts with respect to groups with protected characteristics as defined under the Equality Act were identified and assessed using the research undertaken in the stages above.

1.3.1.4 Recommendations

Recommendations: High level recommendations have been made within the EQINA report for any mitigation of adverse effects and opportunities to enhance benefits and maximise social outcomes during delivery of the new care home.

1.3.1.5 Exclusions

The report does not comment on the impacts associated with care provision or delivery, as this is outside the scope of this report as defined by the council.

1.4 Methodology for identifying and assessing equality effects

1.4.1 Identifying potential equality effects

The assessment of effects across the EQINA process is predominantly qualitative and outlines the nature of the impacts on groups with protected characteristics as defined under the Equality Act 2010.

The assessment considers, where possible and applicable:

- whether the redevelopment will have a positive or negative effect
- the relationship of the effect to the redevelopment (e.g. direct relationship such as loss of property or indirect relationship such as loss of access to services);
- the duration, frequency and permanence of the impacts.

2 Context and Background

2.1 Overview of the Asylum Care Home scheme

2.1.1 Overview

The council is intending to lease a plot of vacant council-owned land at Asylum Road for development as a new care home.

2.1.2 The site

The site is located within the Nunhead and Queens Road Ward in Peckham, South East London.

The site is located with frontages to Asylum Road and Queens Road, encompassing the addresses 128-148 Asylum Road and 133-137 Queens Road SE15.

The site has been vacant since 2018 when the former day care centre was demolished. It has been identified as a suitable location for a new care home as it is located in the south of the borough, where the council has identified the demand for nursing care.

There are currently eight older people's care homes in Southwark. The council predicts rising demand for nursing care placements to rise by 32% by 2034.¹

2.1.3 Asylum Road Care Home

The council is looking to lease the land to a sector-specific developer/operator entity as a development opportunity for a new care home. The lease arrangements will include a number of council-funded bed-spaces for nursing dementia and residential dementia beds.

The new care home is anticipated to contribute to the identified current and future need within Southwark. A massing and capacity study undertaken in 2023 indicates that the site has capacity to accommodate a 90-bed care home in a 4-storey building.

The facility is expected to generate 100 full-time equivalent jobs at qualified, unqualified and managerial level. The expectation is that the new nursing home will entail a 2-year construction period.

2.1.4 The locality

Queens Road Peckham is approximately 5.6km southeast of central London. Surrounding the site is a mix of residential and commercial properties. Queens Road caters to commuters and local residents with local shops, cafes and restaurants. Green and open space within close proximity to the site include Peckham Rye Park and Peckham Common.

The site has excellent transport links, being adjacent to Queens Road Peckham railway station. Its proximity to the railway station provides quick access to Central London via the London Overground and Southern rail services, and to destinations in the south of London.

¹ Southwark Council (2024). Nursing Care Needs Assessment

3 Evidence Base

3.1 Local Area Profile

3.1.1 Overview

The demographic and socio-economic profile of the area in which the scheme is located is outlined below. This shows the proportion of people with different protected characteristics living in the local borough of Southwark, Greater London and England as comparators. In comparing these regions, where the borough deviates by more than 3%, the difference is reported as higher or lower; and where it deviates by 5% or more, the difference is reported as considerable.

A borough- wide profile has been developed as the provision of care will be relevant to the population of the entire borough, rather than just the residents of the local neighbourhood.

3.1.2 Age

The table below shows the population by age group including children, young people, working age people and older people.

Table 3.1: Population by age group

Location	Children (<16 years)	Young people (16-24 years)	Working age (16-64 years)	Older people (65+ years)
Southwark	17%	13%	75%	8%
London	19%	11%	69%	12%
England	19%	11%	63%	18%

Source: Office for National Statistics (2021)

The table above outlines that:

- The proportion of children in Southwark (17%) is in line with London (19%) and England (19%).
- The proportion of young people in Southwark (13%) is broadly in line with London (11%) and England (11%).
- The proportion of working age people in Southwark (75%) is higher than London (69%) and England (63%).
- The proportion of older people in Southwark (8%) is lower than London (12%), and considerably lower than the national proportion (18%).

3.1.3 Disability

Table 3.2 below shows the population of people who are disabled, whose day-to-day activities are limited a lot/ little/ not limited, and the proportion of the population with no long term physical or mental health conditions.

Table 3.2: Proportion of the population with a disability

Location n	Disabled under the Equality Act			Not disabled under the Equality Act (day-to-day activities are not limited)		
	Total	Day-to-day activities limited a lot	Day-to-day activities limited a little	Total	Long term physical or mental health condition	No long term physical or mental health conditions
Southwark	14%	6%	8%	86%	6%	80%
London	13%	6%	7%	87%	5%	82%
England	17%	7%	10%	83%	7%	76%

Source: Office for National Statistics (2021)

The table above outlines that:

- The proportion of the population who are disabled in Southwark (14%) is in line with London (13%), but lower than the national proportion (17%).
- The proportion of the population whose day-to-day activities are limited a lot in Southwark (6%), is in line with London (6%) and England (7%).
- The proportion of the population whose day-to-day activities are limited a little in (7%) Southwark (7%) is in line with London (7%), but lower than the national proportion (10%).
- The proportion of the population whose day-to-day activities are not limited in Southwark (6%) broadly in line with London (5%) and England (7%).
- The proportion of the population with no LTHD in Southwark (80%) is in line with London (82%), but considerably higher than the national proportion (76%).

3.1.4 Gender reassignment

The table below shows the proportion of the population who do or do not identify with the same sex they were assigned at birth.

Table 3.3: Proportion of the population who do or do not identify with their sex registered at birth

Location	Gender identity the same as sex registered at birth	Gender identity different from sex registered at birth but no specific identity given	Trans woman	Trans man	All other gender identities	Not answered
Southwark	91%	1%	0%	0%	0%	7%
London	91%	0%	0%	0%	0%	8%
England	93%	0%	0%	0%	0%	6%

Source: 2021 Census, ONS – gender identity

The table above outlines that the proportion of the population who identify as the same as their sex registered at birth within Southwark (91%) is broadly in line with London (91%) and the national proportion (93%).

3.1.5 Marriage and civil partnership

The table below shows the proportion of the population who are married or in a civil partnership in Southwark, London and England.

Table 3.4: Marital status of the population

Location	Single (never married or never registered a civil partnership)	Married	In a registered civil partnership	Separated (but still legally married or still legally in a civil partnership)	Divorced or formerly in a civil partnership which is now legally dissolved	Widowed or surviving partner
Southwark	60%	26%	1%	3%	7%	3%
London	46%	40%	0%	2%	7%	4%
England	38%	44%	0%	2%	9%	6%

Source: 2021 Census, ONS – marital and civil partnership status

The table above outlines that:

- The proportion of the population who are single in Southwark (60%) is considerably higher than in London (46%) and England (38%).
- The proportion of the population who are married in Southwark (26%) is considerably lower than in London (40%) and England (44%).
- The proportion of the population are in a registered civil partnership, separated or divorced in Southwark, is broadly in line with London and England.
- The proportion of the population who are widowed or the surviving partner in Southwark (3%) is broadly in line with London (4%) but lower than England (6%).

3.1.6 Race and ethnicity

The table below provides a breakdown of the population in Southwark, London and England by race and ethnicity.

Table 3.5: Population by race and ethnicity

Ethnic group	Southwark	London	England
White	White British	36%	37%
	Irish	2%	2%
	Gypsy or Irish Traveller	0%	0%
	Roma	1%	0%
	Other White	13%	15%
Mixed/multiple ethnic groups	White and Black Caribbean	2%	2%
	White and Black African	1%	1%
	White and Asian	2%	1%
	Other Mixed	2%	2%
Asian/Asian British	Indian	2%	7%
	Pakistani	1%	3%
	Bangladeshi	2%	4%
Black/African/Caribbean/Black British	Chinese	3%	2%
	Other Asian	3%	5%
	African	16%	8%
	Caribbean	6%	4%

Ethnic group	Southwark	London	England
Other ethnic groups	Other Black	4%	2%
	Arab	1%	2%
	Any other ethnic group	5%	5%
Ethnic minorities (including White minorities)	64%	63%	26%

Source: 2021 Census, ONS – ethnic group

The table above shows that:

- The proportion of the population who are White British in Southwark (36%) is in line with London (37%) and considerably lower than England (74%).
- The proportion of ethnic minorities in Southwark (64%), is in line with London (63%) and considerably higher than in England (26%).

3.1.7 Pregnancy and maternity

The table below shows the Live births, Crude Birth Rate, GFR (General Fertility Rate) and TFR (Total Fertility Rate) for Southwark, London and England. Data at local impact area level is unavailable, therefore the borough of Southwark will be compared with regional and national proportions.

Table 3.6: Maternity statistics for the population

Location	Live births	Crude birth rate	General fertility rate (GFR)*	Total fertility rate (TFR)**
Southwark	3,393	10.9	39.5	1.1
London	106,696	12.0	50.4	1.4
England	577,046	10.1	51.9	1.5

Source: ONS, 2022 Live births in England and Wales: birth rates down to local authority areas

*number of live births per 1,000 female population aged 15 to 44, calculated using mid-year population estimates

**average number of live children that a group of women would bear if they experienced the age-specific fertility rates of the calendar year in question throughout their childbearing lifespan

The table above shows that:

- The crude birth rate in Southwark (10.9) is broadly in line with both the regional (12.0) and national proportions (10.1)
- The GFR in Southwark (39.5) is considerably lower than the regional (50.4) and national (51.9) proportions. This means that the number of live births per 1000 women aged 16-44 years in the Southwark population is considerably lower than regional and national figures, indicating lower rates of pregnancy in this area.
- The TFR in Southwark (1.1) is lower than regional (1.4) and national (1.5) proportions.

3.1.8 Religion and belief

The table below provides the religious profile for Southwark, London and England.

Table 3.7: Population by religion and belief

Religion or belief	Southwark	London	England
Christian	43%	41%	46%
Buddhist	1%	1%	0%

Religion or belief	Southwark	London	England
Hindu	1%	5%	2%
Jewish	0%	2%	0%
Muslim	10%	15%	7%
Sikh	0%	2%	1%
Other religion	1%	1%	1%
No religion	36%	27%	37%
Religion not stated	7%	7%	6%
Minority religion	13%	25%	11%

Source: 2021 Census, ONS – religion

The table above shows that:

- The proportion of the population who are Christian in Southwark (43%) is broadly in line with London (41%) and lower than England (46%).
- The proportion of the population who are Muslim in Southwark (10%) is lower than London (15%), and higher than in England (7%).
- The proportion of the population with no religion in Southwark (36%) is in line with England (37%) but considerably higher than the regional proportion (27%).
- The proportion of the population who identify with a minority religion in Southwark (13%) is broadly in line with England (11%) but considerably lower than the proportion in London (25%).

3.1.9 Sex

The table below shows the proportion of the population who are male and female in Southwark, London and England.

Table 3.8: Population by sex

Location	% of population who are male	% of population who are female
Southwark	48%	52%
London	49%	52%
England	49%	51%

Source: ONS 2021 Census

The table above outlines that:

- The proportion of the population who are male in Southwark (48%) is broadly in line with London (49%) and England (49%)
- The proportion of the population who are female in Southwark (52%) is broadly in line with London (51%) and England (51%).

3.1.10 Sexual orientation

The table below shows the sexual orientation of the population in Southwark, London and England.

Table 3.9: Population by sexual orientation

Location	Straight or Heterosexual	Gay or Lesbian	Bisexual	All other sexual orientations	Not answered
Southwark	83%	5%	3%	1%	9%
London	86%	2%	2%	1%	10%
England	89%	2%	1%	0%	7%

Source: 2021 Census, ONS – sexual orientation

The table above outlines that:

- The proportion of the population who are straight or heterosexual in Southwark (83%) is lower than in London (86%) and considerably lower than in England (89%).
- The proportion of the population who are gay or lesbian in Southwark (5%) is higher than the proportion in London (2%) and England (2%).
- The proportion of the population with a different sexual orientation in Southwark (9%) is broadly in line with London (10%) and England (7%).

3.1.11 Socio-economic status

3.1.11.1 Deprivation

The table below outlines the level of deprivation by quintiles in Southwark, London and England.

Table 3.10: Population by deprivation quintile

Location	Most deprived quintile	Second deprivation quintile	Third deprivation quintile	Fourth deprivation quintile	Least deprived quintile
Southwark	23%	46%	20%	8%	3%
London	17%	33%	23%	16%	11%
England	20%	20%	20%	20%	19%

Source: ONS 2021 census population and MHCLG 2019 Indices of Multiple Deprivation

The table above shows that:

- The proportion of the population within the Southwark who are in the most deprived quintile (23%) is considerably higher than London (17%) and higher than England (20%).
- The proportion of the population in Southwark who are in the second deprivation quintile (46%) is considerably higher than the proportion in London (33%) and England (20%).
- The proportion of the population in the Southwark who are in the third deprivation quintile (20%) is lower than with the proportions in London (23%) but broadly in line with England (20%).
- The proportion of the population in the Southwark who are in the fourth deprivation quintile (8%) is considerably lower than the proportion in London (16%) and the proportion in England (20%).
- The proportion of the population in Southwark who are in the least deprived quintile (3%) is considerably lower than London (11%) and England (19%).

3.1.11.2 Economic Activity

The table below provides a breakdown of the economic activity, employment rate and unemployment rate of working aged people in Southwark, London and England.

Table 3.11: Economic activity of the population

Location	Economic activity rate (16 to 64 year olds)	Employment rate (16 to 64 year olds)	Unemployment rate (16 to 64 year olds)
Southwark	81%	74%	9%
London	80%	76%	5%
England	79%	76%	4%

Source: ONS Annual Population Survey (2023) (Jan-Dec 2023)

The table above outlines that:

- The economic activity rate in Southwark (81%) is broadly in line with both the regional (80%) and national (79%) percentages.
- The employment rate in Southwark (74%) is broadly in line with both the regional (76%) and national (76%) percentages.
- The unemployment rate in Southwark (9%) is higher than both the national (5%) and regional (4%) percentages.

3.1.11.3 Disability and employment

Evidenced suggests there is a disparity in employment rates between disabled people and non-disabled people. The table below provides a breakdown of the economic activity, employment rate and unemployment rate of disabled people in the UK in 2023.

Table 3.12: Employment and economic activity of disabled people aged 16-64

	In Employment	Unemployed	Economically Active	Economically inactive
UK (Jan- Dec 2023)	53%	7%	57%	43%

Source: ONS (2023). Annual Population Survey

The table shows:

- 53% of disabled people were employed, which is considerably lower than the average employment rate of 76%.
- 43% of disabled people were economically inactive, compared the 21% average economic inactivity rate.

3.1.11.4 Ethnicity and employment

People from ethnic minority groups are disproportionately represented amongst the unemployed. The table below provides an overview of regional and national employment rates by ethnicity.

Table 3.13: Employment by ethnicity

Race and ethnicity	Southwark	London	United Kingdom
All	5%	4%	4%
White	2%	N/A	N/A
White British	N/A	3%	3%

Race and ethnicity	Southwark	London	United Kingdom
White other	N/A	5%	4%
All other ethnic groups combined	12%	N/A	N/A
Asian	N/A	7%	6%
Black	N/A	7%	7%
Mixed	N/A	3%	6%
Other	N/A	4%	6%

Source: ONS (2023). Annual Population Survey

Whilst the dataset used did not provide matching categories to enable a direct comparison between Southwark, London, and England, it does clearly indicate that there is a considerably higher proportion of people from ethnic minority groups who are unemployed in Southwark when compared with London and national figures

3.1.11.5 Age and employment

The table below provides an overview of employment and economic activity rates across different age groups across the UK.

Table 3.14: Employment by age group

Age group	Employment rate	Unemployment rate	Economic activity rate	Economic inactivity rate
16-17 years	21%	27%	29%	71%
18-24 years	59%	13%	68%	32%
25-34 years	84%	4%	87%	13%
35-49 years	86%	3%	88%	12%
50-64 years	72%	3%	74%	27%
65+ years	12%	3%	13%	87%

Source: ONS (2023). Annual Population Survey

The table demonstrates that of people of working age, young people between the ages of 16 and 24 have higher unemployment rates than average.

3.1.11.6 Claimant count

The table below outlines the percentage of the working age population employed, unemployed and on job seekers allowance (JSA) and universal credit in the local impact area, Southwark, London and England.

Table 3.15: Claimant count of the population

Location	Working age population	% of working age population in employment	% of working age population who are unemployed	% of working age population on JSA and universal credit
Southwark	230,455	76%	7%	5%
London	152,690	77%	4%	5%
England	6,060,567	75%	3%	4%

Source: ONS Claimant Count Jan 2024-Dec2024 and ONS Census 2021

The table above outlines that:

- The proportion of working aged people who are unemployed in Southwark (7%) is higher than both the regional (4%) and national (3%) proportions.
- The proportion of working aged people who are on job seekers allowance and universal credit in Southwark (5%) is broadly in line with London (5%) and England (4%).

3.2 Literature Review

This section sets out the summary findings of the desk-based review process, providing a literature review of the potential effects of the Scheme on people with protected characteristics. Potential risks and opportunities of typical developments on the local community have been considered. As outlined in Chapter 1, the impacts of the care home on access to care and other potential risks and opportunities associated with care provision and delivery are not within the scope of this assessment.

All are segmented into key thematic areas.

Table 3.16: Summary literature review

Potential equality impacts

Potential equality impacts during operation

Improved employment opportunities

Compared with the population of England, a higher proportion of adult social care workers are female and from an ethnic minority group.² Young people, disabled people, and people from ethnic minority groups are more likely to be unemployed than other groups.³

Impacts on local businesses

People from ethnic minority groups are more likely to be self-employed in the UK when compared with white people; whilst older workers are more likely to be self-employed than younger age groups.⁴ Certain groups are more likely to face disadvantages in starting businesses. The British Business Bank has found that women and people who come from ethnic minority backgrounds face systemic disadvantages, even when controlling for a number of factors.⁵ However, the proportion of women who run SMEs in the UK has risen to 15%, and nearly half of all early-stage entrepreneurs in the UK were women in 2023.⁶

Impacts on accessibility and mobility during operation

Changes in road traffic can reduce opportunities for children and older people to socialise by making it more difficult for them to travel safely and independently.⁷ Traffic can also present a barrier for disabled people. Whilst car travel is one of the more accessible modes of transport but barriers can include a lack of parking and traffic.⁸ The absence of appropriate spaces can

² Kings Fund (2024). 'The adult social care workforce in a nutshell'. Available at: [The Adult Social Care Workforce In A Nutshell | The King's Fund](#)

³ ONS (2019): 'Disability and employment, UK' Available at: <https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/disability/bulletins/disabilityandemploymentuk/2019>; UK Government (2019): 'Unemployment: ethnicity facts and figures'; EY Foundation (2016): 'The employment landscape for young people in the UK'

⁴ GOV.UK (2022) Self-employment. Available at: [Self-employment - GOV.UK](#) Ethnicity facts and figures: Centre for Ageing Better (2023) Almost one million more workers aged 65 and above since the new millennium, new analysis reveals. Available at: [Almost one million more workers aged 65 and above since the millennium, new analysis reveals | Centre for Ageing Better](#)

⁵ British Business Bank (2020). Alone Together: entrepreneurship and diversity in the UK

⁶ House of Commons Library (2024). Business Statistics Research Briefing. Available at: [SN06152.pdf](#)

increase the distance disabled people have to walk to reach their destination, which is a particular issue given the proportion of disabled people who rely on car transport because it can enable door to door journeys.⁹

Public transport access to new care home

People from ethnic minority backgrounds are less likely to own cars and are therefore more likely to be dependent on public transportation.¹⁰ A survey by Runnymede Trust shows that people from ethnic minority backgrounds are twice as likely to use public transport than white people.¹¹ Disabled people generally have fewer travel options compared to non-disabled people, with approximately 40% have no access to a private vehicle at all.¹² Older people are also more likely than some other groups to travel by bus, with 66% of older Londoners regularly travelling by this mode of transport.¹³

Impact on feelings of safety and security

Vacant land lots can attract unwanted anti-social behaviour and crime in the local area, such as increased vandalism, arson and break-ins.¹⁴ Indeed, theories such as Rational Choice Theory and Broken Windows Theory highlight how the design of neighbourhoods and towns can be linked to crime and disorder.¹⁵

The potential increase in crime can impact a number of groups in the community who are more likely to be a victim or witness of crime. Disabled people, LGBTQ+ people, people from ethnic minority groups, and young people are more likely to be victims of crime.¹⁶ In addition, fear of crime can affect mental health and wellbeing for older people, women, ethnic minority groups and LGBTQ+ people. Research has found that although older people tend to have minimal exposure to crime, they have a high fear of crime.¹⁷ Gender has also been found to impact fear of crime, with data showing that women are more fearful of crime than men.¹⁸ According to GOV.UK, a smaller proportion of white people report a fear of crime compared with ethnic minority groups.¹⁹ Research also demonstrates that LGBTQ+ people often fear crime due to threats to their safety and well-being.²⁰

⁹ Transport for all (2025). 'Private transport- car'. Available at: [Car | Transport for All](#)

¹⁰ Government Office for Science (2019). 'Inequalities in mobility and access in the UK transport system'

¹¹ Runnymede Trust (2020). 'Over-exposed and under-protected: the devastating impact of COVID-19 on ethnic minority communities in Great Britain'

¹² Government Office for Science (2019). 'Inequalities in mobility and access in the UK transport system'

¹³ London Assembly (2023). 'Towards and age friendly London- evidence base'. Available at: [Towards an age-friendly London: evidence base | London City Hall](#)

¹⁴ Power, A. (2010) Housing and sustainability: demolition or refurbishment? Available at: [Housing and sustainability: demolition or refurbishment? | Proceedings of the Institution of Civil Engineers - Urban Design and Planning](#)

¹⁵ SocioHealth (2024) The Dimensions and Types of Crime in Urban Areas. Available at: [The Dimensions and Types of Crime in Urban Areas - SocioHealth](#)

¹⁶ Census 2021 (2021) Crime in England and Wales, victim characteristics: year ending March 2023. Available at: [Crime in England and Wales, victim characteristics - Office for National Statistics](#)

¹⁷ Monash University (2021) Un-neighbourly? Fear of crime among older people points to social isolation. Available at: [Fear of crime among older people points to social isolation – Monash Lens](#)

¹⁸ Johansson, S. and Haandrikman, K. (2021) 'Gendered fear of crime in the urban context: A comparative multilevel study of women's and men's fear of crime', *Journal of Urban Affairs*, 45 (7), pp. 1238 – 1264. Available at: [Full article: Gendered fear of crime in the urban context: A comparative multilevel study of women's and men's fear of crime](#)

¹⁹ GOV.UK (2016) Fear of crime. Available at: [Fear of crime - GOV.UK Ethnicity facts and figures](#)

²⁰ Ilse, P.B. and Hagerlid, M. (2024) 'My trust in strangers has disappeared completely': How hate crime, perceived risk, and the concealment of sexual orientation affect fear of crime among Swedish LGBTQ+ students', *International Review of Victimology*, 31 (1). Available at: ['My trust in strangers has disappeared completely': How hate crime, perceived risk, and the concealment of sexual orientation affect fear of crime among Swedish LGBTQ students - Paul Baschar Ilse, Mika Hagerlid, 2025](#)

Impacts during construction

Construction-related employment

Construction jobs are likely to positively impact protected characteristic groups more likely to face unemployment including disabled people, young people, and people from ethnic minority groups. Men make up 85% of the construction workforce in the UK.²¹

Impacts to visual amenity

Construction of new buildings may impact groups particularly sensitive to the changes in visual stimuli including older people and disabled people, particularly those with autism. Older people, and people with dementia are more likely to be more sensitive to light pollution and rapid visual changes around them.²²

Research has shown that almost 90% of children with autism spectrum conditions develop atypical sensory experience, which can involve hypersensitivity to visual stimuli.²³

Environment-related health and wellbeing impacts

Older people, children, and disabled people are likely to be affected by changes in air quality due to dust generation as they are more likely to have respiratory conditions such as asthma, COPD; whilst disabled people with underlying health conditions are at increased risk.²⁴

Exposure to air pollution during infancy can result in neurodevelopment and long-term cognitive health problems. Noise pollution may also arise as a result of construction, which can impact children's cognitive learning and memory.²⁵

Accessibility and mobility in the surrounding area during construction

Construction can cause difficulties in relation to increased traffic in the local area, reduced parking (due to an increase in construction vehicles parking in the local area), construction activities blocking access to homes, shops, bus stops and pavements and safe routes, as well as effects on wayfinding. Changes in road traffic levels may reduce children's access to community and recreational facilities due to road severance and traffic delays; while short-term changes to transport networks, road alignment and parking can act as a barrier for disabled people or older people accessing resources and social networks, exacerbating issues such as loneliness and social isolation.²⁶

²¹ BCIS (2025). 'Latest Construction workforce figures'. Available at: [Latest construction workforce figures](https://www.bcis.org.uk/latest-construction-workforce-figures)

²² Dinarvand, D., Panthaky, J., Hassan, A. and Ahmed, M. H. (2024) 'Frailty and Visual Impairment in Elderly Individuals: Improving Outcomes and Modulating Cognitive Decline Through Collaborative Care Between Geriatrics and Ophthalmologists'; Sensory Trust (2017) 'Designing landscapes for older people' Available at: <https://www.sensorytrust.org.uk/information/factsheets/age-friendly-landscape-1.html>

²³ Baron-Cohen, S. and Robertson, C.E (2017) 'Sensory perception in autism' Available at: docs.autismresearchcentre.com/papers/2017_Robertson_Sensory-perception-in-autism.pdf

²⁴ World Health Organisation (2011). 'Burden of disease from environmental noise Quantification of healthy life years lost in Europe'. Available at: http://www.who.int/quantifying_ehimpacts/publications/e94888.pdf?ua=1 ; British Lung Foundation (2016) 'How air pollution affects your children's lungs'. Available at: <https://www.blf.org.uk/support-for-you/signs-of-breathing-problems-in-children/air-pollution> ; Royal College of Physicians (2016) 'Every breath we take: the lifelong impact of air pollution'. Available at: <https://www.rcplondon.ac.uk/projects/outputs/every-breath-we-take-lifelong-impact-air-pollution>

²⁵ Gupta, A. et al (2018). 'Noise Pollution and Impact on Children Health'. Available at: <https://link.springer.com/article/10.1007/s12098-017-2579-7>

²⁶ NatCen (2019): 'Transport, health and wellbeing: an evidence review for the Department for Transport'; Equality and Human Rights Commission (2017): 'Being disabled in Britain: a journey less equal'; Tavakoli et al (2024), 'Traffic dangers potential impact on children's accessibility. Transportation Research Part D: Transport and Environment

4 Equality Impact and Needs Assessment

4.1 Equality Impact and Needs Assessment

The following section provides a high-level overview of the potential impacts of the scheme on protected characteristic groups. These impacts have been identified through a review of published literature and council policy. Potential disproportionate effects on protected characteristic groups based on the demographic analysis of Southwark are also identified.

4.1.1 Impact on community during operation

The following table assesses the potential impacts of the care home on the local community during operation.

Table 4.1: Impact on local community with protected characteristics during operation

Impact on protected characteristic groups	Further recommendations	Overall equality impact on protected characteristic groups
Improved employment opportunities The scheme will deliver new job opportunities, benefitting residents of Southwark. It is estimated that a 90-bed capacity care home typically would employ 100 full-time jobs at qualified, unqualified and managerial level. In line with the councils Residents Care Charter, the workforce of the Care Home will include Southwark residents and offer apprenticeships for care workers and nurses. The new employment opportunities could have a beneficial impact on protected characteristic groups who are more likely to be unemployed or more likely to work in the care sector.	It is recommended that the following are embedded: <ul style="list-style-type: none">Develop a Skills, Employment, and Apprenticeship strategy with the developer to maximise employment and skills opportunities for local people from those protected characteristic groups who are more likely to be impacted by unemployment.	Overall, the scheme will deliver positive impacts for local people with protected characteristics as a result of improved employment opportunities. This includes: <ul style="list-style-type: none">People from ethnic minority groups, disabled people, and young people as they are more likely to be unemployed.Women and people from ethnic minority groups, as they are more likely to work in the care sector.People from ethnic minority groups could be further impacted as they form a higher proportion of Southwark's population when compared with the national average.
Impacts on local businesses The new Care Home may increase footfall in the local area, and therefore positively impact local businesses. Visitors to the 90 residents and the 100 new staff members will bring new visitors to Asylum Road and the surrounding area. This could particularly benefit the owners and employees of smaller independent businesses. In the immediate locality of the site, there are a	No recommendations have been made in this report.	Overall, there is likely to be no impact for local business owners with protected characteristics as a result of increased footfall in the local area. Whilst there may be some uplift in visitor numbers to the local area, this is unlikely to translate to a specific equality effect for local businesses.

Impact on protected characteristic groups	Further recommendations	Overall equality impact on protected characteristic groups
<p>number of cafes, restaurants and small shops, including Queens Coffee Bar; Well & Fed; and Kudu African restaurant.</p> <p>This could impact some groups with protected characteristics who are more likely to own small businesses.</p>	<p>Impacts on accessibility and mobility</p> <p>When the Care Home is open, there could be negative impacts on the local community due to a potential increase in cars in the area and a subsequent impact on accessibility and mobility. As outlined above, visitors to the 90 residents and the 100 new staff members will increase journeys to Asylum Road and the surrounding area, some of which will be completed by car. Residents car parking in the local area is provided via on street parking. Whilst the council expect that the scheme will include Blue Badge parking provision and a drop off zone, there may still be an increase in demand for local parking. This could reduce parking availability for local residents.</p> <p>Reduced parking availability can impact certain groups with protected characteristics, particularly those with mobility impairments.</p>	<p>It is recommended that the following are embedded:</p> <ul style="list-style-type: none"> The council and developer communicate with visitors and staff that where possible, public transport is recommended for travel to the care home, and information regarding provision is made readily available. <p>Overall, there could be limited negative impacts for disabled people as a result of an increase in car traffic and parking.</p> <p>Disabled people living in the surrounding area could experience negative impacts due to a potential increase in visitors parking on residential street and limiting available car parking spaces. However, this impact is likely to be limited due to the Blue Badge and drop off area the council expect the scheme to include; as well as the sites close proximity to public transport routes.</p> <p>If the recommendations are implemented, it is expected that this impact will be managed as far as possible.</p>
<p>Public transport access to new care home for staff and visitors</p> <p>Public transport provision in the area local to the new care home will improve the accessibility of the care home for visitors and staff. The care home is located within close proximity to Queens Road railway station which is served by the Windrush line of the Overground, and Southern rail services to London Bridge. Asylum Road and Old Kent Road are also both well connected with Southwark and the rest of London via bus routes. Certain protected characteristic groups are more likely to benefit from this, as they are less likely to have access to private cars.</p>	<p>No recommendations have been made in this report.</p>	<p>Overall, the scheme will deliver positive impacts for people with protected characteristics by ensuring good public transport access to the building for staff and visitors. The site is well located for rail, Overground, and bus links throughout London.</p> <p>This will positively benefit:</p> <ul style="list-style-type: none"> People from ethnic minority groups who are less likely to own cars and are more likely to be dependent on public transport, particularly Black people. Disabled people who are considerably less likely to have access to a private vehicle and more likely to not be able to drive. Older people, who are considerably more likely to travel on the bus than other age groups. People from ethnic minority groups could be further impacted as they form higher proportions of the population of Southwark when compared with national averages.
<p>Impacts on feelings of safety and security in public realm</p> <p>The construction and operation of Asylum Road Care Home could improve feelings of safety and security for local residents. Empty land lots can</p>	<p>No recommendations have been made in this report.</p>	<p>Overall, the scheme will deliver positive impacts for people with protected characteristics by improving feelings of safety and security on the street for pedestrians and residents.</p>

Impact on protected characteristic groups	Further recommendations	Overall equality impact on protected characteristic groups
<p>attract antisocial behaviour, as well as reducing passive surveillance of local streets which can make passers-by and neighbours feel unsafe. The construction of the new building will remove the empty plot of land and replace it with an active frontage, increasing natural surveillance of the local area. Certain protected characteristic groups are likely to benefit from improvements to feelings of safety and security.</p>	<p>This includes:</p> <ul style="list-style-type: none"> Young people, disabled people, people from ethnic or religious minority groups, men, and LGBTQ+ people who are more likely to be victim to or witness to crime. Women, older people, LGBTQ+ groups and people from ethnic or religious minority groups who are more likely to be impacted by a fear of crime. People from ethnic minority groups and LGBTQ+ people could be further impacted as they form higher proportions of the population of Southwark when compared with national averages. 	

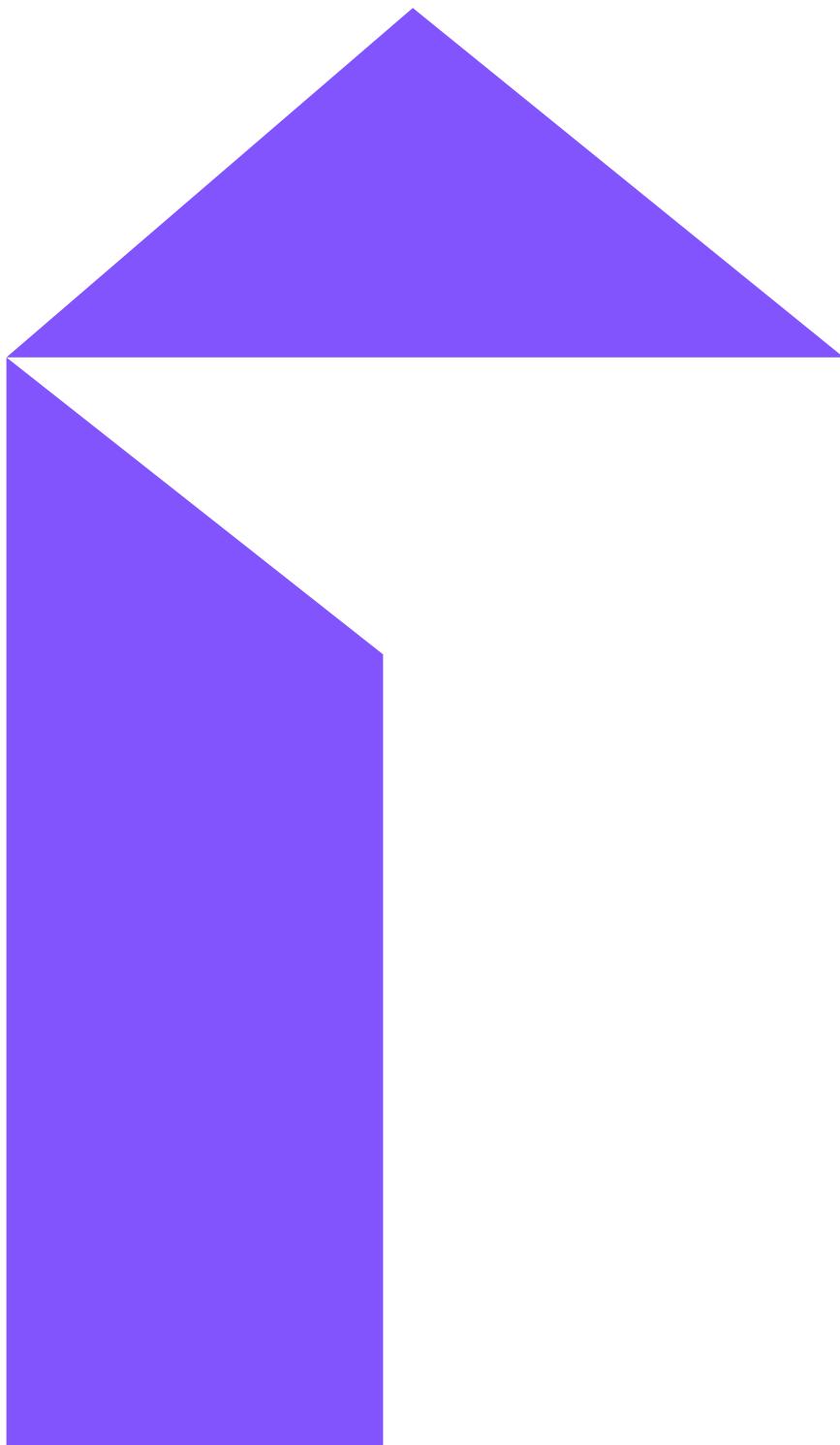
4.1.2 Impacts on local community during construction

The following table assesses the potential impacts of the care home on the local community during construction. Whilst as a developer has not yet been appointed and as such no specific mitigations have been planned, the scheme will be subject to all standard environmental planning requirements which will reduce significant adverse impacts to manageable levels, and the assessment has been undertaken with this in mind.

Table 4.2: Impacts on local community with protected characteristics during construction

Impact on protected characteristic groups	Further recommendations	Overall conclusion of impact on protected characteristic groups
<p>Construction related employment</p> <p>The construction of the scheme is likely to create new jobs, skills, and apprenticeship opportunities.</p> <p>New employment opportunities, particularly in construction, could have a positive equality impact on groups who are more likely to be unemployed, or who are more likely to work in construction.</p>	<p>It is recommended that the following is considered:</p> <ul style="list-style-type: none"> Within the Social Value provision maximise employment and skills opportunities for local people, particularly from those protected characteristic groups who are more likely to be impacted by unemployment 	<p>Overall, there is likely to be a positive impact on groups with protected characteristics as a result of improved access to employment, training and apprenticeship opportunities during construction.</p> <p>This includes:</p> <ul style="list-style-type: none"> Young people, people from ethnic minority backgrounds and disabled people as these groups are more likely to be unemployed. Men, as they are more likely to be employed in the construction industry.

Impact on protected characteristic groups	Further recommendations	Overall conclusion of impact on protected characteristic groups
<p>Impacts on visual amenity</p> <p>The construction of the Asylum Road care home will result in changes to the urban environment during construction due to the erection of hoarding around the site and the construction of the 4-storey building. The site has been empty for a number of years. This may impact protected characteristic groups who are more likely to be sensitive to changes to the landscape and visual environment.</p>	<p>No further recommendations as it is expected that this is managed effectively by the Construction Environmental Management Plan and Construction Management Plan.</p>	<ul style="list-style-type: none"> People from ethnic minority groups may be further impacted as they form a higher proportion of the population of Southwark when compared with the national average. <p>Overall, there is likely to be some negative impacts on local groups with protected characteristics due to impacts on visual amenity during construction. These include:</p> <ul style="list-style-type: none"> Older people, disabled people and children due to differences in their sensory processing needs. <p>However, these negative impacts are likely to be temporary and limited if managed effectively.</p>
<p>Environmental related health and wellbeing impacts</p> <p>The construction of the care home has the potential to cause increased noise and disturbance</p> <p>The construction works may impact upon certain groups who are more likely to be sensitive to changes in noise and air quality. The site abuts residential properties to the North and the West. However, to the east the site is flanked by Asylum Road and the station; whilst to the South it is flanked by a major road, Queens Road. This suggests that environmental related health and wellbeing impacts will likely be limited due to the existing air and noise disturbance in the local area</p>	<p>No further recommendations as it is expected that this is managed effectively by the Construction Environmental Management Plan and Construction Management Plan.</p>	<p>Overall, there is likely to be limited negative impacts on local groups with protected characteristics due to environmental related health and wellbeing impacts during construction. These include:</p> <ul style="list-style-type: none"> Older people and disabled people due to the increased likelihood of exacerbating underlying conditions. Children due to their developing cognitive and respiratory systems. <p>However, these negative impacts are likely to be temporary and limited if managed effectively.</p>
<p>Accessibility and mobility in the surrounding area</p> <p>During the construction phase of the scheme the accessibility and mobility of the local area may be affected due to construction activities and traffic, including diversions to footpaths and changes in traffic flow. This could reduce access to homes, shops, and other facilities for local residents as well as impacting on wayfinding.</p> <p>Certain equality groups are more likely to be sensitive to changes to accessibility in the local area.</p>	<p>No further recommendations as it is expected that this is managed effectively by the Construction Environmental Management Plan and Construction Management Plan.</p>	<p>Overall, there is likely to be some negative impacts on local groups with protected characteristic due to a reduction in the accessibility of the local area and impacts on mobility during construction. These include:</p> <ul style="list-style-type: none"> Older people, disabled people and people travelling with young children in prams as they are more likely to have mobility needs. <p>However, these negative impacts are likely to be temporary and limited if managed effectively.</p>



Meeting Name:	Cabinet
Date:	14 October 2025
Report title:	Adoption of Climate and Environment Supplementary Planning Document (SPD)
Cabinet Member:	Councillor Helen Dennis, New Homes and Sustainable Development
Ward(s) or groups affected:	All
Classification:	Open
Reason for lateness (if applicable):	N/a

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

Having declared a Climate Emergency in Southwark, we have focused departments on delivering our Climate Action Plan, ensuring that we are using every tool to reduce carbon emissions and ensure that we are a borough delivering on net zero and climate resilience.

Our Southwark Plan, which was agreed in 2022, includes targets on the Climate & Environment, including through Energy Policy P60 which requires a significant reduction of operational carbon emissions. Our focus on sustainable development to date has been recognised by Climate Emergency UK's scorecard process which has ranked us a top performer in relation to Planning & Land Use.

This SPD provides additional guidance and best practice concerning the implementation of our environmental sustainability policies and precedes a wider policy review of the Southwark Plan, in line with national planning policy guidance. It has been strengthened through the consultation process as we have responded to feedback from residents and from Scrutiny, and this final version now includes an additional section on food-growing spaces and further guidance on our approach to retrofit and refurbishment. It is my hope that this SPD will drive further improvements in sustainability and our efforts to drive down carbon emissions.

RECOMMENDATIONS

Recommendation for the Cabinet

1. To agree the Climate and Environment Supplementary Planning Document (SPD) for adoption.

REASONS FOR RECOMMENDATIONS

2. Part 3C (paragraph 21) of the council's Constitution sets out the requirement for full Cabinet to adopt supplementary planning documents, taking account of comments from the planning committee.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

3. No alternative option has been considered as the proposed recommendation is a requirement of the council's Constitution.

POST DECISION IMPLEMENTATION

4. Adoption of the Climate and Environment SPD.
5. The council will consider the guidance within the Climate and Environment SPD as a material consideration when assessing and determining planning applications.

BACKGROUND INFORMATION

6. The Climate and Environment SPD will partially replace the previously rescinded SPDs - Sustainability Assessments SPD (2009), Sustainable Design and Construction SPD (2009) and the Sustainable Transport SPD (2010).
7. The SPD is relevant to all development that requires a planning application above 1 unit, including refurbishment to existing buildings, extensions to existing buildings and landscaping work. The SPD incorporates content from various council technical guidance (e.g. Noise technical guidance 2019) and new legislative areas, including on Biodiversity Net Gain.

KEY ISSUES FOR CONSIDERATION

8. Southwark declared a climate emergency in 2019. To help deliver this, the Southwark Plan 2022 set ambitious climate and environmental policies. The Climate and Environment SPD will encourage applicants to be more ambitious in their planning applications on carbon, energy and environmental matters by setting out clear minimum and best practice actions.
9. It is designed for a wide readership, including applicants, owners, residents, planners, community groups and developers.

10. The SPD covers a broad range of technical guidance, grouped into thematic chapters:

- Energy and sustainability standards
- Minimising flood risk
- Air quality and environmental protection
- Green infrastructure, biodiversity and trees
- Movement and transport
- Waste management and recycling

Policy framework implications

11. The Climate and Environment SPD provides guidance on how to apply the relevant policies of the Southwark Plan 2022. It also gives guidance on how to conform to national and local legislature and policies within which the council must operate. The SPD will be a material consideration in the determination of a planning application.

12. The SPD provides further information on the following Southwark Plan policies:

- P49 Public transport
- P50 Highways impacts
- P52 Low line routes
- P53 Cycling
- P54 Car parking
- P55 Parking standards for disabled people and the physically impaired
- P59 Green infrastructure
- P60 Biodiversity
- P61 Trees
- P62 Reducing waste
- P65 Improving air quality
- P66 Noise pollution and soundscapes
- P64 Contaminated land and hazardous substances
- P65 Protection of amenity
- P68 Reducing flood risk
- P69 Sustainability standards
- P70 Energy

Public Consultation

13. In accordance with Southwark's Statement of Community Involvement (SCI), the draft SPD was made available for comment for 14 weeks, exceeding the minimum of twelve weeks. Additional time was added to the consultation to account for the summer period. The consultation ran from 21 August 2024 until 27 November 2024.

14. The council complied with the statutory consultation methods and additional consultation methods as required from the SCI. The consultation was held on the consultation platform; Citizen Lab. Comments were also accepted by email

or post. A total of 50 responses were received, 27 of which were from residents. Four events were held with the Youth Parliament, residents and a developer group.

15. Details of the public consultation are set out in Appendix 2: Consultation report. This includes a summary of the consultation methods used, consultation responses received, the main issues raised during the consultation and how these matters have been addressed in the SPD

Summary of changes

16. The main changes made to the Climate and Environment SPD following consultation are summarised below:

Changes made to SPD
Section 1 Clarification of the difference between minimum requirements to meet policy and best practice to achieve sustainable design.
Section 2 Clarifications in the energy and sustainability standards section to align with GLA Energy Assessment guidance. This sets out the best practice design considerations to reduce carbon emissions. The BREEAM and water usage sections have been revised for clarity. Clarifications to the cooling hierarchy and energy hierarchy Be Lean section to set out the design actions considered best practice.
To address comments made in the Environment Scrutiny response, wording added to the DHN section to set out the considerations for connection and exemptions and the difference between existing DHN and futureproofing DHN and requirements. Clarifications on best practice in the Retrofitting, Whole Life Carbon and Circular Economy sections and how this can be achieved to encourage these considerations in design.
Sections 3 and 4 Additional clarity to the flood risk section on how development can be designed to adapt to flood risk. Revisions to reflect environmental protection best practice and to signpost to Southwark Technical Guidance. The air quality section has been revised to provide clarity on when air quality assessments are required, air quality monitoring and Air Quality Neutral assessments.
Section 5 New section added on food growing spaces. The BNG section updated to clarify the latest policy requirements for development.
The role of tree shading has been added in relation to streets and play spaces and within the cooling hierarchy. Additional guidance on the ecological impact assessment and the ecological mitigation hierarchy, including wildlife habitats.
Section 6 Clarification in the transport and movement section regarding cycle standards and footpaths and changing facilities.

Changes made to SPD

Appendix

An appendix has been added as a checklist for development to aid the assessment of the application against Whole Life-Cycle Carbon and Circular Economy Statement Guidance. This is to assess the approach to retrofit and refurbishment for major referable schemes and other planning applications opting to complete this assessment.

Southwark 2030

17. The decision to agree the Climate and Environment SPD for adoption aligns with the [Southwark 2030 Strategy](#), which sets out a shared vision for a fair, green, and safe borough where everyone can live a good life as part of a strong community.
18. By adopting the Climate and Environment SPD, the council is helping to deliver on Southwark 2030's goal of ensuring a clean, green and healthy environment for all, by providing additional guidance around the implementation of our environmental policies.

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

Community impact statement

19. The adoption of the Climate and Environment Supplementary Planning Document (SPD) is expected to have an indirect neutral to positive impact on the community. By providing additional guidance for applicants, it will support higher-quality and more sustainable development across the borough, helping to mitigate potential environmental impacts. It will also promote access to open spaces and biodiverse environments, contributing to a built environment that is more resilient to overheating and the effects of climate change.
20. The SPD aligns with the Southwark 2030 Strategy, which sets out a shared vision for a fair, green, and safe borough where everyone can live a good life as part of a strong community. Its adoption helps deliver on Southwark 2030's goal of ensuring a clean, green, and healthy environment for all, by offering further guidance on the implementation of the council's environmental policies.

Equalities (including socio-economic) impact statement

21. Section 149 of the Equality Act 2010 sets out the Public Sector Equality Duty (PSED). This requires public bodies to consider all individuals when carrying out their day-to-day work – in shaping policy, in delivering services and in relation to their own employees.
22. It requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people when carrying out their activities.

23. The council's [Approach to Equality](#) commits the council to ensuring that equality is an integral part of our day-to-day business. The [Equality Framework for Local Government](#) exists to help organisations, review and improve their performance for people with characteristics protected by the Equality Act 2010.
24. The Equalities Impacts and Needs Analysis (EINA) concluded that the Climate and Environment SPD will have no negative impacts on equalities in Southwark. The SPD does not create new policies, but provides guidance on how existing policies should be implemented.
25. Impacts on residents were assessed as being neutral to positive and will benefit all borough residents. Positive impacts arising from the guidance include environmental protection, improved air quality, protection of green infrastructure and effective waste management.
26. There were no mitigating or improvement actions to be taken in response to the EINA. The full analysis can be found in Appendix 3: Equalities Impact and Needs Analysis.

Health impact statement

27. The guidance within the Climate and Environment SPD is expected to have a neutral to positive impact on the health and wellbeing of Southwark's residents. It includes targeted measures to address environmental health concerns, such as managing overheating in homes, improving energy efficiency and air quality and protecting and maintaining green infrastructure and open spaces.
28. These interventions support healthier living conditions and contribute to both physical and mental wellbeing. In doing so, the SPD supports the Southwark 2030 Strategy's ambition to create a clean, green, and healthy borough, ensuring that residents can live well in safe and sustainable environments.

Climate change implications

29. The Council has declared a Climate Emergency with the ambition to reach carbon neutrality by 2030. This is supported by Southwark's Climate Change Strategy and Climate Change Resilience and Adaptation Strategy which sets out Action Points to meet this target.
30. Planning applications are required to meet the policy requirements set out in the Southwark Plan 2022 and any supplementary planning documents. The Climate and Environment SPD encourages climate change mitigation, sustainability standards and environmental protection.

Resource implications

31. There are no additional resource implications arising from the Climate and Environment SPD. Staffing and any other resources connected to the SPD are to be contained within existing departmental capacity.

Legal implications

32. This report is being brought before the Cabinet under Part 3C of the Constitution. Paragraph 21 of Part 3C the constitution states that the Cabinet has the power to adopt supplementary planning documents.
33. The Town and Country Planning (Local Planning) England Regulations 2012 states at regulation 12 that a local planning authority must undertake a process of public participation before it can adopt an SPD. Part of that process involves consulting with relevant persons, setting out the main issues raised by those persons and then explaining how those issues have been addressed in the SPD. Details of the public consultation process can be found in Appendix 2: Consultation report and under paragraphs 36-40 below.
34. SPDs are not subject to independent examination in the same way that other planning documents are. However, as stated above there is still a process of consultation that must be undertaken in respect of such documents. Section 19(3) of the Planning and Compulsory Purchase Act 2004 specifically requires local planning authorities to comply with their adopted Statement of Community Involvement (“SCI”).

Financial implications

35. There are no immediate financial implications arising from the Climate and Environment SPD. Staffing and any other costs connected to the SPD are to be contained within existing departmental revenue budgets.

Strategic Environmental Assessment (SEA)

36. A Strategic Environmental Assessment (SEA) is a way of ensuring the environmental implications of a plan or programme for ‘town or country planning or ‘land use’ are taken into account. The need for environmental assessments is set out in the EU Directive 2001/42/EC. This has subsequently been transposed into English law by the Environmental Assessment of Plans and Programmes Regulations 2004.
37. A screening assessment has been undertaken to determine whether the Climate and Environment SPD requires a SEA. This is in accordance with Government’s Planning Practice Guidance (PPG) published in September 2023.
38. The screening assessment concluded that the Climate and Environment SPD is not likely to have significant environmental effects and as such, does not require an SEA.
39. The Climate and Environment SPD conforms with the adopted Southwark Plan 2022 and corresponding Site-Specific Allocations. The SPD provides guidance on these policies but does not create new policies. The policies and allocations therein have been subject to an SEA through the Southwark Plan 2022 Integrated Impact Assessment.

40. The full assessment can be found in Appendix 4: Strategic Environmental Assessment Screening (SEA).

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive – Governance and Assurance

41. Full Cabinet has the authority to adopt the Climate and Environment SPD pursuant to paragraph 21 of Part 3C of the council's Constitution.
42. In accordance with the National Planning Policy Framework (December 2024) the Climate and Environment SPD will add further detail to the Southwark Plan 2022 policies. The Climate and Environment SPD does not form part of the development plan, so it cannot introduce new planning policies into the development plan. However, it is a material consideration in decision-making.
43. Officers have considered the council's PSED under section 149 of the Equality Act 2010 at paragraphs 21 to 27 of this report and prepared the EINA at Appendix 3. Officers have concluded that the Climate and Environment SPD is not considered to have any adverse impacts on persons with protected characteristics. Cabinet should also have due regard to the PSED and consider the EINA in coming to its decision.
44. The council's Constitution confirms that all decisions made by the council will consider the climate and equality (including socio-economic disadvantage and health inequality) consequences of taking that decision. This has been considered at paragraphs 28 to 31 above.
45. The Environmental Assessment of Plans and Programmes Regulations 2004 (SEA Regulations) also require the Council to consider whether or not Strategic Environmental Assessment (SEA) of the Climate and Environment SPD should be undertaken. A strategic environmental assessment is unlikely to be required where a supplementary planning document deals only with a small area at a local level (see regulation 5(6) of the Environmental Assessment of Plans and Programmes Regulations 2004), unless it is considered that there are likely to be significant environmental effects.
46. Before deciding whether significant environment effects are likely, the criteria specified in schedule 1 to the Environmental Assessment of Plans and Programmes Regulations 2004 need to be taken into account. Officers have considered this at paragraphs 39 to 43 and prepared a screening report (Appendix 4). This concludes that is unlikely that there are significant environmental effects and the Climate and Environment SPD does not require an SEA.

Strategic Director of Resources

47. This report requests cabinet to agree the Climate and Environment Supplementary Planning Document (SPD) for adoption.
48. The strategic director of resources notes that there are no direct financial implications arising from this report.
49. Staffing and any other costs associated with this recommendation are to be contained within existing departmental revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
The Southwark Plan 2022	Planning Policy 160 Tooley Street London SE1P 5LX	Planning Policy team planningpolicy@southwark.gov.uk
Link: Southwark Plan 2022 Southwark Council		

APPENDICES

No.	Title
All appendices available online:	
Agenda for Cabinet on Tuesday 14 October 2025, 2.00 pm - Southwark Council	
Appendix 1	Climate and Environment Supplementary Planning Document
Appendix 2	Consultation Report
Appendix A	Full responses received via Consultation Hub
Appendix B	Full responses received via email
Appendix 3	Equalities Impacts and Needs Analysis (EINA)
Appendix 4	Strategic Environmental Assessment Screening (SEA)
Appendix 5	Draft Adoption Statement

AUDIT TRAIL

Cabinet Member	Councillor Helen Dennis, New Homes and Sustainable Development	
Lead Officer	Juliet Seymour, Assistant Director of Policy, Building Control and the Historic Environment	
Report Author	Charlotte Brooks-Lawrie, Head of Planning Policy and Monitoring Innovation	
Version	Final	
Dated	2 October 2025	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Strategic Director, Resources	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		
2 October 2025		

Meeting Name:	Cabinet
Date:	14 October 2025
Report title:	Revised Community Infrastructure Levy Charging Schedule: Student CIL
Cabinet Member:	Councillor Helen Dennis, New Homes and Sustainable Development
Ward(s) or groups affected:	All
Classification:	Open
Reason for lateness (if applicable):	N/a
From:	Councillor Helen Dennis, New Homes, and Sustainable Development

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

Over recent years, we have seen an increase in purpose-built student housing coming forward in Southwark and across London. Given our location, in easy reach of a number of higher education offers like UAL, LSBU, Kings, LSE and Goldsmiths, the increased demand is understandable.

Providing good quality and managed purpose-built student housing in our borough will hopefully free up more accommodation in the private rented sector for families.

However, it is essential that purpose-built student housing makes a fair contribution to Southwark's infrastructure needs, and that we are not through our CIL policy, wrongly incentivising student homes over those which are much needed for the wider community.

For this reason, I began a process in 2024 to review our Student CIL rates to test whether developers could pay more. I'm delighted that the viability testing has recommended an increase to direct-let student housing and has shown that this is possible to achieve without deterring development from coming forward.

Our Community Infrastructure Levy (CIL) is making a huge contribution to improvements in the borough, helping us deliver new health centres, community facilities, playgrounds and make public transport accessible.

I look forward to this pot increasing as a result of this proposed policy change, with Southwark residents directly benefiting from the development which they see around them. This proposal will now go out to consultation, and I encourage as many people as possible to get involved and show their support for the change before it goes to Examination.

RECOMMENDATIONS

Recommendations for the Cabinet

1. That Cabinet approves the commencement of public consultation for a minimum of thirteen weeks (in accordance with Southwark Council's Statement of Community Involvement) on a proposed change to the CIL rate for direct-let Purpose-Built Student Housing (PBSH), set out in the council's Community Infrastructure Levy (CIL) Charging Schedule;
2. That if material modifications are required to the Charging Schedule following the consultation, these will be subject to a minimum 4-week consultation, in line with the CIL Regulations (2010, as amended).
3. That if no material modifications are required following consultation, the revised CIL Charging Schedule will be submitted for Examination.

REASONS FOR RECOMMENDATIONS

4. Cabinet agreement to commence public consultation on the proposed change to the CIL rate for direct-let PBSH follows a viability review of the existing CIL PBSH rate undertaken by BNP PRE (Appendix C). Consultation will be undertaken in accordance with the Consultation Plan (Appendix F) and the council's Statement of Community Involvement. Public consultation on the revised CIL Charging Schedule is required prior to its submission for Examination.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

5. Cabinet could choose not to approve the recommendation to commence public consultation on the proposed changes to the CIL rate for direct-let PBSH. This is not recommended because Cabinet's approval is required to begin the consultation.

POST DECISION IMPLEMENTATION

6. To begin the consultation, in accordance with Southwark Council's Statement of Community Involvement on the proposed changes to the CIL rate charged for direct-let PBSH. Additional time has been added to allow for the Christmas period.

BACKGROUND INFORMATION

7. CIL is a statutory, per square metre (sq.m) charge established under the Planning Act 2008 and the CIL Regulations 2010 (as amended). CIL charges are set out in an adopted CIL Charging Schedule. The charge is used to fund infrastructure such as transport, schools, health facilities and open spaces, as set out in the council's Infrastructure Delivery Plan (IDP). CIL is split into strategic CIL (70% of receipts) which is spent on Borough-wide infrastructure projects, including the construction of new tube stations. The remainder is made up of neighbourhood CIL (25% of receipts) and administration CIL (5% of receipts).

8. Southwark Council first adopted a CIL Charging Schedule in 2015 and revised the CIL zone boundaries in 2017 (Appendix B). Southwark's CIL rates are indexed annually to reflect inflation in construction costs and to keep the levy rate responsive to market conditions. Indexation is calculated and applied annually at a flat rate.
9. The council commissioned BNP PRE to undertake viability testing to assess the potential increase to the CIL rate for PBSH (Appendix C), given the growth in PBSH delivery in the borough.
10. Two types of PBSH are currently included in Southwark's CIL Schedule:
 - Direct-let – schemes which are let directly to students at mainly unrestricted market rents, with no university nomination agreement.
 - Nomination schemes – schemes delivered under a nomination agreement with a higher education institution. Rents are limited by a rent cap equal to or below 55% of the maximum maintenance loan available to a full-time student living away from home to ensure the delivery of affordable student housing.
11. The review of the CIL Charging Schedule focusses only on the direct-let PBSH rate. This is because the BNP PRE viability evidence undertaken for the S106 and CIL SPD (2025) indicated that direct-let student schemes demonstrated good viability and, in many cases, could accommodate the Southwark Plan's full policy requirements. In contrast, nomination schemes reflect more challenging viability due to factors including rental values, build costs or benchmark land values.
12. Further viability testing carried out by BNP PRE (2024, updated 2025) to specifically test the viability of an increased PBSH CIL rate has indicated that the direct-let student housing typology can accommodate an uplift without undermining delivery. The report also recommended that nomination- based student schemes remain at a zero CIL rate.
13. The Summary Paper on the revised CIL Charging Schedule (Appendix A) sets out the key points from the student housing CIL viability study (Appendix C).
14. Southwark's Infrastructure Delivery Plan (Appendix D) and annual Infrastructure Funding Statements (Appendix E) confirm a shortfall in funding for infrastructure. Updating the direct-let PBSH CIL rate will help close this gap and support sustainable growth.
15. The proposed change to the CIL Charging Schedule is not a full review of the other development typologies in the CIL Charging Schedule (e.g. residential, hotels, office). This is because viability testing for the Section 106 and CIL SPD (2025) for mixed use, commercial and residential development typologies indicated that any further developer cost uplifts would not maintain a balance between viability and the development pipeline.

16. A full review of the CIL Charging Schedule will occur following the Local Plan review process. There are no proposed changes to the existing CIL boundaries.
17. Increasing the CIL rate for direct-let PBSH is appropriate as demand for PBSH in Southwark remains high and student housing schemes are continuing to come forward across the borough. The objective is to secure an appropriate contribution, reflective of market conditions, from direct-let PBSH towards the borough's infrastructure needs, without impacting on development viability.
18. The BNP PRE viability study recommends that the rate for direct-let PBSH schemes is increased by £103.54 per sq.m to a borough-wide rate of £250 per sq m. This represents a 70% increase in CIL to an average of 3.8% of development costs, which the viability testing considers unlikely to be a determining factor in scheme viability.
19. This approach retains transparency and certainty for developers and is consistent with national guidance that the CIL rate should not be set at the margins of viability.
20. Before the submission of the revised charging schedule for Examination, the council proposes to carry out the consultation. And if approved by the Examiner, it is hoped that the changes will take effect from January 2027 once the subsequent procedural steps for the implementation of the changes have been concluded.

KEY ISSUES FOR CONSIDERATION

Viability

21. The BNP PRE Viability Study (Appendix C) was prepared in line with the standards and requirements set out by national policy and guidance. The report applied residual land value analysis to test a range of PBSH CIL rates alongside adopted policy requirements, updated Section 106 contributions set out in the recently adopted Section 106 and CIL SPD (2025), Mayoral CIL (MCIL) and an allowance for market shifts. BNP's analysis confirms that direct- let PBSH can absorb an uplift to £250 per sqm without impacting delivery.

Policy framework implications

22. The revised CIL Charging Schedule would increase the indexed CIL rate for direct-let PBSH schemes from £146.46 to £250 per sq.m, while maintaining a zero rate for nomination-based schemes.
23. The proposed change to the CIL Charging Schedule has been subject to a viability assessment undertaken by BNP PRE. This has considered the Southwark Plan 2022 policy requirements and fees set out in the S106 and CIL SPD.

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

Community impact statement

24. The proposed increase to the direct-let PBSH CIL rate is expected to have a positive community impact by increasing the funding for infrastructure which benefits residents, students and businesses across the borough.
25. The proposal to increase the direct-let PBSH CIL rate will also support Southwark 2030 priorities and goals by helping to fund a range of infrastructure, including safer streets, better connectivity and greener public spaces. The Equalities Impact and Needs Analysis identifies limited impacts on protected groups and an overall positive effect as increased CIL funding supports a range of community facing projects.
26. The uplift may also expand the funding available for local projects, directly supporting Southwark 2030's goal of strong, empowered communities and thriving neighbourhoods.
27. CIL is a tool for raising funds to support infrastructure that promotes sustainable development in the borough. The overall impact is expected to be neutral to positive, as increased CIL funding can support a range of infrastructure projects that benefit communities and 25% of CIL accrued by the council is spent at the local level.

Equalities (including socio-economic) impact statement

28. Section 149 of the Equality Act 2010 sets out the Public Sector Equality Duty (PSED), requires the council, in the exercise of its functions, to have due regard to the need to:
 - eliminate discrimination, harassment and victimisation;
 - advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it;
 - foster good relations between persons who share a relevant protected characteristic and those who do not share it.
29. The council's [Approach to Equality](#) commits the council to ensuring that equality is an integral part of our day-to-day business. The [Equality Framework for Local Government](#) exists to help organisations, review and improve their performance for people with characteristics protected by the Equality Act 2010.
30. The Equalities Impacts and Needs Analysis (EINA) carried out concluded that the change to the direct-let PBSH CIL rate is considered to have no negative impacts on the groups identified in the Equality Act 2010. The full analysis can be found in Appendix G: Equalities Impact and Needs Analysis.
31. CIL is a tool for raising funds to support infrastructure that promotes sustainable development in the borough. The overall impact is expected to be neutral to positive, as increased CIL funding can support a range of infrastructure projects that benefit communities and 25% of CIL accrued by the council is spent at the local level.

32. There are no mitigating or improvement actions to be taken because of the EINA. There will be no negative impacts arising as a result of the way in which consultation is carried out.

Health impact statement

33. There are no implications arising from the proposed revised CIL Charging Schedule with regard to impacts on health.

Climate change implications

34. The council has declared a [Climate Emergency](#) with the ambition to reach carbon neutrality by 2030.
35. Plan-making will contribute to this ambition through the preparation and implementation of planning policies, specifically in the development management process. Planning applications are assessed against planning policies including those in the Southwark Plan 2022.
36. The proposed revised CIL Charging Schedule conforms with the Southwark Plan 2022 and does not create any new policies, therefore there are no new climate change implications.

Resource implications

37. There are no additional staff resource implications arising from the proposed revised CIL Charging Schedule. There will be a financial cost associated with the Examination of the CIL schedule and consultant support in assessing representations concerning the CIL revisions and preparing for the Examination. Quotes have indicated that this will be in the region of £30,000.
38. Staffing and all other resources connected to the proposed revised CIL Charging Schedule can be contained within existing departmental budgets.

Strategic Environmental Assessment (SEA)

39. A Strategic Environmental Assessment (SEA) is a way of ensuring the environmental implications of a plan or programme for 'town or country planning or 'land use' are considered. The need for environmental assessments is set out in the EU Directive 2001/42/EC. This has subsequently been transposed into English law by the Environmental Assessment of Plans and Programmes Regulations 2004.
40. A screening assessment has been undertaken to determine whether the proposed revised CIL Charging Schedule requires an SEA. This is in accordance with the Government's Planning Practice Guidance (PPG) published in September 2023.
41. The screening assessment concluded that the proposed revised CIL Charging Schedule is not likely to have significant environmental effects and does not require an SEA.

42. The full assessment can be found in Appendix H: Strategic Environmental Assessment Screening (SEA).

Consultation

43. Following Cabinet's approval of the recommendations set out above, the consultation will be carried out for a thirteen-week period from October 2025 to January 2026. And should material modifications be required to the proposals, a further minimum four-week consultation will be undertaken.

44. Consultation on the proposed revised CIL Charging Schedule will follow the requirements of the Statement for Community Involvement. The consultation will be carried out as set out in line with the Consultation Plan which is included as Appendix F.

45. The key stages are set out in Table 1.

Table 1: CIL Review Programme

Stage	Date
Public consultation	October 2025 – January 2026
Review and possible modifications	February - March 2026
Independent examination	Spring 2026
Examiner's report	Summer 2026
Adoption	By Autumn 2026
Updated CIL Schedule to take effect	1 January 2027

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive, Governance and Assurance (SS190925)

46. CIL is the levy paid by owners and developers for new developments over a certain size and type. This levy is designed to help fund local 'infrastructure' (within the meaning specified in the Planning Act 2008 ('2008 Act')).

47. As mentioned above, CIL was established by the 2008 Act and together with The Community Infrastructure Levy Regulations 2010 (as amended) ('2010 Regs') form the statutory framework for the adoption and the updating of the CIL Charging Schedule.

48. The levy is payable to a 'charging authority' which includes the council. If the council intends to apply the levy, section 211 of the 2008 Act provides that it must issue a document ("a charging schedule") that sets out the CIL rates by reference to which the amount of CIL chargeable in respect of development in its area is to be determined. The charging schedule can be considered to form part of the Local Development Framework (LDF) (the planning documents taken into account in making planning decisions).

49. Regulation 12(2) of the 2010 Regs provides (amongst other things) that the rate must be expressed as pounds per square metre of development ((b)).
50. Regulation 13 of the 2010 Regs provides that charging authorities are able to charge different rates based on either a geographical basis or with reference to the intended use of the development. The council must, however, consider the overall viability of development within its area.
51. Section 211 of the 2008 Act further stipulates that the charging authority, in setting its rates or other criteria, must have regard to: a) the actual and expected costs of infrastructure; b) the economic viability of development (which may include, in particular, actual or potential economic effects of planning permission or of the imposition of CIL); and c) other actual and expected sources of funding for infrastructure. And sub section (7A) provides that a charging authority must use appropriate available evidence to inform the charging authority's preparation of a charging schedule.
52. Reg 14 of the 2010 Regs requires the charging authority to strike an appropriate balance between the need to fund infrastructure and the potential effects of the levy on the economic viability of development in the authority's area. It further stipulates that in setting rates in a charging schedule, the authority must have regard to other costs, such as administrative expenses in connection with CIL to the extent that those expenses can be funded from CIL.
53. The Community Infrastructure Levy (Amendment) (England) (No. 2) Regulations 2019 removed the requirement to consult on a preliminary draft charging schedule (previously contained in Reg 15 of the 2010 Regs).
54. However, as the relevant Planning Practice Guidance makes clear; '*Before being examined, a draft charging schedule must be formally published. And it is for charging authorities to decide how they wish to consult. The regulations do not specify for how long or how many times charging authorities should consult because charging authorities are best placed to decide how to engage with their local communities and other relevant parties. Where authorities are introducing the levy for the first time, or making significant changes to their levy, the expectation is that charging authorities will consult for a minimum of 4 weeks. Conversely, where only minor changes are proposed a shorter consultation period may be considered appropriate.*' The council's proposals are not seeking to introduce the levy for the first time, in any event the proposed consultation period already exceeds the 4 week minimum period suggested.
55. Section 213 of the 2008 Act provides that a charging authority must approve a charging schedule (a) at a meeting of the authority, and (b) by a majority of votes of members present. However, the section does not prescribe any decision-making process for the draft charging schedule.
56. As noted above, CIL can be considered analogous to other LDF documents such as Development Plan Documents. Under Part 3C of the council's constitution, full Cabinet has responsibility for the council's policy framework (function 3), its finances (function 7) and approval of preferred options (effectively advanced

drafts of) development plan documents (function 20). In any event, Cabinet has power under Article 6 of the council's constitution to carry out all of the local authority's functions which are not the responsibility of any other part of the council. Therefore, the recommendations set out on page 2 of this report, and which Cabinet is asked to approve fall within the powers and responsibilities of Cabinet in accordance with the council's constitution.

57. As also mentioned above, the PSED was introduced by the Equality Act 2010. This merged existing race, sex and disability equality duties, and extended them to include other protected characteristics; namely age, gender reassignment, pregnancy and maternity, religion and belief, sex and sexual orientation, including marriage and civil partnership.
58. In summary, those subject to the PSED, which includes the council, must, in the exercise of their functions, (i) have due regard to the need to eliminate unlawful discrimination, harassment and victimisation and (ii) foster good relations between people who share a protected characteristic and those who do not.
59. The PSED considerations and the conclusions in light of the proposals are discussed above.
60. CIL has the potential to engage certain fundamental human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies of conventions rights. In the case of CIL, several rights are potentially engaged:
 - The right to a fair trial (Article 6) – giving rise to the need to ensure proper consultation and effective engagement of the public in the process; and
 - Article 1, Protocol 1 (Protection of Property) – this right prohibits interference with individuals' right to peaceful enjoyment of existing and future property / homes.
61. The extent of legitimate interference is subject to the principle of proportionality whereby a balance must be struck between the legitimate aims to be achieved by a local planning authority in the policy making process against potential interference with individual human rights.
62. At this stage it is not considered that the proposals would constitute unlawful interference with said human rights.
63. **Strategic Director, Resources**

The Strategic Director of Resources notes the resource implications in paragraphs 37 and 38.

BACKGROUND DOCUMENTS

Documents	Held At	Contact
Southwark Statement of Community Involvement (2025)	160 Tooley Street London SE1 2QH	020 7525 5411
Link: https://www.southwark.gov.uk/sites/default/files/2025-07/Statement%20of%20Community%20Involvement%20%28clean%29%2017.07.2025.pdf		
S106 and CIL SPD, 2025	160 Tooley Street London SE1 2QH	020 7525 5411
Link: https://www.southwark.gov.uk/sites/default/files/2025-07/s106-and-cil-spd-24-07-2025-clickable.pdf		
The Southwark Plan (2022)	160 Tooley Street London SE1 2QH	020 7525 5411
Link: https://www.southwark.gov.uk/planning-environment-and-building-control/planning/planning-policy-and-guidance/southwark-plan-2022		

APPENDICES

No.	Title
Appendix A	Summary Paper on revised CIL Charging Schedule (Student CIL Rate)
Appendix B	Revised CIL Charging Schedule – This is the item to be consulted upon
Appendix C	BNP PRE CIL Viability Study
Appendix D	Infrastructure Delivery Plan
Appendix E	Infrastructure Funding Statements
Appendix F	Consultation Plan
Appendix G	Equalities Impact and Needs Analysis
Appendix H	Strategic Environmental Assessment

AUDIT TRAIL

Cabinet Member	Councillor Helen Dennis, New Homes, and Sustainable Development	
Lead Officer	Juliet Seymour, Head of Policy, Built Environment and Building Control	
Report Author	Charlotte Brooks-Lawrie, Head of Planning Policy and Monitoring Innovation	
Version	Final	
Dated	2 October 2025	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Assistant Chief Executive, Governance and Assurance	Yes	Yes
Strategic Director Resources	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	2 October 2025	

Meeting Name:	Cabinet
Date:	14 October 2025
Report title:	Wyndham Road, Camberwell, London, SE5 0XD, letting of underground former garage space
Cabinet Member:	Cllr John Batteson - Cabinet Member for Climate Emergency, Jobs & Business
Ward(s) or groups affected:	All
Classification:	Open
Reason for lateness (if applicable):	N/A

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

The income generated from the Council's property portfolio is a critical source of funding that supports the delivery of essential services across the borough. This report presents a proposal for a long-term lease of former garage spaces currently held under the Housing Revenue Account (HRA). Due to their poor condition and structural limitations, specifically height restrictions that prevent their use for parking, substantial investment is required to make these spaces suitable for occupation.

Given the significant financial pressures facing the HRA, with resources prioritised for housing needs, the proposal recommends leasing the spaces to a tenant who will invest their own capital to carry out the necessary refurbishment works. This approach will not only address the current risk of antisocial behaviour associated with the vacant units but also generate a significant and sustainable revenue stream for the HRA.

RECOMMENDATIONS

1. That cabinet authorises the Strategic Director of Resources, advised by the Director of Planning & Growth and in consultation with the Assistant Director of Property, to enter into the letting of the former garages to Southwark Smart Space Ltd, for a lease and other related issues on the terms set out in exempt Appendix 1 Closed.
2. Note the circumstances leading to the proposed letting and due diligence being undertaken by officers and their advisors.
3. Note the financial arrangements of the letting and the conditions of the lease in respect of capital works.
4. Delegate to the Strategic Director of Resources, advised by Director of Planning and Growth and in consultation with the Assistant Director of

property, authority to:

- Complete the letting of the former garages for self-storage purposes; and
- Agree detailed transactional terms pursuant to the Heads of Terms (see Closed Appendix 1).

REASONS FOR RECOMMENDATIONS

5. This is a proposed letting of space on the Wyndham Estate. Camberwell Works as described is a site comprising three undercroft car parks beneath various 1960/70s residential block housing. The three sites are on the side streets between Camberwell New Road and Camberwell Road.
6. The letting will, after the rent-free period, provide a significant revenue stream to the HRA as set out in the heads of terms in Closed Appendix 1.
7. The spaces to be let are not in a fit condition to be let in the market or used for operational need, of which there is none identified, without very significant capital investment by the council as landlord.
8. Held in the HRA and given the financial pressures at present, HRA funds need to be rightly focused on housing repairs rather than commercial matters. This lease reflects that, with the tenant committing to carry out what would normally be very substantial landlords work, receiving rent free periods instead.
9. The lease will ensure the tenant brings the space into a lettable condition at their cost and risk, removing a significant potential repair and other cost liability from the HRA, ultimately creating a significant revenue stream. The tenant will be responsible for offsetting that risk by subletting to a self-storage operator.
10. The letting will remove significant pressures from anti-social behavior and further building degradation as all the garages are in poor condition to differing degrees and can no longer be used for parking due to height restrictions.
11. Planning consent has been agreed for the Toulon space for the proposed use and further applications have been made for the 2 remaining garages.
12. The proposed tenant has undertaken significant consultation with local residents and has agreed that discounted rates will be available for them if they require storage.

POST DECISION IMPLEMENTATION

13. The lease documentation will be entered into on the terms set out in Closed Appendix 1 subject to amendment in accordance with the delegation to the Strategic Director of Resources.

BACKGROUND INFORMATION

14. There are three garage spaces under the Wyndham Estate of which currently one, Toulon Street, is let and utilised for various purposes, including vehicle

storage and parking, the tenant being part of the consortia to let all three, one is derelict and the third has recently been used as a contractor's dry store. Except for Toulon Street, it is understood that these areas have rarely been used in 45 years.

15. All the garages are in poor condition to differing degrees, can no longer be used for parking due to height restrictions and pose significant risks of antisocial behavior.
16. The proposal is to let the spaces on a long lease to a tenant who would then carry out the necessary works to make them capable of occupation. The substantial cost and risk of these works would be borne by the tenant and be reflected in rent free in the commercial terms of the lease. These works would normally fall to the landlord.
17. The tenant would then sublet to a self-storage provider who would operate the space. Negotiations have been ongoing for a considerable number of years, but terms are agreed as set out in Closed Appendix 1.
18. The rent-free period is subject to a cap but is dependent on agreeing which works are a notional landlord's cost and those which would normally fall to a tenant and subtenant.
19. Planning consent has been agreed for Toulon garage for the proposed use and further applications have been made for the 2 remaining garages.
20. The proposed tenant has undertaken significant consultation with local residents and has agreed that discounted rates will be available for them if they require storage.
21. The council has been advised by a firm of independent Chartered Surveyors SBHRE.

KEY ISSUES FOR CONSIDERATION

Policy framework implications

22. The lease of the former garage spaces ensures an asset in the HRA portfolio produces a long-term income providing financial support to the HRA to support social home provision without the requirement for the council to expend monies on very substantial capital works.

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

Equalities (including socio-economic) impact statement

23. In formulating the recommendations of this report, the potential impact on the Community has been taken into account, including people identified as having protected characteristics. No specific equality implications have been identified in relation to this report.
24. The council must, in the exercise of its functions, have due regard to the need

to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010).

25. The council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding.
26. An Equalities Impact Assessment is not required in relation to this report, because this matter relates to a commercial investment transaction. There are no Human Resources or equality implications in respect of this proposal.
27. There are no particular environmental or net zero implications associated with the land transfer arrangements. The existing use should continue in the interim without significant change.

Health impact statement

28. The health implications have been considered and there are none relevant to this report.

Climate change implications

29. There are no climate impact implications save as to those relating to the building works required. However, the repurposing of car parking spaces to alternative uses will support the delivery of positive climate change.

Resource implications

30. There are no resource implications.

Legal implications

31. There are no significant implications that will not be dealt with in the required documentation.

Financial implications

32. The financial implications are set out in Closed Appendix 1. In letting the property, rent is received and the cost of holding a degrading asset is removed.
33. The rent payable post rent free period will support the HRA and the lease structure, albeit delaying rent commencement, ensures that capital costs and risks fall to the tenant not the council.

Consultation

34. No other officers were required to be consulted.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive, Governance and Assurance

35. Section 1 of the Localism Act 2011 grants councils a general power of competence whereby a local authority has the power to do anything that individuals generally may. However, that power does not enable a local authority to do anything which it is unable to do by virtue of a pre-commencement limitation. Section 32 of the Housing Act 1985 and section 123 of the Local Government Act 1972 are pre-commencement statutes which impose limitations on the council's power of disposal.
36. The garages are held in the council's HRA. As such, the decision maker is advised that section 32 of the Housing Act 1985 and The General Housing Consents 2013 ("General Consents") are relevant to the proposed disposals of the land. The General Consents, state at "A3.1.1 A local authority may, subject to paragraph 3.1.2, dispose of land for a consideration equal to its market value". None of the exceptions in paragraph 3.1.2 applies here and the Council is able to dispose. The Report Author advises that the consideration will be at market value (it is noted that an external professional opinion has been sought).
37. In addition, there is, "A3.2 A local authority may dispose of vacant land". "Vacant" means "land on which – (a) no dwelling-houses have been built or (b) where dwelling-houses have been built, such dwelling-houses have been demolished or are no longer capable of human habitation and are due be demolished" and "land" means, "buildings (which could include dwelling-houses, houses and flats) and other structures, land covered with water and any estate, interest, easement or right over land".
38. For completeness, section 123(1) of the Local Government Act 1972 states that "Subject to the following provisions of this section, a principal council may dispose of land held by them in any manner they wish" and section 123(2), "Except with the consent of the Secretary of State, a council shall not dispose of land under this section, otherwise than by way of a short tenancy, for a consideration less than the best that can reasonably be obtained." Section 270(1), "In this Act, except where the context otherwise requires, the following expressions have the following meanings respectively, that is to say— "land" includes any interest in land and any easement or right in, to or over land". Section 123(7)(a) states "For the purposes of this section a disposal of land is a disposal by way of a short tenancy if it consists — (a) of the grant of a term not exceeding seven years...". The Report Author advises that the consideration will be the best that can reasonably be obtained, (it is noted in this report that a professional external opinion has been sought).
39. The Public Sector Equality Duty ("PSED") is set out at section 149 of Equality Act 2010 and requires the council to have due regard in the exercise of its functions (including decision making), to the need to eliminate discrimination, harassment, victimisation or other prohibited conduct, advance of equality of opportunity between persons who share a relevant protected characteristics and those who do not share it, foster good relations between those who share

a relevant characteristic and those that do not share it. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.

40. Under Part 3C of the Constitution, Full Cabinet, paragraph (13), “Agreement to the disposal of leasehold and freehold interests in land and property where the market value is more than £3,000,000...” is to be treated as a Cabinet decision.
41. These provisions give the Council adequate legal powers to proceed with the proposed grant of the lease. Cabinet Members may, therefore, make the recommendations as set out in paragraphs 1 to 4 (inclusive) of this report if they consider this to be appropriate.

Strategic Director, Resources (H&M 25/049)

42. The proposal represents a financially sound approach to asset management of underused garage spaces within the Housing Revenue Account (HRA). The asset is held in the HRA and the rent received will benefit that account.
43. The lease structure ensures that:
 - The Council avoids significant capital expenditure on dilapidated assets.
 - The tenant assumes full financial and operational risk for refurbishment.
 - A long-term income stream is secured for the HRA, as set out in the Closed report.
44. While the rent-free period is substantial as detailed in the Closed Report, it is justified by the scale of work required and the transfer of liability from the Council to the tenant. The valuation advice confirms that the lease terms reflect market value, and legal advice confirms compliance with relevant statutory powers.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Not applicable		

APPENDICES

No.	Title
1	Closed: Heads of Terms

AUDIT TRAIL

Cabinet Member	Cllr John Batteson - Cabinet Member for Climate Emergency, Jobs & Business
Lead Officer	Stephen Platts – Director of Planning & Growth
Report Author	Mark Grant - Assistant Director of Property
Version	Final
Dated	15 September 2025
Key Decision?	Yes

CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER

Officer Title	Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance	Yes	Yes
Strategic Director, Resources	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		3 October 2025

Agenda Item 13

Meeting Name:	Cabinet
Date:	14 October 2025
Report title:	Gateway 2: Integrated sexual and reproductive health services contract award
Cabinet Member:	Councillor Evelyn Akoto, Health and Wellbeing
Ward(s) or groups affected:	All
Classification:	Open
Reason for lateness (if applicable):	Not applicable
From:	Strategic Director of Children and Adult Services

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

Looking after the sexual and reproductive health of our residents and ensuring they have access to good, holistic, local services is important to us in Southwark.

High quality local sexual health services support residents to have healthy and fulfilling sexual relationships; enable access to timely Sexually Transmitted Infection (STI) testing and treatment; contribute to good reproductive health across the life course and support residents to live well with human immunodeficiency virus (HIV). We are proud that our past initiatives have resulted in decreasing new HIV diagnosis.

We are committed to tackling health inequalities and addressing the sexual and reproductive health needs of our communities through our partnerships with our local integrated sexual and reproductive health clinical service at Guy's and St Thomas' NHS Foundation Trust. We are investing £1m extra per year into this service which will support long-term resilience, attaining meaningful and measurable benefits for Southwark residents, particularly those from global majority communities, Lesbian, Gay, Bisexual, Trans, Queer (LGBTQ+) groups and other marginalised populations. Concurrently we will be engaging with residents to look at longer term transformational work for sexual health services in the borough.

This report sets out the proposal to award a contract to Guy's and St Thomas' NHS Foundation Trust deliver an integrated sexual and reproductive health service to our population following the end of their current contract.

RECOMMENDATIONS

1. That Cabinet approve the contract award for the delivery of an integrated sexual and reproductive health service to Guy's and St Thomas' NHS Foundation Trust for a period of three years from 7 November 2025 at an estimated annual contract value of £4.1m and an estimated whole life contract value of £12.3m.
2. That Cabinet approves the change to the approved GW1 procurement strategy report, reduction in the duration of the contract, budget and that this will be a contract directly between Southwark Council and Guy's and St. Thomas' Foundation Trust for the reasons set out in paragraphs 11-14 of the report.

REASONS FOR RECOMMENDATIONS

3. The reasons for the recommended contract award are detailed in paragraphs 6 to 17 of this report.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

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

POST DECISION IMPLEMENTATION

5. Once the recommendations within this report have been approved:
 - i. There will be one contract awarded.
 - ii. As the provider is the incumbent provider there is minimal mobilisation time needed. The foundations of the service are in place but any new/added value elements will be mobilised during the initial months of the new contract.
 - iii. The details of the planned contract management and monitoring regime is detailed in paragraphs 33 to 35 of this report.
 - iv. The timeline for implementation of this report is within the timelines within the body of the report at paragraph 14.

BACKGROUND INFORMATION

6. The Health and Social Care Act 2012 transferred responsibility for public health services to local authorities. This included the statutory requirement to commission sexual health services that provide residents with contraceptive services, testing and treatment of sexually transmitted infections (STIs), sexual health promotion, and other forms of genitourinary medicine (GUM).

7. The Gateway (GW) 1 paper setting out the procurement strategy for the borough's integrated sexual and reproductive health (ISRH) services was presented to Cabinet in July 2023. Cabinet approved the report and its proposed procurement strategy to enter into direct negotiations with Guy's and St Thomas' NHS Foundation Trust (GSTT) and King's College Hospital NHS Foundation Trust (KCH) to procure these services with Lambeth. The GW1 sets out a detailed background to this work, including outlining the sexual and reproductive health needs in Southwark which this service will be seeking to meet, and the statutory basis of sexual and reproductive health services.
8. A new contract was jointly agreed with Lambeth council for KCH which started in April 2024. Further information on this decision is set out in the Gateway 2 (GW2) in the background documents to this paper.
9. Due to issues with the roll out of the new Epic information technology (IT) system from October 2023 onwards and a ransomware cyber-attack in June 2024 on Synnovis, the provider of medical testing and diagnostics systems for GSTT, negotiations took longer than originally intended. This led to increased workloads for staff and less time for management to engage in the negotiation process. These issues have since been resolved.
10. Given the sexual and reproductive health (SRH) needs in the borough, this new contract includes an increase in recurring funding of £1m per year with the aim of increasing engagement with Southwark residents. This increased investment seeks to strengthen provision and accessibility within the borough. With the additional funding this also informed a renewed approach to the negotiations between March and July 2025. In view of this proposed extra investment, commissioners invited GSTT to complete a method statement document. This described their new service model focusing on how the service would increase access for Southwark residents.
11. As noted in the GW1 Cabinet approved the procurement strategy to allow Lambeth to enter into direct negotiations on behalf of Southwark for the delivery of Integrated Sexual and Reproductive Health Services and the estimated value of the contract, including KCH was approved at £4.3M per annum.
12. Cabinet is asked to note that there have been some variations to the approved procurement strategy, budget increase and contractual nature (directly between Southwark Council and GSTT) since the GW1 was approved in July 2023 for the reasons set out below.
13. The Public Health team in Southwark have funded free school meals in the borough since 2011 and recently regional and central government have pledged to fund school meals which means this cost does not need to come direct from Public Health budgets. As a result of this, there is an opportunity for Public Health to increase funding in SRH services to try

and address some of the health inequalities in the borough. The proposed contract value has increased since 2023 due to inflationary uplifts that have been applied and the additional funding from Public Health.

14. Given Southwark have this funding opportunity and that negotiations had taken longer than anticipated for reasons stated in paragraph nine Southwark and Lambeth pursued separate negotiations with the aim of agreeing separate borough-specific contracts with GSTT. As there will now be a separate directly commissioned contract between GSTT and Southwark a term not including the optional extension as stated in the GW1 is proposed. This allows time to complete a consultation with residents on the medium to long term future of SRH services and means a new GW1 will be considered before the end of the proposed three year term, rather than using the option of extending without re-evaluating the commissioning options for SRH. There will also be an aligned project to complete a deep dive into STI rates in the borough completed in 2025 to also help shape future service provision.
15. The Provider Selection Regime (PSR) came into force on 1 January 2024. The PSR regulations have replaced the Public Contracts Regulations (PCR) for the procurement of healthcare services, including local authority public health services for SRH.
16. The PSR allows for greater flexibility in the procurement of these services through the provision of flexible proportionate processes for deciding who should provide health and care services whilst ensuring that all decisions are made in the best interests of people who use or need these services.
17. The PSR has a number of provider selection processes that relevant authorities, including local authorities, must follow in their commissioning of relevant services of which one is direct award process C. This is an award of a contract to an incumbent provider where there is limited or no reason to seek to change from the existing provider. Under this process, the existing provider is considered to be satisfying the existing contract, will likely satisfy the new contract to a sufficient standard, and the proposed contracting arrangements are not changing considerably.

Procurement project plan (Key Decision)

Activity	Completed by/Complete by:
Forward Plan (If Strategic Procurement) Gateway 2	30/05/2025
Briefed relevant cabinet member (over £100k)	20/08/2025
Approval of Gateway 1: Procurement Strategy Report	10/07/2023
Invitation to tender	28/03/2025
Closing date for return of tenders	22/05/2025

Completion of evaluation of tenders	29/05/2025
DCRB Review Gateway 2:	16/07/2025
CCRB Review Gateway 2:	07/08/2025
CMT Review	09/09/2025
Notification of forthcoming decision – despatch of Cabinet agenda papers	06/10/2025
Approval of Gateway 2: Contract Award Report	14/10/2025
End of Scrutiny Call-in period and notification of implementation of Gateway 2 decision	24/10/2025
Debrief Notice and Standstill Period (if applicable)	27/10/2025
Publication of intention to award notice	27/10/2025
Publication of confirmation of award notice	07/11/2025
Contract award	07/11/2025
Add to Contract Register	07/11/2025
Contract start	07/11/2025
Contract completion date	06/11/2028

KEY ISSUES FOR CONSIDERATION

Description of procurement outcomes

18. The single supplier negotiations fall under the Direct Award C process as laid down by the Health Care Services PSR Regulations 2023. GSTT were required to respond to the method statements and confirm delivery within budget to enable an assessment against key criteria.
19. This report proposes awarding one contract to GSTT with no sub-contracting arrangements identified in their method statement response.
20. The service specification for the new service was jointly developed between commissioners and GSTT, as well as other boroughs and NHS Trusts in southeast London. The service specification is based on the national ISRH service specification.
21. The new model will operate across one main Southwark-based site instead of the current two but will offer specific targeted satellite services for Southwark residents to mitigate the impact of these changes. The main site will be in Burrell Street. It is a modern, purpose-built facility with excellent transport links, making it easily accessible to residents across Southwark. The site includes 16 clinic rooms, an on-site laboratory, and dedicated spaces for safeguarding, counselling, and health promotion. Its scale and infrastructure support high-volume activity, weekend clinics, and complex care delivery. The current Walworth Road site is not able to

offer the full range of SRH services so consolidating the existing sites will mean it is more cost effective to run the service and GSTT will be able to increase evening activity at Burrell Street. This new model consolidates staff, improves efficiency, and ensures the right skill mix at the one main Southwark location. Interventions offered to Southwark residents will be reviewed through the life of the contract, working with local outreach providers and commissioners to bring local groups and individuals with high levels of sexual health need into the service.

22. Through their method statement response, GSTT stated they will deliver proposed improvements and increased access for Southwark residents with the change to service locations. The extra investment will be utilised through a balanced strategy prioritising service delivery, workforce sustainability, digital transformation, and equity of access. Investment aims to support expansion of available appointments and long-term resilience, attaining meaningful and measurable benefits for Southwark residents, particularly those from global majority communities, Lesbian, Gay, Bisexual, Trans, Queer, Intersex, Asexual, Plus (LGBTQIA+) groups (including men who have sex with men (MSM), and non-binary people). This model increases timely access for young people, low-income residents, migrants, and other high-need groups who may face logistical or cultural barriers to care.
23. There will be ring-fenced access for Southwark residents at their Burrell Street site and new satellite and targeted clinics which will mitigate the proposed closure of the current Walworth Road site. Up to 50% of pre-booked appointments at Burrell Street Clinic and all appointments at new satellite clinics will be reserved for Southwark residents increasing annual appointment capacity for Southwark residents compared to the current model.
24. The proposal includes the establishment of a dedicated Women's Only satellite Sexual Health Clinic to enhance access and address any potential access issues by the closure of the Walworth Road clinic. The clinic is specifically designed to meet the needs of women living in areas of high deprivation such as the Aylesbury Estate and to ensure continuity of care for those most affected by service reconfiguration.
25. Harold Moody Health Centre has been identified as the preferred satellite site due to its accessibility and alignment with local health infrastructure. Should this location be unavailable, GSTT will work in partnership with GSTT Estates and Southwark Council to identify and secure a suitable alternative that meets community and clinical requirements. In the interim, and to ensure continuity of care and uninterrupted access for patients during the mobilisation phase of the new satellite clinic, service delivery will continue at the Walworth Road site. This interim Walworth Road service will aim to replicate the dedicated service provision, capacity, and targeted focus proposed for the new satellite model where feasible, ensuring that the intended benefits of the revised offer are maintained throughout the transition period.

26. To enhance the service for underrepresented groups, GSTT are also including a weekly Global Majority Clinic at Burrell Street. This will be co-designed in partnership with local communities to ensure they address the needs of those most impacted by the closure of the Walworth Road site.
27. GSTT are also embedding cultural responsiveness across all touchpoints of their SRH services:
 - Cultural competence training is a standard part of Continuing Professional Development (CPD) for all frontline staff.
 - Trauma-informed care frameworks ensure sensitive responses to the emotional and psychological needs of vulnerable individuals.
 - GSTT will actively seek feedback from service users about their cultural and personal care needs, using it to continually improve service design.
28. In addition to ring-fenced access, women-only outreach clinics, and capacity reserved for the global majority population at Burrell Street, GSTT are expanding a tailored offer for MSM, positioning Burrell Street as a central hub for this group. The method statement outlines a commitment to scaling up access to Pre-Exposure Prophylaxis (PrEP) and Post-exposure prophylaxis (PEP) as part of Southwark's efforts to end Human Immunodeficiency Virus (HIV) transmission. Key initiatives include:
 - Virtual PrEP consultations and repeat prescribing pathways to reduce barriers for those comfortable with digital access.
 - A PrEP Pathway using smart lockers, with home delivery options under review.
 - Community-based PrEP access via Patient Group Directions (PGDs), allowing nurses to deliver PrEP in non-clinic settings.
 - Partnership with organisations such as Prepster to promote services through community events and dating app platforms.
 - Use of re-infection data to prioritise high-risk groups (e.g. MSM with recurrent infections, sex workers) for targeted communication and streamlined access.

Policy implications

29. The approval of the contract award would continue to satisfy the council's responsibilities to deliver sexual and reproductive health services under the Health and Social Care Act 2012.
30. The contract award supports the draft Lambeth, Southwark, Lewisham, Bexley and Bromley (LSLBB) SRH and HIV strategy for 2025-2030. The strategy describes shared goals and actions for improving SRH across the boroughs and is underpinned by four priority areas:
 - Healthy and fulfilling sexual relationships

- Improving reproductive health
- Reducing the rates of sexually transmitted infections
- Preventing and living well with HIV.

31. The contract award directly contributes to ensuring Southwark's Public Sector Equality Duty.

Tender process

32. GSTT were required to complete a method statement document which covered the five required PSR criteria:

- Quality and Innovation
- Integration, collaboration, and service sustainability
- Improving access, reduce health inequalities, and facilitating choice
- Social value
- Value

Tender evaluation

33. The tender was evaluated by a panel consisting of Public Health, Finance and Integrated Commissioning officers and has informed the recommendation in this report.

34. Each method statement response was scored on a scale between zero (cannot be scored) and five (excellent response) individually by panel members and a moderated score was agreed for each response. GSTT exceeded or met the minimum standard appointable in each response and each response demonstrated a credible methodology to deliver the service.

Plans for the transition from the old to the new contract

35. The mobilisation will be managed by council staff within the Integrated Commissioning Division. As the provider will not be changing there is no requirement for an extensive mobilisation period.

Plans for monitoring and management of the contract

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

37. The monitoring arrangements will provide information on whether or not the contract is performing as expected in accordance with the conditions of contract. Quarterly reports will reflect the outcomes that have been achieved against the agreed targets and Key Performance Indicators (KPIs). Annual Performance Reports will be presented to the relevant

boards on the award date anniversary, and annually thereafter, in line with Contract Standing Orders.

38. The contract will be monitored by the Public Health Commissioning team.

Identified risks for the new contract

39. Identified risks for the contract are set out in the table below:

Risk	Risk level	Mitigation
1 Agreed updates to service specifications are not implemented, agreed innovations are not realised	Low	<ul style="list-style-type: none"> • Commissioners are requesting a service implementation plan as part of the contract award process. • The service delivery will be monitored on a quarterly basis with issues of concern raised through this process. • Concerns will be escalated according to the contract. • Service development opportunities across the commissioning landscape will be identified and communicated. • Commissioners will ensure representation at forum where relevant pathways are being discussed and/or developed. • GSTT staff have agreed the service specification as part of a negotiated process.
2 Service delivery may be disrupted due to potential staffing changes in the new model	Low	<ul style="list-style-type: none"> • The commissioning team will monitor any plans for re-organisation as part of the mobilisation. • GSTT to follow all relevant employment policies. • Commissioners will ensure that the Trust maintains close communication about staffing redesign and will seek regular updates on progress.
3 The contract award is met with legal challenge.	Low	<ul style="list-style-type: none"> • The commissioning team have maintained active dialogue with London commissioners and other stakeholders (including Legal and Procurement teams). • Advice has been requested and obtained in order to ensure compliance with current procurement legislation.

Risk	Risk level	Mitigation
4 The contract becomes unaffordable during the contract period, due to either activity changes, or increase in costs for the provider.	Medium	<ul style="list-style-type: none"> The Public Health Grant funding is not automatically uplifted, so no automatic, guaranteed uplifts in contract price have been included in the terms and conditions. Activity across this contract and the wider system will be kept under review during the contract and discussed with the provider. Provider's financial risks and ability to continue to deliver the service will be kept under review through regular performance monitoring.

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

Community impact statement

40. Good sexual and reproductive health is unequally distributed across the population. Southwark faces some of the greatest sexual health challenges in England and has high rates of HIV, STIs, emergency hormonal contraception (EHC) use and terminations. From 2020-22, over half of the individuals who accessed EHC in Southwark had used EHC on a previous occasion within the last year, which is an indicator of unmet reproductive health need. Populations with the highest sexual and reproductive health need include MSM, young people, and Black and Global Majority Groups.
41. ISRH services provide a range of services to meet SRH needs in the borough. The new commissioned service will improve access to services for those with the highest SRH needs in order to better meet those needs. Walk-in access to sexual health services will continue to be available for those who are unable to access online service provision. The service will be expected to increase the number of appointments and interventions offered to Southwark residents through the life of the contract, working with local outreach providers and commissioners to bring local groups and individuals with high levels of sexual health need into the clinic.
42. The model consolidates delivery in Burrell Street (to be open six days per week including Saturdays). Currently, the Walworth Road site provides walk-in and booked SRH services including STI testing, contraception, and counselling. Under this proposal, Walworth Road will close, and its activity will be absorbed into Burrell Street, as well as targeted satellite clinics. Remote clinics will continue, offering flexible access for repeat prescriptions and follow-up care. The proposed model in Southwark aims to address the complex and changing SRH needs of a diverse local population. This service will provide high-quality, accessible care tailored to the specific challenges of underrepresented groups. The service model

blends digital innovation, responsive clinical services, and partnership working to ensure equitable access for all Southwark residents. Efficient and good quality staffing is central to this vision, supporting timely and inclusive SRH care.

Equalities (including socio-economic) impact statement

43. Officers completed equality and needs assessments and health impact assessments in relation to SRH during the contract negotiation period. As part of the Southwark's Joint Strategic Needs Assessment (JSNA) a SRH health needs assessments of four vulnerable groups: sex workers, asylum seekers, Latin American migrants, and people with mild to moderate learning disabilities in Southwark was completed in December 2023. LGBTQIA+ Health and Wellbeing needs assessment was also completed in February 2025. The proposed service changes seek to improve access to all groups in Southwark, and to prioritise vulnerable groups within the community for access to sexual and reproductive health clinic services.
44. Groups in Southwark with a higher need for SRH services include women, people from Black African and Black Caribbean heritage groups, other minority ethnic communities, including Latin Americans, young people, MSM, the Trans community and non-binary people.
45. The proposed contract and changes to the integrated sexual and reproductive health services are expected to have a positive impact on these groups, and it is intended that access to the service is improved to provide a service that is welcoming and accessible to all and seeks to reduce inequalities in sexual and reproductive health. It is recommended that work continues alongside implementation of the contract to measure the impact of the proposed changes on these groups.
46. GSTT has committed to working alongside the council on anti-racist service design, policies and practices, to reduce inequalities in SRH in the borough. Southwark and GSTT will work to take action to describe and tackle systemic bias in service planning and provision by addressing unconscious bias, reducing bias in the service planning process and achieving change in practice through system wide actions. This will include creating an environment to reduce inequalities and improve access, outcomes and experiences, understanding cultural barriers, creating responsive service design, creating feedback loops and safe environments for difficult conversations.

Health impact statement

47. Southwark has significantly higher rates of new STI diagnoses compared to London and England. Overall, the number of new STIs diagnosed among residents of Southwark in 2023 was 9,384. This is the most recent full-year figures published. The rate was 3,008 per 100,000 residents, higher than the rate of 704 per 100,000 in England.

48. SRH has a significant impact on health and wellbeing in Southwark. The borough has the second highest levels of STIs in England. Levels of diagnosed infections in Southwark are over twice the London average and more than four times the national average. In 2022 there were nearly 9,300 new STI diagnoses among residents, a 24% increase compared to 2021. Between 2022 and 2023 in Southwark there was:

- a 37% increase in gonorrhoea diagnoses
- a 28% increase in syphilis diagnoses
- a 19% increase in chlamydia diagnoses
- a 37% increase in genital herpes

49. Southwark has a young and diverse population, which often have high needs for SRH. There are persistent inequalities in certain populations.

50. To set the direction for meeting SRH needs through ISRH services, LSLBB have jointly developed an ambitious sexual and reproductive health and HIV strategy for 2025-2030, which sets out key priorities to strengthen sexual and reproductive health services across southeast London. The new draft joint strategy sets out the priorities and goals for improving sexual health and wellbeing across the five boroughs with a focus on prevention and reducing health inequalities and is currently out to consultation. The strategy describes shared goals and actions for improving SRH across the boroughs and is underpinned by four priority areas:

- Healthy and fulfilling sexual relationships
- Improving reproductive health
- Reducing the rates of sexually transmitted infections
- Preventing and living well with HIV

51. The Council expects the proposed new contract will have a positive impact to reduce health inequalities in Southwark, by ensuring our residents needs are considered while protecting their access to SRH services.

Climate change implications

52. The availability of high-quality ISRH clinics local to Southwark promotes the use of active transport such as walking, cycling, and public transportation to attend appointments.

Social Value considerations

53. The Public Services (Social Value) Act 2012 requires that the council considers, before commencing a procurement process, how wider social, economic and environmental benefits that may improve the wellbeing of the local area can be secured. The social value considerations included in the method statements are set out in the following paragraphs in relation to the commitments to be delivered under the proposed contract.

54. The social value areas covered in this contract are 'A strong and fair economy' and 'Staying Well'.
55. Under a strong and fair economy GSTT have committed to having local people employed or retained. GSTT will continue recruitment and retention within local communities. Vacancies will be advertised via various means but include local GP newsletters across Southwark. Their recruitment policy is focused on equitable recruitment and has undergone an Equality and Inclusion Impact Assessment. GSTT's policy will help them to also meet social value in reference to local Black, Asian and minority ethnic people employed or retained and local people with disabilities employed or retained.
56. GSTT will undertake local recruitment through widening participation programmes. GSTT partners with organisations like Care Trade, Choices College, Southwark College, and Orchard Hill College as part of the Sector Work Based Academy Programme. Together, they provide opportunities for work experience in healthcare, helping participants build critical skills while creating an inclusive and diverse workforce. They have also stated that accredited training is available to all staff. Employees pursuing further education can access training via partner universities with line manager support.
57. There are currently apprenticeship opportunities in GSTT and there are three apprentices within the Specialist Ambulatory Medical Services (SAMS) directorate, where SRH sits. Apprentices in SRH services will be introduced during the term of the contract within Southwark.
58. Under staying well GSTT will continue to support their staff through their 'Showing we care about you' programme with wellbeing training, staff wellbeing champions and 'show you care' funding opportunities. They also offer support through occupational health referrals and their psychological wellbeing team.

Economic considerations

59. The health economics argument for investment in ISRH services illustrates the value that they deliver in downstream savings for health and social care services. For example:
 - The Office for Health Improvement and Disparities (OHID) estimated that every £1 spent on contraceptive services saves £9 across the public sector.
 - Preventing STIs such as chlamydia reduces the costs associated with long-term conditions such as pelvic inflammatory disease and preventable infertility.
 - Increased access for women of reproductive age to LARC (e.g. intrauterine devices, injectable contraceptives and implants) and

prompt access to emergency contraception has been proven to be cost-effective.

- Research from the National Institute for Health and Care Research found that preventing HIV diagnoses through the HIV prevention drug, PrEP, would save the NHS £1 billion over 80 years.

60. As described in paragraphs 50 to 55 GSTT have demonstrated social value in their method statement response and through their commitment to creating apprenticeships and the employment of local people under this contract.

Social considerations

61. GSTT in their method response stated they pay at least the London Living Wage (LLW) to all staff employed via the contract and that they are an accredited living wage employer.

62. NHS providers are signed up to the London Mayor's Healthy Workplace Charter.

63. GSTT are embedded within and engage with the local community and have safeguarding measures in place to support the most vulnerable patients. ISRH services play an important role in screening for potential safeguarding issues in these groups and in all their patients.

Environmental/Sustainability considerations

64. The availability of high-quality ISRH clinics local to Southwark promotes the use of active transport such as walking, cycling, and public transportation to attend appointments. The further development of the digital offers for ISRH services reduces unnecessary travel to/from clinic sites. The proposed sites for delivery of the service are close to public transport.

Market considerations

65. The market for provision of clinical genitourinary medicine and ISRH services in London is limited. It is dominated by NHS Foundation Trusts and NHS Hospital Trust providers. There are a very limited number of voluntary sector organisations, which provide basic genitourinary medicine and ISRH services. The PSR aims to make it easier for decision-makers to integrate services and enhance collaboration and includes removing the requirement for mandatory competition. This can include recommissioning established NHS trusts who are already providing high quality services without running a competitive procurement process.

Staffing implications

66. There are no staffing implications for the council arising from this contract.

Financial implications

- 67. The contract can be funded from existing budgets within the Public Health Grant.
- 68. The contract value (subject to inflationary uplifts) excluding VAT as not payable is:

	Term	Cost excluding VAT
Estimated Annual cost	7 November 2025 – 6 November 2026	£4,099,810
Total contract cost	7 November 2025 – 6 November 2028	£12,299,430

Investment implications

- 69. There are no investment implications.

Legal implications

- 70. This contract will fall under the new PSR that came into force on 1 January 2024.
- 71. Please see concurrent from the Assistant Chief Executive – Governance and Assurance.

Consultation

- 72. In 2021, Southwark commissioners delivered a substantial programme of engagement with service users and clinical professionals to review current integrated sexual and reproductive health services in order to inform future developments of services. Surveys were conducted with service users and residents who didn't use ISRH services. Mystery shopping was conducted, with individuals visiting clinics to understand how clinics were performing, and desk-based evidence reviews were undertaken.
- 73. Since 2021 commissioners have re-engaged service users and clinical professionals to refresh this picture, to understand what has changed since the contracts were first negotiated and to further incorporate their perspectives into the recommissioning of ISRH. This included focus groups, development work, further surveys, campaigns and desk-based research to understand how services have changed and how this has affected the user experience. It has also included the co-production of the specification for the new ISHS with clinicians and other professionals involved within the sexual health system. The findings of this review were used to inform negotiations with GSTT to ensure the new service meets the needs of Southwark residents.

74. Engagement with residents and providers will continue in order to help inform further service development. Commissioners will review the intelligence gathered and ensure that it helps inform further service improvement throughout the period of the contract. A further consultation is being planned in 2025/26 to find out direct from Southwark residents what they want from SRH services in the longer term in parallel to the implementation of the new contract. This consultation with our residents will ensure we are providing what they need with information gathered used to continue to develop a high quality offer which improves provision for all our residents, particularly those from global majority communities and LGBTQIA+ groups.

Other implications or issues

75. None identified.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Resources AM12202526

76. The Strategic Director of Resources notes the recommendations in this report for the approval of the contract award for the delivery of an integrated sexual and reproductive health service to Guy's and St Thomas' NHS Foundation Trust for a period of three years from 7 November 2025.
77. As stated in the financial implications section, the estimated annual contract value is £4.1M and a whole life contract total value of approximately £12.3M. the annual contract value is subject to inflationary increases.
78. The contract for the three years can be fully funded from the public health grant.

Head of Procurement

79. This report seeks approval of the contract award for the delivery of an integrated sexual and reproductive health service to Guy's and St Thomas' NHS Foundation Trust for a period of three years from 7 November 2025, at an estimated annual contract value of £4.1M and an estimated whole-life contract value of £12.3M. The report also requests approval of the change to the approved GW1 procurement strategy report, reduction in the duration of the contract, budget and highlights that this will be a contract directly with Southwark Council and Guy's and St. Thomas' Foundation Trust for the reasons set out in paragraphs 11-14 of the report
80. The nature of the services to be procured dictates alignment with the Provider Selection Regime 2023 (the PSR) as relevant to "health care services". In accordance with the PSR, the commissioning authority may

follow a direct award process, (Direct Award Process C “where the existing provider is satisfying the existing contract and will likely satisfy the proposed new contract, and the contract is not changing considerably”) noting observation of associated record-keeping and transparency requirements. Notwithstanding, the report is also consistent with the council’s Contract Standing Orders, which reserve the decision to approve the recommendation to Cabinet following review at DCRB and CCRB.

81. Headline risks associated with the recommended (use of) contract award are contained within the table at the end of paragraph 40.
82. Intended alignment with Southwark 2030 objectives and the Fairer Future Procurement Framework (FFPF) is evidenced within the content of paragraphs 19 to 32 and 41 to 65 generally. Paragraphs 54 to 59 specifically evidence commitment to Social Value, including reference to local employment, skills and training, and workplace support initiatives. Payment of the London Living Wage (LLW) and sign up to the Mayor’s Healthy Workplace Charter is confirmed at paragraphs 62 to 63.
83. Proposed methodology for performance/contract monitoring is detailed within paragraphs 37 to 39. The report also confirms that an annual performance review will be provided to the relevant DCRB and CCRB in alignment with council Contract Standing Orders.
84. The Community, Equalities and Health Impact Statements are set out in paragraphs 41 to 52.
85. The Climate Change, Social Value, Economic and Environmental / Sustainability statements are set out in paragraphs 53 to 65.

Assistant Chief Executive – Governance and Assurance (20250811SB)

86. This report seeks approval to award a contract for the delivery of an integrated sexual and reproductive health service to Guy’s and St Thomas’ NHS Foundation Trust for a period of three years from 7 November 2025, at an estimated annual value of £4.1M and a whole life value of approximately £12.3M. The report also notes and seeks approval of a change to the procurement strategy contained in the Gateway 1 report, as detailed and explained in paragraphs 11-14.
87. The services which comprise the proposed contract fall within various categories of health care services as defined in the Health Care Services (Provider Selection Regime) Regulations 2023. Those Regulations allow the contracting authority to procure services by way of direct award, known as Direct Award Process C in cases where the existing provider is satisfying the existing contract and will likely satisfy the proposed new contract, and the contract is not changing considerably. However, the use of that process is subject to compliance with prescribed requirements in relation to record-keeping and transparency.

88. The contract award recommended in this report is also in keeping with the requirements of the council's Contract Standing Orders, which permit direct award in exceptional circumstances and reserve the decision to approve the recommendation to Cabinet, following consideration of the report by the Departmental and Corporate Contract Review Boards.

89. In making procurement decisions Cabinet should be mindful of the Public Sector Equality Duty under section 149 of the Equality Act 2010, and to have regard to the need to (a) eliminate discrimination, harassment, victimisation or other prohibited conduct, (b) advance equality of opportunity and (c) foster good relations between persons who share a relevant protected characteristic and those who do not share it. The relevant characteristics are age, disability, gender reassignment, pregnancy and maternity, race, relation, religion or belief, sex and sexual orientation. The duty also applies to marriage and civil partnership but only in relation to (a). The community impact and equalities impact statements which are set out from paragraphs 41 to 47 note the consideration that has been given to equalities issues and note the various equality, health and wellbeing needs and impact assessments that have been undertaken in order to identify individuals and groups with a higher need for SRH services and to measure the likely and actual effect and impact of the negotiated contract on individuals and groups within the community, in particular those having a protected characteristic under the Act.

90. Cabinet is also referred to paragraphs 73 to 75 which confirm the extent and detail of the engagement and consultation that has taken place with service users and clinicians in order to inform the procurement strategy and development of the service specification, and the proposals for further consultation with residents and the service provider in order to drive service improvements.

Director of Public Health

91. Public Health Divisional Management Team have reviewed the proposal and approve the use of the Public Health Grant for this service.

BACKGROUND DOCUMENTS

Background documents	Held At	Contact
Gateway 0 - Strategic Options Assessment for the provision of genito-urinary medicine services https://moderngov.southwark.gov.uk/documents/s115200/Report%20GW1%20Integrated%20sexual%20and%20reproductive%20health%20services.pdf	Integrated Commissioning, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 020 7525 0966
Gateway 1 - Integrated sexual and reproductive health services procurement strategy	Integrated Commissioning, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 020 7525 0966

Background documents	Held At	Contact
https://moderngov.southwark.gov.uk/documents/s115200/Report%20GW1%20Integrated%20sexual%20and%20reproductive%20health%20services.pdf		
Gateway 2 – Contract Award Approval Integrated Sexual and Reproductive Health Service	Integrated Commissioning, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 020 7525 0966
https://moderngov.southwark.gov.uk/documents/s119061/Report%20GW2%20Integrated%20sexual%20and%20reproductive%20health%20service.pdf		
Health and Social Care Act 2012	Integrated Commissioning, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 020 7525 0966
https://www.legislation.gov.uk/ukpga/2012/7/contents		
The Health Care Services (Provider Selection Regime) Regulations 2023	Integrated Commissioning, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 020 7525 0966
https://www.legislation.gov.uk/ukdsi/2023/9780348252613		
Lambeth, Southwark, Lewisham, Bexley and Bromley (LSLBB) sexual and reproductive health and HIV strategy for 2025-2030 (link to be provided)	Integrated Commissioning, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 020 7525 0966
Southwark's Public Sector Equality Duty	Integrated Commissioning, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 020 7525 0966
https://www.southwark.gov.uk/about-council/strategic-plans-and-objectives/equality-diversity-and-inclusion		
Joint Strategic Needs Assessment	Integrated Commissioning, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 020 7525 0966
https://www.southwark.gov.uk/public-health-and-safety/health-and-wellbeing/public-health/southwark-insight-hub/joint-strategic		
LGBTQIA+ Health and Wellbeing - JSNA	Integrated Commissioning, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 020 7525 0966
https://www.southwark.gov.uk/sites/default/files/2025-03/Lesbian%20Gay%20Bisexual%20Trans%20Queer%20Intersex%20Asexual%20Plus%20LGBTQIA%29%20Health%20and%20Wellbeing.pdf		
Sexual and reproductive health Sex workers, asylum seekers, Latin American migrants and people with learning disabilities - JSNA	Integrated Commissioning, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 020 7525 0966
https://www.southwark.gov.uk/sites/default/files/2024-10/Sexual%20Health%20in%20Vulnerable%20Groups%202023.pdf		

APPENDICES

No	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Evelyn Akoto, Health and Wellbeing	
Lead Officer	David Quirke-Thornton, Strategic Director of Children and Adult Services	
Report Author	Neil Colquhoun, Head of Public Health Commissioning	
Version	Final	
Dated	29 September 2025	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Resources	Yes	Yes
Head of Procurement	Yes	Yes
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Contract Review Boards		
Departmental Contract Review Board	Yes	Yes
Corporate Contract Review Board	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	29 September 2025	

CABINET AGENDA DISTRIBUTION LIST (OPEN)**MUNICIPAL YEAR 2025-26**

NOTE: Original held by Constitutional Team; all amendments/queries to
Paula.thornton@southwark.gov.uk

Name	No of copies	Name	No of copies
Members (paper copies)			Officers (paper copies)
Jasmine Ali	1	Althea Loderick	1
Natasha Ennin	1	Clive Palfreyman	1
Members - ELECTRONIC VERSIONS (NO HARD COPY)			Officers
Evelyn Akoto		Sarah Feasey	1
John Batteson			
Stephanie Cryan			
Helen Dennis			
James McAsh			
Sarah King			
Portia Mwangangye		Paula Thornton, Constitutional Officer	5
Michael Situ			
Ian Wingfield			
Suzanne Abachor			
Cassandra Brown			
Victor Chamberlain			
Esme Hicks			
Laura Johnson			
Jason Ochere			
Richard Leeming			
Bethan Roberts			
Martin Seaton			
Irina Von Wiese			
Officers – electronic copies (no hard copy)			
Aled Richards			
Rhona Cadenhead			

Total: 16**Dated: 11 September 2025**