

Cabinet

Monday 2 February 2026

3.00 pm

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

Membership

Councillor Sarah King (Chair)
Councillor Jasmine Ali

Councillor Evelyn Akoto
Councillor John Batteson

Councillor Stephanie Cryan

Councillor Ellie Cumbo
Councillor Helen Dennis

Councillor Natasha Ennin

Councillor James McAsh

Councillor Portia Mwangangye

Portfolio

Leader of the Council
Deputy Leader and Cabinet Member for
Children, Education and Refugees
Cabinet Member for Health and Wellbeing
Cabinet Member for Climate Emergency, Jobs
and Business
Cabinet Member for Equalities, Democracy
and Finance
Cabinet Member for Parks and Culture
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 Council Homes

INFORMATION FOR MEMBERS OF THE PUBLIC

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Contact

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

Members of the committee are summoned to attend this meeting

Althea Loderick

Chief Executive

Date: 22 January 2026



Cabinet

Monday 2 February 2026

3.00 pm

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

Order of Business

Item No.	Title	Page No.
	PART A - OPEN BUSINESS	
	MOBILE PHONES	
	Mobile phones should be turned off or put on silent during the course of the meeting.	
1.	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.	
2.	APOLOGIES	
	To receive any apologies for absence.	
3.	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.	
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 - 8
	To approve as a correct record the minutes of the open section of the meeting held on 6 January 2026.	

Item No.	Title	Page No.
6.	PUBLIC QUESTION TIME (15 MINUTES)	
	To receive any questions from members of the public which have been submitted in advance of the meeting in accordance with the cabinet procedure rules. The deadline for the receipt of public questions is midnight Tuesday 27 January 2026.	
7.	DEPUTATION REQUESTS	
	To consider any deputation requests. The deadline for the receipt of deputation requests is midnight Tuesday 27 January 2026.	
8.	OLDER PEOPLE'S HOUSING STRATEGY 2026 - 2036	9 - 58
	To approve the council's new older people's housing strategy for 2026 – 2036.	
9.	NEW JAMES COURT, SCYLLA ROAD – PROPOSED COMMUNITY-LED HOUSING	59 - 87
	To note the progress to date in bringing forward a pilot scheme for community-led homes at a site in Peckham, including the selection of London Community Land Trust (“CLT”) and approve in principle the disposal of land at New James Court, Scylla Road, as shown for the delivery of new community-led affordable homes.	
10.	POLICY AND RESOURCES STRATEGY REPORT: MEDIUM TERM FINANCIAL STRATEGY UPDATE AND 2026-27 GENERAL FUND BUDGET PROPOSALS	To follow
	To agree the 2026-27 general fund budget to be recommended to council assembly and to note the medium-term financial strategy update.	
11.	BETTER REPAIRS - REPAIRS MODERNISATION	To follow
	To note the better repairs programme which outlines Southwark's approach to improving the Southwark repairs service.	
12.	SOUTHWARK CONSTRUCTION NEW HOMES UPDATE	88 - 113
	To note the update position on the council new homes delivery programme and the achievements to 31 December 2025.	

Item No.	Title	Page No.
13.	PHASE 2 OF THE TUSTIN ESTATE RENEWAL UPDATE	114 - 124
	To receive an update on plans for phase 2 of the Tustin Estate renewal.	
14.	SOUTHWARK'S ENHANCED BIODIVERSITY DUTY REPORT	125 - 135
	To note and support the requirement to meet the enhanced Biodiversity Duty reporting requirements introduced by the Environment Act 2021. To approve the council's first statutory Biodiversity Duty report for submission to the Department of Environment, Food and Rural Affairs (Defra).	
15.	ADMISSION ARRANGEMENTS FOR COMMUNITY PRIMARY SCHOOLS – SEPTEMBER 2027	136 - 149
	To agree the admission arrangements for community primary schools for September 2027.	
16.	DISPOSAL OF FREEHOLD AT WESTMINSTER BRIDGE ROAD, LONDON, SE1 7XW	150 - 156
	To approve the disposal of the council's freehold interest by auction or any other approved method of sale.	
17.	GATEWAY 1: PROCUREMENT STRATEGY APPROVAL SECURITY COVER IN SUPPORTED HOSTELS	157 - 196
	To approve the procurement strategy for the supported hostels security contract.	
18.	RESPONSE TO THE OVERVIEW AND SCRUTINY COMMITTEE REPORT: ASYLUM ROAD CARE HOME - DISPOSAL OF THE SITE BY WAY OF A LONG-LEASEHOLD INTEREST WITH A SELECTED PARTY TO DELIVER AND OPERATE A NEW CARE HOME AT ASYLUM ROAD, SE15	197 - 205
	To consider the responses to the recommendations in respect of the overview and scrutiny committee report.	
	DISCUSSION OF ANY OTHER OPEN ITEMS AS NOTIFIED AT THE START OF THE MEETING	

EXCLUSION OF PRESS AND PUBLIC

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

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

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

PART B - CLOSED BUSINESS**19. MINUTES**

To approve as a correct record the closed minutes of the meeting held on Tuesday 6 January 2026.

20. PHASE 2 OF THE TUSTIN ESTATE RENEWAL - UPDATE**21. GATEWAY 1: PROCUREMENT STRATEGY APPROVAL
SECURITY COVER IN SUPPORTED HOSTELS**

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

Date: 22 January 2026



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

Cabinet 2 February 2026

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

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

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

Item 20: Phase 2 of the Tustin Estate renewal - update

Item 21: Gateway 1: Procurement strategy approval security cover in supported hostels.

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: 22 January 2026



CABINET

MINUTES of the Cabinet held on Tuesday 6 January 2026 at 11.00 am at the Council Offices, 160 Tooley Street, London SE1 2QH

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

1. APOLOGIES

Apologies for lateness were received from Councillors Natasha Ennin and Portia Mwangangye.

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

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

Item 10: Housing Revenue Account (HRA) - Final Rent and Charges Report 2026-27

Reasons for urgency and lateness were included in the report.

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

No representations were received.

4. DISCLOSURE OF INTERESTS AND DISPENSATIONS

Councillor Evelyn Akoto declared a disclosable pecuniary interest in respect of Item 10: Housing Revenue Account – Final Rent and Charges report 2026-27. The member left the room during the consideration of this item and did not take part in the voting.

Note: Councillor Natasha Ennin had previously declared a disclosable pecuniary interest for items relating to the housing revenue account- rent and charges. Having submitted her apologies for lateness she was not present for Item 10: Housing Revenue Account – Final Rent and Charges report 2026-27 when this item was considered.

5. MINUTES

RESOLVED:

That the minutes of the meeting held on 2 December 2025 be approved as a correct record and signed by the chair.

6. PUBLIC QUESTION TIME (15 MINUTES)

There were none.

7. DEPUTATION REQUESTS

There were none.

8. SOCIAL PURPOSE OF LAND FRAMEWORK

Molly Harris from the New Economics Foundation was present for the item.

RESOLVED:

Decisions of the Cabinet

1. That the implementation of the Social Purpose of Land Framework (‘the

Framework') pilot phase as set out in Section 4 and 5 (page 39 to 50 of Appendix 1) of the report Social Purpose of Land Framework a Proposal from The New Economics Foundation, and paragraph 26 of the report, on four (4) council-identified sites as set out in paragraph 59 of the report be approved.

2. That it be noted that a revised framework will be brought back to cabinet following the pilot phase for further consideration.
3. That the approval of any minor non-substantive amendments resulting from its meeting and a final review by officers on the framework be delegated to the director of planning and growth, in consultation with the cabinet member for new homes and sustainable development prior to final release.
4. That authority be delegated to the director of planning and growth to oversee the implementation and refinement of the framework processes, including the development of an action plan supporting the framework.
5. That the Southwark Land Partnership (SLP) be established in accordance with the terms of reference in Appendix 3 of the report and authority be delegated to the director of planning and growth to finalise governance arrangements and partnership agreements.
6. To issue early notice of the intention to dispose of council's owned land or buildings at the time of reviewing the asset management plan.
7. That an allocation of £500,000 of reserve funding towards the costs of informing and resourcing the pilot sites of the Social Purpose of Land Framework be agreed.

Decisions of the Leader of the Council

8. That the executive scheme of delegation be varied to delegate authority to the cabinet member for new homes and sustainable development to approve the details of the fifth pilot site, in accordance with paragraph 60 of the report.

NOTE:

Councillor Portia Mwangangye arrived at the meeting at 11.23am.

9. LOCAL DEVELOPMENT SCHEME 2026-2029

RESOLVED:

1. That the Local Development Scheme ("LDS") in Appendix 1 of the report be adopted.

2. That the commencement of a full review of the Southwark Plan in 2026, following the adoption of the LDS be noted.

10. HOUSING REVENUE ACCOUNT (HRA) - FINAL RENT AND CHARGES REPORT 2026-27

Having declared a disclosable pecuniary interest, Councillor Evelyn Akoto withdrew from the meeting while this item was being discussed.

Note: Councillor Natasha Ennin had previously declared a disclosable pecuniary interest for items relating to the housing revenue account- rent and charges. Having submitted her apologies for lateness she was not present for this item.

It was not possible to circulate this report five clear days in advance of the meeting. Urgent consideration was required as any delay would risk breaching legal notification requirements and potentially result in a loss of income to the housing revenue account.

RESOLVED:

Decisions of Cabinet

That the following be noted:

1. The outcomes and feedback from the resident engagement events that took place during December 2025 (prior to Christmas), attached at Appendix 2 of the report.
2. The withdrawal of the concessionary garage rate for non-blue badge holders as previously agreed under individual decision making (IDM) by the cabinet member for council homes as set out in paragraph 29 of the report with effect from 6 April 2026.
3. That guidance on the proposed implementation of rent convergence expected to be announced in the Autumn Statement (26 November 2025) was delayed and expected to be announced in January 2026.

That the following be approved:

4. The rent increase of 4.8% (based on September 2025 Consumer Price Index plus 1%) for all directly and tenant managed (TMO) housing stock held within the council's housing revenue account (HRA).
5. The rent increase of 4.8% for the council's shared ownership stock as set out in paragraph 21 of the report with effect from 6 April 2026.

6. The increases to tenant service charges, comprising estate cleaning, grounds maintenance, communal lighting and door entry maintenance as set out in paragraphs 22-23 of the report with effect from 6 April 2026.
7. The increase in sheltered and flexi-care housing service charges as set out in paragraph 24 of the report with effect from 6 April 2026.
8. The disaggregation of the combined rent and service charges for supported hostels and the increase for both in line with CPI+1% as set out in paragraphs 25-26 of the report with effect from 6 April 2026.
9. The increase in garage charge rates as set out in paragraphs 27-28 of the report with effect from 6 April 2026.
10. The freezing of heat network charges for 2026-27 at existing levels, with the exception of the borough-wide metered charge for new homes, which will be reduced as set out in paragraphs 30-44 of the report with effect from 6 April 2026.

Decision of the Leader of the Council

11. That authority be delegated to the cabinet member for equalities, democracy and finance in consultation with the cabinet member for council homes to implement the government's proposals on rent convergence with effect from 6 April 2026.

NOTE:

Councillor Natasha Ennin arrived at the meeting at 11.45am.

11. THE COUNCIL TAX BASE FOR 2026-27

RESOLVED:

1. That the council tax base for the year 2026-27 as 111,464.6 (112,357 in 2025-26) band D equivalent dwellings (Appendix A of the report) be approved.
2. That the council tax collection rate for the year 2026-27 as 96.50% (96.50% in 2025-26) be approved.
3. That the proposed continuation be approved of the:
 - Council tax discounts, exemptions and premiums as summarised in

paragraph 8 of the report

- Discretionary relief as per section 13A(1)(c) of the Local Government Finance Act 1992 summarised in paragraph 9 of the report and
- Council tax reduction scheme administered under section 13A(1)(a) of the Local Government Finance Act 1992.

4. That authority be delegated to the strategic director of resources in consultation with the cabinet member for equalities, democracy and finance and monitoring officer for any minor and consequential amendments to the council tax reduction scheme policy.

12. GATEWAY 3 - VARIATION DECISION: PARKS GROUNDS MAINTENANCE CONTRACT EXTENSION

RESOLVED:

That the variation of the grounds maintenance contract with Quadron Services Limited, now trading as Idverde U.K Limited, for a four-year period from 3 October 2026 with an estimated annual cost of £3.289m and subject to the contract provision as set out in paragraph 20 of the report, making a total contract value of the extension period £13.156m, and a total estimated lifetime contract value of £42.5m be approved.

13. SENIOR RESOURCES LEADERSHIP TEAM STRUCTURE

RESOLVED:

1. That the proposed changes to the resources senior leadership team structure be approved as set out in the report.
2. That the creation of the following new posts be approved:
 - Director of commercial partnerships and investments
 - Director of digital and resident experience.
3. That it be noted that the strategic director of resources will be leading a process to incorporate the two new director level posts into the resources senior leadership team structure as part of a wider reorganisation.
4. That the authority be delegated to the strategic director of resources to progress recruitment to new director-level roles.

EXCLUSION OF THE PRESS AND PUBLIC

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

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

14. MINUTES

The closed minutes of the cabinet meeting held on 2 December 2025 were approved as a correct record and signed by the chair.

15. GATEWAY 3 - VARIATION DECISION: PARKS GROUNDS MAINTENANCE CONTRACT EXTENSION

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

The meeting ended at 12 noon.

CHAIR:

DATED:

DEADLINE FOR NOTIFICATION OF CALL-IN UNDER SECTION 18 OF THE OVERVIEW AND SCRUTINY PROCEDURE RULES IS MIDNIGHT, WEDNESDAY 14 JANUARY 2026.

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

Meeting Name:	Cabinet
Date:	2 February 2026
Report title:	Older People's Housing Strategy 2026 - 2036
Cabinet Member:	Councillor Portia Mwangangye, Council Homes
Ward(s) or groups affected:	All; older people
Classification:	Open
Reason for lateness (if applicable):	N/a

FOREWORD - COUNCILLOR PORTIA MWANGANGYE, CABINET MEMBER FOR COUNCIL HOMES

This Older People's Housing Strategy sets out the council's plan for meeting the housing needs of people as they age, covering the period 2026-2036. With our ageing population, and the benefits that older people's housing brings for health, wellbeing, social connection, and so much more, this is a crucial moment to be publishing the Older People's Housing Strategy.

The strategy has been developed jointly across Housing and Adult Social Care teams, and in partnership with older residents, their families, people who are thinking about their housing options in future, and providers of older people's housing. Drawing on this consultation, the strategy sets out three main priorities for strengthening older people's housing:

- Priority 1: Better access to appropriate and affordable housing for older people.
- Priority 2: Timely and accessible support to help older people feel safe and stay independently in their homes for longer.
- Priority 3: Making it easier to downsize into suitable housing.

Specific commitments are tied to these three overarching priorities, and following the strategy's publication, a full Action Plan will be developed and published to show how the council will deliver on these priorities.

RECOMMENDATIONS

Recommendations for the Cabinet

1. To approve the council's new Older People's Housing Strategy for 2026 – 2036.

REASONS FOR RECOMMENDATIONS

2. Southwark is an ageing borough. The number of people aged 65 and over is expected to increase by 13,000 over the next decade. The council and its

partners – including housing and support providers – must ensure that older people in this borough have access to appropriate and affordable housing which helps them to age well.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

3. None considered because this report refers to the council's statutory functions. The council has duties for older people under both housing and social care legislation.

POST DECISION IMPLEMENTATION

4. Delivery of the strategy will be overseen by the council's Housing, Health and Care Board. The Board brings together Directors from the three service areas. The Board will provide regular updates on progress to Cabinet. The first update will be provided six months after the strategy is approved and annually from that point onwards for the lifetime of the strategy.

Key Activity	Target completion date
First progress report for Cabinet	July 2026

BACKGROUND INFORMATION

5. In 2015, the council joined the Age Friendly Global Network. This is a World Health Organisation (WHO) programme to create cities and communities where people can age well. It focuses on key 'interconnected' areas such as housing, transport and health care.
6. Since becoming part of the Network, Southwark has created an Age Friendly Forum, made up of people aged 55 and over, carers and support providers. The forum oversees five working groups, which are aligned to the WHO's interconnected areas.

KEY ISSUES FOR CONSIDERATION

7. The council has statutory duties for older people under both care and housing legislation. The key legislation is summarised below.

Care legislation

8. The Care Act 2014 places a duty on the council to help people with care and support needs. This includes any physical or mental condition that has a significant impact on a person's wellbeing.

Housing legislation

9. The Housing Act 1996 (as amended by the Homelessness Reduction Act 2017) places duties on the council to prevent or relieve homelessness for eligible households. Where prevention or relief duties fail, and an applicant is found to be statutorily homeless, in priority need, eligible, unintentionally

homeless, and positively assessed on local connection, under Part 7 of the Housing Act 1996, the council has a 'main' duty to provide interim accommodation and secure permanent housing.

10. Southwark is an ageing borough. The council and its partners – including Registered Providers, Support Providers, the Community and Voluntary Sector – must adequately prepare to ensure older people can access appropriate and affordable housing over the next decade.
11. This will have to include a range of options from general needs housing to schemes designed specifically for older people. Where possible, this housing should help older people to remain in their existing homes and communities, retaining their independence.
12. The strategy consists of three key priorities:
 - Priority 1: Better access to appropriate and affordable housing for older people.
 - Priority 2: Timely and accessible support to help older people feel safe and stay independently in their homes for longer.
 - Priority 3: Making it easier to downsize into suitable housing.
13. These priorities form the headlines of an action plan, to be delivered jointly by the council and its partners.

Policy framework implications

14. The strategy will help the council meet its key strategic objectives.

Southwark 2030

15. In 2023, the council launched the Southwark 2030 Strategy with a new vision for the borough:

“Together, we will build a fair, green and safe Southwark where everyone can live a good life as part of a strong community.”

16. Southwark 2030 set six goals to achieve this vision. By ensuring a range of affordable and appropriate housing options for older people, this strategy will make a meaningful contribution to two of these goals.

Goal: Decent homes for all – People live in safe, well-maintained homes

- *Improve the standards of council, social and private rented homes*
- *Increase the number of genuinely affordable homes in our borough*
- *Reduce the number of people who are homeless*

Goal: Staying well – People across our whole community can have good health and wellbeing

- *Ensure every child and adult can get the mental health support they need when they need it*

- *Help more people stay well, reducing the inequalities in health across our community*
 - *Improve the wellbeing of people with long term conditions and disabilities and their carers.*
17. In 2020, the council published its most recent Housing Strategy. The Housing Strategy has four principles. The Older People's Housing Strategy will contribute to all four principles.
- *Increasing the supply of genuinely affordable high-quality homes that meet our residents' housing needs and aspirations.*
 - *Demanding safer, higher quality, energy efficient homes*
 - *Promoting tenure security and social support in housing that improves the health, wellbeing and economic resilience of residents.*
 - *Empowering residents and communities to have pride and influence over the running of their homes and neighbourhoods.*

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

Community impact statement

18. The population of older people in the borough will increase over the coming years. Alongside this the number of older people living with long-term illnesses and disabilities will also increase. We need to plan for these changing needs including what changes need to be made to support older people in their own homes, help them to move to appropriate homes, including downsizing. As well as developing the right homes for the future.
19. We have consulted widely on this strategy – with older people, charities, housing providers, members, and others. The details are set out below and in the strategy itself.

Equalities (including socio-economic) impact statement

20. An Equalities Impact and Needs Analysis is appended. The analysis indicates that, compared to the wider population, older people:
- Suffer from higher levels of ill-health and disability
 - Have a greater proportion of females in this group, as life expectancy is greater for females
 - A greater proportion that are married or in civil partnerships
 - Have lower levels of households from a Black Asian Minority Ethnic background
 - Have a greater proportion of households from a Christian background compared to other Religion and Belief groups.
21. Older residents are more likely to be on a fixed income, and a larger proportion of older residents are likely to be living in poverty.

Health impact statement

22. The strategy will improve the housing and support services available to all older people in the borough and has been developed through detailed consultation with key stakeholders. Equality and health analysis demonstrates that the strategy shows no potential for discrimination.

Climate change implications

23. There are no immediate climate change implications to the approval of the strategy. There may be implications as the action plan is developed and delivered. Where this is the case, the climate change implications will be considered fully and reported through the relevant governance processes.

Resource implications

24. Adult Social Care and Social Housing resources are under significant pressures, both nationally and within Southwark specifically. As a result, this strategy focuses on working with partners to improve access to a range of housing and support options.
25. There are no immediate resource implications to the approval of the strategy. There may be implications as the action plan is developed and delivered. Where this is the case, the resource implications will be considered fully and reported through the relevant governance processes.

Assistant Director of Governance and Assurance (DG/21.01.2026)

26. This report seeks approval for the new Housing Strategy for Older Residents, which aims to ensure that older people in the borough have access to suitable and affordable housing that supports ageing well, provides timely and accessible support to help older residents remain independent and safe in their homes, and facilitates downsizing into appropriate housing options. Oversight will be provided by the Housing, Health and Care Board, with progress reports to Cabinet in 2026.

Several statutory provisions underpin the development of the Strategy:

Housing Act 1996

27. The Housing Act 1996 (as amended) places duties on local housing authorities to meet the needs of certain priority groups. Authorities must comply with statutory guidance issued under the Act when allocating social housing. Although the Act does not explicitly require an older people's housing strategy, it informs the assessment and meeting of housing needs, including those of older residents.

Supported Housing (Regulatory Oversight) Act 2023

28. The Supported Housing (Regulatory Oversight) Act 2023 requires local authorities to develop strategies for supported housing, including schemes

such as extra-care or sheltered accommodation for older adults. Some provisions of the Act remain subject to secondary legislation and statutory guidance, as referenced in the Strategy.

Care Act 2014

29. The Care Act 2014 requires local authorities to promote the wellbeing of adults, including considerations relating to suitable living accommodation. Housing needs must be taken into account in care assessments and planning. The Act also encourages integrated housing, health, and care services to support older people to remain safe and independent in their homes.

30. **Consultation**

To comply with the legal requirements for consultation, the authority must ensure that:

- Consultation occurs when proposals are still at a formative stage.
- Sufficient information is provided to enable meaningful responses.
- Adequate time is given for consultees to consider and respond.
- Responses are conscientiously considered before decisions are made.

The report and Strategy document reference engagement with the Age Friendly Forum and a public consultation undertaken between April and July 2025, which received over 100 responses. Cabinet must have regard to the outcomes of this consultation, as summarised in the Strategy and within the consultation section of this report.

31. **Public Sector Equality Duty**

Under section 149 of the Equality Act 2010, the Council must have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation
- Advance equality of opportunity between persons who share protected characteristics and those who do not
- Foster good relations between those who share protected characteristics and those who do not.

The equality analysis appended to this report assesses the likely impact of the Strategy on individuals with protected characteristics. The duty to have due regard is ongoing and will need to be considered throughout the implementation of the Strategy.

When determining the recommendations in this report, the Cabinet must actively consider the Public Sector Equality Duty. Relevant matters are identified within the Community Impact Statement.

Financial implications

32. There are no direct financial implications arising from the Older People's Housing Strategy. The cost of developing and implementing the strategy to date has been contained within existing budgets. However, as the action plan is further developed, financial implications may emerge. The precise scope of works and delivery approach have not yet been defined, although existing budgets within revenue and capital are available to support some planned activities (such as housing adaptations, down-sizing initiatives, and building compliance). The council will seek to contain expenditure within these existing financial envelopes wherever possible and actively explore external funding opportunities to mitigate any future cost pressures.

Consultation

33. The council has engaged with older people and other key stakeholders in the development of this strategy. There have been two phases to this engagement.

Phase 1

34. Regular and on-going engagement with the Age Friendly Forum from 2023 onwards.

Phase 2

35. A public consultation held between April and July 2025. This included an online survey and several public events, including:
- A workshop with older people held at the council's offices
 - A workshop with Southwark Pensioners Centre
 - A 'round table' event with social housing providers and council officers
 - A meeting with Tonic Housing, a specialist provider of homes to the LGBTQ+ community.
36. The public consultation resulted in more than 100 responses. The key themes are summarised in the Strategy and have informed its development.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
Appendix 1	Older People's Housing Strategy
Appendix 2	Older People's Housing Strategy Equality Impact and Needs Analysis

AUDIT TRAIL

Cabinet Member	Councillor Portia Mwangangye, Council Housing and Councillor Evelyn Akoto, Health and Wellbeing	
Lead Officer	Candida Thompson, Director Housing Needs & Support	
Report Author	Perry Singh, Head of Strategy & Business Support	
Version	Final	
Dated	21 January 2026	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance	YEs	Yes
Strategic Director, Resources	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		21 January 2026

APPENDIX 1

Older People's Housing Strategy

2026 – 2036

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Foreword

As an Age-Friendly Borough, we want to support the choices of our older residents. We have developed this strategy with older people, their families and support providers, to understand their housing aspirations, develop specialist housing options, and create schemes to help older people access the right housing and support.

As we age, many of us will have to rely more on health and care services. These services must be accessible within the local community. Housing costs, including the costs of running a home, are ever increasing, particularly in London. Homes for older people are no exception; often needing adaptations to ensure they are Age-Friendly.

Quality of life and housing conditions are inextricably linked. Being able to age independently within your own community can be the foundation of ageing well. To help older people remain as active and independent as possible, we want to offer choices to meet housing needs, and, wherever possible, help people to remain safely in their own home.

The Southwark 2030 Vision, and its principles – *reducing inequality, empowering people and investing in prevention* – govern this strategy. The first of the six goals in Southwark 2030 – *a decent home for all* – is at the heart of our work.

To achieve this important goal for our older people, our objectives for this strategy are:

- Reinforcing our commitment to being an Age-Friendly borough.
- Providing homes and support that help people to live long, healthy, happy lives, in their own community wherever possible

The 2030 goal has been carried forward from our Fairer, Greener, Safer delivery plan which runs until 2026, and focuses on providing quality, affordable homes. This includes new homes where older people can live independently for longer. We have achieved this through two excellent new flexi-care housing schemes – 54 homes at Harriet Hardy House in Walworth and another 50 homes at Cator Street 2 in Peckham. We have also supported the development of the award-winning 57 new homes at the Appleby Blue almshouse in Bermondsey.

We are delighted to offer such high-quality provision, especially in the context of an acute national shortage of housing for older people. While this meets local needs now, we will need more of these homes during the life of this strategy. Our aim is to develop a range of housing options for people as they age, in line with people's evolving aspirations and tastes. The exciting new flexi care housing and almshouses which have been built or are in the pipeline, are certainly a crucial part of these plans, though they are not the limit of our thinking.



Councillor Portia Mwangangye, Cabinet Member for Council Housing

Councillor Evelyn Akoto, Cabinet Member for Health & Wellbeing

Executive Summary

Overview

This strategy aims to address the housing needs of the borough's ageing population. It envisions a borough where older people have access to appropriate and affordable housing and care services, enabling them to live independently within their communities, as they age.

Key Challenges

- **Existing Pressures:** This strategy is published at a time when both adult social care and social housing are under huge strain across the country, and especially within Southwark.
- **Population Changes:** These pressures will be exacerbated by an ageing borough. Southwark's 65 and over population is expected to increase by 13,000 before 2035.
- **Health and Wellbeing:** Older people now spend up to 20 years in poor health, with rising cases of multi-morbidity and dementia. Housing options must accommodate these needs.
- **Hospital stays:** High rates of hospital admissions for falls and delayed discharges highlight the need for better at-home support and housing solutions with integrated care.
- **Downsizing Challenges:** Many older people remain in homes that are too large for their needs, with limited support for moving to smaller and more suitable housing.
- **Digital Exclusion:** Many older people lack digital access, limiting their ability to navigate housing and care services.

Core Priorities

The three core priorities of the strategy will address these challenges over the next decade.

Priority 1	Better access to appropriate and affordable housing for older people.
Priority 2	Timely and accessible support to help older people feel safe and stay independently in their homes for longer.
Priority 3	Making it easier to downsize into suitable housing.

Part 1: Background

Housing for Older People

Southwark has a range of housing options for older people. These can be split into two broad categories – housing that comes with support (supported housing) and housing that does not (general needs housing).

The main types of housing mentioned in this strategy are summarised in more detail below.

General needs housing	<ul style="list-style-type: none"> • General needs • Age-restricted
Supported housing	<ul style="list-style-type: none"> • Sheltered housing • Flexi-care (also known as extra-care) • Almshouses

General needs

Standard housing that has not been specifically designed for older people. Many of our older people live in this type of housing. They may own these homes or rent them from the council or another landlord. These homes may become unsuitable over time as people age. It is sometimes possible to adapt them – for example, by installing a stairlift – but this isn't always practical.

Age-restricted

General needs housing that is reserved for older people. This may include shared-ownership schemes, where people buy a portion of the property – e.g. 25% – and pay rent on the remainder. Age-restricted homes are often supplied by social landlords (also referred to as registered providers and housing associations).

Sheltered housing

Housing that has been specifically designed for older people. Sheltered housing supports older people to continue living independently but with support. A typical example would be a block of self-contained flats, with specific adaptations for older people – for example, walk-in showers – and communal facilities, such as lounges and gardens.

Flexi-care – also known as extra-care

Like sheltered housing but designed for older people who need more support. This may range from additional communal facilities to 24-hour on-site care. Some housing and care providers use the

name 'extra-care' for these schemes. For simplicity, all extra-care and flexi-care schemes are called flexi-care in this strategy.

Almshouses

Almshouses are homes provided by charities for people in need – such as people in financial difficulty or older people. The charity keeps ownership of the homes but collects a 'maintenance fee'. This fee is usually lower than normal rents. Residents are called 'beneficiaries' instead of tenants.

Other options

One of the main housing options for older people who need a high-level of support is residential care, commonly referred to as care homes. This strategy is focused on older people who want to continue living independently and does not cover this type of housing.

Case Study – Harriet Hardy House

The council is redeveloping the Aylesbury Estate in Walworth. As part of the redevelopment, a new block of 119 homes was built near Burgess Park, known as Harriet Hardy House. 54 of the homes were reserved for a new flexi-care scheme.

The intention was to create a twenty-first century almshouse, and this is reflected in the design of the block. Every flat is 'care-ready', with tele-care and assistive technology facilities. Residents access their flats through wide decks, which encourage people to stop and chat.

This approach continues into the communal areas. The building is laid out in a horseshoe, around a courtyard garden where residents can interact with nature. The street-facing side of the property contains a café, lounge and community centre, supporting older people to have regular interactions with the wider community.

These choices have created a new multi-generational community, where older people can enjoy high quality housing and support as they age.

Legislation

The council has various legal duties to older people under both care and housing legislation. Broadly speaking, the council must support older people who need care and support or are at risk of homelessness. The main legislation relevant to this strategy is summarised below.

- The Care Act 2014
- The Homelessness Reduction Act 2017
- The Housing Act 1996
- The Supported Housing (Regulatory Oversight) Act 2023

The Care Act 2014

This law places a duty on the council to help people who need care and support. This includes any physical or mental condition that has a significant impact on their wellbeing. First there is an assessment and then, if necessary, a 'personalised care plan' is created.

The Homelessness Reduction Act 2017

This law places a duty on the council to provide information and advice to everyone to prevent homelessness. If a household is at risk of homelessness within 56 days, then the council must intervene to 'prevent or relieve' their homelessness.

The Housing Act 1996

This law applies when it has not been possible to prevent or relieve homelessness, as required by the Homelessness Reduction Act. This law places a duty on councils to accommodate and rehouse homeless households, but only if they meet a specific criterion based on vulnerability.

The Supported Housing (Regulatory Oversight) Act 2023

The government has introduced new legislation to improve standards in supported housing. This is likely to affect some of the borough's homes for older people, particularly flexi-care schemes. The government is expected to publish more information on the new requirements soon.

Pressures

This strategy is being published at a difficult time. There are immense pressures on both adult social care and social housing, which are likely to be exacerbated by an ageing population. These are national issues, but their effect is particularly acute in Southwark.

Adult Social Care pressures

Growing demand, particularly from older people: The Care Quality Commission's '*State of health and adult social care in England 2024/25*' found that new requests for local authority-funded care have increased 4% in the last year and 8% over the last five years. The majority of these requests - 68% - came from older people.

Creating unsustainable financial pressures: The cross-party Health & Social Care Committee's '*Adult social care reform: The cost of inaction*' identified that the annual bill for adult social care now amounts to £32 billion. There is no national budget for these costs, which have to be met from local authority budgets.

The Health Foundation's '*Adult social care funding pressures: 2023 - 2025*' estimates that a at least £12.5 billion of additional funding is required over the lifetime of this strategy.

Social Housing pressures

Chronic shortage of social housing: Government data shows that the number of households on local authority waiting lists in London now exceeds 335,000 - the highest figure for a decade.

Fuelling increased temporary accommodation costs: *London Councils* estimates that boroughs are spending £4m a day on temporary accommodation for households awaiting social housing.

Ageing population

The cross-party Economic Affairs Committee's report '*Preparing for an ageing society*' found that the UK is 'strikingly unprepared' for the demographic changes ahead. An ageing population will place significant additional strain on already stretched public services. In Southwark, the number of people aged 65 and over is forecast to increase by 13,000 over the next ten years.

Key Programmes

There is a range of work already underway which has informed the development of this strategy.

- Age Friendly Southwark
- Age Friendly London
- Southwark Housing Strategy 2020

Age Friendly Southwark

In 2015, the council joined the Age-Friendly Global Network. This is a World Health Organisation (WHO) programme to create communities where people can age well.

The Age-Friendly concept is based on key '*interconnected*' areas such as housing, transport and health care. The housing area focuses on having a range of affordable, well-designed and safe housing options, with good links to social services and the community.

Since becoming part of the Network, Southwark has created an Age-Friendly Forum, made up of people aged 55 and over, as well as their friends, families and carers. The Forum oversees five working groups, which are broadly aligned to the interconnected areas.

Group	Focus
Housing	Improving access to suitable, affordable housing that supports older people's independence and wellbeing.
Transport	Addressing barriers around Controlled Parking Zones, Low Traffic Neighbourhoods and bus travel.
Community support & health services	Addressing loneliness and isolation, improving access to mental health and wellbeing support, and shaping future models of care.
Outdoor spaces & buildings	Raising awareness of existing place-based programmes and exploring how older people can better influence and benefit from them.
Respect & inclusion	Raising the visibility and profile of older people in Southwark, celebrating their diversity, and tackling ageism.

Age Friendly London

The Mayor of London has published an Age-Friendly Action Plan to make London one of the world's leading Age-Friendly cities. The plan supports the building of new council homes, including, specialist housing for older residents.

Southwark Housing Strategy 2020

The Southwark Housing Strategy focuses on providing quality homes for people on a range of incomes, in collaboration with various partners and stakeholders.

It has four principles, each of which includes actions to address the diverse housing needs of older residents.

- **Principle 1:** Increasing the supply of genuinely affordable high-quality homes that meet our residents' housing needs and aspirations.
- **Principle 2:** Demanding safer, higher quality, energy efficient homes.
- **Principle 3:** Promoting tenure security and social support in housing that improves the health, wellbeing, and economic resilience of residents.
- **Principle 4:** Empowering residents and communities to have pride and influence over the running of their homes and neighbourhoods.

Our progress is set out in *Annex A*.

Consultation

The council has engaged with older people and other key stakeholders throughout the development of this strategy. There have been three phases to this engagement:

Phase 1	Regular and on-going engagement with the Age-Friendly Forum since 2023.
Phase 2	Visits to five older people's housing projects in Southwark and Lambeth. <ul style="list-style-type: none"> • Appleby Blue – an almshouse in Bermondsey • Bankhouse – a retirement community in Vauxhall • Lime Tree House – a flexi-care scheme in Peckham • Newquay House – retirement housing in Kennington • Welton Court – retirement housing in Camberwell.
Phase 3	A public consultation held between April and July 2025. This included an online survey and several public events, including: <ul style="list-style-type: none"> • A workshop with older people held at the council's offices • A workshop with Southwark Pensioners Centre • A 'round table' event with older people's housing providers and council officers

The phase 3 public consultation resulted in more than 100 responses. The key themes from this engagement are summarised below.

Housing provision must be more inclusive, accessible and affordable

- Older people want housing that supports independence but maintains a social connection and is suitable for the long-term.

- There is high demand for low-rise, ground-floor housing with features like walk-in showers, wider doorways, and good ventilation.
- Affordability is a big concern, especially rent, service charges and energy costs. Many older people struggle to maintain large homes and face financial insecurity.

Support services are essential for independent living

- Older people value timely and accessible support, including care plans, and wellbeing services.
- There is a need for a dedicated older person's housing team, 24-hour wardens and better coordination between housing and health services.
- Many older people prefer non-internet-based communication and need clearer information about housing options and services.

Downsizing is complex and requires more support

- Downsizing is often resisted due to emotional ties, fear of rising costs and a lack of suitable alternative housing options.
- Older people need personalised support with downsizing, including packing, relocation and home visits to assess needs.
- There is a call for a smarter approach to downsizing – not just smaller homes, but homes that meet older people's practical and emotional needs.

Safety and community connection are vital

- Safety concerns include anti-social behaviour, poor lighting, and a lack of secure environments.
- Older people want to live in familiar areas, with access to community spaces, faith-based activities, and volunteering opportunities.
- Social isolation is a recurring issue; activities and intergenerational engagement are key to wellbeing.

Providers face financial and planning barriers

- Housing providers cited challenges such as building costs, lack of funding, and unclear planning policy.
- There is interest in mixed-tenure models, inclusive housing and intergenerational schemes but these require council support and clearer strategic direction.
- Providers need help with funding sources and want the council to identify demand and allocate sites.

Inclusive housing for minority groups is crucial

- LGBTQ+ residents and other minority groups expressed a need for affirming environments, community proximity, and inclusive services.
- The Tonic Housing model demonstrates that small-scale, community-led schemes can be effective and inclusive without being exclusive.

Better communication and engagement are needed

- Residents want more involvement in housing strategies and clearer communication from the council.
- There is a desire for simplified systems, trusted contacts, and regular updates – especially for people who are digitally excluded or lack confidence navigating services.

Case Study – Tonic Housing

Tonic Housing received a loan from the Mayor of London to buy 19 shared ownership apartments. After selling 17, two were converted to affordable rent — reflecting the high demand for social housing among the 400 plus individuals on their Register of Interest.

The development is part of a 15-storey block, with Tonic residents occupying the top four floors. The lower floors are managed as a flexi-care scheme by Lambeth Council, allowing Tonic residents to access emergency care and purchase additional personal care services if needed. This mixed-tenure model has proven successful, offering flexibility and choice.

Tonic's approach prioritises community integration over exclusivity. Their survey revealed that LGBTQ+ individuals prefer living within diverse communities, not isolated ones. As a result, not all residents identify as LGBTQ+, but all benefit from an affirming and inclusive environment.

The community includes a mix of ages and backgrounds—some residents are retired, others still working, and some are in intergenerational relationships. This diversity fosters a vibrant, supportive atmosphere where people feel secure and understood.

Tonic faced typical urban development challenges, such as limited land availability and funding constraints. However, by working collaboratively with Lambeth Council and adapting their model to suit real-world needs, they demonstrated that small-scale schemes can have a significant impact.

Part 2: Priorities

The consultation process has led to the three core priorities of this strategy.

- **Priority 1:** Better access to appropriate and affordable housing for older people
- **Priority 2:** Timely and accessible support to help older people feel safe and stay independently in their homes longer
- **Priority 3:** Making it easier to downsize into suitable housing.

Priority 1: Better access to appropriate and affordable housing for older people

Housing that supports autonomy and independence and avoids isolation – including size, location, and accessibility.

Action: Review housing options for older people

The council will conduct a comprehensive review of housing options for older people in Southwark. This review will consider *all* forms of housing for older people, from general needs to supported housing. It will cover housing provided by the council as well as housing provided by third parties, such as registered providers and charities.

The review will benchmark the borough's existing housing supply against projected demographic changes in Southwark. This will identify any potential gaps in the borough's provision over the next decade. The review will also set out options for how the council and its partners could respond.

The review will be overseen by the council's Housing, Health & Care Board, which brings together senior leaders from Adult Social Care, Housing Needs and Public Health. The review will be completed and a report presented to both Cabinet and the Age-Friendly Forum within the first year of this strategy – by March 2027.

Action: Increase the number of Decent Homes for older people

In 2001, the government introduced the 'Decent Homes Standard'. It sets out the minimum requirements that social landlords – such as the council – must meet to provide 'Decent Homes'. The most recent version of the Standard, introduced in 2006, is as follows:

Homes must:

- *Be free from health and safety hazards (this is based on the most dangerous “category 1” level in the Housing Health and Safety Rating System).*
- *Be in a reasonable state of repair*
- *Have reasonably modern facilities and services*
- *Provide a reasonable degree of thermal comfort*

The council is currently checking the condition of all 37,000 council homes as part of the Good Landlord Programme. This will cover the council’s general needs housing for older people. As part of this new strategy, the council will ensure all its homes for older people – including flexi-care schemes – comply with the Decent Homes Standard, if they don’t already. The council will also work with other housing and support providers in the borough to raise standards across the Board.

The government recently consulted on updating the Decent Homes Standard. This strategy will ensure compliance with any new requirements introduced in the next version of the standard.

Action: Review planning policies for older people’s housing

Councils are required to publish ‘Local Plans’. These are legal documents setting out the council’s approach to the development of the local area. The plans guide decisions on important matters such as new housing and commercial developments. The current Southwark Plan, which was published in 2022 and runs until 2036 sets out the expectations of new housing for older people.

New specialist housing for older people must:

- *Provide conventional social rented and intermediate housing, or specialist affordable accommodation for older people, subject to need.*
- *Provide excellent accessibility and amenity for residents and adequate communal areas and space for on-site services and facilities.*
- *Be located in areas suitable for older people which have good access to local goods and services and be located in, or close to town centres.*

Southwark has started the process to prepare a new statutory plan which will guide development across the borough for the foreseeable future. An important element will be how the physical environment can support the borough’s Age Friendly status, including appropriate housing.

The new plan will contain greater detail on factors relating to older people's housing. The plan will be widely consulted on with residents and stakeholders during 2026, and it is anticipated a draft will be available for consultation in 2027.

Action: Prepare for the implementation of new standards

The government has introduced new legislation – the Supported Housing (Regulatory Oversight) Act 2023 – to improve standards in supported housing. The specific requirements have not yet been finalised but are expected to include:

- New national minimum standards, covering both the housing and support provided
- New local licensing schemes to be managed by local authorities
- New duties for local authorities to have a strategic plan for supported housing in their area

This will have a considerable impact on many of the borough's homes for older people, including all flexi-care provision.

The council will proactively prepare for these changes and use this opportunity to drive up the standard of housing and care for older people. A Supported Housing Working Group, including senior officers from housing, social care and other key stakeholders will be established to deliver this work.

Action: Encourage landlords to make their homes more energy efficient

We will work with our partners – including registered providers and private landlords – to provide information and support on improving energy efficiency in rented homes, to help reduce the cost of heating a home so that vulnerable older people can afford to stay warm.

Action: Develop a joined-up approach for older people

To understand the barriers to housing, care and health services for older people we will work with our residents and support agencies to develop a joined-up approach these services, wherever possible.

Case Study – Appleby Blue Almshouse, Southwark Park Road

The Appleby Blue Almshouse in Bermondsey provides a model for the high-quality affordable housing we can deliver in Southwark when we work together with our partners.

Appleby Blue provides fifty-seven affordable homes for people aged 65 and over, with outstanding communal features, including a central courtyard resembling a woodland and a roof-garden.

The scheme was a true partnership: Built on land transferred by the council, funded using affordable housing contributions from property developer JTRE and designed by architecture studio Witherford Watson Mann. The building is managed by local charity United St. Saviour’s. Most of the older people who have move into Appleby Blue downsized from social housing, freeing up these units for families on our housing register.

Appleby Blue recently won the Royal Institute of British Architect’s (RIBA) Stirling Prize. The prize is awarded every year to “the architects of the building that has made the greatest contribution to the evolution of architecture in the past year.” Appleby Blue won over five other shortlisted projects, including the restoration of the Elizabeth Tower, commonly known as ‘Big Ben’.

Building on the success of Appleby Blue, the council is working with United St Saviour’s to deliver similar provision.

Priority 2: Timely and accessible support to help older people feel safe and stay independently in their homes for longer

Support that includes older people who are digitally excluded.

The council has recently recruited a dedicated Activities Co-ordinator to deliver a wide variety of activities and events in older people’s housing, support social connections and tackling loneliness. The council will build on this foundation and support older people to live independently in their chosen communities.

Action: Increase security through fairer longer-term tenancies in all tenures. Supporting residents with specific needs to live as independently as possible for as long as possible in their own communities.

We will promote the Southwark Build to Rent planning policy, ensuring longer tenancies. We will also work with landlords in the private sector to encourage and support the use of longer tenancies in line with the new Renters Rights Act 2025.

Action: Explore new technology, such as telecare and telehealth, to help people retain their independence at home.

We will review the technology available to support independence, with older residents, following the TAPPI (Technology for an Ageing Population: Panel for Innovation) principles, and our approach to the use of modern tools and equipment.

Action: Make sure adaptations are delivered as quickly as possible

Most older people want to remain in their existing homes. Sometimes the property will need to be adapted to better meet the needs of an older person – for example, by installing a stairlift or a walk-in shower. This delivers the best possible outcome for the older person, and it reduces the pressure on the council's limited resources. However, it is important that adaptations are made as quickly as possible. The council will review its approach to adaptations to identify how to make this process more efficient, including whether it is possible to introduce clearer timeframe for adaptations. This review will include consultation with older people.

Priority 3: Making it easier to downsize into suitable housing

Address the situation of older people in inappropriate housing quickly, making it easier to downsize.

Action: Develop a 'Downsizing Guarantee'

The benefits of downsizing are clear. Older people can retain their independence in a home more suited to their current needs. At the same time, the council can use the vacated properties to house families in need on the housing register.

But the entire process needs to be clearer and easier for older people. As such, the council will develop a new Downsizing Guarantee.

The guarantee will set clear commitments and deadlines from the beginning of the process to the point where people are settled in their new homes. As part of this process, the council will consider what physical support it can provide to downsizers – for example, help with moving – as well as potential financial incentives.

The new guarantee will help more older people make the decision to downsize with confidence.

Action: Ensure downsizers are prioritised for social housing

Southwark has one of the largest waiting lists for social housing in the country. As such, the council must decide who has priority for social housing. This is set out in a legal document, called the allocations policy.

The council is currently updating its allocations policy for the first time in years. The new policy will ensure that households who choose to downsize are prioritised for social housing, as set out in this extract from the draft policy.

Draft Housing Allocations Policy

Tenants in Southwark who under-occupy their social rented housing that seek a transfer to downsize to a smaller home that meets their bed size need, shall be given priority for an allocation of social rented housing and may be exempt from some disqualification rules relating to outstanding rent or service charge arrears and earnings and savings

Action: Carry out improvements and service upgrades to sheltered housing schemes across Southwark.

We are aware that some of our sheltered housing schemes may no longer be attractive to older residents. We want to better understand older people's aspirations for their future homes.

We will review the borough's current sheltered housing options with older people and other stakeholders. This will include consideration of whether some schemes could be converted into other types of more desirable housing for older people.

Action: Improve the range of support and incentives to encourage and assist people to downsize to smaller homes.

Following feedback from our tenants we will work with older residents to further review our Smart-Move scheme to determine how we can improve this scheme further, for example, by reviewing the level of support provided to move home. We will also consider potential improvements to the mutual exchange scheme, which enables council tenants to 'swap' homes with another council tenant, either in Southwark or another local authority.

Part 3: Action Plan

This section collates all of the actions in Part 2 into a single Action Plan. Regular updates on progress against this plan will be reported to Cabinet and the Age-Friendly Forum.

Priority 1: Better access to appropriate and affordable housing for older people

Action	Leads
1.1 Review housing options for older people and publish the results by March 2027	
a) Comprehensive review of all relevant data held by the council and third parties	Adult Social Care, Commissioning, Housing Needs, Public Health
b) Review the outcome of 1. a. to determine our next steps, including the need for each type and tenure of home	Adult Social Care, Age-Friendly Steering Group, Housing Needs
c) Report the findings and next steps to Cabinet by March 2027	Adult Social Care, Housing Needs
1.2 Increase the supply of affordable high-quality homes that meet older people's housing needs and aspirations	
a) Seek further opportunities to develop new age-friendly homes in line with the council's planning policies	Planning, Registered Providers, Southwark Construction
b) Review council-owned sheltered housing to modernise and increase the stock	Housing Needs, Landlord Services, Older People
1.3 Increase the number of Decent Homes for older people	
a) Review how many of the council's homes for older people comply with the Decent Homes Standard	Adult Social Care, Landlord Services, Repairs & Maintenance
b) Following the outcome of 3. a. take appropriate action to increase compliance with the standard	Adult Social Care, Landlord Services, Repairs & Maintenance

c) Review how many of the homes commissioned by the council – for example flexi-care housing – comply with the standard	Adult Social Care, Commissioning
d) Work with other housing and support providers to encourage better compliance with the standard across the borough	Adult Social Care, Commissioning, Registered Providers
e) Monitor the outcome of the government’s review of the standard and ensure compliance with any new requirements	Housing Needs
1.4 Review planning policies for older people’s housing	
a) Prepare a new statutory plan, including how the physical environment can support the borough’s Age Friendly status.	Adult Social Care, Commissioning, Planning, Southwark Construction
1.5 Prepare for the implementation of new standards	
a) Establish a cross-council Working Group to prepare for the Supported Housing (Regulatory Oversight) Act 2023	Adult Social Care, Commissioning, Housing Needs
b) Work with other housing and support providers to ensure compliance with the new legislation	Adult Social Care, Commissioning, Registered Providers
1.6 Demand safer, higher-quality, energy-efficient homes	
a) Work with landlords to encourage greater energy efficiency	Environmental Services, Private Landlords
b) Work with housing and support providers to encourage greater energy efficiency	Commissioning, Environmental Services, Housing Needs, Registered Providers
c) Ensure energy companies have information on ‘fuel-poor’ homes so they can insulate them	Environmental Services, Landlord Services

Priority 2: Timely and accessible support to help older people feel safe and stay independently in their homes for longer

Action	Leads
2.1 Promote tenure security and social support in housing that improves the health, wellbeing and economic resilience of residents	
a) Work with COPSINs partners to maximise use of the Ageing Well programme services including home safety, handypersons service and applications for the Disabled Facilities Grant	Adult Social Care, Commissioning
b) Work with COPSINs partners to reach digitally excluded residents	Adult Social Care, Customer Services
2.2 Increase security through fairer longer-term tenancies in all tenures. Supporting residents with specific needs to live as independently as possible for as long as possible in their own communities	
a) Work with housing partners to encourage longer-term tenancies for purpose built rented homes	Housing Needs, Planning
2.3 Make sure adaptations are delivered as quickly as possible	
a) Review the council's current approach to adaptations – including feedback from older people – to identify how the process could be improved	Adult Social Care, Landlord Services, Repairs & Maintenance, Older People

Priority 3: Making it easier to downsize into suitable housing

Action	Leads
3.1 Develop a 'Downsizing Guarantee'	
a) Develop a new 'Downsizing Guarantee' to help more older people make the decision to downsize with confidence	Adult Social Care, Landlord Services, Homeownership
3.2 Ensure downsizers are prioritised for social housing	
a) Publish a new Allocations Policy and Annual Lettings Plan that supports the decision to downsize	Housing Needs
3.3 Remodel the Smart-Move scheme	
a) Review the Smart-Move scheme to make it more attractive	Housing Needs
b) Develop and promote the enhanced Smart-Move scheme	Housing Needs, Landlord Services, Registered Providers
3.4 Review demand for age-friendly moves out of the borough	
a) Research opportunities to support older people in all tenures to move out of London into an age-friendly home	Housing Needs



APPENDIX 2

Older People's Housing Strategy Equality Impact and Needs Analysis

Guidance notes

Things to remember:

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

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

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

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

Equality analysis should be referenced in community impact statements in Council reports. Community impact statements are a corporate requirement in all reports to the following meetings: the cabinet, individual decision makers, scrutiny, regulatory committees and

community councils. Community impact statements enable decision makers to identify more easily how a decision might affect different communities in Southwark and to consider any implications for equality and diversity.

The public will be able to view and scrutinise any equality analysis undertaken. Equality analysis should therefore be written in a clear and transparent way using plain English. Equality analysis may be published under the council's publishing of equality information or be present with divisional/departmental/service business plans. These will be placed on the website for public view under the council's Publications Scheme.

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

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

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

Section 1: Equality impact and needs analysis details

Proposed policy to which this equality analysis relates		Older People's Housing Strategy (OPHS)			
Equality analysis author		Perry Singh, Head of Strategy & Business Support			
Strategic Director:		Hakeem Osinaike, Strategic Director of Housing			
Department		Housing Services	Division	Housing Strategy and Business Support	
Period analysis undertaken		November 2025			
Date of review (if applicable)		November 2026			
Sig n-off	Candida Thompson	Position	Director of Housing Needs and Support	Date	27 November 2025

1.1 Brief description of policy

Overview

The Older People's Housing Strategy 2026 – 2036 envisions a borough where older residents have access to appropriate, affordable, and supported housing that enables them to live independently within their communities. As part of Southwark's broader 2030 Vision, this Strategy aims to address the housing needs of the borough's ageing population.

Key challenges

- **An Ageing Population:** By 2035, Southwark's 65+ population is expected to increase by 13,000, requiring planning for older peoples housing.
- **Housing Affordability & Availability:** There is a shortage of affordable housing generally, including sheltered and extra-care homes.
- **Health and Wellbeing Considerations:** Older residents spend 15-20 years in poor health, with rising cases of multi-morbidity and dementia. Housing must accommodate accessibility needs.
- **Care System Strain:** High rates of hospital admissions for falls and delayed discharges highlight the need for better at-home support and housing solutions that integrate care.
- **Downsizing Challenges:** Many older people remain in homes too large for their needs, with limited support for transitioning to smaller, more suitable housing.
- **Digital Exclusion:** Many older residents lack digital access, limiting their ability to navigate housing and social care services.

Strategic Priorities

The three core priorities of the Strategy align with Southwark's Fairer, Greener, Safer agenda and its Housing Strategy 2020.

- Priority 1: Better access to appropriate and affordable housing for older people.
- Priority 2: Timely and accessible support to help older people feel safe and stay independently in their homes for longer.
- Priority 3: Making it easier to downsize into suitable housing.

Housing Solutions and Future Plans

The Strategy identifies a range of housing options to meet the diverse needs of older people, including:

- General needs housing with adaptations.
- Sheltered housing, with 1,298 of these in the borough.
- 188 extra-care homes with 50 more opening in 2025.
- Age-restricted housing including with the potential for shared ownership.

Projected Needs

Based on benchmark figures from the Greater London Authority, Southwark will need approximately 578 new homes for older people by 2029. We are seeking to go beyond this period, to 2036, and provide a wider range of housing options for older people.

The review and potential expansion of our council owned sheltered schemes will be explored, as will the demand for private sector older people's housing outside of Southwark, given the limited availability of this in the borough.

The Supported Housing (Regulatory Oversight) Act 2023 includes a requirement for a supported housing strategy incorporating older peoples supported housing, which will also feed into this Strategy.

This strategy takes a proactive approach to ensuring older residents can live independently, safely, and comfortably in homes suited to their evolving needs. By expanding housing options and support services, and prioritising accessibility, the borough aims to create a sustainable and inclusive future for its ageing population.

Section 3: Overview of service users and key stakeholders consulted

2. Service users and stakeholders	
Key users of the department or service	The OPHS is focussed on older residents of the borough. Considering the needs of those from age 55, with a particular focus on older groups that may need additional support or specialist accommodation.
Key stakeholders were/are involved in this policy	Cabinet Members Housing Senior Management Team Children and Adults Board Age Friendly Forum Residents – through meetings and a survey

Section 4: Pre-implementation equality impact and needs analysis

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

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

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

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

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

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

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

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

Age - Where this is referred to, it refers to a person belonging to a particular age (e.g. 32 year olds) or range of ages (e.g. 18 - 30 year olds).									
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential Socio-Economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)								
<p>Southwark is a relatively young borough, with a median age of 33 compared to a London average of 35 and England 40.</p> <p>Around 24% of the Southwark population is 55 or older.</p> <p>The table below summarises the relative position of those 65 and over.</p> <table border="1"> <thead> <tr> <th>Age Group</th> <th>Southwark (%)</th> <th>London (%)</th> <th>England (%)</th> </tr> </thead> <tbody> <tr> <td>65 and over</td> <td>8.30%</td> <td>11.90%</td> <td>18.40%</td> </tr> </tbody> </table> <p>Despite the lower current proportion, the number of older people is increasing. The population aged 65 or over in Southwark grew by 15% between 2011 and 2021, similar to London's overall increase but lower than the 20% increase seen across England.</p>	Age Group	Southwark (%)	London (%)	England (%)	65 and over	8.30%	11.90%	18.40%	<p>Although Southwark has a relatively young population. The older age group has grown rapidly over the last 10 years and expected to continue to grow more over the life of this strategy.</p> <p>Older residents are more likely to have reduced incomes, and a proportion will need additional support and / or specialist accommodation.</p>
Age Group	Southwark (%)	London (%)	England (%)						
65 and over	8.30%	11.90%	18.40%						
Equality information on which above analysis is based	Socio-Economic data on which above analysis is based								
<p>ONS 2023 data Census 2021 data JSNA</p>									
Mitigating and/or improvement actions to be taken									
<p>The intention of the OPHS is to provide a structured approach across housing and related services to support older residents that need additional help.</p>									

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

Please note that under the PSED due regard includes:

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

Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
<p>In 2021, 39% of the 65+ population in Southwark had a disability, this compares with 14% of the overall population. The general projected increase in older adults will lead to an increase in the number of residents in the borough living with long-term illnesses and disability, and as people develop more long-term conditions, they will also have additional support needs. A snapshot In November 2023 showed:</p> <ul style="list-style-type: none"> • 38,000 residents of Southwark aged 60+ have at least one long-term condition • 20,000 have 3 or more long-term conditions. • 7,000 have 5 or more long-term conditions. • 1,500 patients aged 65+ registered with a Southwark GP have a dementia diagnosis. • research indicates the estimated prevalence of dementia in Southwark in 2023 is nearly 1,900, suggesting many residents with the condition are yet to be diagnosed. As well as an increasing prevalence of dementia, the numbers of people living with severe dementia is 	<p>Disabled people are more than twice as likely to be unemployed as non-disabled people.</p> <p>The data indicates a clear link between aging and increasing ill health and disability.</p>

<p>projected to increase as people live longer.</p> <ul style="list-style-type: none"> • Disabled people may need specific support including adaptations to the home, or a move to more suitable accommodation. 	
<p>Equality information on which above analysis is based</p>	<p>Socio-economic data on which above analysis is based</p>
<p>ONS 2023 data Census 2021 data JSNA</p>	
<p>Mitigating and/or improvement actions to be taken</p>	
<p>Housing is a key determinant of health. We want to address poor health and health inequalities for older residents. As residents age ill-health and disability increase generally. The aim of the OPHS is to develop an approach that provides appropriate support and housing options for older residents.</p>	

<p>Gender reassignment: - The process of transitioning from one gender to another.</p>	
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</p>	<p>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</p>
<p>Southwark is the fifth highest ranking local authority in England for residents identifying as trans or non-binary. Within the borough 3,200 residents reporting a gender identity different from their sex registered at birth. Half of these used no specific gender identity term, the rest used 'trans woman', 'trans man' or 'nonbinary'. Despite having a relatively high proportion of the population with gender identities that differed from sex assigned at birth, the numbers are likely to be</p>	<p>There are no identified issues from the proposed OPHS which are considered could disadvantage residents with this protected characteristic on socio-economic grounds.</p>

underestimates as many residents declined to answer the question.	
Equality information on which above analysis is based.	Socio-economic data on which above analysis is based
ONS 2023 data Census 2021 data	
Mitigating and/or improvement actions to be taken	
It is expected that the benefits of delivering the OPHS will help all households.	

Marriage and civil partnership – In England and Wales marriage is no longer restricted to a union between a man and a woman but now includes a marriage between a same-sex couples. Same-sex couples can also have their relationships legally recognised as 'civil partnerships'. Civil partners must not be treated less favourably than married couples and must be treated the same as married couples on a wide range of legal matters. (Only to be considered in respect to the need to eliminate discrimination.)	
Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
In overall terms Southwark is predominantly a 'single' borough, with 60% of adults that have never been married or in a civil partnership. Conversely, the proportion of older adults who are married or in a civil partnership has generally increased. This is a result of higher marriage levels in those historical generations, increased life expectancy (reducing widowhood), and more adults remarrying at older ages.	There are no identified issues from the proposed OPHS which could discriminate, or disadvantage married couples or those in civil partnerships.
Equality information on which above analysis is based	Socio-economic data on which above analysis is based

ONS 2023 data Census 2021 data JSNA
Mitigating or improvement actions to be taken
There is no evidence of potential inequality as a result of the OPHS for those identified as having this characteristic.

Pregnancy and maternity - Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth, and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.	
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
The total number of births in Southwark decreased by 31% between 2010 and 2021.	It is less likely that older residents will be subject to any complications directly from maternity and pregnancy, other than for providing care to family members.
Equality information on which above analysis is based	Socio-economic data on which above analysis is based
ONS 2023 data Census 2021 data JSNA	
Mitigating and/or improvement actions to be taken	
There is no evidence of potential inequality as a result of the introduction of the OPHS.	

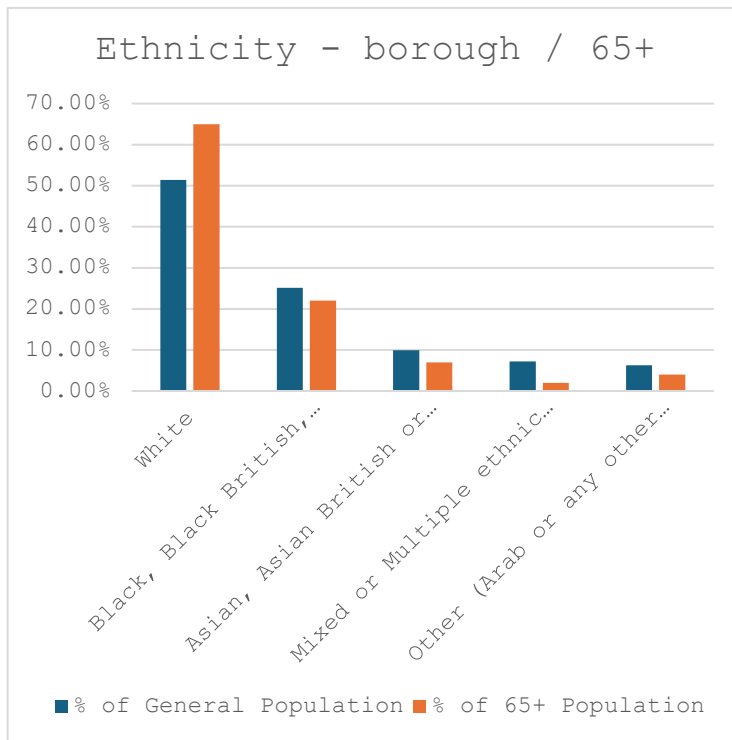
Race - Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic
--

or national origins. N.B. Gypsy, Roma and Traveller are recognised racial groups and their needs should be considered alongside all others

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

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

The chart below indicates that white households make up a significantly greater proportion of residents aged 65 and over, compared to Black Asian Minority Ethnic households. Although this is expected to change over the coming years.



Generally it is the case that Black Asian Minority Ethnic households are more likely to suffer from economic disadvantage. A smaller proportion of older people are from Black Asian Minority Ethnic groups, this proportion is expected to change over coming years.

ONS 2023 data
 Census 2021 data
 JSNA

Mitigating and/or improvement actions to be taken

The intention of the OPHS is to provide a structured approach across housing and related services to support older residents that need additional help. Households that need that support will often be subject to multiple deprivation, including those from a Black Asian Minority Ethnic background.

<p>Religion and belief - Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.</p>	
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</p>	<p>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</p>
<p>There were over 40 distinct religions identified among Southwark residents by the 2021 Census. In 2021, 43% of residents reported their religion to be Christian, a drop of 10% since the 2011 Census. 'No religion' was the second most common option reported among Southwark residents, representing over one third (36%) of the population, substantially larger than across London (27%), but comparable to the proportion nationally (37%). Within older populations the proportion of people identifying as Christian is higher.</p>	
<p>Equality information on which above analysis is based</p>	<p>Socio-economic data on which above analysis is based</p>
<p>ONS 2023 data Census 2021 data JSNA</p>	
<p>Mitigating and/or improvement actions to be taken</p>	
<p>We do not anticipate negative outcomes for residents from the OPHS due to religious belief.</p>	

<p>Sex - A man or a woman.</p>	
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</p>	<p>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</p>

<p>In terms of overall population of the borough 51.6% are female compared to 48.4% males. As is typical nationally due to life expectancy differences, females progressively outnumber males from the age of 65 onwards. Among people aged over 90, there were 2.5 times more females than males at the time of the census.</p>	<p>Sex is an issue in relation to economic status with women being adversely impacted. Research nationally suggests that women are more likely to experience lower levels of economic activity than men.</p>
<p>Equality information on which above analysis is based</p>	<p>Socio-economic data on which above analysis is based</p>
<p>ONS 2023 data Census 2021 data</p>	
<p>Mitigating and/or improvement actions to be taken</p>	
<p>There is no evidence of inequality arising as a result of this characteristic in relation to the OPHS. It is expected that the OPHS will help households regardless of sex to have better support as they age.</p>	

<p>Sexual orientation - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes</p>	
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</p>	<p>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</p>
<p>Southwark has one of the highest levels of trans and LGB+ identity in England, although most census respondents to these questions were in the younger age ranges, and almost 10% of residents not answering. A report, by Tonic Housing, revealed the long-term impacts of discrimination, health conditions and financial stress faced by some LGBTQ+ over-50s in London. With a substantial number experiencing significant financial and material difficulties due to direct discrimination and a high prevalence of isolation and long-term health conditions, including disabilities.</p>	
<p>Equality information on which above analysis is based</p>	<p>Socio-economic data on which above analysis is based</p>

<p>ONS 2023 data Census 2021 data JSNA Tonic Housing research</p>
<p>Mitigating and/or improvement actions to be taken</p>
<p>The OPHS considers approaches that could specifically assist LGBT+ people.</p>

<p>Human Rights There are 16 rights in the Human Rights Act. Each one is called an Article. They are all taken from the European Convention on Human Rights. The Articles are The right to life, Freedom from torture, inhuman and degrading treatment, Freedom from forced labour , Right to Liberty, Fair trial, Retrospective penalties, Privacy, Freedom of conscience, Freedom of expression, Freedom of assembly, Marriage and family, Freedom from discrimination and the First Protocol</p>
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan</p>
<p>There are no anticipated outcomes from the OPHS that will have a negative impact on human rights.</p>
<p>Information on which above analysis is based</p>
<p>ONS 2023 data Census 2021 data Council records</p>
<p>Mitigating and/or improvement actions to be taken</p>
<p>The Older People’s Housing Strategy sets out an action plan that aims to support older residents with appropriate options that will help them stay in their existing home safely or move to appropriate housing.</p>

Conclusions

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

The Older People's Housing Strategy is based on consultation with residents. There are 3 key priorities:

- Priority 1: Better access to appropriate and affordable housing for older people.
- Priority 2: Timely and accessible support to help older people feel safe and stay independently in their homes for longer.
- Priority 3: Making it easier to downsize into suitable housing.

From the analysis above, in comparison to the wider population the older population of the borough:

- Suffer from higher levels of ill-health and disability
- Have a greater proportion of females in this group as life expectancy is greater for females
- A greater proportion that are married or in civil partnerships
- Have lower levels of households from a Black Asian Minority Ethnic ethnicity
- Have a greater proportion of households from a Christian background compared to other Religion and Belief groups

Section 5: Further equality actions and objectives

5. Further actions			
Based on the initial analysis above, please detail the key mitigating and/or improvement actions to promote equality and tackle inequalities; and any areas identified as requiring more detailed analysis.			
Number	Description of issue	Action	Timeframe
1	Monitor the OPHS action plan	Undertake an Equality Analysis on an annual basis	Annually following implementation of the action plan

5. Equality and socio-economic objectives (for business plans)

Based on the initial analysis above, please detail any of the equality objectives outlined above that you will set for your division/department/service. Under the objective and measure column please state whether this objective is an existing objective or a suggested addition to the Council Plan.				
Objective and measure	Lead officer	Current performance (baseline)	Targets	
			Year 1	Year 2
Review policy and procedures following annual EINA.	Hakeem Osinaike	New	Any required changes implemented	Any required changes implemented

6. Review of implementation of the equality objectives and actions

Annual review of policy, meeting stated aims and equalities impact				

Meeting Name:	Cabinet
Date:	2 February 2026
Report title:	New James Court, Scylla Road – Proposed community-led housing
Cabinet Member:	Councillor Helen Dennis, New Homes and Sustainable Development
Ward(s) or groups affected:	Rye Lane
Classification:	Open
Reason for lateness (if applicable):	N/a

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

I am delighted to be bringing forward this report which will move forward our plans to deliver Southwark's very first Community Land Trust ("CLT") in Peckham. With the Housing Crisis as acute as ever, this administration is committed to delivering genuinely affordable homes, and our record as the country's biggest builder of council homes is one we are immensely proud of. With 3,000 council homes now built or on site and plans for hundreds more, we are also pressing forward with other affordable pilot projects to meet the needs of those who are unlikely to access social housing but still need to find something below market prices. With London CLT as our preferred partner, our aim is to secure new homes through this project that will remain affordable in perpetuity with the sales values tied to average local incomes. This is an exciting model and we hope it will be one that will enable people who are committed to Southwark, to remain in Southwark. The report proposes a land transaction, conditional on achieving planning consent and demonstrating viability, to enable development to happen, giving London CLT the confidence to move forward with plans including design, community consultation and funding bids. We have high expectations in relation to the community involvement in this project, including with residents on the New James' Court Estate, and I would like to thank the Scylla Road CLT Steering Group, supported by Southwark & Peckham Citizens, who have been instrumental in getting us to this point. Their energy and enthusiasm for new affordable homes has driven this project forward and it has been a pleasure to work with them on this shared ambition.

RECOMMENDATIONS

Recommendations for the Cabinet

1. To note the progress to date in bringing forward a pilot scheme for community-led homes at a site in Peckham, including the selection of London Community Land Trust ("CLT") as the preferred delivery partner, following a competitive selection process carried out in November 2024 – February 2025.

2. To approve in principle the disposal of land at New James Court, Scylla Road, as shown at Appendix 1, to London Community Land Trust for the delivery of new community-led affordable homes.
3. To delegate authority to the Director of Planning and Growth to approve detailed contractual terms for the proposed disposal, in line with the key terms set out within this report.

REASONS FOR RECOMMENDATIONS

4. The proposed disposal facilitates the delivery of new affordable homes on council land held for housing purposes and identified by the community as having potential for community-led homes. The proposed terms of the conditional disposal agreement ensure that planning, funding and viability are all resolved prior to the transfer of land taking place. The housing model will increase the diversity of affordable housing options available within the local area, providing a product for those who are priced out of traditional market housing but do not qualify for social housing.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

5. In parallel to being identified by Peckham and Southwark Citizens as a candidate site for community-led housing, the proposed site was identified by the council as a candidate for delivery of new affordable homes under the council's own direct delivery programme. The site was assessed in 2023 but was not considered as a priority site for direct delivery of council homes, given the site capacity and constraints and in the context of the wider financial constraints of the programme.

POST DECISION IMPLEMENTATION

6. Following cabinet approval of the recommendations set out in this report, the following actions will be taken:

Key Activity	Target completion date
Finalise detailed contractual terms in line with the cabinet approval	June 2026

BACKGROUND INFORMATION

7. The Council has been working with Southwark & Peckham Citizens to explore the potential for community-led homes in the borough since 2016. Southwark & Peckham Citizens is a diverse alliance of local community organisations, schools, faith institutions, charities organisations, formed in 2015, under the umbrella of Citizens UK, to campaign for local issues with affordable housing being identified as a priority issue. This campaign led to the establishment of a community steering group to explore ways of delivering community-led affordable housing schemes. In 2019 the Council started to explore project feasibility, working with the community steering group, and following the

identification of the Scylla Road site as a candidate site, a series of community engagement events were undertaken in 2022. Progress on the scheme was paused in August 2022, as the Council explored the use of the site for direct Council housing delivery.

8. In parallel to the work with Southwark & Peckham Citizens and the community steering group, the Council convened the Southwark Land Commission in 2022 to bring forward a conversation with key partners about maximising social and environmental outcomes from the use of land and property. Its report "Land for Good" was published in September 2023 and recommendations included setting up new forms of community-led housing such as Co-operatives, Community Land Trusts or Public-Common Partnerships to steward pilot sites and defending and extending affordable accommodation for all by ensuring that all tenures and models of affordable housing are maintained as such in perpetuity, as with Community Land Trusts. The report defines Community Land Trusts as democratic, non-profit organisations that own and develop land for the benefit of the community, affordable in perpetuity.
9. The Council's response to the Southwark Land Commission report was agreed at Cabinet in July 2024. On affordable housing delivery, the Council will continue to seek to maximise the provision of affordable housing in perpetuity, particularly homes at social rent, and will also bring forward the Scylla Road site as a pilot residential Community Land Trust (CLT) scheme.
10. Due to changes in the wider economic environment and in response to the Southwark Land Commission, the Council re-engaged with the community steering group to revisit the potential scheme in 2023. While the community steering group had previously had support from London CLT, the council undertook to run an open competitive process to invite expressions of interest from potential community-led housing delivery partners before proceeding.
11. A brief inviting proposals for delivery partners to bring forward community-led housing on this site was published in November 2024 and ran for a period of 6 weeks. The opportunity was well-publicised, including being advertised on the council's website, via press release and circulated through the London Community Led Housing Network. Although an open call, eligibility was restricted to Community Land Trusts as defined by statute. The definition used at the time was that originally set out in section 79 of the Housing and Regeneration Act 2008, although this has subsequently been replaced by section 2, subsections 7A & B of the Leasehold Reform (Ground Rent) Act 2022 (as amended). In summary, a Community Land Trust is a body corporate established for the express purpose of furthering the social, economic and environmental interests of a local community by acquiring and managing land and other assets to provide benefit to the local community and ensure that the assets are not sold or developed except in a manner which benefit the local community.
12. Submissions were received were received by two qualifying bidders and these were reviewed by officers in line with the criteria set out within the brief, which included details of the organisation and its qualifying status, examples of previous delivery experience of community-led homes, details of its approach

to equalities and to community representation and initial design proposals for this specific site. Following this evaluation stage, London CLT were confirmed in April 2025 as the council's preferred delivery partner for community-led homes on this site.

13. London CLT currently manage 23 homes in the redeveloped St Clements Hospital site, Mile End, delivered by Linden Homes and secured by section 106 agreement, as well as recently completing the development of an 11-home scheme at Citizens House, Lewisham. They have Planning consent for a 7-home scheme in Redbridge, and for a 16-home scheme in Greenwich, anticipated to start on site later this year.

KEY ISSUES FOR CONSIDERATION

14. The site identified as a pilot site for a community-led housing scheme is land at the New James Street Estate, Scylla Road, Peckham. The site is an infill estate site, currently occupied by garages and associated accessways and hardstanding as part of the New James Court Estate. The wider estate comprises 50 homes across seven blocks of varying sizes, two garage sites, and various soft landscaped amenity areas and a Community Hall. The council is the freehold owner of the estate. The extents of the proposed housing site are set out at Appendix 1.
15. London CLT has requested that the council consider amending the site boundary to include an area of adjacent garages and a former caretaker's store. This is considered acceptable in principle but will be reviewed in the context of further community consultation to be undertaken by London CLT on the proposed development scheme and any associated benefits such as an increase in the number of affordable units deliverable and improvements to the environment benefiting both existing and future residents.
16. An initial set of heads of terms for the proposed land transfer were set out within the brief that was published in 2024 and these have been developed further following selection of the preferred delivery partner to reflect their bid. The key terms for the transaction are summarised as follows:
 - The council will enter into a conditional agreement to lease with London CLT to grant a long leasehold interest of up to 250 years for the construction and operation of new affordable housing;
 - The grant of lease will be conditional upon the council securing vacant possession of the site;
 - The grant of lease will be conditional upon London CLT securing planning permission, obtaining funding and demonstrating viability of the proposed development;
 - London CLT will then undertake the delivery of the development, with longstop dates in the agreement to ensure that the development is commenced and completed in a timely fashion, which if not met would allow the council to recover the site.
 - London CLT will retain the head leasehold interest in the completed homes, which will be restricted in use to affordable housing, with restrictions on sale or assignment.

17. Following cabinet approval in principle, officers will progress negotiations with London CLT on detailed contractual agreements for the proposed land disposal, anticipated to be approved under delegated authority in early Summer 2026. Once in contract, the parties will commence work on satisfaction of the conditions around Planning approval, scheme viability and funding and obtaining vacant possession.
18. There are a total of 27 existing garages on the site, of which two units are currently vacant, while the remainder are let by Council to tenants. Vacant possession of these units will be required in order to bring forward a development scheme and this will be a pre-condition of the proposed land transfer, with further engagement required with garage occupants before firm proposals are brought forward. Residential properties within the wider estate benefit from rights of use over the estate road accessway and other communal utilities services that run through the site, and these will need to be maintained in any scheme.
19. London CLT have developed initial design proposals for the site which demonstrate it has the capacity to accommodate circa 12 new affordable homes, however the ultimate scheme will need to be refined through further design development, community consultation and statutory planning processes, which will include viability testing of the scheme to ensure that it delivers the maximum amount of affordable housing.
20. The new housing to be delivered on this site will be 100% affordable in tenure, to be secured via the planning process and secured in perpetuity via both the lease and planning section 106 agreement. It is anticipated that the affordable tenure will be a discounted market sale product with sales values set at an agreed multiplier of local median incomes with future resale values linked to local wage inflation and not directly to house price inflation unlike standard market sale housing. This will ensure that the housing remains genuinely affordable in perpetuity. Multipliers of local median income level to be used would be based on unit size, typically with 1.5x for a 1-bedroom property, 1.7x for a 2-bed, 1.8x for a 3-bed and 2x for a 4-bed. This would result in property sales values ranging from circa 60-80% of market value.
21. It is anticipated that community-led housing grant may be available to London CLT for the delivery of this scheme, however given recent changes in the landscape for grant funding of both community-led and discount market sale housing, the details of the affordable housing tenure will need to be further reviewed through scheme development as Planning, viability and funding strategies progress, and the conditional agreements mean these will need to be fully agreed before the land transfer takes place.
22. Once in contract, London CLT will re-engage their design team to progress design development and community consultation with a view to bringing forward a Planning application by the end of 2026. In parallel, detailed work will be progressed on the funding and viability strategy, while the council will commence work to secure vacant possession. It is anticipated that satisfaction of conditions would be achieved in early 2027 at which point the council would then grant the lease to London CLT to take control of the site allowing them to begin demolition and enabling works. The proposed

development programme would see start on site late in 2027 with completion early 2029.

Policy framework implications

23. The Southwark Plan 2022 define affordable housing as that which is accessible to those households who cannot otherwise afford the same kind of housing anywhere in the borough at market prices. Affordable housing is an important part of making sure that everyone has access to a high-quality home in Southwark.
24. The proposed scheme will contribute toward the Southwark Housing strategy which is committed to delivering good quality genuinely affordable homes for all residents, delivering over 23,550 net new homes between 2019/20 and 2028/29, of which at least 35% would be affordable homes. The Council strategic target is 50% affordable housing which is to be achieved through building council homes and encouraging developers to provide a higher provision of affordable housing through grant funding.
25. The proposed scheme is aligned with the guiding principles set into Southwark 2030 strategy, which was agreed by Cabinet in July 2024. These principles include Reducing Inequality, Empowering People and Investing in Prevention and will be delivered through the following goals:
 - Decent homes: by involving a Community Land Trust, the project ensures long-term affordability and community ownership of homes, which directly addresses housing needs.
 - A good start in life: A CLT model supports the development of housing that is specifically designed to meet the needs of families and individuals, offering stability and sense of belonging, which can have a positive impact on the life chances of residents, particularly children.
 - Staying well: CLTs foster strong, resilient communities by empowering residents to actively participate in decisions about housing and community spaces, contributing to improved mental and physical wellbeing.
 - A healthy environment: The CLT approach encourages sustainable development practices, promoting energy efficient homes and green spaces, thereby creating healthier living environments for residents and reducing carbon footprint and development which will be developed and tested through the Planning process.
26. On 7 July 2025, Cabinet approved the adoption of a revised Affordable Housing SPD which now explicitly recognises CLT homes as an affordable housing product, in addition to introducing flexibility for single tenure affordable housing sites.

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

Community impact statement

27. Southwark & Peckham Citizens is an alliance of 21 civil society organisations in the borough, including faith organisations, schools, parents' groups, local

charities and a university, working together for the common good in the borough, with a particular focus on housing, migrants' rights, ESOL, and health justice. Southwark & Peckham Citizens recently gave its evidence to Council assembly on Housing issues, including the need for Council policy to recognise and emphasise the need Community Land Trust homes, as a primary form of intermediate affordable housing tenure, a model of housing where prices are linked to local income in perpetuity and therefore remain permanently affordable, in preference to other intermediate tenures such as shared ownership which are linked to market values.

28. Southwark & Peckham Citizens has established a community steering group which has already undertaken a programme of engagement with the local community around the principle of CLT homes on the Scylla Rd site.
29. Community Land Trusts are democratic, non-profit organisations that own and develop land for the benefit of the community. They are established as a corporate body, typically a community benefit society, for the purpose of furthering the social, economic and environmental interests of a local community by acquiring and managing land and other assets, and whose legal structure is designed to ensure any profits from its activities will be used to benefit the local community, and that its members control it.

Equalities (including socio-economic) impact statement

30. An equalities impact assessment ("EqIA") was conducted into the Council's response to the land commission report. Equalities considerations form part of the proposed initial evaluation criteria for the community-led housing partner and this is set out within the brief for the site. Additionally, an Equalities Impact Assessment has been carried out before reporting to Cabinet. This assessment considers engagement with the garage tenants, the vacation of the premises, and evaluate how the affordable housing scheme, delivered through the appointed Community Land Trust, will impact equalities. The EqIA is attached at Appendix 2
31. The lack of affordable housing is affecting the recruitment and retention of keyworkers at lower income who are essential to delivering high quality services to local resident, so this is an opportunity to explore ways of prioritising homes for keyworkers.

Health impact statement

32. Various research sources suggest that delivery of community-led housing can contribute to improvements in health and wellbeing. A 2019 literature review undertaken by Power to Change concluded that community-led housing contributes to long term positive health outcomes for residents including healthy ageing, improved social inclusion, improved physical health and improved outcomes for residents with mental health difficulties and other support needs. These findings were echoed more recently in a 2025 research paper produced by the Community Land Trust Network of England and Wales and others on community-led place stewardship Europe-wide which references a range of health and wellbeing benefits of community-led housing including reduced social isolation and stronger community cohesion, improved

mental wellbeing and physical health as well as improved health resilience, as well as long-term stewardship and intergenerational wellbeing.

Climate change implications

33. The Council has a target to make Southwark carbon neutral by 2030, and new build housing will be a key factor in meeting this target. Developers will be held to stringent and public environmental regulations. Through the Southwark Plan 2022, SP1 'Homes for all' there is a commitment to build sustainably including:
- The highest possible standards for sustainable design and construction
 - A clear developed approach, working with contractors to decarbonising the developments and develop more sustainable supply chains of materials.
 - Meaningful plans for offsetting where the development and supply chain cannot be decarbonised.

Resource implications

34. The site currently sits in the Housing Revenue Account and is occupied by 27 garages capable of generating revenue of circa £32,432 per annum. The proposed disposal will therefore result in a loss of income to the HRA.
35. No premium proposed as the value of the site is to be constrained to affordable housing uses, and therefore there is no corresponding capital receipt to the HRA.
36. Costs associated with the disposal including legal and vacant possession costs will be met from existing departmental budgets.

Consultation

37. The proposal for this site were borne out of the Peckham Citizens movement which launched in 2015 with its "Thousand Voices" campaign, inviting local people to discuss key issues in their area. In March 2016, the Peckham Citizens Founding Assembly was held with over 330 attendees and its campaign for Community Land Trust homes was launched. This included the formation of a community steering group, comprising local residents, which has since met over 50 times to work toward CLT homes in Southwark.
38. Following identification of the Scylla Rd site as a potential location for CLT homes and work by the community steering group supported by London CLT, development of initial proposals for the site the first major public engagement event took place in March 2022 in which attendees contributed ideas for site design. A second public engagement event took place in July 2022 at which attendees provided feedback on revised plans. Pre-application planning discussions have also taken place on the initial scheme designs.
39. Council officers have held one community meeting with local residents during the competitive process to select a community-led housing partner, while London CLT ran a further community engagement event on site in June 2025

to raise local awareness of the proposed scheme and encourage further involvement in the resident steering group.

40. With London CLT now formally appointed as the preferred community-led housing delivery partner for this site, and following cabinet approval to the proposed land disposal, London CLT will be able to further develop designs for the site and this will require further consultation with the local community, alongside engagement with existing garage owners, on the principles of any scheme for this site ahead of a formal planning submission and statutory consultation processes.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Head of Procurement

41. Not applicable

Assistant Chief Executive, Governance and Assurance (RS070/140834/KR)

42. The report recommends the disposal of land held by the council for housing purposes, to a Community Land Trust, in order to secure the construction and delivery of affordable housing. The terms of the disposal are set out in the report, and authority is delegated to the Director of Planning and Growth to agree the final disposal terms.
43. The disposal of land held for housing purposes is governed by s32 of the Housing Act 1985 which provides that a council may not dispose of land held for housing purposes without the consent of the Secretary of State. The Secretary of State has issued a series of general consents for these purposes in the General Housing Consents 2013.
44. Consent A3.2 provides that a local authority may dispose of vacant land. Vacant, for the purposes of this consent, means land on which no dwelling houses have been built, or where dwelling houses have been built, they have been demolished or are no longer capable of human habitation and are due to be demolished. The report confirms that no disposal will take place until the council has obtained vacant possession, and in any case the buildings on the land are garages, not dwellings.
45. Accordingly, the council has power to dispose of the land on the terms of this report.
46. Section 149 of the Equality Act 2010 sets out the public sector equality duty which states that public authorities must, in the exercise of their functions, have due regard to the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by the Act; to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and to foster good relations between persons who share a relevant protected characteristic and persons who do not share it. The report sets out the steps the council has taken to discharge its duty under the Act.

Strategic Director, Resources (PFS - Housing 25/106)

47. This report seeks Cabinet approval, in principle, for the disposal of HRA land at New James Court, Scylla Road to London Community Land Trust through a conditional agreement to lease at nil consideration.
48. The scheme is being progressed as a pilot for delivering long term, community led affordable housing and aligns with Cabinet's agreed response to the Southwark Land Commission, as well as the council's strategic priority to secure new affordable homes in perpetuity.
49. All costs associated with the disposal, including legal fees, negotiation of the conditional agreement to lease, and the costs of obtaining vacant possession of the garages must be met from existing departmental budgets. Officers must therefore exercise prudent cost management and engage early with garage tenants to minimise delays and avoid additional expenditure.
50. The development itself will be wholly funded and delivered by London Community Land Trust, with no call on the council's capital resources. The conditional structure of the agreement mitigates financial risk to the council by ensuring that planning consent, full scheme viability, secured funding and vacant possession are all in place prior to the grant of the lease. If these conditions are not met, the site will remain in council ownership.

Other officers

Assistant Director of Property

51. The disposal of the land by way of a long lease at a peppercorn enable the council to support its strategy of delivering more affordable homes.
52. The entire site will only deliver affordable homes which would not be the case if a land receipt was required. If the land was sold in the market the scheme would not be viable to deliver 50% affordable homes, and it is likely that a very small number or, more likely, a modest in lieu payment would be generated. It is unlikely that any significant land value would be achieved.
53. In reality, the injection of the land creates the maximum number of affordable homes.
54. The restrictive covenants in the lease will protect the councils freehold interest ensuring the homes remain affordable and as such I am satisfied that value for money is achieved and the transaction satisfies best consideration.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
New James Court, Scylla Road – proposed community-led housing IDM, November 2024 Decision - New James Court, Scylla Road - proposed community - led housing - Southwark Council	160 Tooley St	Matt Derry

APPENDICES

No.	Title
Appendix 1	Site Plan – Community-led housing site, Scylla Rd
Appendix 2	Equality Impact and Needs Analysis

AUDIT TRAIL

Cabinet Member	Councillor Helen Dennis, New Homes and Sustainable Development	
Lead Officer	Matt Derry, Head of Sustainable Growth South	
Report Author	Daniele Massetti, Project Manager	
Version	Final	
Dated	22 January 2026	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance	Yes	Yes
Strategic Director, Resources	Yes	Yes
Assistant Director Property	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		22 January 2026

APPENDIX 1

Site Plan – Community-led housing site, Scylla Rd





Equality Impact and Needs Analysis

Guidance notes

Things to remember:

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

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

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

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

Equality analysis should be referenced in community impact statements in Council reports. Community impact statements are a corporate requirement in all reports to the following meetings: the cabinet, individual decision makers, scrutiny, regulatory committees and community councils. Community impact statements enable decision makers to identify

more easily how a decision might affect different communities in Southwark and to consider any implications for equality and diversity.

The public will be able to view and scrutinise any equality analysis undertaken. Equality analysis should therefore be written in a clear and transparent way using plain English. Equality analysis may be published under the council's publishing of equality information, or be present with divisional/departmental/service business plans. These will be placed on the website for public view under the council's Publications Scheme. All Cabinet reports will also publish related

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

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

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

Section 1: Equality impact and needs analysis details

Proposed decision to which this equality analysis relates	The disposal of land on the site of the St James Court estate garages in Nunhead. This disposal will facilitate the development of the garages site into new affordable homes through a partnership with London CLT who have been selected to deliver this scheme following a competitive tender process.
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Equality analysis author	Assistant Project Manager, Sustainable Growth South				
Strategic Director:	Director of Planning and Growth				
Department	Sustainable Growth	Division	Resources		
Period analysis undertaken	November 2025				
Date of review (if applicable)					
Sign-off	Matt Derry	Position	Head of Sustainable Growth South	Date	January 2026

Section 2: Brief description of decision

1.1 Brief description of proposal

This analysis relates to the proposal for the disposal of circa 27 garages and surrounding land on the site of the New James Court estate (Rye Lane Ward) to a Community Land Trust (CLT) who would subsequently bring forward a development scheme comprising circa 12 homes under the CLT affordable housing model of delivery.

The land, currently owned by the council, would be disposed on a long lease to the CLT provider organisation, who would demolish the garages to make way for 12 new homes which are allocated in line with the organisations allocations policy. This policy should ensure these homes remain genuinely and permanently affordable, with buyers needing to meet specific conditions to be eligible for the purchase. The exact policy for this development will be developed alongside the council as the scheme moves forward but examples of existing CLT developments around London show eligibility criteria could consider such things as local connection, housing need, finance, involvement in the community and commitment to CLT values.

Inherently, a CLT is a community-led organisation, controlled by its members and not external developers. As such, community engagement is fundamental in the whole process and has already been taking place on this site over the past two years. The model works to provide genuinely affordable homes to the local community through separating land ownership and home ownership. The development is to be driven by local needs, and the house prices are linked to what people earn rather than market value, therefore using a local median income for the area to help to determine the price.

Section 3: Overview of service users and key stakeholders consulted

2. Service users and stakeholders	
Key users of the department or service	<p>The key users are those local residents who, following eligibility criteria checks, will form part of the new CLT and be the owners of the circa 12 new affordable homes.</p> <p>Additionally, part of the wider site is to be developed as a community garden, therefore local residents of the wider estate will also be able to benefit from this development.</p>
Key stakeholders who are involved in this decision	<p>Key stakeholders include the council (Planning, Sustainable Growth South, Property and Homeownership teams), the CLT organisation and the local residents of the New James Court estate and surrounding area.</p>

Section 4: Pre-implementation equality impact and needs analysis

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

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

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

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

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

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

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

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

<p>Age - Where this is referred to, it refers to a person belonging to a particular age (e.g. 32 year olds) or range of ages (e.g. 18 - 30 year olds).</p>	
<p>Potential impacts (positive and negative) of proposed decision business plan; this also includes needs in relation to each part of the duty.</p>	<p>Potential Socio-Economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</p>
<p>Impacts of the land disposal in relation to age are not anticipated to be significant. Dependant on the allocations process, the disposal may ultimately assist in allowing younger age demographics to get on to the housing ladder, something which is of great difficulty across all London boroughs.</p> <p>70% of the Rye Lane ward population falls within the 20-64 age bracket, while 20% are aged under 20.</p> <p>The impact of the loss of the garages on the site is unknown as the characteristics data for the current garage tenants is not available, however the councils Homeownership Garages team is working to re-provide garage provision for these tenants in surrounding areas subject to needs and availability.</p>	<p>The land disposal will allow the development of the site to progress which should lead to positive socio-economic impacts in the area.</p> <p>The additional housing provision includes units designed to accommodate families who likely fall in the largest age bracket for the ward, helping to address socio-economic pressures related to housing affordability being felt across the city.</p> <p>New community garden space to be provided as part of the proposal would offer benefit to all age groups locally.</p>
<p>Equality information on which above analysis is based</p>	<p>Socio-Economic data on which above analysis is based</p>
<p>Data taken from the Southwark JSNA Annual Report 2023</p>	<p>Data taken from the Southwark JSNA Annual Report 2023</p>
<p>Mitigating and/or improvement actions to be taken</p>	
<p>No actions are required in relation to the land disposal. Any future development on the site would likely undertake further equality impact and needs analysis which would relate specifically to the proposals.</p>	<p>No actions are required in relation to the land disposal. Any future development on the site would likely undertake further equality impact and needs analysis which would relate specifically to the proposals.</p>

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

Please note that under the PSED due regard includes:

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

Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
<p>There are no negative impacts anticipated from this land disposal or the subsequent development on the site.</p> <p>Data from the 2021 Census provides information on residents' disability status, with over 42,000 Southwark residents (14%) recording a disability. Within the Southwark JSNA Annual Report 2023, Nunhead & Queens Road is noted as a neighbourhood with higher proportions of disability.</p> <p>The impact of the loss of the garages on the site is unknown as the characterises data for the current garage tenants is not available, however the councils Homeownership Garages team is working to re-provide garage provision for these tenants in surrounding areas.</p>	<p>In line with planning policy, the London Plan and the Southwark Plan, a percentage of the total units within the future development proposal will be designed to be fully wheelchair accessible.</p> <p>The additional provision of accessible homes is a positive impact of the future development. Such provision addresses mainly physical disability and helps to ease barriers within current housing stocks which impact this group.</p> <p>The proposed community garden would provide an asset which would be accessible to those with physical impairments but also provide an inner-city green space which can offer benefits to those suffering with mental health problems.</p>
Equality information on which above analysis is based	Socio-economic data on which above analysis is based
Data taken from the Southwark JSNA Annual Report 2023 and the 2021 Census.	Data taken from the Southwark JSNA Annual Report 2023 and the 2021 Census.
Mitigating and/or improvement actions to be taken	
No actions are required in relation to the land disposal. Any future development on the site would likely undertake further equality impact and needs analysis which would relate specifically to the proposals.	No actions are required in relation to the land disposal. Any future development on the site would likely undertake further equality impact and needs analysis which would relate specifically to the proposals.

<p>Gender reassignment: - The process of transitioning from one gender to another.</p> <p>Gender Identity: Gender identity is the personal sense of one's own gender. Gender identity can correlate with a person's assigned sex or can differ from it.</p>	
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</p>	<p>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</p>
<p>Impacts relating to gender reassignment are not anticipated.</p> <p>The Southwark JSNA Annual Report 2023 cites Census 2021 data which showed 3,200 residents reporting a gender identity different from their sex registered at birth. Though this was relatively high, it is thought that the numbers are likely to be underestimates as many residents declined to answer this optional question.</p> <p>The allocation of any future housing on the site would be in line with allocation policies which should be created to ensure they do not discriminate against protected characteristics and adhere to the Equality Act 2010.</p>	<p>Historically, the socio-economic impacts of gender reassignment have been largely negative, stemming mainly from societal discrimination and structural barriers rather than the act of transition itself.</p> <p>Within the context of this land disposal and any subsequent residential development, the key consideration would be addressing housing insecurity and homelessness, given those who fall within this characteristic are considered to be at elevated risk. As noted, specific regulation is in place through the Equality Act 2010 and housing providers should be aware of anti-discrimination laws and build these into any housing allocation policy.</p>
<p>Equality information on which above analysis is based.</p>	<p>Socio-economic data on which above analysis is based</p>
<p>Data taken from the Southwark JSNA Annual Report 2023 and the 2021 Census.</p>	
<p>Mitigating and/or improvement actions to be taken</p>	
<p>No actions are required in relation to the land disposal. Any future development on the site would likely undertake further equality impact and needs analysis which would relate specifically to the proposals.</p>	<p>No actions are required in relation to the land disposal. Any future development on the site would likely undertake further equality impact and needs analysis which would relate specifically to the proposals.</p>

<p>Marriage and civil partnership – In England and Wales marriage is no longer restricted to a union between a man and a woman but now includes a marriage between a same-sex couples. Same-sex couples can also have their relationships legally recognised as 'civil partnerships'. Civil partners must not be treated less favourably than married couples and must be treated the same as married couples on a wide range of legal matters. (Only to be considered in respect to the need to eliminate discrimination.)</p>	
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan</p>	<p>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</p>
<p>Impacts relating to marriage and civil partnership are not anticipated. Neither the land disposal nor any subsequent development on the site would impact this characteristic.</p> <p>Data from the 2021 Census shows that the largest partnership category among Southwark residents was never married nor civil partnered (60% of adults over 16). Mixed-sex marriage and civil partnerships comprised 26% of the population within Southwark.</p> <p>In line with the Equality Act 2010, allocations of new homes on the site would not discriminate against applicants on the basis of marital status.</p>	<p>N/A</p>
<p>Equality information on which above analysis is based</p>	<p>Socio-economic data on which above analysis is based</p>
<p>Data taken from the 2021 Census.</p>	
<p>Mitigating or improvement actions to be taken</p>	
<p>N/A</p>	

<p>Pregnancy and maternity - Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.</p>	
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</p>	<p>Potential socio-economic impacts/needs/issues arising from socio-economic disadvantage (positive and negative)</p>
<p>Impacts relating to pregnancy and maternity are not anticipated. Neither the land disposal nor any subsequent development on the site would impact this characteristic.</p> <p>In line with the Equality Act 2010, allocations of new homes on the site would not discriminate against applicants on the basis of pregnancy and maternity.</p>	<p>N/A</p>
<p>Equality information on which above analysis is based</p>	<p>Socio-economic data on which above analysis is based</p>
<p>N/A</p>	<p>N/A</p>
<p>Mitigating and/or improvement actions to be taken</p>	
<p>N/A</p>	

<p>Race - Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins. N.B. Gypsy, Roma and Traveller are recognised racial groups and their needs should be considered alongside all others</p>	
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</p>	<p>Potential socio-economic impacts/needs/issues arising from socio-economic disadvantage (positive and negative)</p>
<p>Impacts relating to race are not anticipated. Neither the land disposal nor any subsequent development on the site would impact this characteristic.</p> <p>Southwark is a diverse borough, with data from the Southwark JSNA Annual Report 2023 and 2021 Census showing a variety of ethnic backgrounds other than white British accounting for 49% of the borough's population. Within the 0-17 age bracket, this figure increased to 65% and within the 18-65 age bracket it was 46%. There is no specific ward data but the above indicates a highly diverse community who may be able to benefit from an affordable housing scheme such as a community land trust on this site.</p> <p>As such, and in line with the Equality Act 2010, allocations of new homes on the site would not discriminate against applicants on the basis of race.</p>	<p>N/A</p>
<p>Equality information on which above analysis is based</p>	<p>Socio-economic data on which above analysis is based</p>
<p>Data taken from the Southwark JSNA Annual Report 2023 and the 2021 Census.</p>	<p>N/A</p>
<p>Mitigating and/or improvement actions to be taken</p>	
<p>N/A</p>	

Religion and belief - Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.	
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/needs/issues arising from socio-economic disadvantage (positive and negative)
<p>Impacts relating to religion and belief are not anticipated. Neither the land disposal nor any subsequent development on the site would impact this characteristic.</p> <p>In line with the Equality Act 2010, allocations of new homes on the site would not discriminate against applicants on the basis of religion and belief.</p>	N/A
Equality information on which above analysis is based	Socio-economic data on which above analysis is based
N/A	N/A
Mitigating and/or improvement actions to be taken	
N/A	

Sex - A man or a woman.	
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/needs/issues arising from socio-economic disadvantage (positive and negative)
<p>Impacts relating to sex are not anticipated. Neither the land disposal nor any subsequent development on the site would impact this characteristic.</p> <p>In line with the Equality Act 2010, allocations of new homes on the site would not discriminate against applicants on the basis of sex.</p>	N/A
Equality information on which above analysis is based	Socio-economic data on which above analysis is based
N/A	N/A
Mitigating and/or improvement actions to be taken	
N/A	

Sexual orientation - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes	
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/needs/issues arising from socio-economic disadvantage (positive and negative)
<p>Impacts relating to sexual orientation are not anticipated. Neither the land disposal nor any subsequent development on the site would impact this characteristic.</p> <p>In line with the Equality Act 2010, allocations of new homes on the site would not discriminate against applicants on the basis of sexual orientation.</p>	N/A
Equality information on which above analysis is based	Socio-economic data on which above analysis is based
N/A	N/A
Mitigating and/or improvement actions to be taken	
N/A	

Human Rights

There are 16 rights in the Human Rights Act. Each one is called an Article. They are all taken from the European Convention on Human Rights. The Articles are The right to life, Freedom from torture, inhuman and degrading treatment, Freedom from forced labour, Right to Liberty, Fair trial, Retrospective penalties, Privacy, Freedom of conscience, Freedom of expression, Freedom of assembly, Marriage and family, Freedom from discrimination and the First Protocol

Potential impacts (positive and negative) of proposed decision

There are no Human Rights impacts anticipated from the land disposal decision or any subsequent development on the site.

Conclusions

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

Any equality impacts from the disposal of land decision are not anticipated to be significant. The decision would allow subsequent development of the site through the community land trust mechanism which allows for community led, affordable development. While the garages are all in use under license, the Councils Homeownership Garages team is working to re-provide this provision elsewhere to minimise any impact on existing users. Apart from these garages, the site is not widely used and only operates as a vehicle drop off area or a pedestrian through route. The proposed development of the site includes a community garden which would offer wider community benefit.

Any equality impact would likely be manifested through the allocations policy of the CLT provider. As such, the allocation of any future housing on the site would be in line with policies which should be created to ensure they do not discriminate against protected characteristics and adhere to the Equality Act 2010.

Section 5: Further equality actions and objectives

5. Further actions

Based on the initial analysis above, please detail the key mitigating and/or improvement actions to promote equality and tackle inequalities; and any areas identified as requiring more detailed analysis.

No further actions identified

Meeting Name:	Cabinet
Date:	2 February 2026
Report title:	Southwark’s New Homes Programme Update Report
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

Building new council homes continues to be a top priority for this administration. Housing need is acute and it is essential that we do everything we can to respond to the housing crisis, including through the delivery of new council homes which local people can afford. I am hugely proud of our record, with Inside Housing recently confirming that last year we were the biggest local authority house-builder in the country.

Over the last year, I have visited new council homes across the borough – from the 581 new council homes on the Aylesbury, and the first phase of the Tustin renewal, through to smaller schemes like those delivered on the Salisbury Estate in North Walworth and at Sedgmoor Place in St Giles’ ward. It is a great privilege and hugely motivating to meet people who have moved into our new homes, and who have spoken about how transformational it has been for themselves and their families. With a number of additional schemes now close to completion we are on track to deliver 2,500 new council homes by the end of March 2026, and we have also now set out our plans for the next wave, working with Wates and Mount Anvil to deliver at least 360 new council homes across 8 sites in the borough. I am especially pleased that we have found viable solutions to kick-start the paused schemes at Bells Gardens and on the Lindley Estate, and that working in partnership with Places for London, there is also a new scheme moving forward at Styles House next to Southwark tube station.

In addition, we are putting forward proposals to make the most of the government’s hugely ambitious £39bn Social & Affordable Homes Programme, and the Local Authority Housing Fund which will support us in the expansion of council-owned housing for temporary accommodation. There is no doubt that it has been a challenging time for construction in London, but this administration is absolutely determined to keep building and to keep delivering the genuinely affordable homes that residents need.

RECOMMENDATIONS

Recommendations for the Cabinet

1. To note the update position on the council new homes delivery programme and the achievements to 31 December 2025.

Recommendations for the Leader of the Council

2. N/a

REASONS FOR RECOMMENDATIONS

3. To provide an overview of the new homes delivery programme led by Southwark Construction and to set out the next phase of delivery.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

4. N/a

POST DECISION IMPLEMENTATION

5. This report provides a programme update, there are no changes or decisions presented for approval that require implementation. The new build programme will continue to be delivered in line with its current approvals.

Key Activity	Target completion date
Delivery of 'Routes to 11,000 – a new council homes strategy for Southwark'	Ongoing

BACKGROUND INFORMATION

6. Southwark continues to lead the way nationally in delivery of new council homes; bold investment at scale over the past nine years has delivered quality homes to meet local needs with a programme of over 3000 new homes completed or on site. Furthermore, Southwark's new homes programme delivers more than new homes and provides a range of other benefits and improvements including play areas, enhanced public realm, commercial space and community facilities.
7. Southwark Council's [Good Landlord Plan](#) was adopted in 2025 and sets out six key commitments to improve housing services for its 37,000 council homes, focusing on safety, repairs, estate management, customer service, and tenant engagement. A central pillar of the plan is the delivery of 2,500 new council homes by March 2026, including specialist housing to meet diverse needs. This investment in new homes supports the council's goal of providing high-quality, affordable housing and tackling overcrowding across

the borough.

8. The '[Routes to 11,000 – a new council homes strategy for Southwark](#)' was adopted in April 2020; it continues to underpin the Southwark Construction mission statement and the council's priority to deliver 11,000 new homes by 2043. The strategy sets out several possible delivery models to enable the council to achieve this ambitious target and ensure that approaches can be flexible to suit market conditions and the availability of funding and grant funding regimes.
9. This programme directly contributes to the national "Securing the Future of England's Council Housing" campaign, which Southwark Council has played a leading role in shaping. The campaign calls for urgent reforms to enable councils to maintain, improve, and expand their housing stock. Southwark's proactive approach, through its ambitious delivery targets, innovative construction models, and leadership in convening over 100 council landlords demonstrate how local action can drive national change. The council's strategy exemplifies the kind of long-term planning and investment the campaign advocates for, reinforcing Southwark's position at the forefront of efforts to secure the future of council housing in England.
10. The first major tranche for these new homes ,2018-22 programme, successfully started 2,500 new homes (noting that four schemes subsequently had to be paused in 2024 due to financial constraints) and the second major tranche, 2022-2026 programme, aims to start a further 1,000 new council homes. Overall the programme to date includes more than 180 individual schemes varying from hidden homes (single dwellings or less than five homes) to multi-phase regeneration schemes that deliver hundreds of new homes wider improvements other community benefits.
11. To date, the council has delivered most new homes through direct delivery, using a combination of council borrowing, developer contributions (S106), and grants. However, some projects, such as Cherry Gardens, and Tustin Estate, have and continue to be successfully built through development agreements or include a mix of tenures (e.g. shared ownership and private sales) that help pay for social rent homes.
12. As has been well documented during 2022-23 unexpectedly high inflation increases placed significant cost pressures across the Council's Housing Revenue Account (HRA) portfolio including Southwark's new homes programme, this was in addition to the wider economic impacts of covid-19, Brexit and ongoing war in Ukraine which have exacerbated the cost to build.
13. The Building Safety Act 2022 has introduced a range of improvements to building regulations, especially around fire safety. These changes come with significant cost implications for Southwark due to the scale of the council's housing stock, the number of tall buildings, skilled labour availability, and the challenge of balancing Net Zero goals and energy efficiency standards with financial constraints and housing demand. This affects existing council stock and the affordability of delivering new council homes.

14. **Overall Programme:** In the context of ongoing challenges in the economy and within the house-building sector, Southwark's commitment to deliver at scale means a pipeline of new homes has continued at pace. Appendix 1 lists all schemes in the programme by ward, number of new homes and delivery status. The following sections provide a summary of the key deliverables to date.
15. Of the 2018-22 Programme there are currently 8 remaining schemes on site and 7 schemes in the defects period; all other projects as part of this tranche are now out of defects and are part of mainstream housing stock. Delivery across the programme is on track to have completed a total of 2,500 council homes by the end of March 2026. Most of these completions originate from the 2018-22 Programme and some completions from the 2022-26 Programme will also contribute towards this target.
16. Of the 2022-26 Programme there are five schemes that have been completed, five are onsite including one scheme delivering eight Modular Homes at Leroy Street for Temporary Accommodation, started in September 2025. The programme will deliver over 800 new council homes towards the 1,000 target by March 2026.
17. Significant progress has been made across our housing delivery programme, marked by key construction milestones. We celebrated topping out ceremonies at Ledbury Estate in March 2025, Slippers Estate in October 2024, and Fendall and Maltby in April 2023, reflecting steady advancement in our new homes pipeline. A further milestone was reached with the topping out of 66 Linden Grove in October 2025. In addition, demolition works commenced at Maydew House in October 2024 and completed in August 2025, paving the way for future redevelopment. These achievements demonstrate our continued commitment to delivering high-quality, sustainable housing for Southwark residents.
18. **Starts on Site to date:** To date the programme, across both tranches (2018-22 and 2022-26), has started just over 3,160 new council homes and a total of nearly 3,900 new homes including intermediate and private for sale, the tenure breakdown is detailed in the table below:

Table 1: Total number of homes started (completed and on site) across both tranches (from May 2024 up to 31st December 2025)				
Programme	Council homes	Intermediate	Private	Total New Homes
1,000	819	27	285	1131
2,500	2,350	182	210	2,742
Total	3,169	209	495	3,873
As a % of starts	82%	5%	13%	

19. **Completions to date:** To date the programme, across both tranches (2018-22 and 2022-26), has completed 2,340 new council homes and a total of 2,699 new homes. The tenure breakdown is detailed in the table below:

Table 2: Total number of completed homes across both tranches (up to 31st December 2025).				
Programme	Council homes	Intermediate	Private	Total New Homes
1,000	202	3	0	205
2,500	2,138	170	186	2,494
Total	2,340	173	186	2,699
As a % of completions	87%	6%	7%	

20. **Delivery by Ward:** Of the 189 schemes completed or on site across both programme tranches development has taken place across the borough as illustrated on the summary by Ward

Table 3: Number of schemes and new homes delivered by Ward		
Ward	Number of Schemes (completed or on site)	Number of new homes (completed or on site)
Borough & Bankside	1	1
Camberwell Green	11	87
Champion Hill	10	35
Chaucer	5	44
Dulwich Hill	4	10
Dulwich Village	2	12
Dulwich Wood	10	16
Faraday	7	613
Goose Green	1	4
London Bridge & West Bermondsey	6	110
Newington	14	141
North Bermondsey	10	73
North Walworth	3	32
Nunhead & Queens Road	12	71
Old Kent Road	28	1166
Peckham	12	451

Peckham Rye	6	60
Rotherhithe	9	131
Rye Lane	5	101
South Bermondsey	12	287
St George's	3	172
St Giles	20	124
Surrey Docks	5	132
Total	196	3,873

21. **Delivery by size of new homes** – A breakdown of unit size delivered:

Table 4: A breakdown of unit sizes delivered						
Studio Flat Units Social	1 Bed Units Social	2 Bed Units Social	3 Bed Units Social	4 Bed Units Social	5+ Bed Units Social	Total
4	888	772	571	90	15	2,340

22. **Homes for Over 55's and Extra Care** – There are 90 homes projected to be completed before the end of 2025/2026; 40 homes at Tustin Regeneration (Phase 1) and 50 at Cator St Extra Care Phase 2 scheme.
23. **2024/25 Delivery** – The programme is in its critical delivery phase and in the last financial year, 11 schemes completed delivering a total of 689 new homes including 609 new council homes, 24 intermediate homes (Shared Ownership) to help pay for them. In addition, 364 of these homes were family homes (two bedrooms or more). These schemes were:

Table 5: A breakdown of addresses, block names on each scheme	
Scheme Name	Block Name
2 Linden Grove (hostels) Ph5b	Flat 1-4 & Flats 2A&2B Linden Grove
35-41 Nunhead Lane	35-41 Nunhead Lane
Aylesbury_FDS Package B	S05-A - 360 Albany Road; S05-B - 12 Slater Street; S05-C - 4 Slater Street; S05-D - Claris Court, Harcourt Street; S05-E - 25 Harcourt Street; S06-A - 24 Harcourt Street; S06-B - 14 Harcourt Street; S06-D - 1 Bradenham Close; S06-E - 1, 3, 5 Cherill Street

Cherry Gardens School, Macks Road SE16	Folajimi Apartments
Flaxyard site, Sumner Road SE15	Robert Branford House; Annie Brewster House; George Roberts House
Lomond Grove	Milton Gale Court
Regina & Columbia Point (part of Canada Est QHIP)	Flat 1A Columbia Point & Flat 1A Regina Point
Salisbury Est Car Park (Balfour Street)	101 Balfour Street
Shops & Council Offices, Manor Place /Stopford Road SE17	Manor Cross Apartments / Braganza Street (flats C.1, C.2, C.3)
TA-Contract 1	134 Camberwell Road; 243 Queens Road ; 93 Herne Hill
TA-Contract 2	76-78 Camberwell Rd ; 75-77 Southampton Way Hostel ; 225-227 Queens Road
TA-Contract 3	25-27 Trafalgar Avenue 46 Trafalgar Avenue; 93 Grove Lane

24. **Shared Ownership and Outright Sale:** There are a total of 129 shared ownership or outright sales homes in the council's programme. The council has worked with Hackney Sales to establish a Sales Framework which helps to ensure timely sales and positive customer experience.
25. Since the last update to cabinet, in the period 1st July 2024 to 30th September 2025, 79 shared ownership disposals have completed across five projects, generating £11m of sales receipts which have helped to pay for new social rented homes:

Name of scheme	Number of units sold
Commercial Way	27
Canada Water	19
Braganza Street	3
Flaxyard	21
Albion	9

26. Shared Ownership homes provide an alternative intermediate tenure for Southwark residents with a strong demand and uptake of the council's sales portfolio launched to date. Of the 79 homes sold to date 63% (50 homes) have

been sold to buyers with a local connection, namely they live and/or work in the borough and 16% (13 homes) sold to households with one or more person classified as a keyworker.

27. **Estate Renewal:** Work continues across three major estate redevelopment schemes within the programme; Tustin Estate, Ledbury Estate and Aylesbury Estate. In addition, the demolition of Maydew Tower enables the next phase of new homes, for Abbeyfield Estate. As well as new affordable homes, a range of community facilities and improvements continue to be delivered across multiple phases working with partners;
28. **Tustin Estate** – redevelopment of the Tustin Estate will deliver a total of 690 new homes, including 453 council homes for social rent, 17 homes for returning leaseholders, and 220 homes for private sale.
29. The scheme also includes refurbished homes on Manor Grove, new commercial spaces, and a new Pilgrims Way School. The redevelopment is being delivered in four phases, with Phase 1 already underway and completed in December 2025. Bouygues UK is the appointed contractor, and the total project budget is £331.8 million, supported by grants from the GLA and Getting Building Fund.
30. The wider neighbourhood will benefit from improved infrastructure, including a new district heating network and enhanced landscaping. Communal areas will be revitalized, and pedestrian and cycle-friendly routes will be created to improve connectivity across the estate. Social value commitments include job creation, apprenticeships, and resident training programmes, with strong performance already exceeding targets. Resident engagement remains high, with regular meetings, walkabouts, and events.
31. The full redevelopment is expected to be completed by 2033, with Phase 2 demolition works and main construction starting in April 2026.
32. **Ledbury Estate** – Ledbury Estate redevelopment will provide 340 new homes, 224 of which will be council homes to replace those from the old towers. The council will also build an additional 36 new council homes, taking the total to 260 council homes, as well as 15 shared ownership homes and 65 homes for private sale.
33. The wider neighborhood will also benefit from landscaping and new outdoor communal areas with a large, multi-purpose garden courtyard with space for community growing, a play area and tree-lined paths creating new pedestrian and cycle friendly connections between the Old Kent Road, Pencraig Way and Bird in Bush Park to the south-west.
34. The first phase of building works on the Ledbury Estate is expected to be completed in spring 2026 and the entire redevelopment is expected to be finished by 2030.
35. **Aylesbury Estate** – Aylesbury Estate redevelopment is intended to deliver 3,575 new homes and 7,800 sqm of employment, retail, healthcare, and

community spaces over the coming years. The Council's Aylesbury Estate Masterplan aims to create new neighbourhoods that are fully integrated into the wider network of streets and spaces in Walworth.

36. The next phase of the redevelopment will be Phase 2B which will provide 640 new homes, with a tenure mix of 173 social rent, 89 intermediate, and 378 private units. The final leasehold acquisition for Phase 2B was completed in August 2025, and the site is now vacant. Although Notting Hill Genesis' (NHG) programme indicates a start on site in October 2026, demolition of the existing blocks is likely to begin in Spring 2026, with construction of the new homes expected by April 2032. The redevelopment also includes a new medical centre, extra care facility, green spaces, and the Una Marson Library, which opened earlier in 2024.
37. To date, 581 new council homes and 223 housing association social rent homes have been completed or are on site, making Aylesbury the largest single council home building site in the country. The redevelopment is designed to allow residents to make a single move from older homes reaching the end of their life into new, high-quality housing.
38. **Abbeyfield Estate:** Consultation on the Abbeyfield Estate renewal has been ongoing since February 2023. A Resident Steering Group (RSG) meets bi-monthly to discuss estate issues and redevelopment options following the completion of the Maydew Tower demolition in August 2025. Chaired by the Independent Tenant and Leaseholder Advisor, meetings include residents and ward councillors.
39. A design team was appointed in May 2025 and initial options for the estate were presented to the RSG and to residents in September 2025 - this included consultation events and 1-2-1 meetings. The council are also arranging for residents to visit the Tustin Estate so residents can see a live project as well as the new homes which are being delivered.
40. If the council decides that wholesale estate redevelopment is the preferred option residents will be involved in the production of a Landlord's Offer document which will set the conditions for the redevelopment of the estate and residents will be balloted on this offer. Regardless of which option is taken forward, residents will be consulted on the design of the new homes and improvements to the estate.
41. **Innovation - Solohaus Pilots:** In conjunction with Hill Partnership Limited (HLP), through their Foundation 200 initiative, eight modular Solohaus homes have been donated to Southwark Council. These are the first of their kind in the borough, following successful implementations in Haringey and Newham. Planning permission was granted on 12 September 2025, and the homes have been installed on a disused garage site on the Creasy Estate in Bermondsey.
42. Designed in collaboration with homelessness charities, the fully furnished homes offer safe, sustainable accommodation for single people experiencing homelessness. Built to high standards of energy efficiency and durability, each

unit has a 60-year lifespan and can be constructed in 8–10 weeks. The homes will be owned and managed by Southwark Council's Housing First Team as part of its temporary accommodation portfolio, supporting residents on their journey to permanent housing.

43. Southwark Construction, in collaboration with Solutions for Living and Hill Partnership Limited (HPL), is progressing plans for six modular homes on the Rochester Car Park site. HPL will donate the homes to the charity, with Southwark Council leasing the land and retaining full nomination rights. The homes will be jointly managed by the charity and the Council's Housing First Team, offering wraparound support to residents with a local connection to Southwark. A planning application is expected in January 2026.
44. **Future pipeline:** The council remains committed to increasing the supply of genuinely affordable homes in the borough. In July 2024 Southwark Construction obtained approval from cabinet to bring forward seven sites, and further pipeline sites, across Old Kent Road, Peckham, Camberwell Green, Rotherhithe. Two Development Agreement partnerships will deliver a minimum of 360 new social rent homes as part of mixed tenure schemes that will also include new community facilities.
45. The eight sites being brought forward are listed in Appendix 1 and include Wickway Community Centre, Bells Garden, Lindley Estate, Wyndham Road, Red Lion Boys Club, Priter Road, the site of the former Seven Islands Leisure Centre as well as one of the pipeline sites at Beormund school.
46. In addition to these eight sites, the Development Agreement also includes the option to bring forward several other pipeline sites, listed in Appendix 3. These are designated as optional and may be brought forward at a future date at the council's discretion and subject to formal approval and consultation with local stakeholders. The pipeline sites include Abbeyfield Estate, Abbeyfield Housing Office, Ann Moss Way, Sceaux Gardens (including Marie Curie), Pelican Estate and Angel Oak Academy.
47. The Council continues to actively seek external funding opportunities to support the delivery of high-quality and sustainable council homes. Work is progressing on the development of comprehensive bids for both the Social and Affordable Homes Programme 2026-36 (SAHP) and Round 3 of the Local Authority Housing Fund (LAHF), ensuring that the Council secures the maximum level of grant funding available. This coordinated approach strengthens our financial position, enables the delivery of new council homes and homes for temporary accommodation, as well as reaffirming our commitment to remaining at the forefront of council housing provision both locally and nationally.
48. **Good Landlord Plan:** Southwark Construction delivers on the [Good Landlord Plan](#) commitments by embedding structured resident engagement throughout new housing developments. The Aftercare Team supports residents from move-in to the end of the Defects Liability Period through welcome visits, tenancy checks, and ongoing communication.

49. Since April 2024, Southwark Construction has run a post-occupation Resident Satisfaction. Conducted via phone interviews, the survey gathers feedback on home quality, design, and communal areas. With 610 responses across 29 schemes by end of December 2025, 77% of residents reported being happy or very happy with their new homes.
50. Insights have led to improvements like a standardised Home User Guide and issue resolution, supporting continuous improvement through strategic reporting where feedback relates to other council services rather than just the new homes themselves.
51. The delivery of new council homes continues to adopt the Charter of Principles. It sets out its approach to resident consultation and engagement and ensures that the process of providing new council homes is inclusive and resident led. Resident engagement is embedded in every stage of building new homes, from identifying new sites, to consultation, design, planning, and delivery.
52. When new homes sites are in the early consultation phase, the council works with residents to establish Resident Project Groups who represent the local community and meet regularly to feed in thoughts, opinions and ideas on the designs and improvements of each scheme. These groups are set up on every site where the council is considering building new homes, and use residents' opinions, insights and experiences to shape the design of the new homes and improve and enhance the surrounding area.
53. Resident consultation on estate renewal schemes has been ongoing and resident led. On the Abbeyfield Estate, a Resident Steering Group has met bi-monthly since February 2023, supported by an Independent Tenant and Leaseholder Advisor. Residents have shaped redevelopment options and will help develop the Landlord's Offer if full renewal is chosen. At Tustin Estate, renewal is guided by a resident manifesto, with monthly meetings and drop-ins ensuring continuous engagement and transparency.
54. **Design Standards** - Building good quality, robust, and well-designed homes remains a core mission of Southwark's new homes programme. The design standards are shaped by a comprehensive framework of national and regional policies, including the London Plan, GLA Housing Design Standards, and Southwark's own Employer's Requirements (ERs) and Design Quality Guidance. These standards ensure that every new home contributes to a healthier, more sustainable, and inclusive borough
55. All homes are designed to meet rigorous environmental standards to help ensure sustainability and wellbeing. In line with the London Plan and Southwark's Climate and Environment Supplementary Planning Document (SPD), council schemes adopt low-carbon energy systems such as ground-source and air-source heat pumps, supporting the borough's transition away from fossil fuels and contributing to the Mayor of London's net zero targets.
56. New homes are designed to:

- Maximise thermal efficiency
 - Reduce operational carbon emissions
 - Lower energy bills, helping to tackle fuel poverty
 - Support resident wellbeing through high-quality internal layouts and access to outdoor space
 - Our approach extends beyond individual dwellings to include public realm improvements, community facilities, and inclusive design, ensuring that new developments enhance the wider neighbourhood.
57. Futureproofing Through Design Innovation - Looking ahead, future schemes will increasingly adopt the Future Homes Standard and, where applicable, Passivhaus principles, further reducing energy demand and operational costs. These standards will help us meet both GLA climate targets and Southwark's environmental objectives, while supporting long-term affordability for residents.
58. Policy and Guidance Framework - The design standards for Southwark's new homes are informed by the following key documents:
- Southwark Plan (2022) – The borough's statutory development plan guides growth and regeneration to 2036.
 - Southwark Employer's Requirements & Design Quality Guidance – Defines how new homes should be built, recently updated to reflect evolving policy and lessons learned.
 - Residential Design Standards SPD (2015 Technical Update) – Provides detailed guidance on unit types, layouts, and amenity space.
 - London Plan (2021) – The GLA's spatial development strategy, setting out housing, design, and sustainability policies for Greater London.
 - Building Regulations – Including recent updates such as the Future Homes Standard, fire safety reforms, and Part F ventilation improvements.
 - Nationally Described Space Standards (NdSS) – Establishes minimum internal space requirements across all tenures.
 - Southeast London Housing Partnership Wheelchair Design Guide – Ensures accessible homes exceed minimum regulatory standards.
 - GLA Housing Design Standards LPG – Interprets London Plan policies and sets out design expectations for new build and conversion schemes.
 - Good Quality Homes for All Londoners SPG – A design-led toolkit promoting circular economy, child-friendly design, and site optimisation.
59. **Resourcing delivery;** The Southwark Construction team was established in May 2022 following cabinet approval to lead the delivery of the new homes programme. As one of the largest council housebuilding programmes in the country, the team brings together internal and external expertise, evolving to meet the programme's changing needs and ensuring the capacity to deliver high-quality, sustainable housing at scale.
60. A Quality and Aftercare Team has been established to improve the management of newly built homes during the Defects Liability Period, which spans 12–24 months from practical completion to integration into the council's

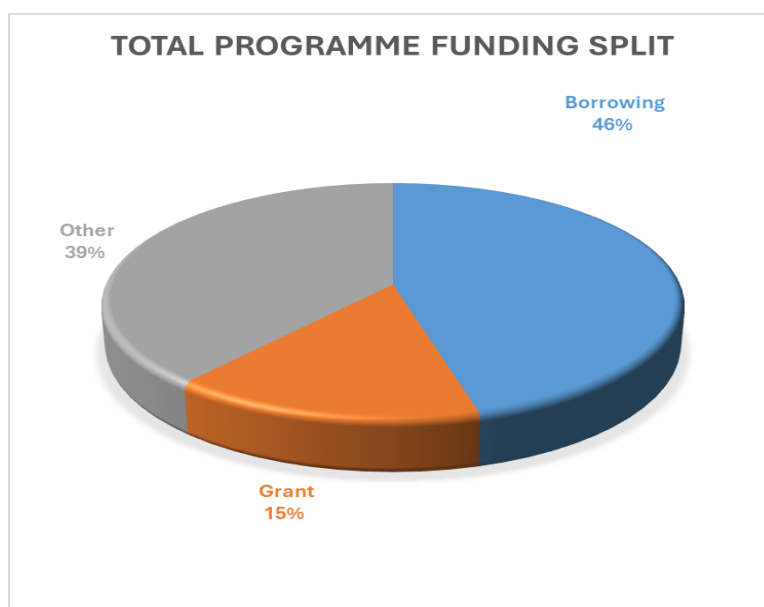
housing stock. This team ensures residents, regardless of tenure, receive support to settle in, can access support when needed and understand any new technology within their homes, for example Air Source Heat Pumps.

61. The team contributes significantly to the continuous improvement of housing delivery through systematic post-occupancy evaluations, defect trend analysis, and resident feedback. These activities inform enhancements in design standards, construction methodologies, and long-term asset value. The team was established by redeploying personnel from existing posts to address operational demand.
62. New Business function, responsible for the identification of future sites and enables delivery through due diligence, market testing, and recommends appropriate delivery and procurement strategies to meet the councils' new homes objectives and targets.
63. The Delivery team, spanning multiple delivery models (predominately direct delivery and development agreements) including estate renewal programmes. This team includes skilled project managers overseeing construction, contractor management, partnership management and resident engagement to ensure high-quality homes aligned with council priorities.
64. Programme Management Office (PMO): Provides governance, shared resources that include communications, design expertise and sales, leads partnership and grant management with the GLA, and embeds best practice to ensure long-term success and continuous improvement.
65. Aylesbury Task Forces: In conjunction with the Community Safety and Landlord Services the Aylesbury Taskforce was established in March 2025 to provide dedicated, time-limited, resources focused on managing estate issues spanning anti-social behaviour and crime, as well a programme of voids work.
66. Southwark Construction has continued to support future talent through participating in the national Impact Programme (for Graduates) and providing three full Apprenticeships within the team. These programmes foster skills development within the sector and offer opportunities for life experience alongside technical qualifications.
67. **Programme financial position:** The financial position of the programme is report regularly to Cabinet. As of September 2025, the overall spend and forecast position are as follows:

Funding Type	Previous years spend	2025/26 Forecast	2025/26-2034/35 Total Forecast	Total projected spend
Borrowing	418,245,786.93	66,765,434.00	322,829,654.90	741,075,441.83
Grant	176,869,229.12	14,612,436.00	73,804,637.48	250,673,866.60
Other	557,055,653.81	27,326,641.00	70,540,429.02	627,596,082.83
Total	1,152,170,669.86	108,704,511.00	467,174,721.40	1,619,345,391.26

68. Southwark's new homes programme adopts a blended funding model utilising GLA grant funding, borrowing, Section 106 receipts for affordable housing as well as Right to Buy Receipts and capital receipts generated from the sale of new shared ownership or outright sale homes. Chart 1 below illustrates that almost half (46%) of the investment is made directly in the form of council borrowing.
69. With no further council borrowing available, the approach to funding new affordable homes must adapt. This includes increasing delivery through partnerships and continuing a blended funding model that draws on available resources such as grant funding, Section 106 contributions, and Right to Buy receipts. Notably, there is now greater flexibility in the use of these receipts, which will support efforts to bring forward more sites and maintain momentum in affordable housing delivery.
70. Southwark Council is committed to maintaining rigorous financial oversight across the programme. We continuously review costs against delivery priorities and ensure that the programme remains adaptable and responsive as circumstances evolve. This means proactively adjusting plans to reflect changes in expenditure and maximising opportunities to secure additional funding. We regularly assess potential and realised income streams such as Section 106 contributions, enhancements to GLA grants, and other funding sources to optimise financial performance and support programme delivery.

Chart 1: Total funding split for all committed schemes in the programme, based on September 2025 forecasts.



71. **Lessons learnt;** Comprehensive performance review is embedded throughout project and programme management. The programme has actively captured and shared lessons learned to drive continuous improvement. Key insights to since the last update to cabinet include;

- Rehousing is a critical part of the estate renewal journey. Dedicated resources and support ensure a positive resident experience and that tenants and leaseholders can be kept well-informed and helped through each stage of their move. A strong rehousing function builds trust and stability, placing resident experience at the heart of regeneration.
- Clearly defined functions across each stage of new homes delivery are essential to enabling a large and sustainable pipeline. From early feasibility to handover, structured roles and responsibilities support effective coordination and decision-making. This clarity ensures progress is maintained, resources are aligned, and opportunities for new housing are maximised.
- Linked to this, the recent experience with development agreement procurement has highlighted the value of early market engagement and collaborative working with internal and external stakeholders. These lessons are informing our approach to future sites, helping us shape more effective partnerships and accelerate delivery across the pipeline.

72. **Risk Management approach:** Southwark Construction has introduced a refreshed Risk Management Framework to strengthen project and programme outcomes. It promotes proactive risk identification, integrates Key Risk and Performance Indicators, and distinguishes risks from issues to enable timely interventions. Tools like dashboards, financial risk scoring, and lessons learnt mechanisms support continuous improvement and align risk management with strategic goals, enhancing resilience across housing and regeneration

programmes.

73. **Partnerships:** Southwark Construction continues to maintain a robust and collaborative relationship with the Greater London Authority (GLA), underpinned by clear and regular communication. Monthly and quarterly meetings ensure alignment on strategic priorities, while annual audits provide valuable insights that drive continuous improvement. The team remains fully compliant with GLA grant requirements, delivering timely updates and maintaining rigorous programme monitoring. This proactive approach supports transparency, accountability, and shared success across all funded initiatives. To date £250,673,867 in GLA funding for affordable homes has been secured.
74. In August 2025, Althea Loderick, Chief Executive of Southwark Council Strategic Director of Housing, Hakeem Osinaike and Strategic Director, Resources Clive Palfreyman welcomed the Permanent Secretary of the Ministry of Housing, Communities and Local Government Dame Sarah Healey and her team to see two of our schemes in Southwark, to discuss housing policy, the work we're doing to become a good landlord and how we are making change happen across the country through our [Securing the Future of Council Housing campaign](#).
75. From further afield, in October 2024, Southwark welcomed two Chicago City Aldermen facilitated by the GLA; Alderman Jason Ervin, Chair of the Budget and Government Operations, and Alderman William Hall came to visit the Flaxyard development. They were interested in learning about how affordable housing could be delivered in an inner-City area and wanted to find out about how Southwark's social value practices had encouraged local and more diverse construction opportunities.
76. **Recognising our successes:** Commercial Way Scheme in Peckham won *Best Housing Project (£10–40m)* at the 2024 AJ Architecture Awards. The project stood out for its inclusive, tenure-blind design and the positive impact it has had on the local community.
77. Rennie Estate, which delivered 49 social homes was shortlisted for *Residential Project of the Year* at the 2025 London Construction Awards.
78. A scheme on Lomond Grove, recently completed as Milton Gayle Court in Camberwell, has been submitted for *Inside Housing's Best Affordable Housing Development*, showcasing sustainable design and community-focused living.
79. Meanwhile, Appleby Blue at 245 Southwark Park Road, a visionary almshouse for older residents, has earned national acclaim, winning the *2024 Housing Design Awards* and the *2025 RIBA Stirling Prize*. These accolades reflect the council's commitment to delivering inclusive, high-quality housing that enriches lives and communities. The scheme, built on council land, delivered 57 homes for over 55s.

KEY ISSUES FOR CONSIDERATION

80. The success of Southwark's new homes programme to date sets the foundation for the next phase of delivery that balances the challenging market conditions with the ongoing commitment to build new high-quality homes for residents. The existing housing delivery strategy, '*Routes to 11,000 council homes for Southwark*' had envisaged the delivery of new council homes through partnership as well as through direct delivery and so the next tranche of new homes will utilise development partnerships, a well-established delivery model in the sector and already familiar to Southwark.
81. The identification and availability of suitable, viable sites is increasingly shaped by financial constraints. In this context, a more rigorous approach to site assessment is essential, focusing on deliverability, funding potential, and alignment with strategic priorities. Viable sites must demonstrate a clear pathway to development within existing financial parameters; partnership working is increasingly important to maintain progress and unlock new opportunities for affordable housing delivery
82. The Housing Revenue Account (HRA) is under increasing pressure due to evolving standards and regulatory requirements, including those related to building safety, energy efficiency, and tenant services. These demands place additional strain on available resources and may impact the council's ability to deliver on its housing ambitions.

Policy framework implications

83. **Council Delivery Plan.** Delivery of new council homes is one of the council's key Delivery Plan objectives. The current target is to deliver 1,000 new council homes by 2026. As this report provides an overarching update on programme delivery there are no direct implications from this report.
84. **Southwark Land Commission;** the recommendations of the Southwark Land Commission are reflected in the future pipeline activity. There are no direct implications from this report.

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

85. **Community Impact Statement:** This report provides an update on the delivery of the new homes programme to date. Ensuring meaningful community consultation and engagement for potential housing developments as they are identified is a central part of the development process. Southwark Construction remains committed to its Resident Engagement Charter of Principles as approved by cabinet.
86. **Equalities (including socio-economic) impact statement:** This paper provides an update on the new homes delivery programme and has no direct equalities implications. The council's equality and diversity policies will be adhered to during each stage of the development process, from appointment of contractors, design consultation through to letting new homes. The information set out in this paper illustrates the priority placed on developing

genuinely new affordable homes for Southwark residents including adaptable homes, family homes and homes for over 55's.

87. **Health Impact statement:** The council's commitment to the delivery of new quality affordable homes supports improved health outcomes for residents in housing need.

Climate change implications

88. In June 2019, the council's cabinet agreed the resolution passed by the council assembly on 27 March 2019 to "declare a Climate Emergency and do all it can to make the borough carbon neutral by 2030." Residential buildings have a key role to play in reducing carbon emissions during development and post occupation and the design standards set out in this report enable new homes delivered by the council to seek to meet these standards.
89. In line with this, the current programme and future pipeline schemes will seek to meet the highest energy and sustainability targets in line with both the council's and GLA policies. The targets and policies required to achieve this includes:
- A net zero carbon target for all major developments (over 10 units)
 - All Major developments to the 'be seen' level (as noted below)
 - A requirement for all referable planning applications to calculate and reduce whole life-cycle carbon emissions to fully capture a development's carbon impact.
90. The energy strategy will follow the four step Energy Hierarchy outlined in the London Plan:
- Be Lean: fabric first approach with low u-values and air permeability, high efficient lighting and mechanical ventilation to reduce energy demand. This achieves the Energy Efficiency Targets under the Building Regulations
 - Be Clean: connection to the local South East London Combined Heat & Power (SELCHP) district heating network for low carbon heating and hot water supply to all uses in the development
 - Be Green: solar PV will be maximized in all available roof space. This achieves the Energy Efficiency Targets under the Building Regulations
 - Be Seen: the development will incorporate a monitoring strategy to reduce the performance gap.

Resource implications

91. As the programme progresses, resources within the service have been strategically deployed to support both new business development and the Aftercare team, reflecting the current stage of delivery. The establishment of the Southwark Construction team has strengthened the council's in-house capacity to deliver new homes. With many projects nearing completion and new schemes advancing through partnerships, the team continues to operate

flexibly, adapting to evolving development stages and programme requirements

92. There is no recommendation to procure as part of this report. However, all future procurement led by Southwark Construction supports the council's Fairer Futures Commitment – A place to belong to, to ensure the council is receiving value for money and delivering added social value.

Legal/Financial implications

93. There are no legal or financial implications arising directly from the recommendations in this report.
94. As outlined, the Council's Housing Revenue Account is under considerable financial pressure; however, completion of the current phase of the programme remains a priority and a Council Delivery Plan objective.
95. Financial constraints mean that alternative delivery methods are being pursued to minimise the need to borrow and bring forward schemes that are cost neutral to the council.

Consultation

96. N/a

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Head of Procurement

97. N/a

Assistant Chief Executive, Governance and Assurance (Con/KM/20251126/2)

98. This report asks the cabinet to note the update position on the council new homes delivery programme and the achievements to date. There are no legal implications arising from the recommendations in this report, but the Assistant Chief Executive and her staff will continue to provide advice to officers on any legal and governance issues arising in relation to the new homes delivery programme and individual projects. The cabinet's attention is drawn to the Public Sector Equality Duty (PSED General Duty) under the Equality Act 2010, which requires public bodies to have regard, when making decisions, to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not share it. The cabinet is specifically referred to the community, equalities (including socio-economic) and health impacts statement at paragraphs 85-87, setting out the consideration that has been given to equalities issues, which the cabinet should carefully consider when noting the update position in relation to this programme. The PSED General duty is a continuing duty and will need to be further considered when later reports are

brought forward for individual projects under this programme.

Strategic Director, Resources (PFS - Housing 25/105)

99. This report provides an update on the council's new homes delivery programme and does not seek approval for new expenditure.
100. The council's new homes programme remains one of the largest local authority-led housing initiatives in the country, with a total projected investment of £1.62 billion. This funding is drawn from a blended model that includes borrowing, government grants, and other income streams such as Section 106 contributions and sales receipts.
101. However, the council has now reached its borrowing capacity, which means future delivery will need to rely on alternative approaches. These include forming development partnerships and maximising external funding opportunities to maintain momentum in delivering new homes.
102. At the same time, the Housing Revenue Account (HRA) is under sustained financial pressure. Rising inflation, new regulatory requirements, and energy efficiency standards have significantly increased costs, which may constrain the council's ability to fund future schemes. This financial environment requires careful planning and prioritisation.
103. The programme's reliance on grant funding and income from property sales introduces additional risks. Market volatility can affect both cash flow and delivery timelines, making it essential to maintain strong financial oversight and contingency planning.
104. Large-scale estate renewal projects such as Tustin and Ledbury represent significant multi-year commitments. These schemes require robust cost control and proactive risk management to ensure they remain affordable and deliverable within approved financial parameters.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Routes to 11,000: A New Council Homes Strategy for Southwark How we're going to create 11,000 new council homes (southwark.gov.uk)	Southwark Construction, Housing Directorate	Stuart Davis 07949 897848
Southwark Construction Strategic Plan, March 2023 Report template - procurement strategy approval (southwark.gov.uk)	Southwark Construction, Housing Directorate	Zoe Davies 07543 303529

Background Papers	Held At	Contact
Southwark's New Homes Programme Update, July 2024 Cabinet report template 2012	Southwark Construction, Housing Directorate	Zoe Davies T: 07543 303529

APPENDICES

No.	Title
Appendix 1	Southwark Construction New homes Programme Scheme List
Appendix 2	Infographic of programme delivery
Appendix 3	Future Pipeline Sites

AUDIT TRAIL

Cabinet Member	Councillor Helen Dennis, New Homes and Sustainable Development	
Lead Officer	Stuart Davis, Managing Director Southwark Construction	
Report Author	Zoe Davies, Strategic Lead PMO, Southwark Construction	
Version	Final	
Dated	20 January 2026	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance	Yes	Yes
Strategic Director, Resources	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		20 January 2026

Appendix 1: Southwark new homes site list

Scheme Name	Ward	Social Homes	Intermediate Homes	Private Homes	All Homes	Delivery Status	Programme
13a Beresford	Dulwich Wood	1	0	0	1	Delivered	2500
15a Markham	Dulwich Wood	1	0	0	1	Delivered	2500
17a & 17b Kinsey	Dulwich Wood	2	0	0	2	Delivered	2500
5 Otford House	Chaucer	1	0	0	1	Delivered	2500
9 & 9a Pear Court	Peckham	2	0	0	2	Delivered	2500
8a Appleshaw	Champion Hill	1	0	0	1	Delivered	2500
8a Birdsall	Champion Hill	1	0	0	1	Delivered	2500
8a Holderness	Champion Hill	1	0	0	1	Delivered	2500
14a-18 Firbank Rd	Nunhead & Queens Road	3	0	0	3	Delivered	2500
125 Peckham Park Road (costs in with above)	Old Kent Road	16	0	0	16	Delivered	2500
1 & 3 Whaddon House	Champion Hill	2	0	0	2	Delivered	2500
13 Dawson House	St Giles	1	0	0	1	Delivered	2500
13 Dryden House	St Giles	1	0	0	1	Delivered	2500
16A Bodene House	St Giles	1	0	0	1	Delivered	2500
24 Mayward House	St Giles	1	0	0	1	Delivered	2500
28A Bodene House	St Giles	1	0	0	1	Delivered	2500
1 Bew Court, Lordship Lane, SE22 8PA	Dulwich Wood	1	0	0	1	Delivered	2500
45 Bodene House, Peckham Road, SE5 8QL	St Giles	1	0	0	1	Delivered	2500
6a Leconfield House, Champion Hill, SE5 8AY	Champion Hill	1	0	0	1	Delivered	2500
Sidmouth House, Commercial Way, SE15 1BL	Old Kent Road	3	0	0	3	Delivered	2500
1-2 Wade House, Parkers Row, SE1 2DJ	North Bermondsey	2	0	0	2	Delivered	2500
Willow Walk (SSA)	South Bermondsey	54	0	0	54	Delivered	2500
Good Neighbours House	St Giles	37	0	0	37	Delivered	2500
Dombey House, Wolseley Street, SE1 2BL	North Bermondsey	1	0	0	1	Delivered	2500
Crebor Street (Non HRA)	Dulwich Hill	3	0	0	3	Delivered	2500
Nickleby House, George Row, SE16 4UW	North Bermondsey	1	0	0	1	Delivered	2500
Tapley House, Wolseley Street, SE1 2BW	North Bermondsey	1	0	0	1	Delivered	2500
Willow Walk (GN)	South Bermondsey	21	0	0	21	Delivered	2500
Surrey Docks, Salter Road S106 purchase BLOCK C	Surrey Docks	8	0	0	8	Delivered	2500
Clifton Estate Garages	Rye Lane	8	0	0	8	Delivered	2500
Surrey Docks, Salter Road S106 purchase BLOCK E	Surrey Docks	0	10	0	10	Delivered	2500
Masterman House Garages	Camberwell Green	15	1	9	25	Delivered	2500
169 Long Lane	London Bridge & West Bermondsey	21	0	0	21	Delivered	2500
Surrey Docks, Salter Road S106 purchase BLOCK F	Surrey Docks	16	0	0	16	Delivered	2500
210A Jamaica Road, SE16 4RT	North Bermondsey	1	0	0	1	Delivered	2500
Gatebeck House	Champion Hill	9	0	0	9	Delivered	2500
Cator Street Extra Care	Peckham	42	0	0	42	Delivered	2500
Nunhead Site B	Nunhead & Queens Road	8	0	0	8	Delivered	2500
23A Bew Court, Lordship Lane, SE22 8PA	Dulwich Wood	1	0	0	1	Delivered	2500
Dibdin Apartments (128 – 150 Blackfriars Road) S106 purchase	St George's	56	0	0	56	Delivered	2500
Southdown House	Champion Hill	10	8	0	18	Delivered	2500
46 Half Moon Lane (Non HRA)	Dulwich Village	8	0	0	8	Delivered	2500
Greystoke House, Peckham park Road, SE15 7TQ	Old Kent Road	1	0	0	1	Delivered	2500
Rowland Hill House, Nelson Square Gardens, SE1 0LT	Borough & Bankside	1	0	0	1	Delivered	2500
Swanmead SHACCA TRA Hall, Swan Mead, SE1 4SY	London Bridge & West Bermondsey	1	0	0	1	Delivered	2500
Lakanal House (buy backs)	St Giles	7	0	0	7	Delivered	2500
45 & 46 Mortlock Close, SE15 2QE	Nunhead & Queens Road	1	0	0	1	Delivered	2500
Churchyard Row (HighPoint)	St George's	79	36	0	115	Delivered	2500
Sylvan Grove S106 purchase	Old Kent Road	80	0	0	80	Delivered	2500
1-27 Falcon House, Lyndhurst Way, SE15 5AS	Rye Lane	6	0	0	6	Delivered	2500
1 Juniper House, Pomeroy Street, SE14 5BS	Nunhead & Queens Road	1	0	0	1	Delivered	2500
Weston Street Garages (Kipling Garages)	London Bridge & West Bermondsey	27	0	0	27	Delivered	2500
Sumner Road - Site B Private Sales	Peckham	0	0	42	42	Delivered	2500
Sumner Road Community facility I (Sumner)	Peckham	0	0	0	0	Delivered	2500
Sumner road workshops	Peckham	66	4	0	70	Delivered	2500
1-5 Odessa Street S106 purchase	Surrey Docks	19	0	0	19	Delivered	2500
35A Camberwell Road, SE5 0EZ (Appropriated from General Fund)	Faraday	3	0	0	3	Delivered	2500
Camgate Mansions 15 - 21 Camberwell Road SE5 0EX (Appropriated from General Fund)	Faraday	6	0	0	6	Delivered	2500
9 Barry Road	Dulwich Hill	1	0	0	1	Delivered	2500
Bentley House (Glebe Estate) (in with 1-62 Redbridge Gdns)	St Giles	1	0	0	1	Delivered	2500
Dawes House Drying Rooms Ph 1 & 2	North Walworth	5	0	0	5	Delivered	2500
Tustin Buyback 3 Windermere Point	Old Kent Road	1	0	0	1	Delivered	2500
Tustin Buyback 4 Windermere Point	Old Kent Road	1	0	0	1	Delivered	2500
Tustin Buyback 58 Ambleside Point	Old Kent Road	1	0	0	1	Delivered	2500
Tustin Buyback 37 Ambleside Point	Old Kent Road	1	0	0	1	Delivered	2500
Tustin Buyback 44 Windermere Point	Old Kent Road	1	0	0	1	Delivered	2500
Tustin Buyback 47 Windermere Point	Old Kent Road	1	0	0	1	Delivered	2500
Pinner House (with Comber)	Camberwell Green	1	0	0	1	Delivered	2500
1-62 Redbridge Gardens & 1-62 Marchwood Close (incl Bentley Hse)	St Giles	3	0	0	3	Delivered	2500
Tustin Buyback 52 Ambleside Point	Old Kent Road	1	0	0	1	Delivered	2500
Pelier Street (William Cuffay House, 120 Dartford Street)	Newington	17	0	0	17	Delivered	2500
Flat 67, Wessex House, 375 Old Kent Road, London, SE1 5JQ	Old Kent Road	1	0	0	1	Delivered	2500
East Dulwich Estate Environmental Works Phase 3	Champion Hill	0	0	0	0	Delivered	2500
146 Lockwood Square	North Bermondsey	1	0	0	1	Delivered	2500
Flat 23, Gower House Browning Estate, Morecambe Street, London, SE17 1DU	North Walworth	1	0	0	1	Delivered	2500
Flat 2, 88 St Georges Way	Peckham	1	0	0	1	Delivered	2500
173 Glengall Road	Old Kent Road	1	0	0	1	Delivered	2500
Flat 13, Telford House	Chaucer	1	0	0	1	Delivered	2500
78 Westlake	Rotherhithe	1	0	0	1	Delivered	2500
48 Melford Court	Dulwich Wood	1	0	0	1	Delivered	2500
Flat 10, 524 Lordship Lane	Dulwich Wood	1	0	0	1	Delivered	2500
Flat 73, Albert Barnes House	Chaucer	1	0	0	1	Delivered	2500
36 Pentridge Street	Peckham	1	0	0	1	Delivered	2500
Flat 20, Dunnico House Alvey Estate, East Street, London, SE17 2JL	Faraday	1	0	0	1	Delivered	2500
Flat 11, Burgess House	Camberwell Green	1	0	0	1	Delivered	2500
15 Winchester Close, London, SE17 3DQ	Newington	1	0	0	1	Delivered	2500
21 Roman Way, London, SE15 2JZ	Nunhead & Queens Road	1	0	0	1	Delivered	2500
49 Canute Gardens, London, SE16 2PN	Rotherhithe	1	0	0	1	Delivered	2500
Flat 30 Nashe House Lawson Estate Burbage Close London SE1 4ET	Chaucer	1	0	0	1	Delivered	2500
17 Roman Way, London, SE15 2JZ	Nunhead & Queens Road	1	0	0	1	Delivered	2500
155 Glengall Road, London, SE15 6RS	Old Kent Road	1	0	0	1	Delivered	2500
58 Cadbury Way, London, SE16 3XB	South Bermondsey	1	0	0	1	Delivered	2500
14 Hillcrest, Sunray Avenue, London, SE24 9PZ	Champion Hill	1	0	0	1	Delivered	2500
Flat 8, Medina House Rye Hill Estate, Rye Hill Park, London, SE15 3JL	Peckham Rye	1	0	0	1	Delivered	2500
64 Marchwood Close, London, SE5 7EX	St Giles	1	0	0	1	Delivered	2500

Appendix 1: Southwark new homes site list

Scheme Name	Ward	Social Homes	Intermediate Homes	Private Homes	All Homes	Delivery Status	Programme
37 Cadbury Way, London, SE16 3UZ	South Bermondsey	1	0	0	1	Delivered	2500
30 Caspian Street, London, SE5 7NQ	Camberwell Green	1	0	0	1	Delivered	2500
18 Drappers Way, London, SE16 3UA	South Bermondsey	1	0	0	1	Delivered	2500
82 Mcneil Road, London, SE5 8PH	St Giles	1	0	0	1	Delivered	2500
Flat 22, Bateman House Brandon Estate, Otto Street, London, SE17 3PF	Newington	1	0	0	1	Delivered	2500
232 Rye Hill Park, London, SE15 3JX	Peckham Rye	1	0	0	1	Delivered	2500
17 Seeley Drive, London, SE21 8QP	Dulwich Wood	1	0	0	1	Delivered	2500
Flat 43, Priory Court, 1 Cheltenham Road, London, SE15 3BG	Peckham Rye	1	0	0	1	Delivered	2500
Tustin Buyback 48 Windermere Point	Old Kent Road	1	0	0	1	Delivered	2500
43 Woolstaplars Way, London, SE16 3UT	South Bermondsey	1	0	0	1	Delivered	2500
Flat 25, Thames Court, Daniel Gardens, London, SE15 6LL	Peckham	1	0	0	1	Delivered	2500
73 Lympstone Gardens, London, SE15 1AZ	Old Kent Road	1	0	0	1	Delivered	2500
Flat 35, Bateman House Brandon Estate, Otto Street, London, SE17 3PF	Newington	1	0	0	1	Delivered	2500
Welsford Street Garages	South Bermondsey	10	0	0	10	Delivered	2500
Flat 24, Arnot House Comber Estate, Comber Grove, London, SE5 0LA	Camberwell Green	1	0	0	1	Delivered	2500
Flat 29, Cruden House Brandon Estate, Hillingdon Street, London, SE17 3PQ	Newington	1	0	0	1	Delivered	2500
Lakanal New Build	St Giles	28	0	0	28	Delivered	2500
3 Roman Way, London, SE15 2JZ	Nunhead & Queens Road	1	0	0	1	Delivered	2500
20 Aylesbury House Friary Estate, Friary Road, London, SE15 1RW	Old Kent Road	1	0	0	1	Delivered	2500
Flat 23, Prescott House Brandon Estate, Hillingdon Street, London, SE17 3PH	Newington	1	0	0	1	Delivered	2500
Flat 25, Harold Maddison House Alberta Estate, Alberta Street, London, SE17 3SG	Newington	1	0	0	1	Delivered	2500
4 Mistral, Sceaux Gardens, London, SE5 7DR	St Giles	1	0	0	1	Delivered	2500
42 Aylesbury House Friary Estate, Friary Road, London, SE15 1RW	Old Kent Road	1	0	0	1	Delivered	2500
78 Dartford Street, London, SE17 3UB	Faraday	1	0	0	1	Delivered	2500
Flat 14, Henslow House Lindley Estate, Peckham Park Road, London, SE15 6UP	Old Kent Road	1	0	0	1	Delivered	2500
Flat 9, Lindley House Lindley Estate, Peckham Park Road, London, SE15 6UW	Old Kent Road	1	0	0	1	Delivered	2500
191 Garbett House, Doddington Grove, London, SE17 3TD	Newington	1	0	0	1	Delivered	2500
Flat 47, Brydale House, Rotherhithe New Road, London, SE16 2PT	Rotherhithe	1	0	0	1	Delivered	2500
66 Marchwood Close, London, SE5 7EX	St Giles	1	0	0	1	Delivered	2500
45 Montague Square, London, SE15 2LR	Nunhead & Queens Road	1	0	0	1	Delivered	2500
Flat 17, Countisbury House, Crescent Wood Road, London, SE26 6SB	Dulwich Wood	1	0	0	1	Delivered	2500
Flat 13, Cornick House, Slippers Place, London, SE16 2EL	North Bermondsey	1	0	0	1	Delivered	2500
Flat 14, Balman House, Rotherhithe New Road, London, SE16 2AF	Rotherhithe	1	0	0	1	Delivered	2500
Flat 13, Gibbings House Lancaster Estate, King James Street, London, SE1 0DL	St George's	1	0	0	1	Delivered	2500
1 Redbridge Gardens, London, SE5 7HA	St Giles	1	0	0	1	Delivered	2500
Meeting House Lane [1-29 Lillac House, Dene Community Centre]	Nunhead & Queens Road	29	0	0	29	Delivered	2500
Flat 30, Cornish House Brandon Estate, Otto Street, London, SE17 3PE	Newington	1	0	0	1	Delivered	2500
Flat 35, Hanworth House Brandon Estate, John Ruskin Street, London, SE5 0XF	Newington	1	0	0	1	Delivered	2500
37 Lockwood Square, London, SE16 2HS	North Bermondsey	1	0	0	1	Delivered	2500
Flat 14, Arnold House, Doddington Grove, London, SE17 3SU	Newington	1	0	0	1	Delivered	2500
73 Ethnard Road, London, SE15 1SB	Old Kent Road	1	0	0	1	Delivered	2500
LeatherMarket - Joseph Lancaster	Chaucer	40	0	0	40	Delivered	2500
Copeland Road car park, SE 15 (Lot B) [Direct Delivery]	Rye Lane	24	18	25	67	Delivered	2500
Goschen Estate	Camberwell Green	17	0	0	17	Delivered	2500
Daniels Road	Nunhead & Queens Road	19	0	0	19	Delivered	2500
Whaddon House	Champion Hill	1	0	0	1	Delivered	2500
Aylesbury_FDS Package A	Faraday	229	0	0	229	Delivered	2500
Tustin Hidden homes	Old Kent Road	13	0	0	13	Delivered	2500
Ivy Church Lane Garages (Kingleake Street)	Faraday	21	0	0	21	Delivered	2500
ASC facilities - Day Centre, 345 Southwark Park SE16 [A3] [Development Agreement]	North Bermondsey	22	0	24	46	Delivered	2500
Bassano Street (Garages)	Goose Green	4	0	0	4	Delivered	2500
Fenham Road Garages	Peckham	5	0	0	5	Delivered	2500
Commercial Way	Peckham	74	35	0	109	Delivered	2500
New Almshouse at 94-116 Southwark Park Road	South Bermondsey	57	0	0	57	Delivered	2500
Underhill Road	Dulwich Hill	3	0	0	3	Delivered	2500
18-19 Crimscoth Street SE1 S106 purchase	London Bridge & West Bermondsey	13	0	0	13	Delivered	2500
Breamore House	Old Kent Road	1	0	0	1	Delivered	2500
Workshops, 42 Braganza Street SE17 [A1]	Newington	0	3	30	33	Delivered	2500
Adrian & Dennis (39-44 Rutley Close)	Newington	25	0	0	25	Delivered	2500
Heaton House	Rye Lane	8	0	0	8	Delivered	2500
17-19 Wood Vale SE23 3DS	Dulwich Wood	6	0	0	6	Delivered	1000
Henslowe Road (Garages)	Dulwich Hill	3	0	0	3	Delivered	2500
Haddonfield Garages	Rotherhithe	14	0	0	14	Delivered	2500
Canada Water (Plot K1) S106 Purchase	Surrey Docks	60	19	0	79	Delivered	2500
87 Gosvenor Park	Camberwell Green	2	0	0	2	Delivered	2500
Aylesbury_FDS Package B	Faraday	352	0	0	352	Delivered	2500
2 Linden Grove (hostels) Ph5b	Peckham Rye	6	0	0	6	Delivered	1000
TA-Contract 1 - 134 Camberwell Road SE5 0EE	Camberwell Green	6	0	0	6	Delivered	2500
TA-Contract 1 - 93 Herne Hill SE24 9LY	Dulwich Village	4	0	0	4	Delivered	2500
TA-Contract 1 - 243 Queens Road , LONDON, SE15 2NG	Nunhead & Queens Road	2	0	0	2	Delivered	2500
TA-Contract 2 - 75-77 Southampton Way, Camberwell	St Giles	6	0	0	6	Delivered	2500
TA-Contract 2 - 225-227 Queens Road , Peckham, SE15 2NG	Nunhead & Queens Road	4	0	0	4	Delivered	2500
TA-Contract 2 - 76-78 Camberwell Road , London, SE5 0EG	Camberwell Green	5	0	0	5	Delivered	2500
TA-Contract 3 - 25-27 Trafalgar Avenue, SE15 6NP ; 93 Grove Lane, SE5 8SN	Old Kent Road	4	0	0	4	Delivered	2500
TA-Contract 3 - 46 Trafalgar Avenue, SE15 6NP	Old Kent Road	1	0	0	1	Delivered	2500
TA-Contract 3 - 93 Grove Lane, SE5 8SN	St Giles	5	0	0	5	Delivered	2500
Cherry Gardens School, Macks Road SE16 [A4] [Development Agreement]	South Bermondsey	26	0	30	56	Delivered	2500
Regina & Columbia Point (part of Canada Est QHIP row 299)	Rotherhithe	2	0	0	2	Delivered	2500
35-41 Nunhead Lane	Rye Lane	12	0	0	12	Delivered	2500
Flaxyard site, Sumner Road SE15 (Lot B) HZ [Direct Delivery] With Peckham Library Square	Peckham	96	24	0	120	Delivered	2500
Lomond Grove	Camberwell Green	22	0	0	22	Delivered	1000
Shops & Council Offices, Manor Place /Stopford Road SE17 [A1]	Newington	30	0	26	56	Delivered	2500
Salisbury Est Car Park (Balfour Street)	North Walworth	26	0	0	26	Delivered	2500
Rennie Estate	South Bermondsey	49	0	0	49	Delivered	2500
Sedgemoor Place (TA)	St Giles	13	0	0	13	Delivered	2500
Former Rotherhithe Civic Centre - Albion ONLY	Rotherhithe						
Rear of Albion Primary School (Southern End), Albion Street, SE16 7JD		14	12	0	26	Delivered	2500
Tustin Regeneration	Old Kent Road	150	3	0	153	Delivered	1000
Tustin Regeneration	Old Kent Road	303	14	220	537	On site	1000
Rye Hill Park Garages	Peckham Rye	23	0	0	23	On site	2500
Slippers Estate	North Bermondsey	18	0	0	18	Delivered	1000
Comber House Drying Rooms	Camberwell Green	6	0	0	6	On site	2500
Leroy Street - Modular Homes	London Bridge & West Bermondsey	8	0	0	8	On site	1000
Former Rotherhithe Civic Centre - Renfoth St ONLY	Rotherhithe						
Rear of Albion Primary School (Southern End), Albion Street, SE16 7JD		25	12	13	50	On site	2500
Penny Street New Homes (was petrol Stn. Old Kent Road)	South Bermondsey	13	0	11	24	On site	2500

Appendix 1: Southwark new homes site list

Scheme Name	Ward	Social Homes	Intermediate Homes	Private Homes	All Homes	Delivery Status	Programme
Cator Street Extra Care Phase 2	Peckham	58	0	0	58	On site	2500
Tissington Silverlock Estate underground garages	Rotherhithe	35	0	0	35	On site	2500
38 Mary Datchelor Close SE5 7AX	St Giles	13	0	0	13	On site	1000
Tenda Road	South Bermondsey	12	0	0	12	On site	2500
66 Linden Grove	Peckham Rye	28	0	0	28	On site	1000
Fendall&Maltby	London Bridge & West Bermondsey	40	0	0	40	On site	2500
Ledbury Towers	Old Kent Road	265	10	65	340	On site	1000
Bells Garden	Peckham	TBE	TBE	TBE	TBE	Pre-Construction	2026-DA-LOTA
Lindley Estate	Old Kent Road	TBE	TBE	TBE	TBE	Pre-Construction	2026-DA-LOTA
Wickway Community Centre	Peckham	TBE	TBE	TBE	TBE	Pre-Construction	2026-DA-LOTA
Wyndham & Redcar - Phase 1	Camberwell Green	TBE	TBE	TBE	TBE	Pre-Construction	2026-DA-LOTA
Red Lion Boys Club	Rotherhithe	TBE	TBE	TBE	TBE	Pre-Construction	2026-DA-LOT B
1-36 Priter Road	North Bermondsey	TBE	TBE	TBE	TBE	Pre-Construction	2026-DA-LOT B
Seven Islands Leisure Centre	Rotherhithe	TBE	TBE	TBE	TBE	Pre-Construction	2026-DA-LOT B
Beormund School	London Bridge & West Bermondsey	TBE	TBE	TBE	TBE	Pre-Construction	2026-DA-LOT B

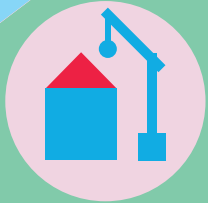
Note: some schemes in Lots A and B at pre construction stage will require planning approval and the total number of new homes is indicative until permission is secured, hence they are marked as 'To Be Established' at this stage. A minimum of 360 new council homes will be delivered across Lots A and B.

Southwark Construction Programme in Numbers

Delivering new homes, community spaces, and sustainable projects for a better Southwark.

2,340

Council
Homes
built



829

Council Homes
on site



1,448

family homes built



201

homes for over
55s and extra care
being delivered



195

Wheelchair
homes being
delivered



Over
4000

sqm
of commercial space
being delivered



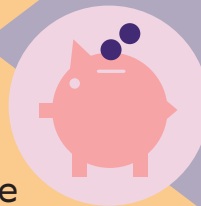
10

new roof gardens



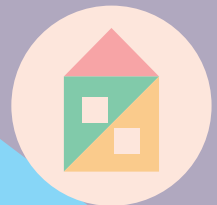
Over
£250m

GLA grant
funding
supporting
the programme



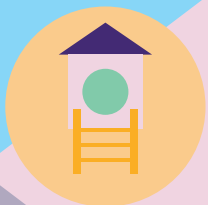
209

Shared Ownership
homes being delivered



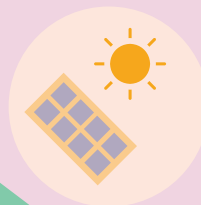
17

new
and improved
play areas created



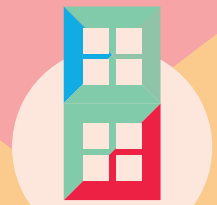
67

projects with
Solar panels or
Air Source Heat Pumps



2

pilots for
modular
homes for
Temporary
Accommodation



APPENDIX 3

Appendix 3: Southwark new homes pipeline sites

Scheme Name	Ward	Address	Post Code
Abbeyfield Estate	North Bermondsey	Abbeyfield Road	SE16 2AR
Abbeyfield Housing Office	North Bermondsey	153-159 Abbeyfield Road	SE16 2BS
Angel Oak Academy	Peckham	Burcher Gale Grove	SE15 6FL
1 Ann Moss Way	Rotherhithe ward	1 Ann Moss Way	SE16 2TG
Pelican Estate-Curles House & Talfourd Place	Rye Lane	Curles House & Talfourd Place	SE15 5NU; SE15 5NW
Sceaux Garden Estate	Camberwell		SE5 7DF

Meeting Name:	Cabinet
Date:	2 February 2026
Report title:	Phase 2 of the Tustin Estate Renewal Update
Cabinet Member:	Councillor Helen Dennis, New Homes and Sustainable Development
Ward(s) or groups affected:	Old Kent Road
Classification:	Open
Reason for lateness (if applicable):	N/a

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

It has been a privilege as Cabinet Member to see renewal of the Tustin Estate progress since the successful resident ballot in 2021, to the point where residents are now starting to move into the 167 new homes being delivered through Phase 1. The Tustin Estate renewal is one of the borough’s biggest housing projects with overarching plans for the Estate to deliver 690 new homes, including replacement and additional council homes, and wider estate improvements including additional greening, walking and cycling routes, connection to SELCHP and EV charging points, resulting in significant carbon reductions. It is an ambitious project requiring significant public investment, and one that we are hugely proud of and committed to.

Having agreed to accelerate and increase the council housing delivery in phase 2, and having already entered into the Early Works Contract, this report sets out detail of the proposed Main Works Contract which has been thoroughly negotiated through an open book tender process. Entering into the Main Works Contract with Bouygues will enable the delivery of Block G2 in the first instance, building 105 new council homes and 5 shared equity homes. The Contract will cover all of the planned housing delivery in phase 2 with a further 174 council homes across the remaining blocks, but with the option to review how we bring these forward later this year to ensure financial viability. I want to thank everyone involved for enabling us to get to this point, including officers, the Tenants and Residents’ Association (TRA) and ward councillors, and look forward to the continued transformation of the Tustin Estate.

RECOMMENDATIONS

Recommendations for the Cabinet

1. The cabinet note that since the development agreement was signed in October 2022, the Tustin Estate Renewal has been progressing well on site,

and that Phase 1 is about to complete and will deliver 167 new homes, including 157 council homes for social rent, and 10 homes for resident leaseholders.

2. The cabinet notes that the council will enter into the Phase 2 early works contract as referred to in the 2 December 2025 Cabinet report.
3. The cabinet agrees that the council should enter into the Phase 2 main works contract with BY Development Limited in the estimated sum of £164,499,943 for a period of five years, commencing May 2026.
4. The cabinet note the main works contract will include the construction of all four blocks within Phase 2, but will include separate prices for the development of each of the four blocks within Phase 2, with a break clause that can be exercised before the end of October 2026 to exclude Blocks F1, F2 and H.

REASONS FOR RECOMMENDATIONS

5. As referred to in previous Cabinet reports the Tustin Estate redevelopment is expected to create significant benefits, including improving housing quality.
6. As agreed in a previous Cabinet report work has already started on Phase 2. Phase 2 will deliver 284 new homes including 279 council homes for social rent, and 5 homes for resident leaseholders. The additional report was needed because the council required more time to agree Phase 2a.
7. It should also be noted that the Tustin Estate redevelopment forms a key part of the council's housing delivery programme. If the development were not to proceed, these numbers, the remaining affordable homes which have not yet been built, would need to be delivered at an alternative time in the future, likely for significantly more cost.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

8. Over the last 18 months various options have been modelled, and this resulted in a report that was considered by Cabinet in December 2025.
9. The scheme set out in this report is based on that work, provides the best balance of competing factors and was, therefore, supported by Cabinet in December 2025.

POST DECISION IMPLEMENTATION

10. The council entered into the overall development agreement with Bouygues Development to deliver all four phases of the Tustin Estate Renewal in October 2022.
11. The Early Works contract to carry out the design work and demolition required to deliver Phase 2 will be entered into in the sum of £10,668,322 commencing January 2026.

12. Vacant possession of Heversham House and Kentmere House will be achieved once the new homes in Phase 1 complete and residents move into them. If efforts to reach a voluntary agreement with leaseholders are unsuccessful, the council will exercise its compulsory purchase powers as a last resort.
13. As soon as the council have vacant possession of Heversham House and Kentmere House, we will start the demolition of these blocks which will take place while the final technical design of Phase 2 concludes, and the Building Safety Gateway process continues into early 2026.
14. Once the demolition has started and the Building Safety Gateway submission has been made, the main works contract to deliver Phase 2 can be entered into.

Key Activity	Target completion date
Enter into Phase 2 early works contract	January 2026
Demolition of Heversham House and Kentmere House starts	April 2026
Enter into Phase 2 main works construction contract	May 2026

BACKGROUND INFORMATION

15. The Tustin Estate Low Rise Renewal Programme is the outcome of a resident-led investment decision into low-rise homes on the Tustin Estate following a feasibility process from 2019-2021 and a resident ballot in March 2021.
16. The current programme, as agreed in the masterplan, comprises:
 - Demolition of 251 homes (200 council rented and 51 leasehold).
 - Construction of 690 new homes including 200 replacement council homes, 443 affordable homes (345 social rent homes and 98 key worker homes), 27 shared equity homes and 220 homes for private sale.
 - Refurbishment of council homes in Manor Grove.
 - Development of a new park in the centre of the estate.
 - Demolition and replacement of Pilgrims' Way School.
 - Demolition and replacement of commercial spaces along the Old Kent Road.
17. A development partnership with BYUK Development Ltd. (trading as Bouygues Development) to deliver the Estate Renewal, along with the required budgets to deliver the scheme, was agreed by cabinet in October 2022.
18. Phase 1 of the development, providing 157 council homes, and 10 homes for returning leaseholders and refurbishment of council homes in Manor Grove, started construction on site in October 2022. Construction is progressing well with the first residents set to move in January 2026.

19. Working with Tustin Estate residents, detailed design for Phase 2 started in Autumn 2023, with a planning application approved in April 2025.
20. The council are delivering Phase 2 in two sub phases. Phase 2a contains Block G2 and Phase 2b is Blocks F1, F2 and H.
21. The number and type of homes delivered in Phase 2a will be:

Block	Storey height		Council homes	Keyworker	Shared equity	Private homes	Total homes
G2	11		105	0	5	0	110

22. The number and type of homes delivered in Phase 2b will be:

Block	Storey height	Council homes	Keyworker	Shared equity	Private homes	Total homes
F1	5	19	0	0	0	19
F2	5	22	0	0	0	22
H	20	133	0	0	0	133
Total		174	0	0	0	174

KEY ISSUES FOR CONSIDERATION

23. The main works contract can be started as soon as both the demolition of Heversham House and Kentmere House and linked site preparation works finishes, which is anticipated to be in May 2026, and the detailed designs for Phase 2 are signed off by the Building Safety Regulator (BSR) through their Gateway 2 process.
24. The main works contract will include the construction of all four blocks within Phase 2, but will include separate prices for the construction of Blocks F1, F2 and H, with a break clause that can be exercised before the end of October 2026 to exclude, delay or change Blocks F1, F2 and H.
25. Phase 2a includes the early works, construction of Block G2 and all works needed to enable it and design works to stage 4 / Gateway 2 submission for Block H.

Policy framework implications

26. The Old Kent Road Area Action Plan (OKR AAP) (dated 2024) provides the vision and policy for the growth and development of the area - new housing and employment uses, and anticipates the Bakerloo line extension.
27. Tustin Estate sits within the Core Area of the Opportunity Area, however, is not designated as a site within the OKR AAP. It is surrounded by sites OKR 16,17 and 18 which are grouped under Sub Area 4-Hatcham, Ilderton and Old Kent Road South.
28. Despite the OKR AAP not prescribing strategies and policies for the Estate, references to the site are made within the document. Thus, the site should

respond to the guidelines for these surrounding sites and emerging context, as well as facilitate development of area-wide infrastructure and connections.

29. Proposals also seek to deliver physical properties which enable a safe and inclusive community to thrive and prosper and ensure, in accordance with Strategic Policy SP2 of the New Southwark Plan 'Regeneration that was for all' that 'we revitalise our places and neighbourhoods to create new opportunities for residents, promote well-being and reduce inequalities so that people have better lives in stronger communities'.
30. The Outline Planning Application for the wider masterplan set out a series of parameter plans and a design code which set the parameters for all subsequent phases to follow. Phase 2 is in accordance with these guidelines.

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

Community impact statement

31. The redevelopment brings about significant benefits which together contribute to a significant increase in the social, economic, and environmental wellbeing of the site itself, the wider estate, and the borough.
32. The scheme will address the poor quality of existing physical environment. Existing buildings are of poor quality, using poor quality building materials, employing outdated construction methods, severely in need of costly repair, and representing inefficient land use with a low density of residential accommodation.
33. The redevelopment of the site will bring about a significant improvement of the physical environment within the site. It will deliver a broad range of community facilities, replacing existing facilities with new purpose-built facilities, and extending these. The scheme will also provide new high quality homes, contributing towards an increase in both the quantum and quality of residential accommodation on the site and contributing to corresponding improvements in the wider area. The homes that will be built will be a significant improvement on the existing stock.

Equalities (including socio-economic) impact statement

34. Section 149 of the Equality Act 2010 lays out the Public Sector Equality Duty (PSED) which requires public bodies when taking decisions, to have due regard to the need to:
 - a) Eliminate discrimination, harassment, victimisation or other prohibited conduct
 - b) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it
 - c) Foster good relations between those who share a relevant characteristic and those that do not share it.
35. The council through a process of regular review has been considering

the impact on all protected groups throughout the development of the council's proposals for all regeneration projects within the borough. This has led to the council developing rehousing policies for tenants and leaseholders affected by regeneration proposals in the borough.

36. These have identified that the council has a range of measures in place to mitigate any potential impacts of regeneration proposals, including:
- Rehousing policies through the council which provide a range of local re-housing opportunities that enable residents to move locally (if they choose to do so) to a new home that meets the needs of their family and financial position.
 - A dedicated team of officers which supports both tenants and leaseholders through the rehousing process.
 - Providing support and guidance about a range of routes to all residents affected by regeneration but with particular focus on those that may be vulnerable or in need of additional support.
 - The development of new homes in the borough which will provide high quality homes to modern standards for residents in the borough to move to.
37. Therefore, the council considers that the potential impacts of the scheme are fully addressed through the operation of its rehousing policies and provision of dedicated support and guidance available through council officers and local independent organisations that provide support and guidance to Tustin Estate residents.
38. Through the consultation process, the council has also sought to update its understanding of the demographic of residents with protected characteristics affected by the rehousing and process. The council will continue to monitor any resulting impacts. The council will also seek to update and expand upon this information throughout the ongoing process as it continues to discharge its public sector equality duty.
39. In addition, the Equality and Health Impact Assessment (EHIA) has been updated to ensure the impacts of the Phase 2 redevelopment and use of Compulsory Purchase Order (CPO) powers with regards to Tustin Estate have been independently assessed.
40. It identifies differential or disproportionate effects, both positive and negative, on those with protected characteristics from the development proposals and sets out mitigation or enhancement measures that the council can put in place. It looks at these factors ahead of confirming decisions and policy. Relevant mitigation measures are identified and are embedded into the redevelopment programme.
41. The equalities impact assessments were conducted in accordance with the Equality Act 2010 and the council's Public Sector Equality Duty.
42. The assessment will be shared with the consultants engaged to work on this programme to inform their resident engagement process alongside the council's.

Health impact statement

43. The updated EHIA sets out the potential health impacts of the Phase 2 redevelopment and use of CPO powers with regards to Tustin Estate.

Climate change implications

44. The redevelopment of the scheme would enable homes of the highest environmental standard to be developed. The current homes are inefficient in energy terms.
45. As part of the reserved matters application, the developer submitted an Energy Assessment Report which addressed the requirements of Southwark Plan Policy P70. Overall, the Phase 2 proposals will reduce carbon emissions by 85% beyond Part L 2021 Building Regulations.

Resource implications

46. Sharpe Pritchard are providing legal advice and support in relation to the CPO.

Financial implications

47. The cost of the Phase 2 main works is £164,499,943. It also includes £10,668,322 previously approved for the Phase 2 early works contract.
48. The final cost of Phase 2a is £76,041,345. The indicative cost of Phase 2b is £88,458,598. Before exercising the contract's break clause, the final cost of Phase 2b will be worked out and scrutinised.
49. Detailed financial implications including the currently estimated costs for all phases of the Tustin Estate Renewal are set out in the closed version of this report.
50. Bouygues have conducted an open book tender process on all of the individual packages that make up Phase 2, and these costs have been reviewed by the council's cost consultant to ensure they are accurate.
51. To support the acceleration of affordable housing into Phase 2 of the Tustin Estate Renewal officers have worked closely with the GLA to maximise the grant funding that is available to support the delivery of this scheme. This has resulted in the commitment to provide an additional £29.64m grant funding, on top of the £24.96m that was originally committed in October 2022.
52. In total this means that these proposals to deliver Phase 2 of the Tustin Estate Renewal will receive £54.6m in grant funding from the GLA.
53. The total GLA grant allocated to support the delivery of affordable housing across all phases of the Tustin Estate Renewal is £73m.

54. For construction (works) contracts, the council is the end user in relation to Domestic Reverse Charge (DRC) and notification of this will be included in the letter of award to the successful contractor.
55. A General Fund bid and potentially an Educational Capital bid will be made for the school which is in Phase 3 and is subject to approval.

Consultation

56. Consultation is taking place with all affected leaseholders and tenants. In addition, this issue has been discussed with the Residents Project Team and the Tustin Estate Community Association.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive – Governance and Assurance (Con/KM/20260111)

57. This report seeks the Cabinet's approval to a number of recommendations in respect of Phase 2 of the Tustin Estate renewal. Detailed advice from the Assistant Chief Executive was given previously in the Cabinet report presented in December 2025, and that advice remains relevant. Costs in relation to Phase 2 main works have now been ascertained, and therefore approval is sought for the council to enter into the Phase 2 main work contract as further detailed in paragraphs 3 and 4.
58. Contract standing order 2.3 requires that no actions are taken to award a contract unless the expenditure involved has been included in approved estimates, or is otherwise approved by the council. Paragraphs 47-55 confirm the financial implication of this award, further details of which are noted in the closed report.
59. Cabinet's attention is drawn to the Public Sector Equality Duty (PSED General Duty) under the Equality Act 2010, which requires public bodies to have regard, when making decisions, to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not share it. Cabinet is specifically referred to the community, equalities (including socio-economic) and health impacts statement at paragraphs 33-43 setting out the consideration that has been given to equalities issues, which the Cabinet should give careful consideration to when approving the recommendations in this report. The PSED General duty is a continuing duty and as noted in paragraph 39, the Equality and Health Impact Assessment (EHIA) has been updated to ensure the impacts of the Phase 2 redevelopment have been assessed.
60. The Assistant Chief Executive and officers from her legal team, together with appointed external legal advisers will continue to provide advice where necessary as the project progresses.

Strategic Director of Resources (PFS - Housing 25/104)

61. This report seeks Cabinet approval to revise the strategy for delivering phase 2 of the Tustin Estate Renewal as outlined in the report. The proposed changes respond to regulatory requirements and significant cost increases since October 2022, which have rendered the original delivery model unviable. The revised plan accelerates delivery of 140 homes from Phases 3 and 4 into Phase 2, resulting in 191 additional council homes being delivered earlier than planned. While this increases upfront investment for Phase 2, it is expected to reduce future costs for later phases.
62. The adjustment to the programme schedule, which removes phase overlaps and extends overall completion to 2033, helps manage annual cashflow and borrowing costs within the Housing Revenue Account (HRA). Additional grant income secured through changing the tenure of key worker homes to social rent further mitigates financial pressure.
63. Approval will depend on ensuring affordability within the HRA and that a robust funding strategy is in place. The recommendations are consistent with the council's financial strategy for delivering its housing programme, and any future decision to proceed with subsequent blocks will be subject to further viability review before exercising contractual break clauses.

BACKGROUND DOCUMENTS

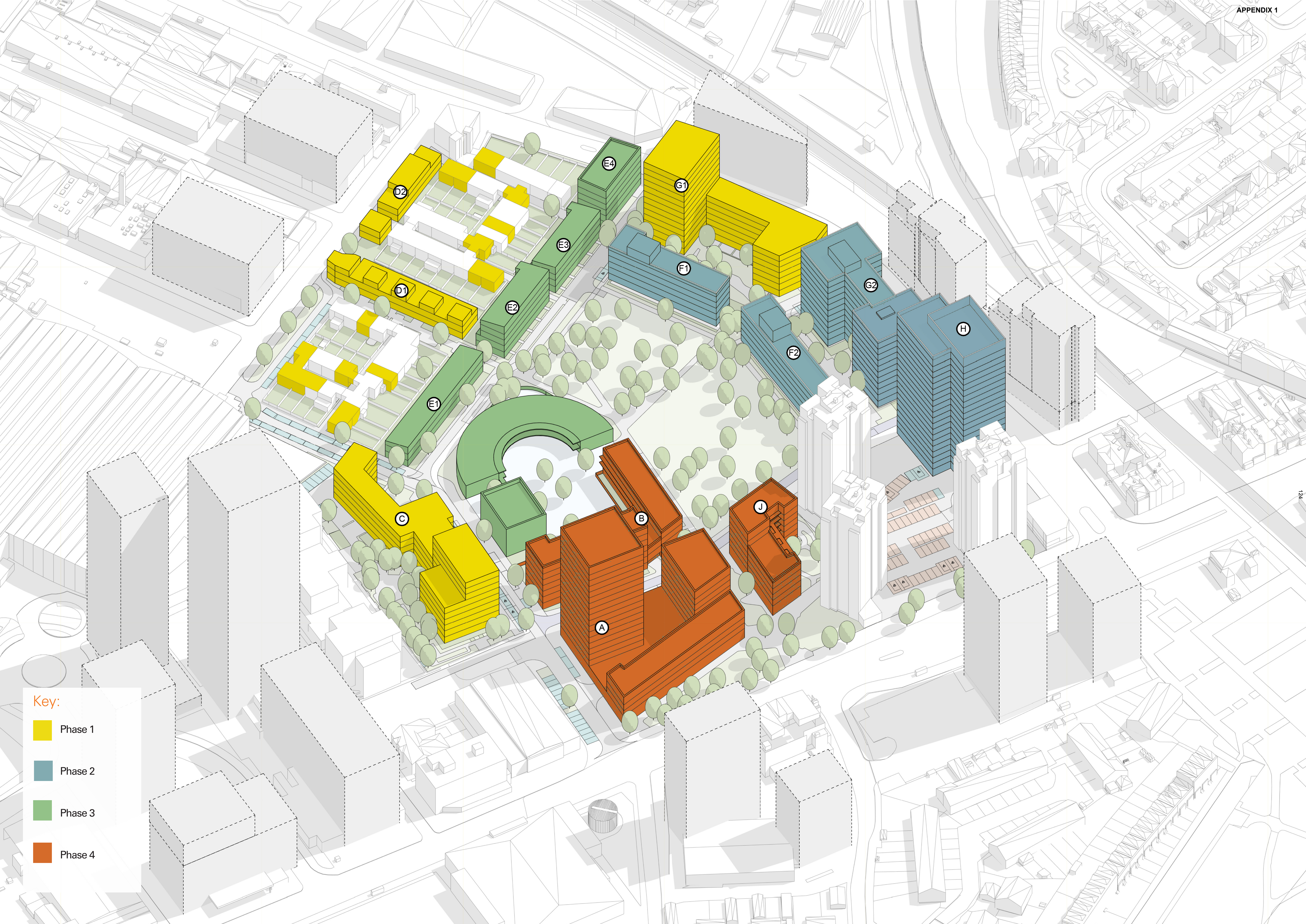
Background Papers	Held At	Contact
Gateway 2 - Contract Award Approval - Partner & Financial Plan for redevelopment of Tustin Estate (https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=7340)	Housing, Southwark Construction Directorate, Third Floor, Hub 2 160 Tooley Street, London, SE1 2QH	Cat Janman 020 7525 0659
Phase 2 of the Tustin Estate Renewal (https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=8218)	Housing, Southwark Construction Directorate, Third Floor, Hub 2 160 Tooley Street, London, SE1 2QH	Cat Janman 020 7525 0659

APPENDICES

No.	Title
Appendix 1	Tustin Masterplan Image

AUDIT TRAIL

Cabinet Member	Councillor Helen Dennis, New Homes and Sustainable Development	
Lead Officer	Hakeem Osinaike, Strategic Director of Housing	
Report Author	Osama Shoush, Strategic Lead and Cat Janman, Senior Project Manager	
Version	Final	
Dated	19 January 2026	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance	Yes	Yes
Strategic Director, Resources	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	20 January 2026	



Key:

- Phase 1
- Phase 2
- Phase 3
- Phase 4

Meeting Name:	Cabinet
Date:	2 February 2026
Report title:	Southwark's Enhanced Biodiversity Duty Report
Cabinet Member:	Councillor Ellie Cumbo, Parks and Culture
Ward(s) or groups affected:	All
Classification:	Open
Reason for lateness (if applicable):	N/a

FOREWORD - COUNCILLOR ELLIE CUMBO, CABINET MEMBER FOR PARKS AND CULTURE

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

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

It is well documented that biodiversity is in crisis, with species and habitats declining both globally and nationally. The Environment Act's strengthened Biodiversity Duty acknowledges the central role local authorities have in tackling this crisis.

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

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

We are proud of Southwark's long legacy for delivering for nature, and for supporting our valued third-sector partners who manage nature reserves and green spaces, provide environmental education, and deliver outreach and engagement for people across the borough.

Southwark's first enhanced Biodiversity Duty report is an opportunity for us to showcase the extensive and ongoing action being taken in Southwark for nature recovery, as well as our ambitious plans for the future.

RECOMMENDATIONS

Recommendations for the Cabinet

1. Note and support the requirement to meet the enhanced Biodiversity Duty reporting requirements introduced by the Environment Act 2021
2. Approve this report and Appendix 1 as our first statutory Biodiversity Duty report for submission to the Department of Environment, Food and Rural Affairs (Defra).

REASONS FOR RECOMMENDATIONS

3. Southwark is committed to protecting biodiversity and increasing access to nature, continuing the council's long legacy of action for the environment. Biodiversity is in crisis, with species and habitats suffering global and national declines. Protecting and enhancing biodiversity for both nature and people not only meets the requirements of the Biodiversity Duty but is key to the health and wellbeing of the borough.
4. The reporting requirements of the enhanced Biodiversity Duty are an opportunity to enhance our approach towards our biodiversity goals and actions, ensuring regular reassessment of our progress, and maintaining our position as a leading borough for biodiversity protection and enhancement.
5. The council is required to meet the Biodiversity Duty, a legal requirement for all local authorities, introduced in the Natural Environment and Rural Communities Act 2006 and strengthened in the Environment Act 2021. Non-compliance leaves the council at risk of legal action, reputational damage, and any resultant negative effects of biodiversity loss on residents and neighbourhoods.

POST DECISION IMPLEMENTATION

6. The following timeline is proposed for compliance with the ongoing requirements of the enhanced Biodiversity Duty

Key Activity	Target completion date
First Biodiversity Report demonstrating delivery of agreed policies and actions since First Consideration	1 January 2026. Report to be reviewed by Cabinet and submitted to Defra within 12 weeks of this date
Second Biodiversity Report demonstrating delivery of actions since previous report	By 1 January 2031, or within 5 years of the publication of the previous report. Report to be reviewed by Cabinet and submitted to Defra within 12 weeks of this date

7. Ahead of the production of the next Biodiversity Report, the council will deliver on its ongoing commitments and actions for biodiversity, continuing the action taken in this reporting period, as described in Appendix 1 to this report, including, in summary:
- Protecting, creating and restoring habitats within our parks and open spaces, while reviewing green space management in line with good ecological practice, with a focus on climate mitigation and adaptation, and reducing deficiency in access to nature and health inequalities (see Appendix 1: Chapter 4)
 - Using the planning policy and development system to protect, deliver and enhance biodiversity, including through Biodiversity Net Gain, new guidance in the Climate and Environment SPD and regional and national strategies and policies, e.g. the London Local Nature Recovery Strategy (see Appendix 1: Chapter 3 and 5)
 - In partnership with third-sectors, local groups, and community organisations, engaging residents with biodiversity, particularly those with limited access to nature, through providing education, outreach and collaboration opportunities projects across the borough (see Appendix 1: Chapter 4)
 - Continuing to evaluate progress through Key Performance Indicators linked to agreed policies and objectives for biodiversity (see Appendix 1: Chapter 7 and Appendix B).

BACKGROUND INFORMATION

8. Southwark has a long legacy and strong track record of protecting and enhancing our natural environment. Biodiversity is a central priority for the council, considered across departments and functions, with multiple objectives and commitments within several major policies. Our current Southwark Nature Action Plan 2020 (SNAP) identifies the strategic vision for biodiversity in the borough, building on the success of previous biodiversity strategies dating back almost twenty years. The council welcomes the requirements arising from the Environment Act 2021 as an opportunity to build upon our historical achievements and reinforce our ongoing action for biodiversity across the borough.
9. The Environment Act 2021 strengthened the ‘Biodiversity Duty’ required of public authorities under the Natural Environment and Rural Communities Act (NERC) 2006. Under the strengthened Duty, Southwark has a statutory obligation to ‘consider’ what it can do to both ‘conserve and enhance’ biodiversity.
10. Meeting the Biodiversity Duty is a corporate responsibility that cuts across all council departments, actions, and decision making. Biodiversity already informs many aspects of the council’s work and is of strategic importance to the achievement of Corporate, planning policy and programme objectives relating to Southwark’s climate emergency.

Requirements of the Biodiversity Duty

11. The Department for Environment, Food, and Rural Affairs (Defra) have

[published guidance](#) on complying with the enhanced Biodiversity Duty. The guidance states that all public authorities operating in England must:

- Consider what to do to conserve and enhance biodiversity
 - Agree policies and specific objectives based on this consideration
 - Act to deliver these policies and achieve these objectives.
12. In addition, the Act introduced new reporting requirements for local authorities on its Biodiversity Duty actions and outcomes.
 13. Southwark was required to present a ‘First Consideration’ of the Duty for the first reporting period (Jan 2024 – Jan 2026). [Southwark’s ‘First Consideration of the strengthened Biodiversity Duty’](#) was approved by cabinet on 16 Sep 2024, detailing the requirements and implications of meeting the Duty and the biodiversity objectives of the council.
 14. Following the ‘First Consideration’, a subsequent ‘Biodiversity Report’ must be published, evidencing the policies, actions and progress Southwark has made towards its biodiversity objectives from 1 Jan 2024 – 1 Jan 2026, with reports published within 12 weeks of the reporting end date (26 March 2026).
 15. Defra has [published guidance](#) on the contents and structure of the Biodiversity Report. By law, this report must include:
 - A summary of the policies and objectives in place, and actions taken, to comply with the Biodiversity Duty
 - Plans to comply with the Biodiversity Duty in the next reporting period
 - Details on the consideration of other relevant strategies (i.e., LNRS)
 - Details on BNG, including actions carried out to meet BNG obligations, details of biodiversity gains arising from BNG plans.
 - Any other information Southwark “considers appropriate” for inclusion in the report.
 16. Subsequent Biodiversity Reports must be produced within five years of the previous reporting period. Each Report must be published within 12 weeks of the reporting end date.

KEY ISSUES FOR CONSIDERATION

17. This Cabinet Report and Appendix 1 (“Enhanced Biodiversity Duty Report - London Borough of Southwark”) will be submitted to Defra as Southwark’s first enhanced Biodiversity Duty Report.
18. Appendix 1 has been prepared in collaboration with Land Use Consultants Ltd (LUC) as part of a pro-bono pilot with Southwark Council. This process included preparation of a reporting template, targeted research, internal workshops with officers from across the council to identify relevant strategic priorities and actions for meeting the Duty, an external workshop with other London borough council ecology leads, the GLA and other relevant organisations to ensure consistency in reporting across London, and data analysis with support from Greenspace Information for Greater London CIC (GiGL), London’s environmental records centre.

19. Appendix 1 meets the requirements of the enhanced Biodiversity Duty Report outlined in paragraph 15 and government guidance, across the following chapters:
- **Chapter 1: Introduction.** An overview of the report, the Biodiversity Duty and legal and policy contexts
 - **Chapter 2: State of Nature.** Describes the current biodiversity baseline across Southwark. Formed of a set of measurable criteria, it can be repeated in future iterations
 - **Chapter 3: Meeting the Biodiversity Duty.** Sets out the plans, policies and strategies that form the principal instruments to conserve and enhance biodiversity in Southwark and the actions for nature the borough has committed to through the delivery of its functions
 - **Chapter 4: Integrated Action.** Sets out what actions Southwark Council has taken for nature, across all departments, through the delivery of its functions and duties since 2024. Highlights how the policy and strategic ambitions in Chapter 3 are translated into concrete projects, and action on the ground for nature.
 - **Chapter 5: Biodiversity Net Gain.** Draws out information specifically related to BNG. It provides an overview of the actions taken and the gains achieved and anticipated from BNG.
 - **Chapter 6: Investment In Nature.** Describes funding and resources for nature-related actions and activities in the borough, meeting the delivery examples outlined in Chapter 4 and 5.
 - **Chapter 7: Looking Ahead for Nature.** Sets out how Southwark will fulfil the biodiversity duty over the coming reporting period. It identifies next steps, monitoring and reporting and considers the challenges facing the vision, goals, and targets for Southwark.
 - **Appendix A: Southwark Factsheet.** Data analytics provided by GiGL, standardized across London boroughs
 - **Appendix B: Southwark’s progress against national, regional and local targets.** Full list of national, regional and local policies, objectives and targets, and progress towards each, that are relevant to meeting the Biodiversity Duty

Policy framework implications

20. The conservation and enhancement of biodiversity under the Biodiversity Duty contributes to several council, regional and national policies, strategies and targets, that are outlined in detail in Appendix 1: Chapter 3 and Appendix B.
21. Meeting the Duty directly links to the aims of the Southwark Plan (2022), Southwark Nature Action Plan (SNAP 2020), Southwark 2030’s ‘Healthy environment’ goal, the Climate Change Strategy and Action Plan’s (2025) ‘Natural Environment’ theme and climate adaptation actions, Southwark Plan (2022) policies P57-P61, the Climate and Environment SPD (2025), and Streets for People’s (2025) ‘Streets for Nature’ theme.
22. Action taken for biodiversity contributes to several other key council plans, documents and strategies, including: The Council Delivery Plan (2024-2026), Local Flood Risk Management Strategy and Action Plan (2023-2029), Tree

Management Policy (2020), Air Quality Strategy (2017) and Action Plan (2023-2027), Open Spaces Strategy (2013), and Right to Grow commitment (2025)

23. Biodiversity Duty actions contribute to delivery of the national biodiversity targets, from the Government's Environmental Improvement Plan (2023), and regional strategies, in particular the emerging London Local Nature Recovery Strategy (exp. 2026), London Environment Strategy (2018), and the London Plan policies (G1-G6).

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

24. Complying with the Biodiversity Duty will have a positive impact on the Community. Actions for the conservation and promotion of biodiversity promote community cohesion by connecting people with nature, providing volunteering opportunities, and fostering positive interactions between people from different communities. Much of the wildlife assets of Southwark are in parks and public spaces, free to all users, and accessible year-round.
25. Corporate and community volunteering are vital in the delivery of the Duty. Southwark has developed regular volunteering with corporate volunteers and will continue to promote volunteering in our open spaces. This includes opportunities with schools, people with disabilities, and underrepresented groups.
26. Meeting the requirements of the Biodiversity Duty will have no detrimental impact on any group or protected characteristic as outlined in the Equalities Act 2010 or the Public Sector Equality duty (PSED) and align with a just transition for our residents in tackling the climate emergency.
27. Many activities to conserve and enhance biodiversity provide novel opportunities for participation with physical activity for members of the public, increasing representation in outdoor activities and promoting resident health and wellbeing. Access to nature is well documented as beneficial to both mental and physical health.
28. Biodiversity benefits the health of communities through improving air quality, reducing urban temperatures, reducing noise and calming traffic, managing flood risks, and providing amenity value, recreation space and cultural services.

Climate change implications

29. Conserving and enhancing biodiversity can reduce emissions and mitigate against the harmful effects of climate change, for example, trees both sequester carbon and provide shade during heat waves. Detailed descriptions of how meeting the Biodiversity Duty contributes to climate mitigation, adaptation and resilience are outlined in Appendix 1 (Chapter 4).
30. Meeting the requirements of the Biodiversity Duty will directly contribute to the Council's Climate Change Strategy and Action Plan (2025), which has focuses on the 'Natural Environment' and creating a climate adapted, resilient borough

through adaptation measures. These commitments include improving biodiversity, introducing new green corridors, making our streets a green place to walk, play and relax and increasing rain gardens and tree canopy cover across the borough. The Action Plan for the strategy includes three action groups for the 'Natural Environment' focus, alongside nature-led climate adaptation measures.

Resource implications

31. The costs connected with meeting the Biodiversity Duty will be contained within existing revenue and capital budgets relating to existing biodiversity actions and management within the council.
32. Officers from Parks and Natural Environment are leading on the Biodiversity Duty reporting and monitoring requirements and coordinating with the GLA on the LNRS. Planning Policy officers are leading on the implementation and monitoring of BNG through the planning application and development process

Legal implications

33. It is a legal requirement for the council to submit a Biodiversity Duty report on how it can conserve and enhance biodiversity and meet the requirements of the Biodiversity Duty, set out in [section 102](#) of the Environment Act 2021 as amended from section 40 of the NERC Act 2006. Submission of this report and Appendix 1 will ensure the council complies with its statutory requirements. Non-compliance with the Duty is outlined in paragraph 5 of this report.

Financial implications

34. The council has invested significantly in biodiversity over the last reporting period, contributing to meeting the requirement of the Duty. This includes the establishment of one of the largest biodiversity-dedicated local funds in London, the Southwark Biodiversity Fund, which awarded £550,000 to local biodiversity projects, from the biodiversity allocation of the climate capital funding. Details on the council's funding for biodiversity can be found in Appendix 1: Chapter 6.
35. There is no financial cost with the production of this enhanced Biodiversity Duty report. Future decisions and actions taken for biodiversity, including the reporting requirement of the Biodiversity Duty, should be considered for their potential financial implications.
36. Staffing and any other costs connected with this report will be contained within existing approved Parks & Natural Environment and Planning Policy revenue budgets. Changing in staffing resource due to ending of fixed term ecology related contracts may impact delivery.

Consultation

37. The Southwark Biodiversity Partnership (SBP) is a group of third-sector partners, residents, volunteers, societies and Friends groups partially

managed by Southwark and a principal delivery body of biodiversity objectives in the borough. The group meets quarterly with council officers and were updated on the new requirements arising from the Environment Act including biodiversity duty in February 2024.

38. Consultation on biodiversity projects in the public realm is regularly and extensively carried out with internal departments, external groups, residents, and other users of public space.
39. Consultation across internal teams, and with external stakeholders (London borough biodiversity leads, the GLA, and GiGL) was conducted as part of the pro-bono pilot that Southwark participated in with LUC in the preparation of Appendix 1 of this report to ensure completeness across council functions and alignment with other public bodies completing Biodiversity Duty Reports.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Head of Procurement

40. This report does not require a formal procurement concurrent as none of the conditions of the Council's Contract Standing Orders (1.1) apply to the recommendations herein.

Assistant Chief Executive, Governance and Assurance (SB281125)

41. This report requests that Cabinet note and support the requirement to meet the enhanced Biodiversity Duty reporting requirements introduced by the Environment Act 2021 and to approve this report and Appendix 1 as our first statutory Biodiversity Duty report for submission to the Department of Environment, Food and Rural Affairs.
42. The requirements of the Biodiversity Duty, together with confirmation of the steps taken by the council to date to comply with the new statutory reporting requirements, are set out from paragraph 11. Appendix 1 to this report contains the council's first enhanced Biodiversity Duty Report, the details of which are summarised within paragraph 19.
43. Section 149 of the Equality Act 2010 imposes the public sector equality duty (PSED) on public authorities in the exercise of their functions, and requires the council 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.
44. The community, equalities (including socio-economic) and health impact statements are considered from paragraphs 24 to 28.

45. The recommendation of this report is consistent with the powers conferred upon Cabinet under Part 3B of the council Constitution.

Strategic Director, Resources (FC25/005)

46. The report requests approval from Cabinet to Note and support the requirement to meet the enhanced Biodiversity Duty reporting requirements introduced by the Environment Act 2021 and to approve this report and Appendix 1 as our first statutory Biodiversity Duty report for submission to the Department of Environment, Food and Rural Affairs (Defra).
47. The Strategic Director of Resources notes that there are no immediate financial implications at this stage and proposals emerging from the recommendations will be subject to further reports, identifying the revenue and capital investment implications for formal approval.
48. Staffing and any other costs associated with this recommendation are to be contained within existing Parks & Natural Environment and Planning Policy revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Southwark Nature Action Plan 2020	Southwark Council, 160 Tooley Street, SE1 2QH	Liam Nash, Ecology Officer, Email: Liam.nash@southwark.gov.uk
Link: https://www.southwark.gov.uk/sites/default/files/2024-10/southwark_nature_action_plan.pdf		
First Consideration of the Strengthened Biodiversity Duty, arising from the Environment Act 2021 – Southwark Cabinet Paper September 2024 and Appendix 1	Southwark Council, 160 Tooley Street, SE1 2QH	Liam Nash, Ecology Officer, Email: Liam.nash@southwark.gov.uk
Links: Cabinet report template 2012 Appendix 1 Southwark policies objectives and initiatives to conserve and enhance nature and comp.pdf		
Climate Change Strategy and Action Plan (2025)	Southwark Council, 160 Tooley Street, SE1 2QH	Tom Buttrick, Climate Change Programmes Manager, Email : tom.buttrick@southwark.gov.uk
Link: (Public Pack)Appendices Agenda Supplement for Cabinet, 16/09/2025 11:00		

Background Papers	Held At	Contact
<p>Government guidance on meeting the Biodiversity Duty and Reporting requirements:</p> <p>Complying with the biodiversity duty (gov.uk)</p> <p>Reporting your biodiversity duty (gov.uk)</p> <p>Relevant legislation: Environment Act 2021: Section 102 (legislation.gov.uk)</p>	<p>Department for Environment, Food and Rural Affairs 2 Marsham St, London SW1P 4DF</p>	
<p>Links:</p> <p>Complying with the biodiversity duty - GOV.UK</p> <hr/> <p>Reporting your biodiversity duty actions - GOV.UK</p> <p>Environment Act 2021</p>		

APPENDICES

No.	Title
Appendix 1	Enhanced Biodiversity Duty Report – London Borough of Southwark 2025. Prepared by LUC in partnership with Southwark Council

AUDIT TRAIL

Cabinet Member	Councillor Ellie Cumbo, Parks and Culture	
Lead Officer	Tara Quinn, Head of Parks and Natural Environment	
Report Author	Liam Nash, Ecology Officer	
Version	Final	
Dated	21 January 2026	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance	Yes	Yes
Strategic Director, Resources	Yes	Yes
Cabinet Member	Yes	No
Date final report sent to Constitutional Team		21 January 2026

Meeting Name:	Cabinet
Date:	2 February 2026
Report title:	Admission arrangements for community primary schools - September 2027
Cabinet Member:	Councillor Jasmine Ali, Deputy Leader and Cabinet Member for Children, Education and Refugees
Ward(s) or groups affected:	All
Classification:	Open
Reason for lateness (if applicable):	N/a

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

Southwark is the admissions authority for community primary schools, and we have a statutory duty to ensure our admission arrangements are clear, fair and fully compliant with the School Admissions Code. This year’s report sets out the proposed admission arrangements for the September 2027 intake, alongside the published admission numbers (PANs) across the borough.

In the main, our admission arrangements are unchanged for September 2027. The arrangements continue to prioritise children with an Education, Health and Care Plan where a school is named (through a separate statutory process), and—where schools are oversubscribed—apply clear criteria that put looked after and previously looked after children first, followed by siblings, exceptional medical/social need, children of permanent staff, and then distance from the school. This provides a transparent framework for families, with consistent approaches to tie-breaks, waiting lists and the verification of home address to protect the integrity of the system.

This report also sets out important operational protections for families. Waiting lists for oversubscribed community schools will be maintained for at least one term (until at least 31 December 2027) and ranked strictly in line with the published criteria. The arrangements also include safeguards for multiple births (so siblings are not separated where only one place remains) and clear expectations on proof of address to prevent fraudulent applications and ensure fairness for all applicants.

What is different this year is that, in a small number of cases, schools have asked the Council to consult on reducing their PANs in response to the very challenging climate of falling school rolls. In particular, consultation has been carried out on proposed PAN reductions at **Phoenix Primary School (90 to 60)** and **Keyworth Primary School (60 to 30)**. It is important to be clear: these

are **school-led requests**, not reductions imposed by the Council. A number of academy schools are also consulting on reducing their PANs, but the decision on these is not a matter for the Council.

That approach reflects our **Keeping Education Strong** strategy: we work *with* schools, not *do things to* schools. This collaborative work has been successful—despite ongoing demographic pressures, there are **no school closures proposed this year**. This is a down to the success of the strategy and the hard work of the schools and our education team.

However, we know the demographic trend will not stand still: over time, as we are beginning to see, the impact of falling rolls will increasingly move from the primary phase into **secondary**, and we will continue to plan proactively with schools and partners to maintain a high-quality local offer and sustainable provision. Details of the trends in different areas of Southwark are set out in the Pupil Places Planning appendix of this report (Appendix 6).

Finally, I would like to thank school leaders, governors and the admissions and place planning teams for their continued professionalism and collaboration throughout this process.

RECOMMENDATIONS

Recommendations for the Cabinet

1. That the cabinet agree the Southwark Community Primary Schools Admission Arrangements (“the Arrangements”) for September 2027 onwards as set out in Appendix one of this report.
2. That the cabinet agree the published admissions numbers (PANs) for primary community schools for September 2027 onwards as set out in Appendix 2 of this report, including the following changes:
 - Keyworth Primary School – reduction in PAN from 60 to 30
 - Phoenix Primary School – reduction in PAN from 90 to 60

REASONS FOR RECOMMENDATIONS

3. The Council is responsible for annually determining the primary community school admission arrangements. The current admission arrangements have proved effective and no changes have been proposed to the 2027/28 arrangements, other than the proposed PAN reductions.
4. The proposal to reduce the PANs by 30 reception places in each case is to more closely match demand for places at each school and to ensure the schools’ organisational and financial viability for the future.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

5. An alternative option considered was for the PANs at Keyworth and Phoenix Primary Schools to remain the same as at present. This is not

recommended as the schools have requested these reductions in order to plan their budgets and ensure that resources are prioritised for children’s learning.

POST DECISION IMPLEMENTATION

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

Key Activity	Target completion date
Communicate determined admission arrangements to all stakeholders including schools.	28 February 2026
Confirm PAN reductions to Keyworth and Phoenix Primary Schools	28 February 2026

BACKGROUND INFORMATION

7. Southwark Council (“the council”) is the admission authority for community primary schools within Southwark and must determine the admission arrangements for those schools by 28 February each year, for application in the following academic year. Academies, voluntary aided, free and foundation schools are their own admissions authorities, with their admissions arrangements set by their governing body or academy trust.
8. [The School Admissions Code 2021](#) (“the code”), which applies to all maintained schools, academies and free schools came into force on 1 September 2021. When determining admission arrangements, admission authorities are required to act in accordance with all mandatory provisions contained in the code.
9. Admission arrangements must also adhere to the requirements of the [School Standards and Framework Act 1998](#) (“SSFA 1998”), the [School Admissions \(Admission Arrangements and Co-ordination of Admission Arrangements\) \(England\) Regulations 2012](#) (as amended) (“the Regulations”) and the [School Admissions \(Infant Class Sizes\) \(England\) Regulations 2012](#).
10. At the cabinet meeting on 19 March 2013, the leader of the council delegated authority to the cabinet member for children’s services to agree the admission arrangements for community primary schools for 2015 admissions and onwards where there were no changes made from the previous year. This report is being brought to cabinet for agreement as there are proposed changes to the PAN at two community primary schools as set out in paragraph 24 of this report.
11. The regulations and paragraph 1.45 of the code require all admission

authorities to consult when proposing to change their admission arrangements. Given the proposed changes to the PAN at two community primary schools, a full consultation in respect of September 2027 admission arrangements for Southwark community primary schools was carried out this year between 21 November 2025 and 4 January 2026. The consultation was published on the council's online consultation hub and on the school admissions web page. The consultation was circulated by email to all maintained nursery, primary and secondary schools in the borough, neighboring local authorities, the diocesan boards and Southwark councillors and MPs. A formal notice about the consultation was published in Southwark News and the consultation was also publicised on the council's social media pages alongside the resident newsletter.

12. 4 responses were received by 4 January 2026 confirming agreement/disagreement to each of the proposals set out in the consultation document. A summary of the responses received by the closing date, 4 January 2026, is provided at paragraph 53 of this report, with further details in Appendix 4.
13. All admissions authorities must as a minimum, consult on their admissions arrangements at least once every seven years, even if there are no changes to their existing arrangements. Consultation on admission arrangements must run for a period of at least six weeks and be completed by 31 January in the year preceding the year the change is to be effected (i.e. 31 January 2026 for September 2027 admissions). The council has written to all admission authorities in Southwark with a reminder of this for their school.
14. Admission arrangements for September 2027 admissions must be determined by 28 February 2026.
15. Full details of the admission arrangements for 2027, along with those of all other own admission authorities in the borough, will be included in the Starting Primary school booklet for September 2027. Many families will use this booklet as a main source of information when selecting a primary school and will be able to download the booklet from the school admissions web page or view a hard copy upon request.
16. The full admission arrangements, including supplementary information forms and any proposed changes for Southwark admission authorities consulting on their September 2027 arrangements have been checked by officers to ensure compliance with the Code. Comments were provided in respect of any issues of non-compliance or, where a proposed change could adversely impact on the community or be amended to improve clarity. All comments provided must be considered before determination of arrangements.
17. Any serious breach of compliance can be referred to the Office of the Schools' Adjudicator by the local authority or other key stakeholders if not

remedied through discussion with the admission authority directly.

18. A list of the published admission numbers for all Southwark primary schools for the September 2027 intake is attached at Appendix 2.
19. Should any changes to either 2026 or 2027 determined admission arrangements be required by an admission authority in Southwark, this would now be subject to a request for an in-year variation to the Office of the Schools Adjudicator (OSA).

KEY ISSUES FOR CONSIDERATION

20. The number of children needing a primary school place is falling across London, and in many other parts of the country. The number of children being born in Southwark has reduced by 37% since 2010, with nearly 1,900 fewer children – equivalent to 63 classes of children. This is feeding through into increasing vacancies in our schools, and there is no indication that numbers will increase back to their former levels in the foreseeable future.
21. The 2025/26 place planning report is included as Appendix 6 and provides further details of this trend and its impact in different areas. There is currently an oversupply of approximately 4,730 primary school places, 766 of these are in reception year, which equates to 25% of reception capacity currently vacant.
22. School funding is linked to pupil numbers – fewer children equal less funding and this contributes towards schools moving into a deficit budget. Education officers are currently consulting and working with school leaders to address this situation. One of the agreed measures is to take steps to ‘right-size’ capacity by reducing the PAN, that is the maximum number of children that a primary school can admit in the reception year. This enables schools to reorganize resources towards the smaller intake and provides greater stability.
23. Consultation took place during the autumn term 2025 with head teachers and governors of schools where rolls have been falling consistently over recent years to consider reducing the PAN. It should be noted that a PAN reduction would only apply to the reception year of a school.
24. School leaders at two community primary schools have proposed a reduction in their PAN for 2027 at Keyworth and Phoenix Primary Schools. If agreed, the PAN reductions will take place from September 2027 onwards. However, if the request is not upheld for any reason, the PAN would remain at its current level for that year.
25. Southwark has consulted on proposed reduction to PANs at these two schools as follows:

School	PAN	Proposed PAN	Reduction
Keyworth	60	30	30
Phoenix	90	60	30
Totals	150	90	60

26. These proposals will achieve a reduction of 60 places (2 FE) across Southwark's primary school places capacity in total.
27. The proposal to reduce the PANs by 30 reception places in each case is to more closely match demand for places at each school and to ensure the schools' organisational and financial viability for the future. Reducing the PAN will help these schools to plan their budgets and ensure that resources are prioritised for children's learning.
28. At Keyworth Primary School the number of pupils taking up a school place in the reception year has fallen from 60 in 2016 to 30 in 2025, a 50% reduction. In 2025 parents of 27 children selected Keyworth as their first preference school. We are proposing to reduce the PAN from 60 to 30 to reflect this.
29. At Phoenix Primary School the number of pupils taking up a school place in the reception year has fallen from 112 in 2016 to 56 in 2025, a 50% reduction. In 2025 parents of 43 children selected Phoenix as their first preference school. We are proposing to reduce the PAN from 90 to 60 to reflect this.
30. In the event of demand increasing in future PAN reductions may be revised upwards once more.
31. This report is therefore seeking to reduce the admission number at two schools as set out at paragraph 25.
32. No changes are proposed in PAN for other community schools. Academy, free school and voluntary aided schools may consult and decide on making changes to their PAN. In these cases the council is not the decision maker.

Policy framework implications

33. Southwark 2030 sets out a long-term partnership vision that 'Together, we will build a fair, green and safe Southwark where everyone can live a good life as part of a strong community'.
34. One of the six key goals of the strategy is 'A good start in life', that 'Children and young people have a great childhood that builds on a very solid foundation for adult life'. Ensuring that all children are able to access a school place is an essential component of 'A good start in life'.

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

Community impact statement, including equalities (including socio-economic) impact statement.

35. The 2027 Arrangements, together with the council's participation in the coordinated admissions scheme for primary admissions is designed to produce fair and equitable access to school places for all children. Allocation of places is delivered through strict application of admissions and oversubscription criteria of each school in Southwark through a central (pan-London) computerised system.
36. Support is provided to families that find it difficult to navigate the admissions system through our school admission officers, school staff and the Southwark Information, Advice and Support (SIAS) Team. This involves a significant amount of training, outreach support and drop-in sessions for families throughout the year. SIAS officers also provide support to specific English as Additional Language (EAL) communities as well as parents/carers of children, who may have a protected characteristic under the [Equality Act 2010](#).
37. In addition, Southwark residents also have direct access to one-to-one telephone or video call support from the school admissions team during the application stage of the admissions process – this is on request from families or through referrals from schools and other agencies.
38. [The Public Sector Equality Duty](#), at section 149 of the Equality Act, 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.
39. It requires public bodies to have due regard when carrying out their activities to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between people with protected characteristics and those with none. The council's approach to equality ("the approach") commits the council to ensuring that equality is an integral part of our day-to-day business.
40. "Protected characteristics" are the grounds upon which discrimination is unlawful - the characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. In this case, the characteristics covering gender reassignment, marriage and civil partnership, pregnancy and maternity, and sexual orientation are unlikely to be issues for consideration. Managing the capacity of primary provision to meet demand has the potential to advance equality of opportunity and foster good relations between people with protected characteristics and those with none. An Equalities Impact Needs Assessment (EINA) assessment has been carried out - no negative impacts of the new arrangements have been identified, so no mitigating actions are required, and no equality

objectives will derive from these specific proposals – see Appendix 5.

41. We have had due regard in preparing the arrangements and will have due regard when carrying out the proposed activities, for the need to eliminate discrimination, advance equality of opportunity, and foster good relations between people with protected characteristics and those with none. Provision of new school places and fair and equitable admissions policies:
- a. *“advances the cause of the elimination of discrimination” by removing potential discrimination based on the protected characteristics.*
 - b. *“advances equality of opportunity” by ensuring that all groups, irrespective of background, have equal access to school places.*
 - c. *“fosters good relations” by implementing a demonstrably fair and equitable policy for school admissions across the borough for people with protected characteristics and those without.*

Health impact statement

42. There are no specific identified health impacts resulting from any of the recommendations, so a health impact statement is not necessary for this report.

Climate change implications

43. Following the council assembly meeting on the 14 July 2021, the council has committed to considering the climate change implications of any decisions made.
44. As the numbers of pupils in the authority area falls, and the numbers of pupils attending particular schools reduce, then it is likely that less pupils will be travelling to schools, thereby potentially reducing travel (and carbon emissions) overall, and, where utilised, car use.
45. There will be a negligible effect on the other categories outlined - enhancing the environment and green space, green jobs and businesses, sustainable energy and reducing waste, as these are not substantively addressed or required in this report.
46. No direct measures have been taken to reduce or enhance the impact on climate change as part of this school admissions report, as no substantive negative effects have been identified. Additionally, as no direct measures have been taken to reduce or enhance the impact on climate change as part of this admissions process, no monitoring will be required. As explained above, the falling numbers of pupils is likely, if anything, to have a net positive effect on climate change, as fewer pupils attend school and are therefore transported by car or other forms of transport. Reducing the number of school places will not directly enhance the environment and green space, nor will it create “green” jobs and businesses, or benefit

sustainable energy or reduce waste, albeit that less pupils in a particular school could potentially use less energy and produce less waste.

47. There are no substantive negative effects anticipated as a result of the recommendations and proposals.

Resource implications

48. Resource implications are covered in the finance implications at paragraph 50.

Legal implications

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

Financial implications

50. School budgets are funded via the Dedicated Schools Grant (DSG) and so there is no immediate impact on council budgets. However, the excess capacity within the school system does pose a wider financial risk to the council's finances.
51. Reductions in PAN will assist in a school's ability to control its costs where there is a falling roll and should the reductions not take place, it may put additional financial pressure on these schools and make it more difficult for the school to manage the decline in funding from smaller roll numbers.

Consultation

52. A full consultation on 2027 school admission arrangements for Southwark community primary schools was carried out in accordance with the requirements set out in the School Admissions Code, 2021 between 21 November 2025 and 4 January 2026. The consultation was published on the Council's online consultation hub and on the school admissions web page. The consultation was circulated by email to all maintained nursery, primary and secondary schools in the borough, neighboring local authorities, the Diocesan Boards, Southwark Councillors and MPs. A formal notice about the consultation was published in Southwark News and the consultation was also publicised on the Council's social media pages alongside the resident newsletter.
53. Four responses were received by 4 January 2026 confirming agreement/disagreement to each of the proposals set out in the consultation document. Responses from the consultation are summarised below, with further details in Appendix 4 of this report.

Question	Agree	Disagree	Neither agree or disagree	No response
Agree with proposed admissions arrangements?	2	0	2	0
Agree with PAN reduction at Phoenix Primary School?	1	1	2	0
Agree with PAN reduction at Keyworth Primary School?	1	1	1	1

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Head of Procurement

54. As no services are being procured, no comment is required.

Assistant Chief Executive (Governance and Assurance) [RW – 19.1.26]

55. The Cabinet is being asked to agree the Southwark Community Primary Schools Admission Arrangements for September 2027 and to a reduction in the PAN at Keyworth and Phoenix Primary Schools.
56. As noted in the body of this report, decision making in relation to admission arrangements for community primary schools has been delegated to the cabinet member for children's services. However, this delegation only applies where no changes have been made to the admission arrangements from the previous year. This report proposes a reduction to the PAN at two community primary schools. Given this, the delegation does not apply and it is necessary for Cabinet to decide whether to agree the recommendations set out in this report, in accordance with Part 3C of the council's constitution.
57. Cabinet is advised that school admission arrangements are governed by the SSFA 1998, together with the Regulations and Code, as stated within the body of the report.
58. In overview the law requires fairness, transparency, and adherence to the School Admissions Code, mandating consultation in set circumstances, clear published criteria which will be applied when allocating places at an oversubscribed school and a fixed PAN.
59. In relation to the criteria for allocating places when a school is oversubscribed, Children with an Education, Health and Care Plan naming the school must be admitted (under a separate statutory process). Thereafter, the highest priority must be given to Looked after children and previously looked after children (including those adopted from state care outside England).

60. Subsequent criteria must be reasonable, clear, objective and fair.
61. Cabinet is advised that it appears the proposed arrangements for 2027 comply with the applicable law.
62. Cabinet is asked to note that the Council is not required to consult on proposed admission arrangements so long as they remain unchanged, for the period of up to 7 years from the last consultation. However, there is a requirement for consultation to take place where there is a proposal to change admission arrangements.
63. Consultation has to take place for a minimum of 6 weeks between 1 October and 31 January.
64. The Council must consult with:
 - a) parents of children between the ages of two and eighteen;
 - b) other persons in the relevant area who, in the opinion of the council, have an interest in the proposed admissions;
 - c) all other admission authorities within the relevant area (except that primary schools need not consult secondary schools);
 - d) Governing bodies; &
 - e) any adjoining neighbouring local authorities.
65. In this case there is a proposal to reduce the PAN for 2 schools, therefore a full consultation in respect of September 2027 admission arrangements for Southwark community primary schools was carried out. The consultation took place between 21 November 2025 and 4 January 2026 as set out in paragraph 11 of this report. Responses to this consultation are set out in Appendix 4 to this report. Cabinet must have regard to the outcome of this consultation when making their decision.
66. Cabinet is reminded of the public sector equality duty under section 149 Equality Act 2010 when making this decision. This requires that, due regard be given to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between people with relevant protected characteristics and those with none. In particular, Cabinet will note the adjustments in place to enable full access to support and information for all communities in Southwark, outlined in the Community Impact Statement. That Statement also makes clear that whilst an equality impact assessment has been carried out in relation to the proposed changes, no negative impacts on people with a particular protected characteristic have been identified. The Equality Impact Assessment is included at Appendix 5 to this report.
67. Cabinet should note that if there are any concerns regarding compliance with the Code and law in relation to the school admission arrangements, an objection can be referred to the Schools Adjudicator. Any determination by the Schools Adjudicator is binding.

Strategic Director of Resources REF: [CAS25-23]

68. The Strategic Director notes the contents of this report and the financial impact set out in paragraphs 50 and 51.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
The School Standards and Framework Act 1998	Children and Families Directorate, Children and Adult Services, 4 th floor, 160 Tooley Street, London SE1 2QH	Neil Gordon-Orr 020 7525 5234
http://www.legislation.gov.uk/ukpga/1998/31/contents		
2. The School Admissions (Admission Arrangements and Co-ordination of Admission Arrangements) (England) Regulations 2012	Children and Families Directorate, Children and Adult Services, 4 th floor, 160 Tooley Street, London SE1 2QH	Neil Gordon-Orr 020 7525 5234
https://www.legislation.gov.uk/uksi/2012/8/made		
3. The School Admissions Code 2021	Children and Families Directorate, Children and Adult Services, 4 th floor, 160 Tooley Street, London SE1 2QH	Neil Gordon-Orr 020 7525 5234
https://assets.publishing.service.gov.uk/media/60ebfeb08fa8f50c76838685/School_admissions_code_2021.pdf		
4. School Admissions (Infant Class Sizes) (England) Regulations 2012.	Children and Adult Services, 4 th floor, 160 Tooley Street, London SE1 2QH	Neil Gordon-Orr 020 7525 5234
https://www.legislation.gov.uk/uksi/2012/10/made		
5. Council's Delivery Plan 2022-26	Children and Adult Services, 4 th floor, 160 Tooley Street, London SE1 2QH	Neil Gordon-Orr 020 7525 5234
https://moderngov.southwark.gov.uk/documents/s116779/Appendix_1_Southwark_Council_Delivery_Plan_Annual_Performance_Report.pdf		
6. Equality Act 2010	Children and Adult Services, 4 th floor, 160	Neil Gordon-Orr 020 7525 5234

Background Papers	Held At	Contact
	Tooley Street, London SE1 2QH	
https://www.legislation.gov.uk/ukpga/2010/15/contents		
7. The Public Sector Equality Duty	Children and Adult Services, 4 th floor, 160 Tooley Street, London SE1 2QH	Neil Gordon-Orr 020 7525 5234
https://www.equalityhumanrights.com/sites/default/files/psed_essential_guide_-_guidance_for_english_public_bodies.pdf		

APPENDICES

No.	Title
Appendix 1	Southwark Community Primary Schools Admission Arrangements - September 2027
Appendix 2	Southwark Primary Schools – Published Admission Number for September 2027
Appendix 3	Southwark Secondary Schools – Published Admission Number for September 2027
Appendix 4	Summary of responses to Southwark Council’s Admissions consultation 2027-28
Appendix 5	Equality Information Needs Analysis (EINA) for the PAN reductions of Keyworth and Phoenix Primaries in August 2027
Appendix 6	Pupil Place Planning Statement 2025-26

AUDIT TRAIL

Cabinet Member	Councillor Jasmine Ali, Deputy Leader and Cabinet Member for Children, Education and Refugees		
Lead Officer	David Quirke-Thornton, Strategic Director of Children and Adult Services		
Report Authors	Neil Gordon-Orr, Assistant Director, Education Access and Statutory Services Rizwana Natha, Compliance Officer, Education Access and Statutory Services		
Version	Final		
Dated	22 January 2026		
Key Decision?	Yes		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
	Officer Title	Comments Sought	Comments Included
	Assistant Chief Executive (Governance and Assurance)	Yes	Yes
	Strategic Director of Resources	Yes	Yes
	Cabinet Member	Yes	Yes
	Date final report sent to Constitutional Team		22 January 2026

Meeting Name:	Cabinet
Date:	2 February 2026
Report title:	Disposal of Freehold at Westminster Bridge Road, London, SE1 7XW
Cabinet Member:	Councillor Stephanie Cryan, Equalities, Democracy and Finance
Ward(s) or groups affected:	St. George's
Classification:	Open
Reason for lateness (if applicable):	N/a

FOREWORD - COUNCILLOR STEPHANIE CRYAN, EQUALITIES, DEMOCRACY AND FINANCE

We have a clear commitment to ensure that value for money across the council. The council are the freeholder of a vacant period office building in need of substantial capital investment, and which has significant holding costs which in turn creating substantial revenue pressures.

There is no operational requirement for the building within its commercial estate and this report asks cabinet to approve the disposal of the building in the market by way of auction or any other appropriate manner to generate a significant capital receipt.

RECOMMENDATIONS

Recommendations for the Cabinet

1. That Cabinet approves the Strategic Director of Resources to authorise the disposal of the property at auction or other such appropriate method including by private treaty (subject to it being sold at a price that satisfies the Council's statutory obligation to achieve best consideration). .
2. That the Strategic Director of Resources authorises the Assistant Director of Property to determine the appropriate reserve price or premium as appropriate.

BACKGROUND INFORMATION

3. The property is a vacant former office building which has been held as a commercial void for a considerable period. It is in a poor condition and would require substantial capital investment to bring it back into use.

There are no identified operational requirements for the building, especially given its condition, physical layout, and period nature.

4. Whilst consideration has been given to a refurbishment and subsequent letting in the market to generate an income stream, this option, given the capital required is not considered appropriate or viable and as such it is recommend that the property is sold.
5. Knight Frank, a leading firm of Chartered Surveyors with substantial knowledge of the market were appointed to undertake the marketing of the premises and secure a purchaser.
6. Following a marketing period, a call for bids was made, for which several offers were received, leading to the previous recommendation for sale. Unfortunately, despite lengthy due diligence and negotiations the proposed purchaser was unwilling to proceed on the terms agreed and the subsequent price and conditionality they sought were unacceptable for recommending that the Council transact.
7. As such in seeking to secure a new purchaser within the Council's financial year and it is proposed that the property is placed in Savills auction on 23rd February 2026 with a suitable reserve.

KEY ISSUES FOR CONSIDERATION

8. The property is considered unsuitable for retention within the Council's operational or investment portfolio given the physical condition and nature of the building.
9. It is considered that the sale by auction represents best opportunity to secure a sale at best value for the Council in the current financial year and the capital receipt will help to fund the Council's Capital Programme. The sale will remove substantial revenue pressures from the council in respect of void holding costs including security and business rates.
10. In accordance with the principles and policy of good asset management laid down by government, together with local authority regulations, councils are required to dispose of surplus property assets subject to best consideration and/or market value requirements. The proposed sale by auction of the property will have to comply with these requirements.
11. The property has a history of squatting and illegal trespass despite the extensive security cover provided. It is at risk of further squatting. The on-going and current security costs are a significant strain on limited resources.
12. It is considered that due to the property's current condition, a sale by auction, with sufficient pre-marketing, to be the most appropriate method of sale in this instance. The auction route is also quick and transparent. In the weeks leading up to the sale and for marketing purposes only a guide price will be set and agreed following advice from the appointed

auctioneer. Just prior to the auction a suitable reserve price representing market value will be agreed by the Assistant Director of Property.

13. A sale will only proceed if the reserve price is met or exceeded. The reserve will be set using current market intelligence and reflecting buyer interest during the marketing period. This will ensure that the property is not undersold whilst meeting our statutory duties. A sale by private treaty may be considered in event that the property fails to sell at auction.
14. Part 3.2 B. of the Council's Constitution reserves to Cabinet overall responsibility for acquisitions and disposal of any interest in land, buildings or the real and leasehold property of the Council. Part 3.C (13) of the constitution reserves to Cabinet agreement to the disposal of leasehold and freehold interests in land and property where the market value is more than £3,000,000 excluding Right to Buy and Leasehold Reform Act cases.
15. Where the market value is less than £3,000,000 the Constitution enables a Chief Officer to agree to such sales. The appropriate Chief Officer for property is the Strategic Director of Resources. His scheme of management enables him to delegate the decision on setting reserves to the Assistant Director of Property and recommendation 2 above confirms this. However, it is anticipated that the price at auction may exceed £3,000,000 thus requiring Cabinet approval.
16. The property has been identified as surplus to the council's requirements.
17. The property has been previously openly marketed and whilst terms were agreed the sale did not proceed.
18. A sale at public auction will oblige the purchaser to pay a buyer's premium equating to 1% of the sale price. This will be used as a contribution towards the council's legal fees and surveyor's fees.
19. Holding costs incurred at the property, including 24-hour security, place significant strain on resources.
20. The current buildings at the property are deteriorating and are a blight on the local community and those that neighbour it. The sale of the freehold to the buyer/developer will enable a long-needed redevelopment.

Policy framework implications

21. The disposal of the property will generate a substantial capital receipt and revenue savings, which will be used to provide capital funding in support of the Council's Capital Programme as well as supporting the delivery of key priorities and its vision under its 2030 strategy which is to build a fair, green and safe Southwark where everyone can live a good life as part of a strong community. This will be delivered by focusing on six goals one

of which is 'Decent homes for all'. The anticipated capital receipt will be available to invest in delivering decent homes.

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

Community impact statement

22. The Equality Act 2010 requires the Council in the exercise of its functions to have due regard to the need to:
- Eliminate discrimination.
 - Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
 - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
23. Relevant protected characteristics for the purposes of the Equality Act are:
- Age
 - Civil partnership or marriage
 - Disability
 - Gender reassignment
 - Pregnancy and maternity
 - Race
 - Religion or belief; and
 - Sex or sexual orientation.
24. To discharge its public sector equality duty, in considering the recommendations of this report the Cabinet must have due regard to the possible effects of them on any groups sharing a protected characteristic. This is an ongoing obligation.
25. The decision is believed to have little or no impact on those with protected characteristics, local people and communities, as the property has been vacant since 2012. However, the capital receipt to be realised because of the transaction will assist with delivery of the Council's corporate objectives including the vision under its 2030 strategy.

Equalities (including socio-economic) impact statement

Health impact statement

26. There are no Health impacts arising because of the decision recommended by this report.

Climate change implications

27. There are no climate change impacts arising because of the decisions recommended by this report, but any replacement or refurbished development will be built to modern sustainable standards and conform to current regulations.

Resource implications

28. The disposal of this property will result in the removal of substantial holding costs alleviating revenue pressures and a substantial capital receipt to support the financing of the Council's Capital Programme. The purchaser will also pay a buyer's premium to cover the Council's legal and surveying costs; any additional costs associated with the disposal will be met from the sales receipt.
29. No further risks or costs are anticipated.

Consultation

30. It is considered that consultation is not appropriate in this instance.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive, Governance and Assurance (RS040/140824/AJ)

31. Section 1 of the Localism Act 2011 introduced a "general power of competence" for local authorities, defined in section 1(1) as "the power to do anything those individuals generally may do" and which expressly includes in section 1(4)(b) the "power to do it for a commercial purpose or otherwise for a charge, or without charge" and section 1(4)(c) the "power to do it for, or otherwise than for, the benefit of the authority, its area or persons resident or present in its area". However, section 2(2)(a) states that power does not enable a local authority to do anything which it is unable to do by virtue of a pre-commencement limitation.
32. 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."
33. 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...".
34. This is a disposal of General Fund land made using the powers within section 123(1)-(2) of the Local Government Act 1972 and at market value. Consideration of the Disposal of land for less than the best consideration that can reasonably be obtained: circular 06/2003 is not necessary. Shortly before the action, the Assistant Director of Property is to set an appropriate reserve to ensure best consideration is being obtained.

Strategic Director, Resources

35. This report seeks the approval of Cabinet to delegate to the Strategic Director of Resources for the disposal of the Council's freehold interest in the property named in this report, either by auction or another appropriate method, including private treaty. It also requests delegated authority for the Assistant Director of Property to determine the appropriate reserve price or premium. As the property is held within the General Fund the resulting capital receipt will be applied to support the Council's Capital Programme.
36. The property presents ongoing financial and legal risks due to its deteriorating condition and structural instability. Disposal will mitigate these risks and eliminate recurring holding costs, including 24-hour security, which are unsustainable in the current financial climate.
37. The proposed disposal aligns with the Council's strategic objective to optimise its asset portfolio and generate capital receipts to support the Capital Programme and achieve revenue savings. The approach outlined in this report seeks to deliver both and ensure best consideration is achieved.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councilor Stephanie Cryan, Equalities, Democracy and Finance	
Lead Officer	Clive Palfreyman, Strategic Director Resources	
Report Author	Mark Grant, Assistant Director of Property	
Version	Final	
Dated	21 January 2026	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance	Yes	Yes
Strategic Director, Resources	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	21 January 2026	

Meeting name:	Cabinet
Date:	2 February 2026
Report title:	Gateway 1: Procurement Strategy Approval Security Cover in Supported Hostels
Cabinet Member:	Councillor Portia Mwangangye, Council Homes
Ward(s) or groups affected:	All
Classification:	Open
Reason for lateness (if applicable):	Not applicable
From:	Strategic Director of Housing

FOREWORD – COUNCILLOR PORTIA MWANGANGYE, CABINET MEMBER FOR COUNCIL HOMES

Supported Hostels are a cost-effective and important way of ensuring some of Southwark’s most vulnerable residents remain living well and independently within the community and may ultimately delay or prevent the need for more structured, costly placements or hospitalisation.

Safe and stable environments are strong factors in health and wellbeing. Getting the security provision at these hostels right is therefore critical. An inadequate security presence or a service that is not responsive or sensitive to the needs of this group of residents can create negative experiences and environments for them that may leave lasting impacts on their mental health and wellbeing, ability to function independently or even place them at risk of harm or self-harm. A well-structured security service by contrast that shows empathy towards some of Southwark’s most vulnerable residents, many of whom lead chaotic lives, will ensure that they are safe and well looked after.

Re-procuring the existing services in order to strengthen provision across all of the hostels reflects the council’s determination not only to continue to meet its statutory duties of care but also enhance the safeguarding and wellbeing of hostels’ residents by improving their experience of the service and build empathy and trust.

RECOMMENDATIONS

1. The Cabinet approves the procurement strategy outlined in this report for the Supported Hostels security contract at an estimated annual value of £1.105m for a period of three years with the option to extend by a further period of up

to two years, making a total estimated contract value of £5.525m.

2. The Cabinet approves the delegation of the Gateway Two award decision report to the Strategic Director of Housing in consultation with the Cabinet Member for Council Homes.

REASONS FOR RECOMMENDATIONS

3. The reasons for the recommended procurement approach are detailed in paragraphs 29 and 30 of this report.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

4. The alternative options considered for this procurement are set out in paragraphs 18 to 28 of this report.

POST DECISION IMPLEMENTATION

5. Once the recommendation(s) within this report have been approved:
 - i. There will be a procurement process followed by the award of a single contract.
 - ii. The details of the planned contract management and monitoring regime are set out in paragraphs 82 to 89 of this report.
 - iii. The timeline for implementation of this report is set out within the body of the report at paragraph 43.

BACKGROUND INFORMATION

6. The council currently operates five supported hostels in the Borough. Support is provided to residents living in these supported hostels for a range of complex support needs from domestic violence, substance misuse, mental health and offending.
7. The council insourced three of these Mental Health Homelessness Hostels in April 2022. Security at these three hostels is currently provided by the supplier that used to work for the previous hostels' service provider. Security at the remaining two hostels is provided under a separate free-standing contractual arrangement with the council's facilities management contractor's security services sub-contractor via the council's Corporate Facilities Management (CFM) Department.

Summary of the business case/justification for the procurement

8. There is a contractual need to re-provision three of these services and an opportunity, by simultaneously re-tendering the remaining two, to reshape and enhance provision for meeting the complex needs of residents with mental health, domestic violence and substance misuse issues.

9. This procurement will not only enable the council to continue to meet its statutory duties under the Care Act 2014 but with more specialist support enhance the wellbeing of the residents living in its supported hostels. It would also create greater scope for interoperability (e.g. experienced cover for security staff during vacancies, sickness and other periods of absence) and uniformity of approach across the hostels.

Summary of the requirement

10. The core focus of the service is on ensuring that vulnerable adults residing in the supported hostels are provided with the right level of security in terms of operative's skills and expertise as well as staffing numbers, to safeguard them and to meet their needs.
11. The principal duty of the guards (minimum of two per premises) is to control access to the hostels out-of-hours and enforce the schemes' rules by, among other things, ensuring that no unauthorised persons or unwarranted overnight visitors gain access to the building, carrying out building, fire-safety and welfare checks on the most vulnerable occupants, responding to harm minimisation and other medical and emergency situations and combatting noise and other forms of anti-social behaviour when the support staff working day ends.
12. The proposed contract would be for a maximum period of five years.

Market considerations

13. As part of their market research, officers investigated the marketplace for security services. This included examining those Soft Facilities Management (security) framework agreements open for use by councils and other public authorities and conducting a desktop review of the companies listed on them. Officers also contacted another London council which directly employs security for its insight. As part of the procurement process, the council also held preliminary market engagement meetings on 25 and 26 September 2025 with some 18 potential suppliers who expressed an interest in discussing the procurement opportunity.
14. Research suggests that the marketplace for security services is robust and comprises a mix of national and regionally based public, private and social enterprise suppliers specialising in safeguarding and delivering security services to vulnerable adults in Supported Housing or similar sensitive environments. Whereas officers did not identify any micro-suppliers or locally based suppliers during their investigations, there are thought to be both small and medium-sized suppliers of security services operating within the Borough.
15. Under the Procurement Act 2023 (PA2023) and the National Procurement Policy Statement the council must consider whether there are opportunities to tender the contract in order to make it more attractive to SME or Voluntary, Community and Social Enterprises (VCSE) and whether any barriers to entry

can be reduced. Following analysis and feedback from the market engagement, splitting the whole service into lots would be uneconomic and too impractical a course of action for this procurement when there are so few hostels in number, little to differentiate between them requirement-wise, and the council is looking for greater interoperability, synergies and consistency of approach having had the experience of two separate contracts these past few years.

16. Given the particular needs of this cohort of residents, prospective suppliers will importantly, need to demonstrate that they have the specialist and complex skills and experience required for safeguarding vulnerable adults and providing security services within Housing, Foyer or Social Care environments.

KEY ISSUES FOR CONSIDERATION

Options for procurement route including procurement approach

17. The following procurement options have been considered:

Option 1: 'Do Nothing'

18. The hostels cannot be left unguarded at night, weekends or Bank Holidays without placing the vulnerable residents living there at considerable risk. Should a contract to provide security services not be procured, then the cover would need to be provided by other hostels' staff employed by the council or temporary cover. This would place undue financial and other burdens on the council and its staff and is not recommended.

Option 2: Carry on with the current arrangements

19. Under this approach, existing contractual arrangements would continue. However, this would fail to address the rationale set out at paragraphs 8 and 9 of this report and do nothing to enhance the safety and wellbeing of the residents living there. This option is not recommended.

Option 3: Insourced provision

20. There are benefits to in-house delivery, supported by the experience of the other London council officers consulted. That council found it has given them more control to set standards of delivery, upskill staff and directly control the performance of its service. It would also make it easier to integrate security staff into the rest of the hostels' team and for management to develop an ethos across the service as a whole.
21. However, the council does not currently have direct experience of developing and delivering in-house security services. The Housing Senior Management Team took the factors needed to develop such provision into consideration when weighing its options but concluded that it would involve a significant cost outlay and prove far costlier, labour-intensive and time-consuming to set up and manage in the long run.

22. Lack of capacity to deliver within the current operational structure also means that the council would need to recruit new staff, which based on the other council's challenges of attracting staff with the requisite skills and experience, could mean that the council might need to turn to agency/ temporary staff to provide the service, which would not be cost-effective or address the need for consistency.
23. The experience of the other London council also indicates that a directly employed service would be a more expensive option once training, support and other on-costs are added to base salaries. In addition, the council would need to create another managerial layer to supervise, manage staff, and to oversee and support their day-to-day operations. It was, therefore, concluded that it would be cheaper, in this instance, to outsource.
24. Based on this appraisal, bringing these services in-house is not recommended particularly when the market already has established processes, procedures and staffing structures they can bring and adapt to meet the council's needs.

Option 4: External Procurement via a Framework Agreement

25. Two Soft Facilities Management (FM) frameworks that the council could use to meet its requirements were identified. Eastern Shires Procurement Organisation (ESPO) (Reference 347_22, Lot 9A) and the Crown Commercial Services (CCS) (RM6257, Lot 2) have both developed a "Framework Agreement for Security Services" that public contracting authorities can use to appoint a supplier of security services via either a direct-award or mini-competition.
26. Suppliers and their employees on both frameworks are licensed by the Security Industry Authority (SIA), apply pre-agreed terms and conditions to all orders and all of them offer some form of Social Value benefits. There are 16 suppliers listed on the Crown Commercial Services framework compared to ESPO's 21, including the current supplier at two of the hostels.
27. However, having viewed the websites of all 37 suppliers listed, many of them appear more involved in educational than housing or care settings, the retail and leisure sector or primarily or solely provide a technological solution (CCTV monitoring, etc.). They also seem to offer more traditional concierge/guarding services rather than the specialist provision for which the council is looking. For this reason, and that the council is looking for a supplier with empathy for, and experience of, working with this particular cohort of vulnerable adults, the framework option is not recommended.
28. Under the framework approach, the council would also be precluding a number of suppliers specialising in Housing environments and/or which clearly do have a focus on safeguarding vulnerable adults, but which are not listed on or able to apply to be on either of the two aforementioned frameworks.

Option 5: Competitive Tender

29. Security services fall under the “light touch” provisions of the PA2023. There are exceptions and special provisions in the PA2023 that result in more flexibility and fewer rules regulating how procurement is carried out for light touch contracts. Advertising a competitive tender should ensure that suppliers accustomed to delivering safeguarding and security services in Housing environments with a focus on safeguarding vulnerable adults, which understand trauma informed approaches to safeguarding such residents, and have developed bespoke and specific training in these areas, are able to bid thereby ensuring the best possible outcomes for residents and council alike.
30. Additional benefits of this approach are as follows:
- As the Preliminary Market Engagement in September 2025 revealed, the supplier market is established in providing this type of provision, so a tender process is likely to be successful.
 - The ability of suppliers to bring expertise and learning from current delivery elsewhere is likely to benefit Southwark’s hostels.
 - Suppliers are aware of and geared towards the challenges of attracting and retaining staff of the right type in this sector.
 - Some suppliers will also be able to draw on reserve pools and/or move staff around to meet any staffing gaps.
 - Suppliers are likely to be able to mobilise quickly.
31. There are two tendering procedures available under the PA2023 – Open and Competitive Flexible.
- a. **Option 5a: Open Procedure:** Open is a one-stage process where the Procurement Specific Questionnaire (PSQ) and tenders are returned together and have to be assessed at the same time. Based on the interest generated at the Preliminary Market Engagement event, this would require a substantial period of time to be set aside by officers to assess all of the anticipated tender submissions at the same time that they should be running and overseeing the hostels. This option is not recommended.
 - b. **Option 5b: Competitive Flexible Procedure:** This option proposes the use of a Competitive Flexible procurement procedure. This is a multi-stage procedure which includes the use of a PSQ which serves as the first-stage assessment. The PSQ enables assessment of various minimum standards such as eligibility, criminal activity, health and safety, equalities and procurement specific questions against pre-determined thresholds, ensuring that only suppliers who meet the required standards are shortlisted prior to the council issuing the Invitation to Tender (ITT).

Proposed procurement route

32. The proposed procurement route is the Competitive Flexible Procedure using a simple two stage process, structuring the award of the contract around one single contract across the five schemes due to the specialist nature of the provision as well as the similarities of these hostels, their functions, overall requirements and geographical proximity to each other.
33. This approach supports manageability while still ensuring that suppliers of varying sizes, including smaller and more locally focused organisations, have a fair opportunity to participate in the tender alongside larger national and regional suppliers.
34. The proposed procurement strategy has also been developed to take account of the needs for a bespoke approach and for specialist suppliers capable of delivering high quality, person-centred support in a hostel/foyer or care-setting environment. This includes a proven track record of working with individuals with Mental Health issues and/or histories of substance misuse, including profound, complex, and behavioural challenges. Ultimately, the aim of this refocused service is not only to continue to safeguard residents but also improve resident's health and wellbeing and promote greater independence and inclusion.

Identified risks for the procurement

35. The following risks have been identified together with the likelihood of their occurrence and the controls in place to mitigate the risks:

R/N	Risk Identification	Likelihood	Mitigation
R1	Timescale to re-procure the service slips.	Medium	There is a project timeline in place and dedicated resources to ensure procurement remains on track.
R2	A lack of suitable quality bids resulting in the council being unable to award the contract due to quality concerns	Low	Research, including premarket engagement undertaken by the council indicates that there will be interest in the contract. Positive communication with existing and potential suppliers will ensure a competitive process. Expectations will be clearly set out and

R/N	Risk Identification	Likelihood	Mitigation
			without ambiguity within the tender documentation. The evaluation processes will be robust and rigorous to ensure that quality standards are drawn out from the supplier
R3	Bids are higher than the budget	Medium	Suppliers reported growing financial pressures due to inflation, increases in the London Living Wage, and rising National Insurance contributions during the Preliminary Market Engagement. Information from another council and the costs of the current security provision have been fed into the cost model to produce as accurate as possible an estimate of the cost of this contract. The contract will include an Annual Price Review mechanism to support long-term sustainability.

Key / Non-Key decisions

36. This report deals with a key decision.

Policy Framework Implications

37. With safeguarding and wellbeing at its heart, this procurement contributes to the vision of Southwark 2030 strategy that “together we will build a fair, green and safe Southwark where everyone can live a good life as part of a strong community”.

38. This procurement contributes to the council's Delivery Plan 2025-26's objectives of "delivering high quality, accessible services that meet the needs of all residents".
39. This procurement complies with key elements within the Southwark 2030 Procurement Framework, including the National Procurement Policy Statement (NPSS). In particular the proposed procurement route is intended to deliver the NPSS overarching priority to achieve Value for Money, to maximise public benefit, and to have due regard to reducing the barriers to SMEs participating in this procurement.
40. Partnership working has been considered for this procurement. The council has conducted a pre-market engagement exercise in order to share information with suppliers in an open way and to maximise the council's support for innovative solutions. The selected approach seeks to give SMEs and VCSEs a fair chance to participate in this contract in order to maximise procurement spend with those entities.
41. Through the standards required by suppliers in the PSQ and contract documents, the council will ensure that suppliers are committed to providing high quality jobs, safe and healthy working conditions, fair pay, and opportunity and progression for workers. The council's contract documentation will also ensure that supplier comply with laws; and the council will follow its own internal policies and procedures for this procurement in order to deliver value for money and stronger outcomes.
42. This contract will support the council's Climate Resilience and Adaption Strategy 2024 through encouraging suppliers towards zero emission vehicles where possible and other green initiatives (see paragraph 70).

Procurement Project Plan (Key Decisions)

43. The key activity and target dates are as follows:

Activity	Complete by:
Enter Gateway 1 decision on the Forward Plan	28/11/2025
DCRB Review Gateway 1	24/11/2025
CCRB Review Gateway 1	04/12/2025
CMT Review Gateway 1	23/12/2025
Brief relevant cabinet member (over £100k)	15/12/2025
Notification of forthcoming decision – Cabinet	21/01/2026
Approval of Gateway 1: Procurement strategy report	02/02/2026
Scrutiny Call-in period and notification of implementation of Gateway 1 decision	10/02/2026
Completion of tender documentation	13/02/2026
Publication of Tender Notice on Find a Tender	18/02/2026
Closing date for receipt of expressions of interest	20/03/2026
Completion of short-listing of applicants	27/03/2026

Invitation to tender sent	31/03/2026
Closing date for return of tenders	28/04/2026
Completion of any clarifications meetings/presentations/ interviews	19/05/2026
Completion of tender assessments	22/05/2026
Forward Plan Gateway 2	Decision in July 2026
DCRB Review Gateway 2	12/06/2026
CCRB Review Gateway 2	02/07/2026
Notification of forthcoming decision period ends	20/07/2026
Approval of Gateway 2: Contract Award Report	21/07/2026
End of scrutiny Call-in period and notification of implementation of Gateway 2 decision	28/07/2026
Voluntary Contract Award Notice published and debrief letters sent	29/07/2026
Voluntary eight-day Standstill Period ends	06/08/2026
Contract award	07/08/2026
Add to Contract Register	14/08/2026
TUPE Consultation period (if applicable)	18/09/2026
Publish Contract Details Notice on Find a Tender	14/08/2026
Contract start	01/11/2026
Initial contract completion date	31/10/2029
Contract completion date – (if extension(s) exercised)	31/10/2031

TUPE/Pensions implications

44. Contractors' staff currently providing the service may have TUPE rights to transfer to a new supplier. The procurement process will take this into account. Endeavours to identify the current suppliers' workforce will take place prior to the tender notice being published. This information will, if made available, be provided to potential suppliers on an anonymised basis following completion of a confidentiality undertaking as they are likely to need to take this information into account in developing their tender submission. There will be no TUPE or pensions implications for the council as there are no council staff employed in the delivery of these services.

Development of the tender documentation

45. The Service Manager for Supported Hostels is developing the tender pack documentation. The themes and trends from the current contracts' performance and Preliminary Market Engagement event will also be used to inform this work.
46. The specification will also require the successful supplier to work in close partnership with the council to ensure that residents receive a high-quality security service and are able to live their lives in a way that reflects their individual choices, preferences and aspirations.

47. Standard council terms and conditions for services provided by the legal contracts team will be used.

Advertising the contract

48. The contract will be advertised by way of an official notice published on the national platform: Find a Tender Service. The opportunity will also be advertised on the London Tenders Portal via the council's e-procurement system.
49. Suppliers that took part in the Preliminary Market Engagement will also be contacted, reminding them of the opportunity when the advert appears.

Evaluation

50. The council will use a price /quality weighting where Price is worth 50%, Quality is worth 40% (including 3% for equality, diversity and inclusion (EDI)) and Social Value is worth 10%. This will allow the procurement to ensure the appointment of the supplier who can best demonstrate evidence of a quality service as well as value for money and the importance the council places on social value.
51. The assessment will comprise three stages:
- a. **Stage One – Compliance Check**
This is a process to ensure that all the requirements of submitting a tender have been met.
 - b. **Stage Two the Procurement Specific Questionnaire (PSQ) Stage.**
The PSQ will be used to pre-qualify bidders and ensure that bidders have the required legal and financial standing, technical capability, compliance, accreditation and expertise. The ranking of participants based on the scores obtained in the assessment of the PSQ will be used to select a minimum of five companies to be invited to tender.
 - c. **Stage Three Tender Assessment Stage.** This part of the assessment is based on method statements covering key elements of the service specification such as quality of service delivery; service outcomes; innovation; partnership working; workforce development and training; mobilisation; and social value and an assessment of suppliers' responses to those statements. In responding, suppliers will need to evidence that they can meet the needs of and demonstrate empathy towards this specific cohort. In addition, the bidders' Pricing submissions will be assessed.
52. Each method statement response will be scored on a scale between zero (cannot be scored) and five (excellent response) individually by panel members. The panel will then meet and a moderated score agreed for each response.

53. The scores for quality, price and social value will be added together to form a total score. The bidder with the highest score will be selected as the preferred supplier.
54. The contract will also include a clause outlining the Annual Price Review process.
55. The Procurement Specific Questionnaire (PSQ) will be assessed by council officers from Housing, Finance and any other appropriate stakeholder teams. In Stage Three, the assessment will primarily be undertaken by officers from Housing Needs and Support and Supported Hostels operations. The Pricing submissions will be evaluated by finance staff.

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

Community impact statement

56. Supported Hostels are essential services for supporting some of Southwark's most vulnerable residents to live well and independently, thereby preventing the need for more costly forms of care such as residential care or periods of hospitalisation. This contract is a key tool for the council to continue to ensure not only that the appropriate provision is in place across the supported hostels to keep the residents safe, but with more specialist and focused support on residents' needs to enhance their wellbeing as well as potentially reduce levels of anti-social behaviour, tackle homelessness and reduce begging by providing a supported environment in which for them to live.

Equalities (including socio-economic) impact statement

57. Pursuant to section 149 of the Equalities Act 2010 the council has a duty to have due regard in its decision-making processes to the need to:
 - a. Eliminate discrimination, harassment, victimisation or other prohibited conduct.
 - b. Advance equality of opportunity between people who share a relevant protected characteristic and those who do not.
 - c. Foster good relations between those who share a relevant characteristic and those that do not share it.
58. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. The Public Sector Equalities duty also applies to marriage and civil partnership, but only in relation to the first point above.
59. The equalities issues arising from this procurement are considered in the Equality Impact Needs Assessment (EINA), which is attached to this report at Appendix 1. Key recommendations include building improvements into the new service specification, collecting data on ethnicity, and enhancing the risk

assessment process.

60. As part of the equalities' considerations for this procurement, suppliers will be required to demonstrate that any staff employed by them at the hostels will have completed a range of mandatory equalities training as well as courses targeted at safeguarding those with the above-mentioned protected characteristics. They must also employ staff with specific skills in supporting vulnerable adults with mental health and substance abuse issues and adhere to safeguarding policies and protocols as set out in the service specification. Suppliers will also, for example, be expected to ensure their complaints process is made available to residents upon request, in an accessible format.
61. As the EINA highlights, officers are not anticipating any negative impacts for residents. The procurement is expected to have a positive impact on people in supported hostels in Southwark in that the contract aims to improve residents' quality of life by setting clear expectations for high-quality, person-centred services within the service specification and ensuring accountability through robust contract monitoring. The specification will require the supplier to be supportive of and empathetic towards residents.
62. The approach will moreover support residents including those from ethnic minority backgrounds and underrepresented groups who face multiple and intersecting barriers within the care and support system, maintain their independence, and stay safe in their community. In addition, it will promote local employment opportunities, and support improvement of socio-economic deprivation by requiring suppliers to pay the London Living Wage.
63. One of the key actions to help reduce inequalities is to ensure that the council collects and maintains comprehensive data on people within its supported hostels disaggregated across all protected characteristics. The council will need to ensure that data captured is compared to both the wider housing population, as well as the general population, to measure if there are any unduly negative impacts on this population, so that officers can act if appropriate to reduce such impacts. Contract monitoring will also be paramount in ensuring the supplier engages with and demonstrates empathy for residents to help improve services and support the most vulnerable within the hostels.
64. In addition, security staff, as testified to during the Preliminary Market Engagement, face challenges as part of their work, particularly those from Black, Asian and minority ethnic backgrounds. The specification will require suppliers to support their staff who experience discrimination or harassment and have non-discriminatory recruitment and retention policies in place.

Health impact statement

65. The council's Supported Hostels support some of the borough's most vulnerable residents to live independent and healthy lives in the community for as long as possible.

66. This service is critical to the health and wellbeing of supported hostels residents. A well-run service that shows consideration and compassion towards the vulnerable people living there will ensure that they are safe and well looked after. By contrast, a service that is not responsive or sensitive to the needs of the residents can create negative experiences and environments that may leave lasting impacts on their mental health and wellbeing and ability to function independently or even place their lives at risk.
67. Enhancements to the current security provision across the supported hostels would lead to improvements in safeguarding and are, therefore, expected to have a really positive impact on the overall health and well-being of the cohort of residents living in our supported hostels, many of whom need extra support to live well in the community.
68. Supported Hostels residents often face discrimination and inequalities in other areas of their lives, including health. This procurement has the potential to contribute positively by addressing some of these disparities. By embedding welfare checks and harm minimisation into service expectations, and by supporting people to navigate and access health services, particularly in a medical emergency, the supplier contracted through this procurement can play a vital role in improving health outcomes and life expectancy for supported hostels residents in Southwark, some of whom are known to die significantly earlier than the general population.

Climate change implications

69. While the primary focus of this procurement is on improving outcomes for residents of supported hostels, there are indirect opportunities to support the council's climate and environmental goals.
70. Where possible, the specification will promote environmentally responsible service delivery, aligning with the council's climate action commitments. Tenderers will be required to describe their actions towards climate improvement. As a minimum, suppliers will be expected to have environmental policies in place, and this will be included in the specification as a requirement. The successful supplier will be expected to ensure all staff understand the importance of climate-friendly practices and are equipped with the knowledge to implement these practices. They will be encouraged to engage in the following practices that support climate change:
- a. To use transportation with a reduced carbon footprint, including public transport, walking, cycling, use of electric or hybrid vehicles or carpooling.
 - b. To optimise route planning through use of software, to reduce unnecessary journey length.
 - c. To identify energy-saving opportunities such as turning off appliances that are not in use.
 - d. To minimise use of single-use plastics.

- e. To encourage staff to recycle.
- f. To prioritise environmentally friendly and ethically sourced products.
- g. To adopt paper-less systems for documentation and communication.

Social Value considerations

71. 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 details of how social value will be incorporated within the tender are set out in the following paragraphs.
72. Social value commitments will be required from the supplier and included as a part of the contract. The council's Social Value framework will be used to identify and track during contract management, that commitments made during the tender process are being delivered under the proposed contract.
73. As part of tender preparations, officers have completed an assessment of the local community and service needs relevant to the contract ahead of publishing the tender. The following menu of Social Value measures have been selected as potentially applicable to this contract. The final list of Measures will be sent to suppliers as part of the tender pack. Suppliers will be asked to complete the commitments proposed to form the basis of the social value evaluation:

Southwark 2030	Goal Measure	Measure
A good start in life	NT4	Employees recruited who are Not in Education Employment or Training (16–24-year-old)
A good start in life	NT8	Support for students at local educational institutions
A good start in life	NT13	Meaningful paid work placements
A strong and fair economy	NT1	Local people employed or retained
A strong and fair economy	SC8	Proportion of local workforce who are Black, Asian and minority ethnic
A strong and fair economy	NT3	Long-term unemployed people recruited
A strong and fair economy	NT9	Accredited training for new employees
A strong and fair economy	NT10	Employment of new apprentices
A strong and fair economy	NT18	Spend with local companies in the supply chain
A strong and fair economy	NT19	Spend with local SMEs in the supply chain
A strong and fair economy	SC10	Proportion of local SME spend with organisations led by underrepresented groups

Southwark 2030	Goal Measure	Measure
A strong and fair economy	SC11	Accredited London Living Wage employer
Staying well	SC12	Comprehensive physical and mental wellbeing programmes are accessible for all staff working on the contract
Staying well	SC14	Support for initiatives which promote community health and wellbeing
A healthy environment	SC16	Support for initiatives which tackle the climate emergency
Decent Homes for All	SC1	Support for initiatives to tackle homelessness and rough sleeping

Economic considerations

74. The council is an officially accredited London Living Wage (LLW) Employer and is committed to ensuring that, where appropriate, suppliers engaged by the council to provide services within Southwark pay their staff at a minimum rate equivalent to the LLW rate.
75. Suppliers in their method response will need to confirm that they will pay at least the LLW to all staff employed via the contract. Requiring the successful supplier to pay its staff a minimum of the LLW will help support workers and support the local economy. It also recognises the skills and competencies that security staff deploy in order to keep vulnerable individuals in supported hostels safe and well.
76. In addition to the above mandatory requirement, the contractor will be required to indicate other economic measures they will provide as part of their social value commitments. Please refer to paragraph 73 above.

Social considerations

77. The successful supplier will also need to ensure that accredited training is available to all staff. This 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 and provide opportunities for work experience, helping participants build critical skills while creating an inclusive and diverse workforce.
78. Where possible, the prospective supplier will be expected to employ staff members who live close to the schemes at which they are employed so as to ensure that they are able to attend punctually and regularly, particularly in periods of severe weather, and are also familiar with the area and the community they will safeguard and serve.
79. This procurement also supports delivery of the goals of 'decent homes for all' and 'staying well', through improving the quality assurance and oversight of our supported living provision, and the requirement for the successful

suppliers to support people to access health services in a timely and critical fashion through their prompt intervention in medical emergency situations and the administration of naloxone.

Environmental/Sustainability considerations

80. Contractors will also be required to indicate the environmental and sustainability measures they will provide as part of their social value commitments.
81. There are, however, no foreseen negative environmental or sustainability implications from this procurement.

Plans for the monitoring and management of the contract

82. 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.
83. The Service Manager Supported Hostels will lead on contract management and monitoring of the commissioned service and compliance with Contract Standing Orders including submitting annual performance review reports. Managing and monitoring of the contract will cover:
 - a. Plans for the transition from the old to the new contract
 - b. Compliance with the specification
 - c. Performance measurement of the supplier
 - d. Agreed service development plans for continuous improvement
 - e. Reviews of reported incidents in the supported hostels
 - f. Analysis of on-going engagement/feedback with residents on service experience and resident satisfaction.
84. The successful supplier will be required to provide monthly performance information and attend monthly reviews for at least the first year of the contract. There will also be a formal annual review of performance over the first three years of the contract before a decision is made over any extensions. The supplier will be expected to submit activity and performance data to the council via a standardised Data Return spreadsheet within ten working days of month end. Simultaneously, the supplier will be expected to submit data detailing incidents, issues or concerns monthly.
85. The Supported Hostels Team will undertake regular reviews planned or responsive to issues and/or concerns raised with the delivery or performance of this contract. Visits can be announced or unannounced. The council may also spot check and audit service documents and provision to ensure contract compliance and quality assure practice throughout the life of the contract.

86. The following Key Performance Indicators (KPIs) amongst others will be included within the contract:
- a. Service Delivery. Agreed staffing levels at each of the hostels to be delivered 100% of the time and to the standard specified throughout the lifetime of this contract.
 - b. Safeguarding. Supplier must employ 100% of staff with the skills, qualifications and training specified in this contract to safeguard and support this cohort of residents evidenced via monthly reporting of accreditation status of company and each member of staff employed on this contract as well as proof of the currency status of their training and qualifications, and by testing and example in practice.
 - c. Reporting. 100% of activity and performance data to be accurate and 100% of reports to be shared within an agreed timeframe (ten working days of the end of each month) and via a standardised Data Return format.
 - d. Compliance. 100% adherence to compliance with regulatory standards (supplier and its staff employed on this contract to hold the necessary security and other accreditations specified in the contract) and to adherence to relevant council policies and procedures throughout the lifetime of the contract.
 - e. Social Value. Delivery of social value commitments across the term of the contract.
 - f. Customer Satisfaction. The supplier is to conduct annual surveys each March in order to monitor whether residents feel treated with dignity and respect and feel safe and comfortable with the security service that they are receiving: 80% agree or strongly agree (year 1) 85% agree or strongly agree (year 2) 90% agree or strongly agree (year 3).
87. Key performance indicators and softer performance indicators will be reviewed on a monthly basis throughout the life of the contract, with outcomes reviewed annually following an annual resident survey.
88. Consistent failure to meet key performance indicators (KPI) may result in early termination of the contract.
89. The mobilisation will be managed by operational staff within the Housing Needs and Support division.

Staffing/procurement implications

90. There are no staffing implications for the council arising from this contract. The Director Housing Needs and Support is resourcing the delivery of this programme of work and there are sufficient staff to carry out the procurement, contract management and monitoring functions.

Financial implications

91. The estimated contract value across all five schemes including and excluding VAT is:

	Cost excluding VAT	Cost inclusive of VAT
Estimated total cost	£5.525m	£6.630m

92. However, it is important to note that the estimated total contract value has been calculated based on projected number of 'core' support hours allocated to each scheme and represents the minimum level of support required to meet the collective needs of all residents as follows:
- a. The minimum level of staff 'on duty' will be for each of the five hostels (108 hours x five hostels x two people per week), as this will inform the benchmark in terms of what we should and could be paying. Suppliers will need to factor in supervisor/float for each shift to cover guards going on their breaks and any other additional costs. The council does not anticipate changes in that core support need.
93. Overall the contract expenditure is expected to be broadly the same as now, although there is likely to be movement in costs across the hostels dependent on the current suppliers. Re-tendering would lead to a more consistent standard of service provision and hopefully provide more transparency on the current cost arrangements. This sits within Housing services (both Housing Revenue Account (two hostels) and General Fund (three hostels)).
94. The cost of the security service is fully recoverable through service charges to residents. Following the implementation of a single contract, income and expenditure budgets will need to be realigned to reflect the revised service delivery model.
95. The security costs that are included within the residents' service charges and are eligible for housing benefit provided they are reasonable. The majority of these residents are on full housing benefit due to the nature of the service. Going forward, these charges will be reviewed annually and any changes to the cost of the contracts should be incorporated and fully recovered via these service charges assuming the hostels have minimal voids periods.
96. It is also expected that there will be an annual uplift and possible changes to LLW, which are not included in the current estimated cost. The exit strategy for the security service will be based on an agreed notice period between the parties, confirmed at the point of award. This notice period will apply at the end of the contract or in the event of early termination for any reason, allowing sufficient time for an orderly transition and continuity of service.

Investment implications

97. There are no investment implications.

Legal implications

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

Consultation

99. As this tender does not represent a change to the services the council offers to hostel residents, there is no need for formal consultation to consider the proposal. However, there will be communication and engagement with residents to inform them of the proposed changes.

Other implications or issues

100. None.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Resources (PFS-Housing 25/095)

101. The Strategic Director of Resources notes the recommendation to approve the procurement strategy for the Supported Hostels security contract at an estimated annual value of £1.105m for a period of three years with the option to extend by a further period of up to two years, making a total estimated contract value of £5.525m.
102. As outlined in the financial implications, the costs of the contract will be recovered through residents' service charges, which are eligible for housing benefit. Therefore, provided that the hostel void periods remain minimal, there should be little to no financial impact on the Council. It is also important to note that contract will be subject to annual inflationary uplifts and changes in London Living Wage.

Head of Procurement

103. This report seeks approval from Cabinet to undertake a full procurement process under the light touch provisions of the Procurement Act 2023 for the provision of security services in the council's hostels at an estimated cost of £1.105m per year for a period of three years with the option to extend by up to a further two years making a total estimated contract value of £5.25m, with an estimated contract start date of 1 November 2026.
104. Cabinet is asked to delegate the approval of the Gateway Two report to the Strategic Director of Housing in consultation with the Cabinet Member for Council Homes.
105. Cabinet notes that the procurement route is detailed in paragraphs 32 to 33 and 45 to 55 with the project plan in paragraph 43 and with the risks detailed in paragraph 35. The impact on community, equalities, health and climate change is detailed in paragraphs 56 to 70. The required social value

commitments are described in paragraphs 71 to 81 including an intention to require payment of at least the London Living Wage in paragraph 75. The proposed monitoring and management of the contracted service is detailed in paragraphs 82 to 89.

Assistant Chief Executive – Governance and Assurance (Con/US/10/12/2025)

106. This report seeks Cabinet approval for the procurement strategy outlined in this report for the Supported Hostels Security contract at an estimated annual value of £1.105m for a period of three years, with the option to extend by up to two further years, making a total estimated contract value of £5.525m.
107. Cabinet is requested to approve the GW2 decision of the award of the Supported Hostels Security contract be delegated to the Strategic Director of Housing in consultation with the Cabinet Member for Council Homes.
108. The services to be procured fall within the scope of “light touch” services as defined under the Procurement Act 2023 (PA 2023). The council intends to follow a Competitive Flexible Procedure as noted in paragraph 32, which meets the requirements of the PA 2023.
109. Cabinet’s attention is drawn to the Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010, which requires public bodies to have due regard, when making decisions, to the need to eliminate discrimination, harassment, victimisation or other prohibited conduct, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not share it. Cabinet is specifically referred to the equalities (including socio-economic) and health impacts at paragraphs 57 to 68 of this report setting out the consideration that has been given to these issues, which should be considered when approving the recommendation in this report.

Chief Digital and Technology Officer (For all contracts involving IT)

110. Not applicable.

Director of Exchequer (For Housing contracts only) (PFS-Housing 25/095)

111. This contract only applies to supported hostels, of which there are no leaseholders and therefore the Leaseholder Act is not applicable. Supported hostel residents typically have a licence and operate with shared spaces and therefore are ineligible for right to buy.

BACKGROUND DOCUMENTS

Background Documents	Held At	Contact
Gateway One Procurement Strategy Provision of Mental Health Homelessness Hostels	Supported Hostels, 160 Tooley Street, London SE1 2QH	Jo Wilson 0207 525 4912
Link: Decision - Gateway 1 - Provision of Mental Health Homelessness Hostels - Southwark Council		

APPENDICES

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

AUDIT TRAIL

Cabinet Member	Councillor Portia Mwangangye, Council Homes	
Lead Officer	Candida Thompson, Director Housing Needs and Support	
Report Author	Jo Wilson, Supported Hostels Manager, Housing and Wayne Haywood, Project Manager, Supported Hostels	
Version	Final	
Dated	21 January 2026	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Resources	Yes	Yes
Head of Procurement	Yes	Yes
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Director of Exchequer (For Housing contracts only)	Yes	Yes
Contract Review Boards		
Departmental Contract Review Board	Yes	Yes
Corporate Contract Review Board	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		21 January 2026

APPENDIX 1

Equalities Impact and Needs Analysis – Gateway 1 Procurement Strategy Approval
Security Cover in Supported Hostels



Supported Hostels Security Equality Impact and Needs Analysis

Guidance notes

Things to remember:

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

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

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

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

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

The public will be able to view and scrutinise any equality analysis undertaken. Equality analysis should therefore be written in a clear and transparent way using plain English. Equality analysis may be published under the council's publishing of equality information or be present with divisional/departmental/service business plans. These will be placed on the website for public view under the council's Publications Scheme.

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

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

Whilst the equality analysis is being considered, Southwark Council recommends considering implications arising from socio-economic disadvantage, as socio-economic inequalities have a strong influence on the environment we live and work in. As a major provider of services to Southwark residents, the council has a policy commitment to reduce socio-economic inequalities, and this is reflected in its values and aims. For this reason, the council recommends considering impacts/needs arising from socio-economic disadvantage in all equality analyses, not forgetting to include identified potential mitigating actions. **The council has adopted the Socio-Economic Duty as part of its overall equality, diversity**

and inclusion policy commitments in the Southwark Equality Framework. This requires us to ensure we do not make any conditions worse for those experiencing socio-economic disadvantage through our policies and practices.

Section 1: Equality impact and needs analysis details

Proposed policy to which this equality analysis relates	Supported Hostels Security
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Equality analysis author	Jo Wilson, Service Manager Supported Hostels				
Strategic Director:	Hakeem Osinaike, Strategic Director of Housing				
Department	Housing Services	Division	Housing Needs and Support		
Period analysis undertaken	October 2025				
Date of review (if applicable)	October 2026				
Sign-off	Robertson Egueye	Position	Head of Accommodation and Support	Date	4 November 2025

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

1.1 Brief description of decision

1. The council currently operates five supported hostels in the Borough. Support is provided to residents living in these supported hostels for a range of complex support needs from domestic violence, substance misuse, Mental Health and offending.
2. Security services at the hostels are due to be re-provisioned.
3. The council wishes to take the opportunity re-tendering the contract presents to strengthen its security provision across all its supported hostels such that the core focus of future provision is on ensuring that vulnerable adults residing in the

supported hostels are provided with the right level of security to safeguard them and to meet their support needs.

Relevant data, research and consultation

4. Information on protected characteristics is collected during registration of the tenancy, periodic surveys including data gathered as part of routine Supported Housing Improvement Programme (SHIP) and NROSH (the Regulator for Social Housing (RSH)) reporting. Information is also available through the census. In 2023 the council produced a Health Impact Assessment to inform its future housing investment programme.
5. The contract performance will be subject to ongoing monitoring and oversight through new and existing forums. The security supplier will also be expected to carry out regular consultation/ engagement/feedback with residents, to help understand the type of service residents would like provided, and that quality is sufficient – hopefully this would overall help increase satisfaction.

Proposed changes

6. The proposal reflects our determination to improve the experience of tenants and leaseholders by strengthening the way we manage the hostels, keep residents safe and informed of what they can expect and how we are performing, as well as meet our legal and regulatory duties. The main reasons for a physical security guard presence on these sites are to protect and support the vulnerable residents living there by providing controlled access to the hostels out-of-hours and enforcing the schemes' rules such as preventing unauthorised overnight visitors, ensuring compliance with noise levels and other forms of anti-social behaviour when the support staff working day ends.
7. So, this is about really providing greater consistency in standards of service provision across the supported hostels and an empathetic contract in which those providing security cover on the ground understand that residents, however they might be presenting, are vulnerable and could suffering with quite extreme trauma and that needs to be always respected.

Section 3: Overview of service users and key stakeholders consulted

2. Service users and stakeholders

Key users of the department or service	There are places for up to 202 supported hostels residents.
Key stakeholders were/are involved in this decision	Cabinet Members Strategic Director of Housing Housing Directors

Section 4: Pre-implementation equality impact and needs analysis

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

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

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

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

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

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

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

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

Age - Where this is referred to, it refers to a person belonging to a particular age (e.g. 32-year-olds) or range of ages (e.g. 18 - 30-year-olds).																										
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.		Potential Socio-Economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)																								
<p>The table below summarises the age breakdown of supported hostels residents as compared to the wider population of the borough.</p> <table border="1"> <thead> <tr> <th>Age</th> <th>Borough</th> <th>Supported Hostels</th> </tr> </thead> <tbody> <tr> <td>0-15</td> <td>17%</td> <td>N/A</td> </tr> <tr> <td>16-19</td> <td>4%</td> <td>0%</td> </tr> <tr> <td>20-24</td> <td>8%</td> <td>4%</td> </tr> <tr> <td>25-34</td> <td>24%</td> <td>14%</td> </tr> <tr> <td>35-49</td> <td>23%</td> <td>42%</td> </tr> <tr> <td>50-64</td> <td>16%</td> <td>35%</td> </tr> <tr> <td>65+</td> <td>8%</td> <td>5%</td> </tr> </tbody> </table>		Age	Borough	Supported Hostels	0-15	17%	N/A	16-19	4%	0%	20-24	8%	4%	25-34	24%	14%	35-49	23%	42%	50-64	16%	35%	65+	8%	5%	<p>A greater proportion of older people in supported hostels, though a smaller percentage number than in the borough as a whole, are likely to be in poverty and suffering deprivation, compared to the wider population.</p> <p>The intention of the contract is to raise standards for all the residents; therefore, we anticipate that there will be positive outcomes for all ages.</p>
Age	Borough	Supported Hostels																								
0-15	17%	N/A																								
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20-24	8%	4%																								
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65+	8%	5%																								
Equality information on which above analysis is based		Socio-Economic data on which above analysis is based																								

<p>ONS 2023 data Census 2021 data JSNA/Census data Data gathered as part of routine Supported Housing Improvement Programme (SHIP) and NROSH (the Regulator for Social Housing (RSH)) reporting.</p>
<p>Mitigating and/or improvement actions to be taken</p>
<p>Improvements anticipated include improving the safeguarding standards of hostels, investing in staff training, improving customer services, improving how we listen to residents and how they shape our services, and building trust.</p>

<p>Disability - A person has a disability if s/he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.</p> <p>Please note that under the PSED due regard includes: Giving due consideration in all relevant areas to "the steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities." This also includes the need to understand and focus on different needs/impacts arising from different disabilities.</p>	
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</p>	<p>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</p>
<p>Southwark Council tenants are disproportionately affected by poor health. Almost 1 in 14 rated their health as 'bad' or 'very bad', compared with only 1 in 25 in the borough's overall population.</p> <p>Those living in supported hostels are among the most vulnerable.</p> <p>There are positive health impact and equalities considerations associated with the re-provision of this service for some of Southwark's most vulnerable and chaotic residents through opportunities to improve their health, wellbeing and independence.</p>	<p>Disabled people are more than twice as likely to be unemployed as non-disabled people.</p> <p>40% of council tenant households are deprived in the health and disability category, compared with just over a quarter (26.5%) of all of the borough's households.</p> <p>Many hostels' residents have substance needs and associated mental health issues, from living on the</p>

Encouraging residents to prioritise their health and learn the skills needed to live independently is a critical and necessary stage in their recovery journey.	streets or in very insecure accommodation for many years previously. Of the current cohort, nine residents have a disability and one is registered disabled.
Equality information on which above analysis is based	Socio-economic data on which above analysis is based
ONS 2023 data Census 2021 data Data gathered as part of routine Supported Housing Improvement Programme (SHIP) and NROSH (the Regulator for Social Housing (RSH)) reporting.	
Mitigating and/or improvement actions to be taken	
Housing is a key determinant of health. If we want to address poor health and health inequalities, a focus on the security of supported hostels - as part of a broader, multi-faceted approach - makes sense. Investing in these homes and ensuring their security provides an opportunity to improve health and wellbeing at a substantial scale, enabling homes in which people can 'start, live, and age well'. Good quality homes and safe and stable tenancies are strong factors in health and wellbeing. Conversely, the health impacts of living in poor and unprotected conditions are well documented.	

<p>Gender reassignment: - The process of transitioning from one gender to another.</p> <p>Gender Identity: Gender identity is the personal sense of one's own gender. Gender identity can correlate with a person's assigned sex or can differ from it.</p>	
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
Southwark is the fifth highest ranking local authority in England for residents identifying as trans or non-binary. Within the borough 3,200 residents reporting a gender identity different from their sex registered at birth. Half of these used no specific gender identity term, the rest used 'trans woman',	There are no identified issues from the proposed contract which are considered could disadvantage residents with this protected characteristic on socio-economic grounds, other than the general lack of

<p>'trans man' or 'nonbinary'. Despite having a relatively high proportion of the population with gender identities that differed from sex assigned at birth, the numbers are likely to be underestimates as many residents declined to answer the question.</p>	<p>availability of supported hostel accommodation in Southwark.</p>
<p>Equality information on which above analysis is based.</p>	<p>Socio-economic data on which above analysis is based</p>
<p>ONS 2023 data Census 2021 data Data gathered as part of routine Supported Housing Improvement Programme (SHIP) and NROSH (the Regulator for Social Housing (RSH)) reporting.</p>	
<p>Mitigating and/or improvement actions to be taken</p>	
<p>It is acknowledged that data on this protected characteristic is incomplete and while ongoing efforts will be made to encourage such information being given. There was one hostels resident identifying as transgender.</p> <p>It is expected that the benefits of delivering the contract will help all hostels residents.</p>	

<p>Marriage and civil partnership – In England and Wales marriage is no longer restricted to a union between a man and a woman but now includes a marriage between a same-sex couples. Same-sex couples can also have their relationships legally recognised as 'civil partnerships'. Civil partners must not be treated less favourably than married couples and must be treated the same as married couples on a wide range of legal matters. (Only to be considered in respect to the need to eliminate discrimination.)</p>	
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan</p>	<p>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</p>
<p>The supported hostels are single occupancy.</p>	<p>There are no identified issues from the proposed changes which could discriminate, or disadvantage married couples or those in civil partnerships.</p>

Equality information on which above analysis is based	Socio-economic data on which above analysis is based
<p>ONS 2023 data Census 2021 data Data gathered as part of routine Supported Housing Improvement Programme (SHIP) and NROSH (the Regulator for Social Housing (RSH)) reporting.</p>	
Mitigating or improvement actions to be taken	
<p>There is no evidence of potential inequality as a result of the contract for residents identified as having this characteristic. The introduction of the contract will help all supported hostels residents.</p>	

<p>Pregnancy and maternity - Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.</p>	
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
<p>We do not have data on the number of residents that are pregnant or in the maternity period.</p> <p>We will aim to collect more information on this. However, we do not believe that there are negative consequences for residents with this characteristic arising from this contract.</p>	<p>There are socio-economic impacts relating to pregnancy and maternity arising from the lack of suitable housing, but the impact from this proposed procurement is neutral or likely to improve outcomes by improving security at the hostels.</p>
Equality information on which above analysis is based	Socio-economic data on which above analysis is based

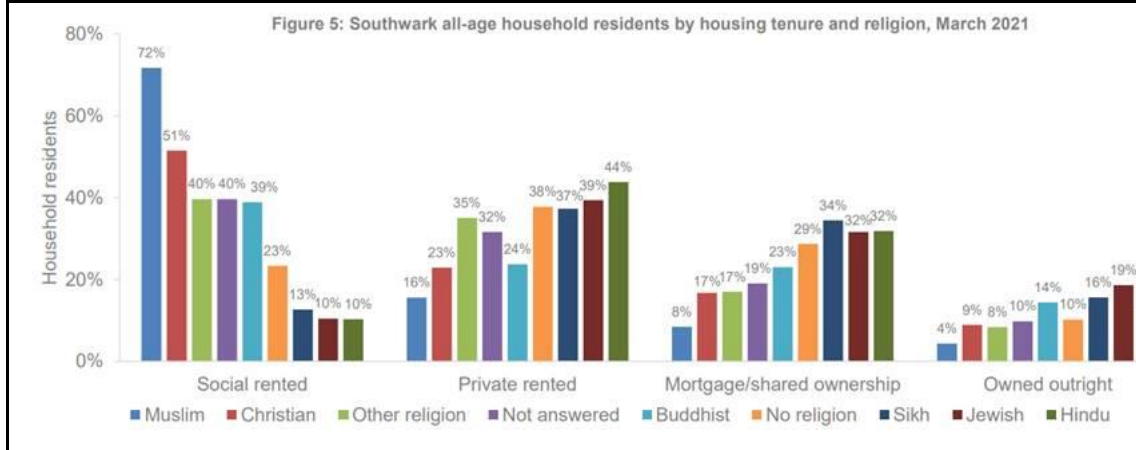
ONS 2023 data Census 2021 data Data gathered as part of routine Supported Housing Improvement Programme (SHIP) and NROSH (the Regulator for Social Housing (RSH)) reporting.
Mitigating and/or improvement actions to be taken
There is no evidence of potential inequality as a result of the introduction of this contract.

<p>Race - Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins. N.B. Gypsy, Roma and Traveller are recognised racial groups, and their needs should be considered alongside all others</p>																				
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</p>		<p>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</p>																		
<table border="1"> <thead> <tr> <th>Ethnic Group % (rounded up/down)</th> <th>Borough</th> <th>Supported Hostels</th> </tr> </thead> <tbody> <tr> <td>White</td> <td>51</td> <td>39</td> </tr> <tr> <td>Black, Black British, Black Welsh, Caribbean or African</td> <td>25</td> <td>27</td> </tr> <tr> <td>Asian, Asian British or Asian Welsh</td> <td>10</td> <td>2</td> </tr> <tr> <td>Mixed or Multiple ethnic groups</td> <td>7</td> <td>3</td> </tr> <tr> <td>Other ethnic group</td> <td>6</td> <td>29</td> </tr> </tbody> </table> <p>The table above indicates that BAME households and black households in particular, are represented at higher levels in supported housing against the general population.</p>	Ethnic Group % (rounded up/down)	Borough	Supported Hostels	White	51	39	Black, Black British, Black Welsh, Caribbean or African	25	27	Asian, Asian British or Asian Welsh	10	2	Mixed or Multiple ethnic groups	7	3	Other ethnic group	6	29	<p>People from some ethnic minority groups including people who are Black, Black African Black Caribbean or Black British are more likely to experience deprivation.</p>	
Ethnic Group % (rounded up/down)	Borough	Supported Hostels																		
White	51	39																		
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<p>ONS 2023 data Census 2021 data Data gathered as part of routine Supported Housing Improvement Programme (SHIP) and NROSH (the Regulator for Social Housing (RSH)) reporting.</p>
<p>Mitigating and/or improvement actions to be taken</p>
<p>The intention of the contract is to raise standards for all residents; therefore, we anticipate that there will be positive outcomes for all ethnicities.</p> <p>Improvements anticipated include improving the health and safety standards in the hostels, investing in training, improving customer services, improving how we listen to residents and how they shape our services, and building trust.</p>

Religion and belief - Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.

<p>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</p>	<p>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</p>
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The chart above shows that disproportionately more households that declared themselves as Muslim (71%) and Christian (51%) live in social housing compared to other tenures.

In respect of the supported hostels, 15 residents identified as Christian. Four declared themselves Muslim and another 10 stated another religion, none or preferred not to say.

Equality information on which above analysis is based	Socio-economic data on which above analysis is based
<p>ONS 2023 data Census 2021 data Data gathered as part of routine Supported Housing Improvement Programme (SHIP) and NROSH (the Regulator for Social Housing (RSH)) reporting.</p>	
Mitigating and/or improvement actions to be taken	
<p>We anticipate only positive outcomes for residents from the contract, regardless of religion or beliefs.</p>	

Sex - A man or a woman.	
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
<p>Across the five hostels one is women only, two are mixed gender, although one of them has a separated area for particularly vulnerable females.</p> <p>There are 132 male, 47 female and two other residents.</p>	<p>Sex is an issue in relation to economic status with women being adversely impacted. Research nationally suggests that women are more likely to be lone parents and equally experience lower levels of economic activity than men.</p>
Equality information on which above analysis is based	Socio-economic data on which above analysis is based
<p>ONS 2023 data Census 2021 data Data gathered as part of routine Supported Housing Improvement Programme (SHIP) and NROSH (the Regulator for Social Housing (RSH)) reporting.</p>	
Mitigating and/or improvement actions to be taken	

There is no evidence of inequality arising as a result of this characteristic in relation to this service. It is expected that the security supplier will help residents regardless of sex to stay safe.

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

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

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



The chart above shows a relative smaller proportion of LGB+ households are in social housing. Of those supported hostels residents responding, 35 identify as straight/heterosexual, and three LGB+.

It is expected that the contract will have a positive impact for supported hostels residents regardless of their sexual orientation.

Equality information on which above analysis is based

Socio-economic data on which above analysis is based

ONS 2023 data
 Census 2021 data
 Data gathered as part of routine Supported Housing Improvement Programme (SHIP) and NROSH (the Regulator for Social Housing (RSH)) reporting.

Mitigating and/or improvement actions to be taken

Data on applicants' sexual orientation is incomplete, with a significant proportion of supported hostels residents not responding to this question, ongoing efforts will be made to encourage such information.

<p>Human Rights</p> <p>There are 16 rights in the Human Rights Act. Each one is called an Article. They are all taken from the European Convention on Human Rights. The Articles are The right to life, Freedom from torture, inhuman and degrading treatment, Freedom from forced labour, Right to Liberty, Fair trial, Retrospective penalties, Privacy, Freedom of conscience, Freedom of expression, Freedom of assembly, Marriage and family, Freedom from discrimination and the First Protocol</p>
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan</p>
<p>Inevitably there will be work arising from the contract that will involve working closely with residents. Essentially, this is an empathetic contract in which those providing security cover on the ground understand that residents, however they might be presenting, are vulnerable and often suffering with quite extreme trauma. All steps will be taken to respect the confidentiality of residents and ensure that they are treated with respect.</p> <p>The contract also aims to improve information sharing with residents, as well as improve their ability to shape and influence delivery of the service as it relates to the hostel(s) where they are living.</p>
<p>Information on which above analysis is based</p>
<p>ONS 2023 data Census 2021 data Council records Data gathered as part of routine Supported Housing Improvement Programme (SHIP) and NROSH (the Regulator for Social Housing (RSH)) reporting.</p>
<p>Mitigating and/or improvement actions to be taken</p>
<p>The council provides support to residents who need help with accessing the service.</p> <p>Residents will be invited to be involved as much as possible in the way the service is delivered and have full opportunity to express any views through consultations, satisfaction surveys and user panels etc.</p>

Conclusions

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

The re-letting of the contract is an opportunity to improve services to supported hostels residents. There are a number of key themes:

- Better safety
- Health & Wellbeing
- Independent Living
- A focus on training
- Better customer services
- A stronger voice for residents
- Building Empathy & Trust

From the analysis above, in comparison to the wider population supported hostel residents:

- Suffer from higher levels of ill-health and disability
- Have a larger number of male residents
- Have higher levels of residents from a BAME ethnicity
- Suffer from higher levels of deprivation and poverty
- Have a greater proportion of households from a Muslim or Christian background compared to other faiths or religions.

Inadequate safeguarding is often associated with poor outcomes and has wider negative impacts on the health and wellbeing of some of Southwark's most vulnerable residents. The ambitions of the contract are wide ranging and will fundamentally improve the safeguarding of residents and provide the ability to shape policy and scrutinise performance.

Section 5: Further equality actions and objectives

5. Further actions			
Based on the initial analysis above, please detail the key mitigating and/or improvement actions to promote equality and tackle inequalities; and any areas identified as requiring more detailed analysis.			
Number	Description of issue	Action	Timeframe
1	Monitor the Contract	Undertake an Equality Analysis on an annual basis	Annually following implementation of the contract
2	Improve data collection to better	Undertake equality	Ongoing

	understand residents' demographics	monitoring – communicate to residents the importance of providing equality data	
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5. Equality and socio-economic objectives (for business plans)

Based on the initial analysis above, please detail any of the equality objectives outlined above that you will set for your division/department/service. Under the objective and measure column please state whether this objective is an existing objective or a suggested addition to the Council Plan.

Objective and measure	Lead officer	Current performance (baseline)	Targets	
			Year 1	Year 2
Review policy and procedures following annual EINA.	Hakeem Osinaike	New	Any required changes implemented	Any required changes implemented

6. Review of implementation of the equality objectives and actions

Annual review of policy, meeting stated aims and equalities impact	Jo Wilson	New	Year One and Two Targets	
			Any required changes implemented	Any required changes implemented

Meeting Name:	Cabinet
Date:	2 February 2026
Report title:	Response to the Overview and Scrutiny Committee report: Asylum Road Care Home - disposal of the site by way of a long-leasehold interest with a selected party to deliver and operate a new care home at Asylum Road, SE15
Cabinet Member:	Councillor Helen Dennis, New Homes and Sustainable Development and 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

Following a constructive session with the Overview and Scrutiny Committee, this report sets out the council's response to recommendations regarding the process leading to agreement of a deal that will deliver a new Nursing Home for Southwark residents on council-owned land at Asylum Road. We are delighted that plans with Andover are progressing, plans that will enable more people in need of nursing care to remain in borough. As set out at Cabinet, we are assured of Andover's commitment to quality of care and to payment of a genuine living wage, and to the achievement of best value for the council. We will endeavour to move forward with further transparency, keeping scrutiny up to date with progress, and delivering on our Cabinet commitment to support exemplary design for those in need of nursing and specialist dementia care.

RECOMMENDATIONS

Recommendation for Cabinet

1. That the cabinet thank the Overview and Scrutiny Committee (OSC) for its recommendations; and
2. that the cabinet approve the officer response to the recommendations, as set out in the 'Key issues for consideration' section of this report.

REASONS FOR RECOMMENDATION

3. The reasons for this recommendation are set out under the Key Considerations section of the report. Each of the five OSC recommendations is addressed separately. The five recommendations from committee members

were summarised at the end of the meeting held on 11 November 2025.

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

4. None – the council’s constitution requires that a response to OSC recommendations is made to the Cabinet.

POST DECISION IMPLEMENTATION

5. Post decision implementation would be as follows:

Key Activity	Target completion date
N/a	N/a

BACKGROUND INFORMATION

6. **Officer update paper regarding Asylum Road Nursing home, submitted to HSCSC 2 April 2025 meeting** (see background papers): This report sets out the approach and rationale to deliver a care home by means of a land-transaction and that this process has commenced. The paper includes consideration of other delivery models and why these were discounted.
7. **Cabinet Agenda Pack, 17 June 2025 meeting , Agenda item 26 with Appendix 1** (see background papers): This Health and Social Care Scrutiny Commission (HSCSC) report, at Appendix 1, sets out acknowledgement of the officer update paper (referred to in the preceding paragraph 6, above) but that the Commission is not convinced and requests further review of delivery options, by way of a Gateway 0, for the consideration of the Cabinet; the HSCSC report provides five recommendations to the Cabinet.
8. **Cabinet Agenda Pack, 16 September 2025 meeting, Agenda item 18** (see background papers): This officer’s response report considers all 5 recommendations (referred to in the preceding paragraph 8, above), with none accepted. The cabinet approved the officer’s recommendation, as confirmed in the minutes of the meeting.
9. **Cabinet Agenda Pack, 14 October 2025 meeting, report at Agenda item 9, with Addendum** (see background papers): This report sets out the recommendation of a land disposal of Asylum Road by way of a long lease to Andover Care Ltd (Andover Care); it includes the process of selecting the contracting party for the lease, and next steps. In line with proper process, the report includes considerations of policy framework implications, climate change implications, socio-economic implications, health implications and the council’s duties under the Equality Act. It includes 3 appendices, the location plan, the council’s Adult Social Care Needs Assessment and an Equality Impact and Needs Assessment.
10. Upon publication of the report on the 7 October, HSCSC requested sight of the closed report, but this was not permitted under the council’s governance procedures. The HSCSC nevertheless raised a number of comments by email to the Lead Member for Health and Wellbeing and the Lead Member for New Homes and Sustainable Development. These included, *inter alia*: Andover Care’s Care Quality Commission (CQC) revised rating, from ‘Outstanding’ to

'Good'; and a request from the HSCSC that Andover Care's design for the care home at Asylum Road be reviewed by a sector-specialist advisory body.

11. An addendum to the report, comprising three points, was drafted following comments from the HSCSC: i) that further feedback from the HSCSC would be taken into account at the formal HSCSC meeting on the 16 October 2025; ii) a note about Andover Care's revised CQC rating from 'Outstanding' to 'Good', as published on the 4 September; iii) a commitment to undertake a quality review of the emerging designs at the appropriate time. All three points of the addendum were approved by Cabinet at the 14 October 2025 meeting, as set out in the formal minutes of that meeting. (see background papers)
12. Following advice from the council's monitoring officer, the matter was not discussed at the subsequent HSCSC meeting on the 16 October.
13. The HSCSC requested a call-in of the Cabinet decision within the 7-day call-in period. The call-in was upheld, referred to the OSC and the case was heard by the OSC on the 11 November, with relevant officers present to answer questions. The member recommendations of that meeting are the subject of this report.

KEY ISSUES FOR CONSIDERATION

COMMITTEE RECOMMENDATION 1 TO CABINET	
1.	<p>That the cabinet ensure that in appointing providers for Adult Social Care (ASC), due diligence is carried out in areas of Care Quality Commission (CQC) ratings, and for any fall in two or more categories from either outstanding or good, that there is clear evidence of an improvement plan and effective management system, to be shared with the health and social care scrutiny commission, the overview and scrutiny committee and the cabinet.</p> <p>The council should be mindful of pursuing a relationship with a partner independent of future CQC ratings falling further down other CQC categories. The committee heard from councilors who requested the call-in, that the cabinet had received information in respect of CQC ratings on the selected provider which was out of date in two areas. It is considered important that any drops in Care Quality Ratings are followed by an improvement plan and that there is an effective management system built around it to mitigate issues. This will provide reassurance that the council is entering into an arrangement with a partner that is holding itself to the highest standards.</p>
RESPONSE TO RECOMMENDATION 1	
1.	This OSC recommendation is accepted.
RECOMMENDATION 1: ACCEPTED	

COMMISSION'S RECOMMENDATION 2 TO CABINET	
2.	<p>That the OSC receive an update around the council plan on what is being proposed in relation to exceptional design in care homes and the broader movement to having a council plan that better reflects what the council wants for residents particularly in respect of adult and social care.</p> <p>The committee notes that this is the first step in taking this decision and that future steps include planning aspects that will be considered by the planning</p>

	<p>committee in areas of design, layout and construction. Learnings from previous planning applications for care homes such as Mission Care in areas of internal design and space for residents is a key factor in ensuring proper care for Southwark residents, and the need for exceptional design and space in care homes especially for dementia. This was discussed with the lead cabinet members at the meeting, and the committee would like to receive a future update in this regard prior to any such plan being released.</p>
RESPONSE TO RECOMMENDATION 2	
2.	<p>This OSC recommendation is accepted.</p> <p>As set out above, at paragraph 11 of this report, the cabinet report Addendum iii) set out a commitment to undertake a quality review of the emerging designs at the appropriate time. This was approved and will therefore be undertaken.</p> <p>While statutory planning processes remain unchanged, we support a future briefing to the OSC on emerging learning around care home design.</p>
RECOMMENDATION 2: ACCEPTED	

COMMISSION'S RECOMMENDATION 3 TO CABINET	
3.	<p>That the cabinet provide information on the consultation process carried out in making this decision on Asylum Road Care Home, including key stakeholders and responses, and also provides an update on the equalities implications of this decision on the communities within Southwark.</p> <p>Consultation was not elaborated on at the call-in meeting and responses from key stakeholders were not included in the agenda papers. It would be useful to understand the opinions of key stakeholders.</p> <p>Discussion also took place around the distinction between care and nursing homes, and the relationship between the council and the NHS. It would also be useful to understand the equalities implications this might have as early as possible in the process</p>
RESPONSE TO RECOMMENDATION 3	
3.	<p>In the wider discussion, officers set out to OSC members that the appropriate time for consultation with stakeholders and the community is at Planning stage and this will be done as a statutory requirement under the council's Development Consultation Charter.</p> <p>The points raised in this Recommendation 3 were not discussed in the question-and-answer section of the meeting and so a response is set out below.</p> <p>Regarding consultation and equalities, both points were addressed in the approved 14 October 2025 Cabinet report (See Background Papers):</p> <ul style="list-style-type: none"> • The consultation with regards to land disposal was set out at paragraphs 51-53 of that report. • A full Equalities Impact and Needs Assessment (EINA) was included at Appendix 3 of that report and this was summarized in the body of the report at paragraphs 40-43. <p>The cabinet based its decision on the full information set out in the report, with regards to the consultation undertaken and the council's proper consideration of its public sector equalities duties.</p> <p>Regarding the relationship between the council and the NHS, this was</p>

addressed in the officer response report, approved at the 16 September 2025 Cabinet meeting (See Background Papers):

- This is set out at the response to Recommendation, 4 at page 241 of the reports pack.

RECOMMENDATION 3: NOT ACCEPTED

COMMISSION'S RECOMMENDATION 4 TO CABINET

4. That a mechanism is set up for scrutiny chairs to be briefed by lead cabinet members or scrutiny committees to be briefed by directors, in cases where there are significant or material changes to information previously submitted to a scrutiny committee.

From the evidence given at the committee, it became apparent that the scrutiny call-in may not have been necessarily made if the scrutiny commission had the opportunity to either follow up on the original scrutiny meeting, or there was a mechanism in place for the scrutiny chair/commission to take note of significant or material changes to the evidence previously given.

RESPONSE TO RECOMMENDATION 4

4. The council already has a mechanism for scrutiny chairs to be briefed by lead cabinet members and/or for scrutiny committees to be briefed by directors. This was undertaken in this case, including formal meetings, informal meetings and email exchanges. Further detail is set out below:

1 October 2024	HSCSC request a briefing session at the next Commission meeting about the Nursing Home cabinet report identified on the council's published Forward Plan (FP). The HSCSC was advised that the report was deferred.
30 October 2024	HSCSC request an update / report regarding care home models under consideration. However, due to the deferral of the report, this too was deferred.
3 February 2025	The HSBSC is briefed about why the earlier report was removed from the FP and that a new approach (a land transaction) is recommended and, subject to the market-sector response, a new report will be taken to the cabinet.
12 March 2025	Informal on-line briefing meeting held with Cllr Dennis, and members of the HSCSC to discuss the new approach.
28 March 2025	A briefing paper about the new approach is issued to the HSCSC
2 April 2025	A formal meeting is held with the HSCSC to present the new approach, attended by the lead Member for Health and Well-being, the Strategic Director of Children's and Adults' Services and the Head of Sustainable Growth North (the author).
2 October 2025	Following the cabinet's conclusions on the officer response to the HSCSC's June call-in, an informal on-line meeting is held with Cllr Dennis, members of the HSCSC and the Head of Sustainable Growth north.

	<p>As mentioned to members of the OSC by the Cllr for New Homes and Sustainable Development, we will consider what more can be done in terms of early dialogue around land transactions (noting this will require an update of the Asset Management Plan).</p> <p>We agree that early sight of material updates supports effective scrutiny. Without creating new formal requirements, lead members and officers will continue to offer briefings to Scrutiny Chairs where there are significant changes.</p>
RECOMMENDATION 4: PARTIALLY ACCEPTED	

COMMISSION'S RECOMMENDATION 5 TO CABINET	
5.	<p>There is concern over the amount of control the council has in respect of the ongoing quality of an outsourced service in general (compared to public procurement), and how quality of service can be ensured over time.</p> <p>That sufficient up-to-date information is provided to the cabinet as and when they make decisions, and that care is taken when considering alternatives to the usual public procurement system as opposed to alternative options.</p>
RESPONSE TO RECOMMENDATION 5	
5.	<p>We note the concern as set out above and can reaffirm to OSC members that, as set out by the Director of Planning and Growth and the Strategic Director of Children's and Adults' Services, the land transaction is the first of three milestones to secure the detail of the provision; and that the quality is controlled through planning process and, subsequently, through a care service agreement. The HSCSC will receive an update at the appropriate point, prior to service commencement.</p> <p>The cabinet was provided with up-to-date information prior to making a decision, and care was taken in following proper process for a land transaction.</p>
RECOMMENDATION 5: ACCEPTED	

Policy framework implications

14. The subject of this report relates to Southwark 2030, specifically three of the six goals, which are Decent Homes for all; A healthy environment; Staying well.

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

Community impact statement

15. There is no community impact associated with this decision.

Equalities (including socio-economic) impact statement

16. The Public Sector Equality Duty (PSED) is set out in section 149 of the Equality Act 2010, which requires the council 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

- foster good relations between persons who share a relevant protected characteristic and those who do not.
17. Due regard has been given to PSED under the Equality Act 2010, with respect to this decision and no further consultation is required.

Health impact statement

18. Whilst the wider context for this report relates to health, there is no health impact associated with this decision.

Climate change implications

19. There are no climate change implications associated with this decision.

Resource implications

20. There are no financial, budget, staffing or HR implications associated with this decision.

Consultation

21. There is no requirement for public consultation with respect to this decision.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive, Governance and Assurance (NBC 20260116)

22. This report seeks the cabinet's approval of the council's response to the recommendations, as set out in the 'key issues for consideration' section of this report.
23. There are no significant legal implications arising from the recommendations in this report.
24. When considering this report, the cabinet must take account of the Public Sector Equality Duty imposed by section 149 of the Equality Act 2010 which requires the council to have due regard to the needs of those individuals and groups having a protected characteristic under the Act. As noted in the community, equalities and health impact statements the recommendations of this report will have no impact on communities and no adverse effects on those with a protected characteristic are anticipated.

Strategic Director, Resources (FIN25 – 44)

25. This cabinet report details responses to the 5 recommendations from the Overview and Scrutiny Committee.
26. The strategic director of resources notes the responses detailed and the future reporting of progress on this additional Care Home provision.
27. As detailed in the financial implications there are no financial matters arising directly from this report.

Strategic Director of Children's and Adults' Services

28. The expansion of in-borough nursing care provision is a key priority for the Council, and the approval of this land transaction represents a significant and positive step towards achieving this objective. The Directors of Commissioning and Adult Social Care have worked closely with colleagues in Planning and Growth to agree the principles of the land transaction and to support the selection of a high-quality provider. These officers will continue to provide specialist input and expertise as the project progresses to its next key milestones, including the design of the facility and the negotiation of the detailed care contract. Both stages will provide further opportunities for member input and scrutiny.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Agenda Item 6, HSC SC meeting, April 2025: Asylum Road Care Home, update paper	Sustainable Growth Planning and Growth	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		
Agenda item 26, with Appendix 1, Cabinet meeting June 2025: Report of the Health and Social Care Scrutiny Commission: Nursing Care Home Delivery scrutiny review report.	Sustainable Growth, Planning and Growth	Catherine Brownell Catherine.brownell@southwark.gov.uk
(Public Pack)Agenda Document for Cabinet, 17/06/2025 11:00 Minutes Template		
Agenda Item 18, Cabinet meeting 16 September 2025: Response to the Health and Social Care Scrutiny Commission: Nursing Care Home Delivery Scrutiny Review report	Sustainable Growth, Planning and Growth	Catherine Brownell Catherine.brownell@southwark.gov.uk
(Public Pack)Agenda Document for Cabinet, 16/09/2025 11:00		
Agenda Item 9, Cabinet meeting 14 October 2025: 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; and Addendum	Sustainable Growth, Planning and Growth	Catherine Brownell Catherine.brownell@southwark.gov.uk
(Public Pack)Agenda Document for Cabinet, 14/10/2025 14:00		
Addendum decision to Agenda Item 9, Cabinet meeting 14 October	Sustainable Growth, Planning and Growth	Catherine Brownell Catherine.brownell@southwark.gov.uk

Background Papers	Held At	Contact
Minutes Template		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Helen Dennis, New Homes and Sustainable Development	
Lead Officer	Stephen Platts, Director of Planning and Growth	
Report Author	Catherine Brownell, Head of Sustainable Growth North	
Version	Final	
Dated	21 January 2026	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
	Officer Title	Comments Sought
		Comments Included
	Assistant Chief Executive, Governance and Assurance	Yes
	Strategic Director, Resources	Yes
	Strategic Director, Children's and Adults' Services	Yes
	Cabinet Member	Yes
	Date final report sent to Constitutional Team	21 January 2026

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