

Health and Social Care Scrutiny Commission

Thursday 16 October 2025
7.00 pm
160, Tooley Street, SE1 2QH

Membership

Councillor Suzanne Abachor (Chair)
Councillor Maria Linforth-Hall (Vice-Chair)
Councillor Esme Dobson
Councillor Sandra Rhule
Councillor Nick Johnson
Councillor Charlie Smith
Councillor Naima Ali

Reserves

Councillor Victor Chamberlain
Councillor Dora Dixon-Fyle MBE
Councillor Sam Foster
Councillor Emily Hickson
Councillor Leo Pollak
Councillor Joseph Vambe
Councillor David Watson

INFORMATION FOR MEMBERS OF THE PUBLIC

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Contact

Julie Timbrell on 020 7525 0514 or email: Julie.Timbrell@southwark.gov.uk

Members of the committee are summoned to attend this meeting

Althea Loderick

Chief Executive

Date: 8 October 2025



Health and Social Care Scrutiny Commission

Thursday 16 October 2025
7.00 pm
160, Tooley Street, SE1 2QH

Order of Business

Item No.	Title	Page No.
	PART A - OPEN BUSINESS	
1.	APOLOGIES To receive any apologies for absence.	
2.	NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT In special circumstances, an item of business may be added to an agenda within five clear working days of the meeting.	
3.	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.	
4.	MINUTES To approve as a correct record the Minutes of the open section of the meeting on ** ***** 2021.	
5.	CANCER PREVENTION AND EARLY DIAGNOSIS A headline report is to follow.	
6.	CABINET RESPONSE TO THE NURSING CARE HOME DELIVERY SCRUTINY REVIEW REPORT	1 - 18
7.	NURSING CARE HOME SPACE STANDARDS	
8.	WORK PROGRAMME	

9.	ASYLUM ROAD CARE HOME	19 - 31
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The 14 October 2025 cabinet report is enclosed.

The open paper sets out the recommendations to cabinet regarding delivery of the Asylum Road Care Home via 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.

10. **ASYLUM ROAD CARE HOME**

DISCUSSION OF ANY OTHER CLOSED ITEMS AS NOTIFIED AT THE START OF THE MEETING.

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Date: 8 October 2025

EXCLUSION OF PRESS AND PUBLIC

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

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

Meeting Name:	Cabinet
Date:	16 September 2025
Report title:	Response to the Health and Social Care Scrutiny Commission: Nursing Care Home Delivery Scrutiny Review report
Cabinet Member:	Councillor Helen Dennis, New Homes and Sustainable Development
Ward(s) or groups affected:	Nunhead and Queens Road
Classification:	Open
Reason for lateness (if applicable):	Not applicable

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

I want to thank the Health and Social Care Scrutiny Commission for their thorough work and engagement on our plans to facilitate the delivery of a further Nursing Home in the borough. The Council shares their commitment to expanding provision in response to the needs assessment undertaken by Adult Social Care, and to securing excellent quality of care for residents, exemplified by our Southwark Residential Care Charter. Over recent years, we have enabled the delivery of a new nursing home in Camberwell and we also now own Tower Bridge Nursing Home, having invested significant capital expenditure in its purchase. Our wider work on Older People's Housing is helping us set strategic direction for the future, taking account of flexi-care options and the exceptional alms-house provision that we benefit from in Southwark. Whilst we do not currently have any additional capital available to invest in an additional Nursing Home, we have been seeking to make the most of suitable council land at Asylum Road in Peckham, and to explore what could be delivered here in partnership with reputable providers. We have not wanted to be too prescriptive, hence pursuing a land transaction rather than a procurement, but I am confident that all options have been explored and explained, and that this route will offer the council and our residents the best outcome given the available resources.

RECOMMENDATIONS

Recommendation for Cabinet

1. That the Cabinet thanks the Health and Social Care Scrutiny Commission (HSCSC) for its work on the *Nursing Care Home Delivery Scrutiny Review Report*.
2. That the Cabinet approves the officer response to the recommendations within the *Nursing Care Home Delivery Scrutiny Review Report*, as set out in the 'Key

issues for consideration' section of this report.

REASONS FOR RECOMMENDATION

3. The reasons for this recommendation are set out under the Key Considerations section of the report. Each of the five HSCSC recommendations is addressed separately.
4. The five HSCSC recommendations were presented to Cabinet on 17 June 2025, Agenda item 26, Appendix 1: *Nursing Care Home Delivery Scrutiny Review Report, dated May 2025*, p. 9 (see Background Papers).

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

5. None – the council's constitution requires that a response to scrutiny recommendations is made to the Cabinet.

POST DECISION IMPLEMENTATION

6. Post decision implementation would be as follows:

Key Activity	Target completion date
Continue with the current land transaction	ongoing
Briefing paper to HSCSC regarding the bid outcome	September 2025
Seek Cabinet approval for the land transaction outcome. (This report will include the relevant timeline details.)	October 2025

BACKGROUND INFORMATION

7. **Update Paper regarding Asylum Road Nursing home, submitted to HSCSC April 2025** (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.
8. **Cabinet Agenda Pack, June 2025, Agenda item 26, Appendix 1** (see Background Papers): The report by the HSCSC sets out acknowledgement of the update paper (at paragraph 7) 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.
9. Other relevant reports, by way of background information, are:
 - **128-148 Asylum Road site, IDM report, April 2024** (see Background Papers): This report identifies the Asylum Road as a suitable location for a new nursing home and why.
 - **Adult Social Care Needs Assessment report, August 2024** (see Appendix 1): This report sets out the care demand in the borough, concluding that there is significant demand for care home bedspaces, which is anticipated to rise as the population continues to age and health needs become more complex.

KEY ISSUES FOR CONSIDERATION

COMMISSION'S RECOMMENDATION 1 TO CABINET	
1.	That a Gateway 0 options appraisal report be produced for Cabinet to ensure a more thorough process is followed, and that all the delivery options are fully considered.
RESPONSE TO RECOMMENDATION 1	
1.	<p>A Gateway 0 options appraisal report, in this instance, would not enable all the delivery options to be more fully considered. The council has no further capital funding for another nursing home and therefore options, such as direct delivery, or part-funding through a partnership arrangement, are not available.</p> <p>The capital budget allocated in 2022 for the delivery of a new Nursing Home in line with the Council Delivery Plan (CDP) 2022-26 commitments, has now been expended with the acquisition of Tower Bridge Nursing Home (TBNH). This acquisition used up most of the monies and the remainder was expended over the course of 2024 for necessary upgrades to the building.</p> <p>Accordingly, the council has progressed with a land transaction approach, as both a suitable route for delivery of a care home.</p> <p>Relevant Lead Members were briefed with a paper setting out a consideration of delivery models:</p> <ul style="list-style-type: none"> • Direct delivery model: As no capital funding is available, this option was discounted • Partner-delivery model by procurement: Typically, procurement is a longer and more costly process than a land transaction. A procurement route is suitable where specific, or tailored, output requirements are sought that are beyond the requirements of statutory bodies. This is not the case in this instance, so this option was discounted. • Partner-delivery model by Land Transaction: The process enables the sector to step forward with its proposals to the council. Quality standards are secured via Planning, Building Control and, in this case, the Care Quality Commission (CQC). The council has the opportunity through the selection process to choose the best offer in line with its residents' care needs, its values and its standards. If no suitable or satisfactory offer comes forward, the council has recourse not to proceed at all. This is the approach proposed. <p>This information was provided to the Commission with a report in April 2025 (see Background Papers). Present at that meeting was the Strategic Director, Children's and Adults' Services, the Cabinet Member for Health & Wellbeing and the Head of Sustainable Growth North to answer questions. The HSCSC welcomed the discussion.</p>

The land transaction bid process commenced in February 2025. So far, there has been good interest from the sector. A report with a recommendation to Cabinet is on the Forward Plan for October 2025.

RECOMMENDATION 1: NOT ACCEPTED

COMMISSION'S RECOMMENDATION 2 TO CABINET

2. The Gateway 0 ought to include consideration of a Direct Delivery approach; in order to investigate and consider all possible sources of capital (Community Infrastructure Levy, Section 106 etc.) plus a loan. The commission would encourage the cabinet to adopt a similar principle towards infrastructure provision for older people in the same way we deliver schools, libraries and leisure centres. In addition, the commission would urge that Cabinet consider low interest loan opportunities from the Public Works Loan Board.

RESPONSE TO RECOMMENDATION 2

2. The Direct Delivery approach has been considered and discounted (as set out in the response to Recommendation 1).

With regards to other infrastructure provision delivered by the council through direct delivery:

- The schools' build programme is not a relevant comparator as this is funded by central government through the Department of Education.

Previous investment in libraries and leisure centres has only taken place where the scale of funding required was manageable within the council's capital programme and aligned with agreed priorities in the CDP. The scale of investment needed for a new nursing home, estimated at £25–30m would be significantly higher, and cannot be met within the Council's current financial position.

With regards to the Commission's recommendation to consider a loan from the Public Works Loan Board: this currently lends at 4.7% for a year and 6% for 15 years; the council would not choose to incur the burden of repayment, especially given the current documented challenges for Inner London councils around the Fair Funding Review. Additional financing costs for the General Fund would require cuts to be made elsewhere in the budget.

With regards to the Commission's suggestion of the use of Strategic CIL: another new nursing home is not currently an outstanding Council Delivery Plan (CDP) commitment and so would not be prioritised according to our SCIL Framework (see background papers). We have used to SCIL to enable the 'fit-out' of a number of centres including the new Harold Moody Health Centre on the Aylesbury Estate. However, these allocations have been in the region of £1-2.5m, not the £25-30m which would be required for direct delivery of a Nursing Home. There are currently no S106 funds available for this site.

RECOMMENDATION 2: NOT ACCEPTED

COMMISSION'S RECOMMENDATION 3 TO CABINET	
3.	The Gateway 0 ought to include consideration of an appraisal of the impact of each delivery model on the revenue account
RESPONSE TO RECOMMENDATION 3	
3.	<p>Relevant Cabinet Members (the Member for New Homes and Sustainable Development and the Member for Health and Wellbeing) were taken through delivery models in March this year, as set out in the response to Recommendation 1. This included considerations of financial viability and this information was provided to the Commission in April 2025 (see Background Papers).</p> <p>With regards to delivery costs:</p> <ul style="list-style-type: none"> • The capital cost outlay for a new 90-bed nursing home is anticipated to be £25-30m delivered directly by the council • Delivery of a new home through a land transaction would be progressed without the need for additional borrowing or capital funding <p>With regards to impacts on the revenue account:</p> <ul style="list-style-type: none"> • All care contracts in the borough are delivered through third-party operators. The fee costs for council-funded bedspaces are incurred by the revenue account for the service, with only a portion covered by grant. • Where an operator uses a council asset, there will be a mix of discounted room rates and rental income. The rental income reflects the use of beds that are not part of the council bed-block contract; that rental income goes to the revenue account for the service. • Ongoing value for Adult Social Care is a key criteria for assessing proposals coming forward.
RECOMMENDATION 3: NOT ACCEPTED	

COMMISSION'S RECOMMENDATION 4 TO CABINET	
4.	The Gateway 0 ought to include consideration of a partnership with the NHS.
RESPONSE TO RECOMMENDATION 4	
4.	<p>The Cabinet Member for Health and Wellbeing has explored the potential for an NHS partnership in delivering the proposed new Nursing Care Home development.</p> <p>In response, NHS partners, including the Integrated Care Board (ICB) and Guy's and St Thomas' NHS Foundation Trust (GSTT) acknowledged the importance of the project and the need for increased Nursing Care Home capacity in Southwark.</p> <p>However, they confirmed that neither organisation would be able to take the project forward, citing limitations on their capital funding and NHS capital spending priorities and rules.</p>
RECOMMENDATION 4: NOT ACCEPTED	

COMMISSION'S RECOMMENDATION 5 TO CABINET
The Gateway 0 ought to include consideration of a partnership with a charitable association.
RESPONSE TO RECOMMENDATION 5
Charitable sector providers were able to respond to the land transaction bid opportunity.
RECOMMENDATION 5: NOT ACCEPTED

Policy framework implications

10. 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

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

Equalities (including socio-economic) impact statement

12. 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.
13. 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

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

Climate change implications

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

Resource implications

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

Consultation

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

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive, Governance and Assurance (SF22/08/2025)

18. This report is provided in accordance with Paragraph 15 of the Overview and Scrutiny Rules, which requires the Cabinet to consider and provide a written response to a commission report.

Strategic Director, Resources (CF25 – 109)

19. This cabinet report is an Officer response to the Nursing Care Home Delivery Scrutiny Review Report dated May 2025.
20. The strategic director of resources notes the 5 original recommendations and the officer response to these recommendations as detailed in the report.
21. The strategic director of resources also notes that there are no direct financial implications arising from this report.
22. Staffing and any other costs associated with this recommendation are to be contained within existing departmental revenue budgets.

Strategic Director of Children's and Adults' Services

23. Sustainable Growth colleagues have worked with Adult Social Care and Finance in assisting us to achieve another Nursing Care Home in Southwark. The need for this additional capacity and choice is clear and we welcome the prospect of this being delivered in the near future. The recommendations from the Health and Care Scrutiny Commission are heard, understood and respected; and in normal circumstances would present the opportunity for alternative delivery routes to be considered. However, having already used capital reserves to purchase Tower Bridge Care Home (to save that from closing and the impact that would have had on vulnerable residents and care staff), the department has no further capital funds available. Corporately, the Council priority is Council Housing and progressing improvements on that is requiring considerable borrowing which has an impact on other departments borrowing for capital projects, especially at current interest rates. Council ownership of the site means that delivery through a land transaction is a route which can deliver a new Nursing Care Home without the need for additional borrowing and in a shorter time frame. Adult Social Care colleagues will work with Sustainable Growth to influence the design and specification where we can, in the best interests of our residents. We will continue to work with the Health and Care Scrutiny Commission to strengthen quality assurance in care services as we all have the same aim which is high quality care and support for vulnerable residents.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet report, Report of the Health and Social Care	Sustainable Growth, Planning and Growth	Catherine.Brownell@southwark.gov.uk

Background Papers	Held At	Contact
Scrutiny Commission: Nursing Care Home Delivery scrutiny review report, June 2025, Agenda item 26, Appendix 1,		
(Public Pack)Agenda Document for Cabinet, 17/06/2025 11:00 Minutes Template		
Asylum Road Care Home, update paper to HSC SC, April 2025, Agenda Item 6	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		
IDM 128-148 Asylum road site, 1 04 April 2024	Sustainable Growth, Planning and Growth	Catherine Brownell Catherine.brownell@southwark.gov.uk
Report - Proposal for site 128-148 Asylum Road SE15 part of the site formerly known as the QR4 s.pdf Record of Decision.pdf		
Cabinet Report, Framework for Strategic Community Infrastructure Levy Funding, 6 March 2024, Agenda item 11	Sustainable Growth, Planning and Growth	Catherine Brownell Catherine.brownell@southwark.gov.uk
(Public Pack)Agenda Document for Cabinet, 06/03/2024 11:00 Minutes Template		

APPENDICES

No.	Title
Appendix 1	ASC Nursing Care Needs Assessment, August 2024

AUDIT TRAIL

Cabinet Member	Cllr Helen Dennis Cabinet Member for New Homes and Sustainable Development		
Lead Officer	Stephen Platts, Director of Planning and Growth		
Report Author	Catherine Brownell, Head of Sustainable Growth North		
Version	Final		
Dated	4 September 2025		
Key Decision?	No		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title	Comments Sought	Comments Included	
Assistant Chief Executive, Governance and Assurance	Yes	Yes	
Strategic Director, Resources	Yes	Yes	
Strategic Director, Children’s and Adults’ Services	Yes	Yes	
Cabinet Member	Yes	Yes	
Date final report sent to Constitutional Team		4 September 2025	

Nursing Care Needs Assessment- 14 August 2024

Introduction

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

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

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

Care Homes in Southwark- Current Picture

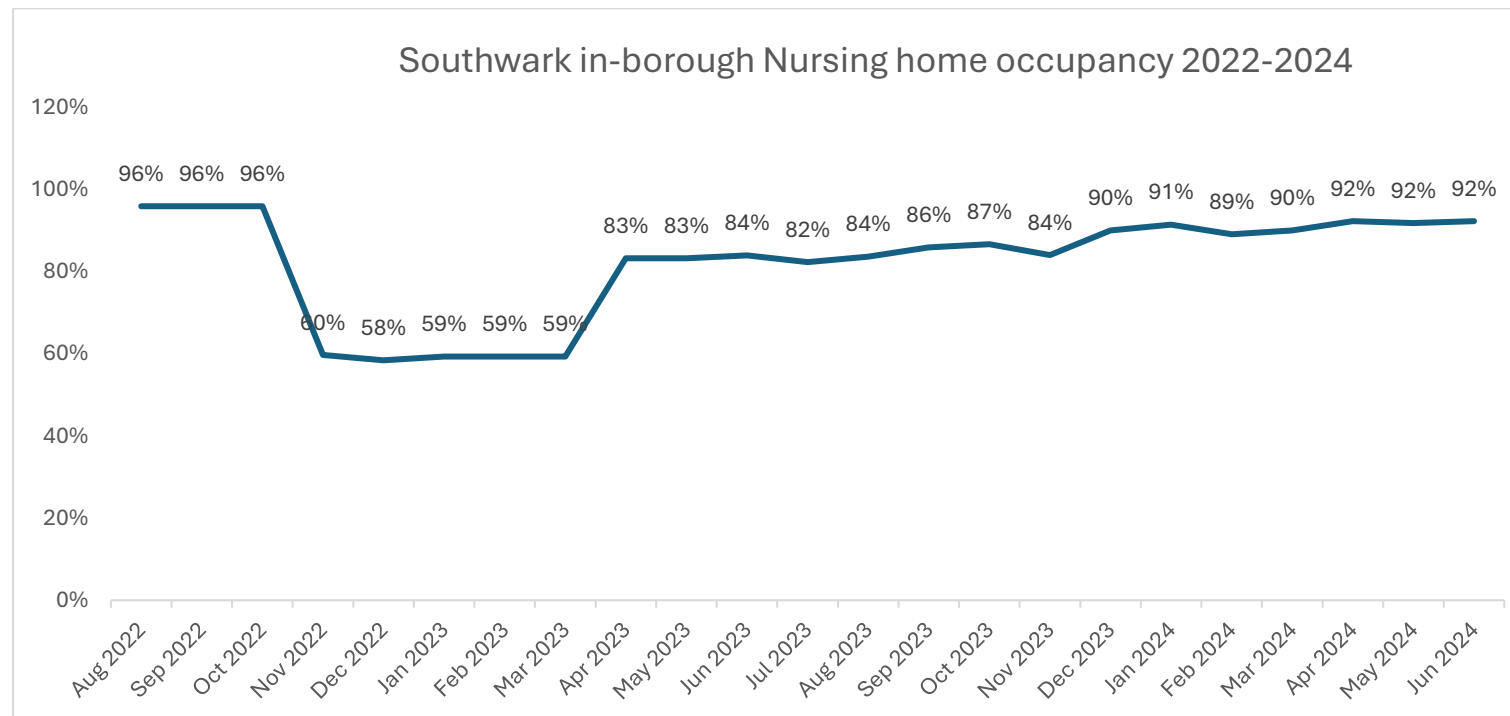
There are currently eight older peoples care homes in Southwark. Three of the eight homes provide nursing care to Southwark residents. Currently, we are meeting the demand for residential placements but are not always able to meet the current demand for nursing care and dementia nursing care in Southwark.

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

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

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

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



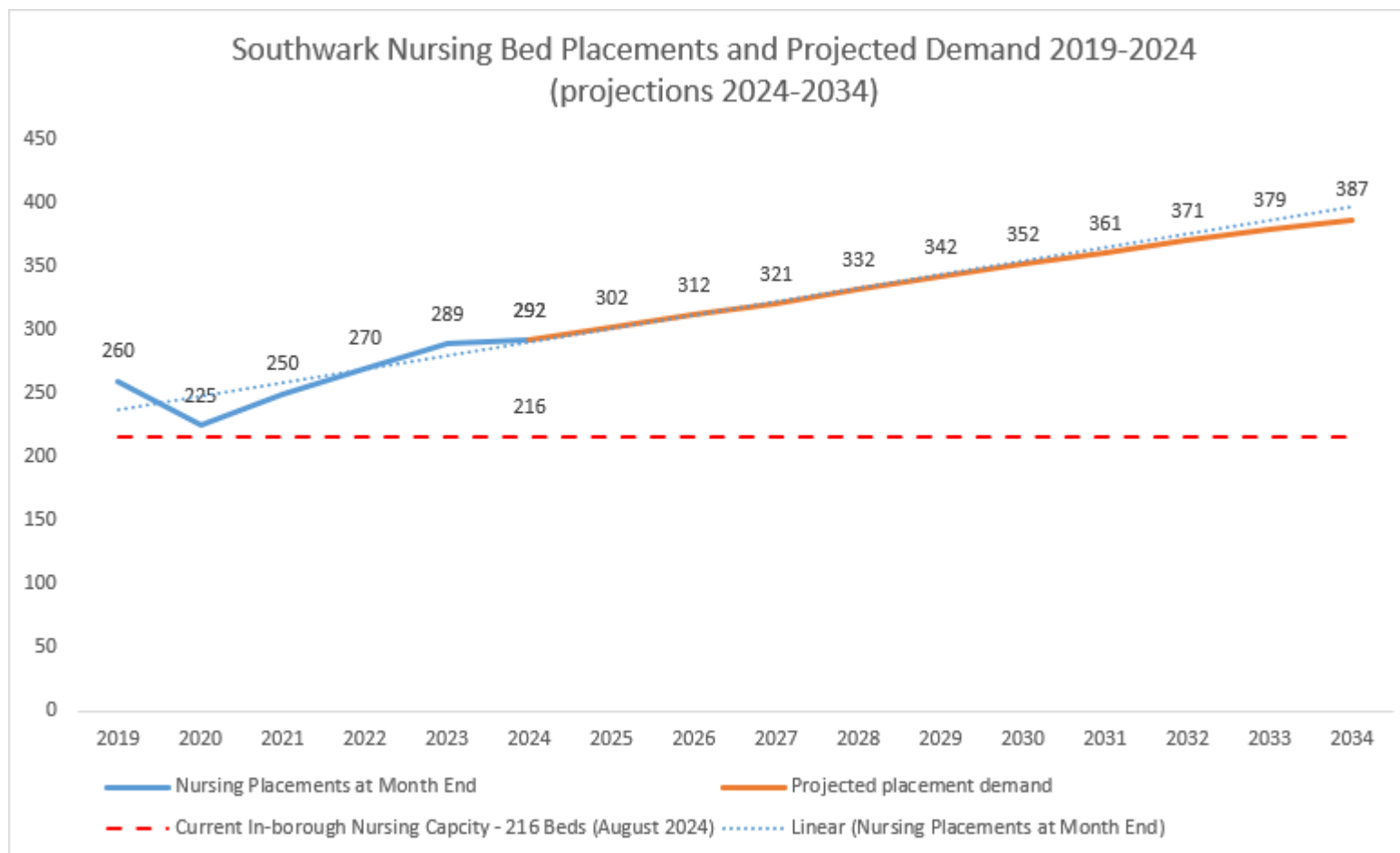
Demand for Nursing Care Placements in Southwark- Current Issues and Rising Demand

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

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

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

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



Out of Borough Placements

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

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

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

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

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

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

Reason for Out of Borough Placements

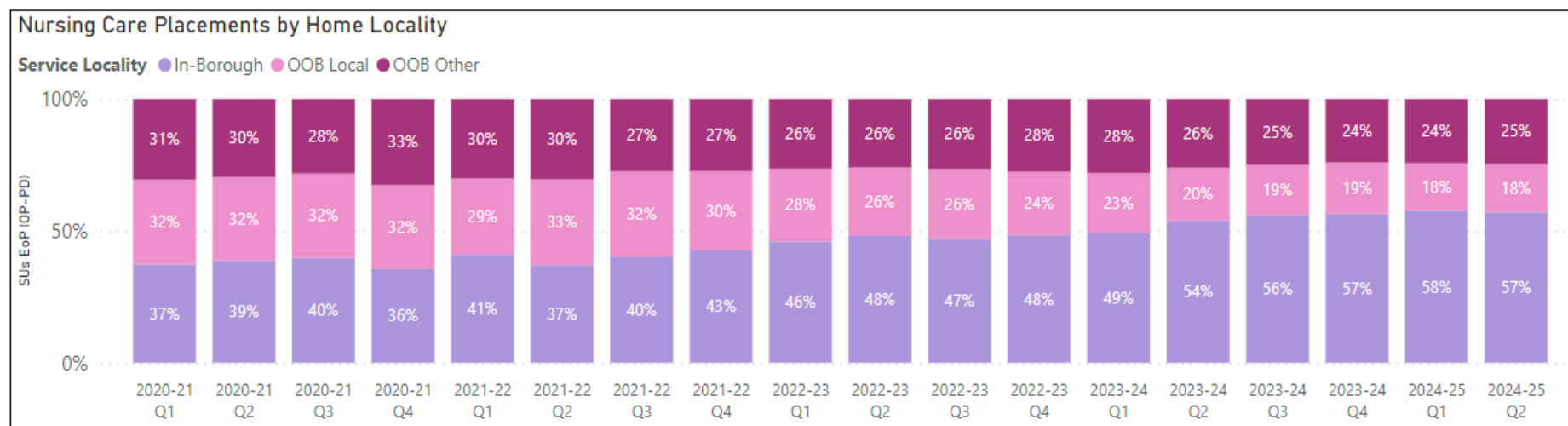
Reason for out of borough placement	Count
No in borough availability	8
Referral declined by in borough provider as inappropriate	4
Service User/family choice	13
Grand Total	25

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

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

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

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



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

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

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

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

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

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

Summary and Conclusions

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

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

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

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

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

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

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

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

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

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

RECOMMENDATIONS

Recommendations for the Cabinet

That Cabinet

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

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

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

REASONS FOR RECOMMENDATIONS

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

ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

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

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

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

POST DECISION IMPLEMENTATION

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

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

BACKGROUND INFORMATION

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

KEY ISSUES FOR CONSIDERATION

Executive summary

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

The bid process

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

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

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

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

The bid offer

25. The Andover offer presents a favourable commercial offer, demonstrating best consideration, and includes a land receipt to the council, 50% bed-block (30% ND; 20% RD), with first refusal on a further 10%, on a 10-year contract with an option review and agree further thereafter. The variant offers A, B and C set out options for the set discounted fee-rate (index-linked). It assumes a 90-bed facility and includes an overage payment (gradated to each variant) for any additional bedspaces delivered over the 90-bedspaces. It also includes the commitment to London Living Wage ('LLW') and to endeavour to recruit locally. The closed report addresses the financial implications of the bid offer, including the implications to the general fund and the service budget.
26. The Andover bid offer presents a good offer in terms of quality and social value, with an approach to care that aligns broadly with the council's Residential Care Charter. Other elements which characterise the bid are: that this is a new operator for the borough and this is seen as a positive (to broaden the partner base); that this operator presents stability, being a hands-on family business investing in the locality for the long-term; and that the operator already has a sector-specialist architect and can move swiftly into the design and delivery process. The Andover bid assumes that the Queens Road element of the site may be included; they would seek to use this site for offices and staff training space.

Agreement for lease

27. An agreement for lease is a mechanism that enables both the landlord and tenant to commit to a property ahead of it being constructed or available for use. It is often used in development scenarios.
28. Where the landlord requires the tenant to secure planning consent and construct the building the tenant is unlikely to commit to doing so unless it is

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

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

Supplementary agreement for the care element

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

Policy framework implications

31. Southwark 2030 promotes goals that are directly addressed with the delivery of the new care home: Goal 1, Decent homes for all, is addressed with the new fit-for-purpose care home and also indirectly with the homes relinquished by care home residents, which go back into the housing pool; Goal 3, A Safer Southwark, is addressed, regarding considerations of safe travel for the staff with the proximity to the station and bus routes; Goal 4, A strong and fair economy, is addressed with the uplift of footfall in the locality, which will benefit local businesses; Goal 5, Staying Well, including health inequality, is addressed with the care offer of the care home, which will include both private-funded and council-funded residents.
32. Southwark's Joint Health and Wellbeing Strategy 2022 - 2027, sets out a number of priorities which are directly addressed with the delivery of the new care home, notably Priority 3 Support to stay well, and Priority 4 Health Communities. The location of the care home in the mid/south of the borough responds to where it is known there is demand; it is expected that this will enable residents to be near to their community, thereby facilitating visits and promoting inclusion. The Joint Health and Wellbeing Action Plan 2025-27 places emphasis on redressing health inequalities in the borough and, again, this is addressed with the mixed tenure bedspaces proposed for the care home, where 50% of the residents will be council-funded and 50% will be private funded, all receiving the same quality of care, the same meal-menu offer and enjoying the same quality environment.
33. The Southwark Social Value Framework 2030: the bid offer addresses the new framework, with Andover's commitment to LLW and to promote local employment. The 90-bed care home will implement around 100 new jobs ranging from unqualified jobs to qualified staff and sector-specific managerial jobs. In promoting employment locally, Andover will be directly addressing the community and environmental benefits set out in the framework.
34. The Southwark Economic Strategy 2023 - 2030: the anticipated uplift of footfall generated by both staff and visitors to the new care home at Asylum Road will directly benefit the immediate local shops and business. This addresses the 'High growth, low-emission economy' vision statement; and will contribute

positively to the 'Thriving High streets' agenda.

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

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

Community impact statement

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

Equalities (including socio-economic) impact statement

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

- that there would be positive impacts for groups of people with protected characteristics age (old) and disability in relation to a local care home near to local communities, which facilitates travel distance for older or disabled visitors and, in turn, benefits the residents.
 - that there would be positive impacts with respect to people pertaining the protect characteristic sex (women) and race due to the data analysis of the person profile working in the care sector, which, primarily, tends to be female and from ethnic minority backgrounds. The implementation of a sizeable employer locally, and the types of jobs to be offered, was seen to align with local employment needs for women and to offer benefits of local employment.
43. In reviewing the findings and recommendations of the EQINA, the council has had due regard for the equalities considerations. In this way, it is fulfilling its duty in accordance with the Act.

Health impact statement

44. The delivery of a new care home on the Asylum Road site will contribute positively to addressing the increasing demand in the borough for care home provision, as set out in the refreshed Residential Care Needs Assessment August 2024, at Appendix 2.
45. Andover has demonstrated its commitment to quality care, achieving a CQC rating of 'Good' and 'Outstanding' in its two current care homes. There is every expectation that the new home at Asylum Road will achieve the same high ratings.
46. The quality of a fit-for-purpose care home building, in line with CQC standards will ensure that residents enjoy optimal environment for their wellbeing. In addition, the care home will include reposeful garden space for the residents (west-facing) and this would be delivered to retain the existing mature trees along the western boundary of the site; this is similarly expected to benefit, and positively impact on, the health and wellbeing of residents.

Climate change implications

47. The council assembly of 14 July 2021 committed to consider climate change considerations in any council decisions. The development of this site, with a fit-for-purpose building to current building standards and sustainable features, will reflect that commitment, including, for example, consideration of water reclamation and grey water usage; other features of the building will include best-practice futureproofing with repeating rooms, adaptability features (for hoists) and telecare or similar care technologies.
48. The suitability of the site for the programme function was carefully considered at the time of evaluating and selecting the site. It presents scope for a back-of-pavement building with east-west orientation, which is optimal to mitigate solar gain. The retention of the existing mature trees brings the benefit of protecting the ecological habitat.
49. The location of the new facility opposite Queens Road Station, adjacent to a major bus corridor, and 10-minutes from one of London's major train interchanges at London Bridge Station will promote the use of public transport by both staff and visitors, even those coming from a distance. The Planning Public Transport Accessibility Level (PTAL) rating is such that the facility will

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

Resource implications

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

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

Consultation

51. On 14 March 2024, a community engagement event was held in the locality, hosted by one of the Ward Councillors and an officer, and attended by a number of local people. At that event, the council set out its latest considerations for the use of the site for a new nursing home (rather than for mixed tenure residential), based on the demand for that use-sector, the council's commitments, and the findings of the design feasibility work. The response from the community was positive, with active endorsement of a new nursing home from a number of the attendees. Attendees affirmed their wish to be involved in the design development; they also welcomed opportunities for future community involvement in the garden.
52. A further consultation was held on 22 September 2025 to update local people on the council's activities since the last meeting, the upcoming cabinet decision (this report) and the ensuing timeline and activities that would flow out of a positive decision. Local people welcomed the update, expressed favourable view of the council's proposed intentions for the site and noted that they would be interested to input at the design stage. They reiterated the wish to see the mature trees retained on the western edge of the site.
53. Subject to approval of this report, a programme of consultation is expected to

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

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

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

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

Strategic Director of Resources (CF25 – 124)

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

Strategic Director of Children's and Adults' Services

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

Assistant Director, Property

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

BACKGROUND DOCUMENTS

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

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

APPENDICES

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

AUDIT TRAIL

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

Health & Social Care Scrutiny Commission

MUNICIPAL YEAR 2025-26

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Councillor Dora Dixon Fyle				
Non Voting Co-opted places				
		Total: 12		
		Dated: June 2025		