

Overview & Scrutiny Committee

Tuesday 11 November 2025

6.30 pm

Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

Membership

Councillor Ian Wingfield (Chair)
Councillor Irina Von Wiese (Vice-Chair)
Councillor Suzanne Abachor
Councillor Cassandra Brown
Councillor Victor Chamberlain
Councillor Esme Hicks
Councillor Laura Johnson
Councillor Richard Leeming
Councillor Jason Ochere
Councillor Bethan Roberts
Councillor Martin Seaton
Martin Brecknell (Co-opted member)
Claire Williams (Co-opted member)
Mannah Kargbo (Co-opted member)
Alie Kallon (Co-opted member)

Reserves

Councillor Rachel Bentley
Councillor Sunil Chopra
Councillor Sabina Emmanuel
Councillor Barrie Hargrove
Councillor Jon Hartley
Councillor Richard Livingstone
Councillor Hamish McCallum
Councillor Margy Newens
Councillor Catherine Rose
Councillor Michael Situ
Councillor Cleo Soanes

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Contact

Amit Alva on email: amit.alva@southwark.gov.uk

Members of the committee are summoned to attend this meeting

Althea Loderick

Chief Executive

Date: 3 November 2025



Overview & Scrutiny Committee

Tuesday 11 November 2025

6.30 pm

Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

Order of Business

Item No.	Title	Page No.
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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

1 - 11

To approve as a correct record the Minutes of the meeting held on 8 October 2025.

5. SCRUTINY CALL-IN: ASYLUM ROAD CARE HOME

12 - 75

To consider the call-in of the cabinet decision of 14 October 2025 in relation to Asylum Road Care Home.

6. WORK PROGRAMME

76 - 84

To note the work programme as at 11 November 2025.

Item No.

Title

Page No.

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

Date: 3 November 2025



Overview & Scrutiny Committee

MINUTES of the OPEN section of the Overview & Scrutiny Committee held on Wednesday 8 October 2025 at 6.30 pm at Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

PRESENT: Councillor Ian Wingfield (Chair)
Councillor Rachel Bentley (Reserve Member)
Councillor Suzanne Abachor
Councillor Cassandra Brown
Councillor Victor Chamberlain
Councillor Esme Hicks
Councillor Laura Johnson
Councillor Richard Leeming
Councillor Jason Ochere
Councillor Bethan Roberts
Councillor Martin Seaton

OTHER MEMBERS PRESENT: Councillor Natasha Enin
Councillor Stephanie Cryan
Councillor Michael Situ

OFFICER SUPPORT: Amit Alva, Scrutiny Officer

1. APOLOGIES

Apologies for absence were received from Councillor Irina Von-Wiese substituted by Councillor Rachel Bentley, apologies for lateness from Councillor Jason Ochere due to ward surgery and apologies from Martin Brecknell (Co-opted member).

Apologies for absence were also received from Caroline Thwaites, Assistant Director Community Safety & Partnerships due to illness.

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

There were no items of business which the Chair deemed urgent.

3. DISCLOSURE OF INTERESTS AND DISPENSATIONS

There were no disclosures of interests or dispensations.

4. MINUTES

Minutes of the meeting held on 23 June 2025 were approved as a correct record.

5. SOUTHWARK COMMUNITY SAFETY PARTNERSHIP

The committee first received a presentation from Councillor Natasha Enin, Cabinet Member for Community Safety and Neighbourhoods presenting on Southwark Community Safety – Working Together for a Safer Southwark, supported by officers Stephen Douglass, Director of Stronger Neighbourhoods.

The committee was also introduced to Darren Summers, Integrated Care Board (ICB) (Health), Fire Borough Commander, Daniel Capon and Station Fire Commander for Dockhead, Tom Sharp (London Fire Brigade), Supt. Jim Brockway (Met Police), Emma Bond, Borough Commander Southwark (BCU Commander) Emma Connor (Head of Southwark Probation Delivery Unit) and Aled Richards, Strategic Director, Environment, Sustainability and Leisure (Southwark Council).

The committee was then addressed by Councillor Enin on the following points

- Community Safety is one of the top priorities, Annual Strategic Assessment, resident engagement
- Police Borough Commander, Violence and Vulnerability, Violence Against Women and Girls (VAWG), Trust and Confidence in the Police and Safer Sociable Estates
- BBC Panorama show on Charing Cross Police Station and Baroness Casey review; Stop and Search, robberies and Women's safety
- Anti-Social Behaviour (ASB) challenges in council estates- underreported, direct reporting, drug use; Pilot focusing on drug use- Brimington, St Saviours, Nelson and Portland

The committee then received a presentation on Community Safety Partnership (CSP) from Stephen covering the following topic

- Overview and role of CSP, annual strategic assessment (ASA) 2024-2025, new Community Safety Plan 2025-2030.

- Crime stats and data, spikes in reporting of ASB; Serious Violence Strategy; Combating drugs partnership, safeguarding Adults Board, Children's Safeguarding partnership, Health and Wellbeing board
- Southwark 2030; ASA- crime trends and numbers, Overall increase of 15.4% in crime (caveat for this data in CSP supplementary information published in supplementary agenda no.2)
- Crime and ASB hotspots, drug related deaths, VAWG and domestic violence, Women's Safety Survey, Community Voice and Resident Insight Survey, Trust and Confidence in Policing.

The committee then asked questions on the following themes

- VAWG - indecent exposure and stalking; reporting crime ASB vs Crime; Estate Street lighting; CCTV monitoring; Synthetic Opioids
- Facial Recognition popularity, issues and guidelines; Dulwich village and violent crime classification theft and robbery.
- Baroness Casey review and improvements in MET police; Walworth Road MET front counter closing

Emma (Asst. Borough Commander) told the committee that it was shocking and embarrassing to hear about Charing Cross Police Station on the BBC Panorama tv show, trust and confidence in policing has been eroded. The MET commissioner has prioritised the removal of such officers from the police force. Officers from Charing Cross Police station involved in the documented incidents have either been dismissed, suspended or have been removed from the front line, there also been a change in the leadership at Charing Cross.

Furthermore, BCU has been working hard to ensure reporting by police officers of such incidents and there is an internal culture board. The BCU is also working hard with Alcohol and Drugs Action (ADA) to address the issue of supply and use of drugs which is a major challenge.

Supt. Brockway explained to the committee that synthetic opioids are classified by the police as an emerging threat. Intelligence received is being actioned from a neighbourhood perspective. Traditional drugs use is still higher than opioids. Stephen informed the committee that CCTVs in the borough are recording 24/7 and monitored regularly. CCTV does have a role in evidence gathering for justice purposes, diverting resources to the right place, finding missing persons and robberies for identifying perpetrators. CCTV on estates are recording 24/7, however they are not monitored continuously and are not connected to the public realm CCTV system which is borough wide. Council is encouraging reporting on ASB, VAWG and crime on council estates.

Councillor Enin explained to the committee that the council has a team of Southwark youth advisors working on a peer-to-peer basis, young people are being encouraged to report indecent exposure incidents through their parents and schools. Council is also working with schools on VAWG through the ASA.

Emma (BC) and Supt. Brockway told the committee that facial recognition was deployed a few hours ago in Walworth and six arrests have been made. There haven't been any resident complains on the use of live facial recognition. The police do follow a set of guidelines and processes, prior to this consultation and engagement with residents had been carried out on the use of live facial recognition. Images captured by live facial recognition are discarded within seconds and only images of serious offenders are retained, specifically those that are wanted by the police. Images of outstanding offenders that are wanted by the MET are uploaded in the morning and the images and data are not retained, registered sex offenders that have specific orders are also identified and tracked through facial recognition.

The committee learnt from Supt. Brockway that there is a fine line between robbery and theft, any other use of force other than just the action of snatching a phone is considered a robbery. Furthermore, both types of crime are monitored identifying patterns of behaviour of the offenders. The facial recognition team are very passionate about their specific area of work and its strict guidelines; it has been very successful in making arrests and makes for a very persuasive argument for its use. Facial recognition has been instrumental in arrests of very dangerous individuals who have committed serious crimes which would be very difficult using conventional and other tactical options such as Stop and Search which can be very subjective.

Mayor of London has setup a second analysis of the MET based on the Casey review and is also going to carry out a consultation. MET needs an institutional and cultural change which will take time. The commissioner of the MET is set to attend Question time at the assembly in response to the panorama investigation. London assembly member Marina Ahmed has actively campaigned for vetting of police officers at every level in the MET. Overall crime stats across London have been falling, although there has been increase in certain types of crime.

On Walworth Road, there are budgetary issues, and difficult decisions must be made, some front counters will remain open, some closed or have reduced hours. Engagements and consultations are on-going, and decisions haven't been made yet on closing police front counters. Walworth Road front counter reports around 6 crimes a day and to fill this gap of closing front counters, phone reporting, video reporting and making online statements have been devised.

The committee then asked further questions on the following points

- Rising drug related ASB on estates; illegal electric bikes and fires
- Domestic abuse and substance misuse on estates, working with tenants and TRAs'; Training of council housing officers on identifying domestics abuse and substance misuse.
- CSP and its visibility in the community, MET police and corporate culture, ASB, crime and community safety within the Town Centre Action Plan.

The committee then heard from Daniel and Tom that a public engagement campaign called 'Charge Safe' has been carried out in Borough Market and London Bridge City. This campaign information is also available online; there are issues around people accessing unofficial batteries and chargers which is not up to British safety standards. Some more work has been done in working with delivery drivers and the charge safe campaign. Community engagement event and home visits are also means through which the Fire Brigade educates residents on the illegal chargers and batteries and the fire risk they pose. Dwellings above shops and businesses are at a higher risk due to only one way access and the fire brigade engages with such businesses on fire safety.

A fire safety checker is also available online through which residents and businesses can check whether they need a fire safety check, residents can still ask the fire service for a safety visit even if they don't qualify. A lot of preventive work has been carried out on e-bike conversion kits by working with Deliveroo.

Councillor Enin explained to the committee that the police have made a bid for outside resources to tackle mobile phone thefts on electric bikes in the borough. Two-wheel enabled thefts is a priority for the London MET police. Drug use can often be associated with thefts that feed an individual's drug or alcohol use.

Stephen informed the committee that dual diagnosis in the borough is a funded programme where individual with complex mental and drug related issues are diagnosed. There is also on-going work in drug use with Health, Alcohol & Drug Action (ADA) and Change Grow Live (CGL) is the alcohol and substance use treatment provider.

Councillor Enin explained to the committee that ASB on estates and its responses are communicated to the residents through an engagement process. Training of housing officers on domestic abuse has been approved; resident service officers are aware of the stages through which they can escalate cases quickly through the Southwark Anti-Social Behaviour Unit team (SASBU). Residents can fill in a satisfaction survey at the closure of an ASB case, TRA have been trained to report cases and differences between ASB and Crime. ASB pilots in estates, are being used to understand the drug use in estates and help residents deal with such issues.

Nighttime uniform presence decisions on estates are made with CSP tasking group where operational decisions are made. Reporting of ASB needs to be further encouraged, the council publishes its community safety e-newsletter which provides information on the work being carried in estates. In addition, integrated reporting is being carried out by deploying more resources in hot spots for reporting whilst also working with the police.

The committee heard from Councillor Enin that bringing CSP to this committee meeting was to increase its visibility and of the crime data published through it. The council is also undertaking work to deliver this information in bite-sizes to the community and have conversations with residents on the topics for further discussions. In addition, efforts are also being made to address specific issues in

10 local neighbourhoods on ASB and Crime.

Councillor Enin also suggested a key focus should be on having specific meetings in neighbourhoods with residents including partners to share information on CSP and interact with the community.

Emma (BCU) explained to the committee that the MET is doing work the in its internal culture change, through culture champions; also understanding our issues and the impact on the community. More needs to be done to engage with our residents to increase visibility of the positive actions of the MET like the MET engage initiative online.

The committee learnt from Supt. Jim that through MET engage residents can interact with Police officers on the ward issues. However, there is a need for better communication to residents from the MET.

Councillor Enin explained to the committee that the council is taking a single systemised approach towards the reporting of ASB and Crime, and it's important that Customer Service Officers are well trained on signposting especially where certain issues need to be report to the CSP partners. However, in person interaction with residents is also a key factor.

Stephen informed the committee that the council channels are effective tools for residents to report ASB. The Town Centre Action Plan also has a community safety element which involves a Senior Officer Group working in areas of community safety.

The committee then asked further questions on the following themes

- Impact of CCTV on crime prevention; fear amongst young people and residents on reporting ASB & crime; Women's Safety Survey and high levels of gender-based violence
- Percentages in cases where action has been taken on ASB or drug-use; Petition to reopen Rotherhithe Police Hub; Arrests of the phone smuggling gang and its impact on reduction of phone thefts.
- Impact of Early Release from Custody and its workings

The committee heard from Stephen that he will be looking into more details on high levels of gender-based violence, the data in the presentation includes all types of gender-based violence including domestic abuse. Reporting of ASB is taken seriously by officers and every report is investigated, however there are instances where there isn't any evidence to act on.

The committee learnt from Councillor Enin that the council officers are working with Landlord Services to ascertain how to feedback to residents on ASB complaints closing that feedback loop. Visual Audits and feedback from cleaners are being used to gather evidence of ASB. It is important that the council engages with TRA Chairs who have closer contact with residents. There have also been instances

where the police have arrived at the same time when drug-use perpetrators are present. As a piece of wider engagement ASB and drug-use and the residents making the complaints are called back for liaising. There are initiatives wherein the CSP is working with young people, Youth Crime Stoppers, Fearless but this has not got enough uptake, other boroughs are trialling apps like 'Imabi'. Under the Southwark Violence Reduction Unit there is a consortium called 'My Ends' for young people fearing retribution when reporting crimes.

Stephen informed the committee that officers are working on a piece of communication to residents which details the entire stories of the cases, actions taken and resolutions.

Emma (BCU) explained to the committee that re-opening Rotherhithe Police Hub in a shopping centre is not suitable for various reasons, and she hopes that the arrest and disbanding of the phone smuggling gang in recent news has an impact on areas in Southwark such as Tooley Street.

Emma Connor (Head of Southwark Probation unit) informed the committee that every individual release from prison is subject to stringent license conditions and has a robust Risk Management Plan, this is put together by the probation officer who supervises the individual. It also means conversations with statutory agencies like housing and Dugs & Alcohol Services. In Southwark over the past 6 months there have only been 5-6 individuals released, and they are all with stringent license conditions and a robust Risk Management Plan.

The Chair addressed the committee saying that crime would occur irrespective of the issues in various areas of the respective partner agencies. However, all the partners do have a vested interest in ensuring that the residents of this borough are safe and that law order is upheld. There is a need to rebuild resident trust and confidence in our organisations and especially the police.

6. CHILTON GROVE ESTATE - INFILL AND MAJOR WORKS

The committee first heard from Councillor Stephanie Cryan in her capacity as ward Councillor covering the following points

- Chilton Grove rooftop development and In-fill was not a modular build, and as it was with residents in-situ which caused issues
- Issues with securing Building Control consent; resident project group meetings monthly.
- Contractors did not have expertise and third-party surveyors were approached; Major works could not be done due to Building Control issues being resolved
- Contractors cut down a tree that should not have been cut down, they also used resident car parking spaces and window installations were not installed in the time frame
- COVID delays impact, project initially with New Homes and then passed onto Asset Management when roof top developments and in- fill was not

going ahead

- Arie Miller report highlighted lack of a tendering process for the works; New home and landscaping; Charges for leaseholders should not include communal landscaping and roofing.
- Squatting of empty homes in the estates by criminal gangs involved in drugs and ASB; Block of homes run by Housing Associations at the estate did not have tenancy checks being carried out; Side extensions were considered but the costs were too high and unfair to leaseholders
- £210,000 were allotted for secure entry doors; Major works to be retendered out; Resident representative in the panel; Residents raised issues – resident being recharged for roofs, cladding and landscaping, Flat rates of compensation of £4600 not accounting for level of disruption in each household
- Referring to recommendation 13 going to Cabinet from the Housing Scrutiny commission that the learnings from the Canada Estate be applied to the major works at Chilton Grove Estate; Resident commitment and activity needs to be appreciated.

The committee then heard Councillor Michael Situ, Cabinet Member for Council Homes, Hakeem Osiniake, Strategic Director of Housing, Ryan Collymore, Director of Repairs and Maintenance, Richard Ndudi, Head of Investment and Paul Merter, Interim Design and Delivery Manager on the following topics.

- Apologies to residents living on Chilton Grove Estate facing anxiety and distress; Learnings – ensuring reviews on all major work since 2015, apply to major works strategy, accountable process at Chilton Grove monitoring progress and regular meetings with the Resident Project Group (RPG)
- Contractor left site which led to abandonment of the new rooftop homes development and corner homes extension; Initially leaseholders were not set to pay for rooftop works, cladding, lift replacement and landscaping; £4600 compensation offered to residents because of work not going ahead, residents can raise compensations issues with officers on a case-by-case basis
- Some repairs will be going ahead, roofing, cladding, concrete repairs and landscaping starting January- February 2026. Secure door entry system that is CIL funded to be installed

The committee then asked questions on the following themes

- Communications with all residents; Dealing with ASB until the secure entry doors are installed
- Residents feel a lack of confidence in the council, Leaseholders feel stuck as they cannot rent their flats, last meeting with residents did not go well, some residents told they will have to pay an additional £60k on top of £40k already paid.
- Cultural and systemic issues when dealing with estates such as Devon Mansions, Canada Estate, Kirby Estate, Chilton Grove, Arica Estate and Consort Estate; Contracts awarded without scrutiny and tendering process

Paul explained to the committee that the resident newsletter will be restarted to communicate with all residents and not just the RPG monthly and that it will be circulated to the ward councillors beforehand to check the content. Resident communication, resident involvement and rebuilding trust with residents is a key priority for the housing team.

Hakeem informed the committee that firstly residents were apologies to, at the residents meeting last year. Apologies for the state of estates were also sent to ward councillors and since then the amendments that were promised were made and continue to be made. Initially, the works that were carried out, leaseholders received an estimated bill and the final bill leaseholders received were only on the works that were completed. Leaseholders received refunds for any charges paid for the works that were not completed and a final bill.

However, works are still needed at the estate, and the council has now undertaken standalone refurbishment, and residents will receive a bill for that. All the estates in question and their respective schemes start dates are historical ranging from 2019 Covid era to present time and there is a different way that the housing team is handling these works now.

Furthermore, the housing department has been clear and transparent on the mistakes made, lessons learnt and clearly communicated the next steps taken to address these issues. Recommendations received from this committee, and its commissions have been accepted, and action has been taken.

Councillor Situ told the committee that he himself is reassured that robust systems and processes are in place to ensure delivery of works and no recent issues have been raised in any new development or refurbishment schemes. The council is also working on the Good Landlord Plan which is at the centre of the work the housing team is doing, to regain the confidence of the residents. Councillor Situ also made a commitment to take on every concern raised by residents by being on the front line.

Furthermore, Councillor Situ seeks to gain an in-depth and greater understanding of the processes to hold officers to account and in addition committed to estate walks, repair action days and dropping in to key housing services to observe the work.

Hakeem further explained to committee that the council was already in partnership agreement with Equans the company who were in contract for refurbishment, but Equans dint have expertise in building works. The decision to ask them to do building work has led to these issues.

The committee heard from Councillor Cryan that the resident meeting being referred to, was a meeting held by Open Communities and not the council and it resulted in residents being gathered around a laptop as it was a hybrid meeting. Furthermore, resident meetings should be held in person with the council officers, contractors and residents being present.

The committee then asked further questions on the following topics

- Procurement remaining works £6m-£10m, value for money
- Resident parking used by contractors, scaffolding up for months, rude contractors, massive costs for residents, Thaxted Estate and Damery Estate rooftop developments cancelled
- Review of major works since 2015 and re-opening engagement with residents; Housing department personnel / Cabinet Member change and the loss of the learnings for the council from these estate reviews.

Paul informed the committee that the estimate for the remaining works is £5m, and that a fully compliant procurement process is being followed. The council will only know the costs when the contracts go out to tender and it is expected to have a lot of companies bidding for this contract. The procurement panel will include a resident, and the panel will not only look at the costs but the quality of the submissions and how it relates to the budget. Elements of the work which could lead to duplication like scaffolding which was originally setup for roof works and not carried out will not be recharged to residents and leaseholders again.

Councillor Situ explained to the committee that the council is monitoring the contracts closely and is reassured that new developments are being monitored rigorously.

The committee heard from Hakeem that the council are in conversation with residents of Thaxted and Damery estates to find an acceptable solution to the works being carried out. Furthermore, all the recommendations made by the various committees' haven been actioned and the review of this estate in the published reports clearly outlines the improvements made. The housing team has taken decision making out of the contractors' hands and is being managed by officers to deliver resident needs.

The committee learnt from Councillor Situ that Arica house is on review, and issues arising will be disclosed and lessons will be implemented. All historical major works estates will be reviewed with a focus on operational issues. Accumulating the lessons learnt from all the reviews of the mentioned estates would go a long way in ensuring that these mistakes are not repeated. Hakeem explained to the committee that the previous Cabinet Member for Council Homes, Councillor Sarah King emphasised the importance of having a sustainable process for future development. The housing team has worked to build and do things in a much better way, keeping in line with the Good Landlord Plan.

The Chair then reiterated some of the points made earlier to the committee which could possibly be recommendations

- Resident Communication- all different types of media communications and meetings with residents be utilised e-newsletter, in-person and hybrid.
- Leaseholder Charges- full transparency and ensuring correct charges

- Cabinet Member be asked to gather all the different lessons learnt into a comprehensive document.

Furthermore, the Chair informed the commission that at the last Cabinet meeting, the recommendations on major works had been put forth, the need for a change in the council's culture, a more rigorous strategic oversight in areas of management and politically.

7. CABINET RESPONSE TO OVERVIEW AND SCRUTINY COMMITTEE RECOMMENDATIONS ON CONSORT ESTATE

The Cabinet response to recommendations was noted by the committee.

8. WORK PROGRAMME

The committee noted the work programme for the 2025-26 year.

Meeting ended at 9.30 pm

CHAIR:

DATED:

Meeting Name:	Overview and Scrutiny Committee
Date:	11 November 2025
Report title:	Scrutiny Call-in: 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, 14 October 2025)
Ward(s) or groups affected:	Nunhead and Queens Road
Classification:	Open
Reason for lateness (if applicable):	N/a
From:	Head of Scrutiny

RECOMMENDATIONS

1. That overview and scrutiny committee consider the scrutiny call-in of the cabinet decision in respect of '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'.
2. That having considered the call-in, the overview and scrutiny committee decide on the appropriate course of action as outlined in paragraph 12 and 13 of the report (potential outcomes available to the call-in meeting).

BACKGROUND INFORMATION

3. On 14 October 2025 cabinet considered the 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'.

The cabinet:

1. confirmed 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. agreed the council entering into an agreement for lease ('AFL') and subsequent lease for a 999 year period with Andover, the principals being set out substantially in this open report and fully in the closed report.

3. delegated 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 the report and as set out in the closed report.
4. delegated 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 the report and in the closed report.

The Cabinet:

- i) noted that further feedback from the Health and Social Care Scrutiny Commission meeting, scheduled for Thursday 16 October 2025, would be taken into account during the lease negotiation stage with Andover.
- ii) noted that Planning and Growth would explore options for appointing the Dementia Services Development Centre (DSDC) at the University of Stirling, as sector specialists, to comment on the proposed design, at the appropriate time.
- iii) noted that, with reference to paragraph 23 of the open report, the Andover Nursing Home has now been rated 'Good' by the CQC (4 September 2025).

KEY ISSUES FOR CONSIDERATION

4. A request for a 'call-in' can be made in relation to an executive decision which has been made but not yet implemented by the following:
 - a) the cabinet
 - b) an individual member of the cabinet
 - c) a committee of the cabinet
 - d) an executive decision taken by an individual member
 - e) a key decision made by an officer with delegated authority.
5. This enables the overview and scrutiny committee to consider whether the decision is appropriate.
6. It is for the overview and scrutiny committee to decide what evidence to consider and take into account when considering the call-in. The committee should however be mindful of the grounds for call-in and the specific decision(s) the call-in relates to when considering whether the decision is appropriate.
7. The committee should also be mindful of the provisions contained in the Council constitution which enable interested parties to make representations to a decision maker ahead of a decision and the onus on the decision maker to have regard to representations received when taking a decision. The committee should therefore as far as practicable not introduce new issues or

rehearse points that have previously been made to the decision maker.

Call-in request

8. A request for call-in was received from Councillors Suzanne Abachor, Esme Dobson, Maria Linforth-Hall, Sandra Rhule and Charlie Smith.

Call-in context – The key concerns raised in the call-in are around the ability to enforce the Residential Care Charter, guarantees in respect of quality and affordability standards over time, whether a Gateway Zero report should have been produced, lack of engagement with key stakeholder groups, the risk that the proposed route will cost significantly more than direct delivery over a longer period and that the proposal may not deliver the boroughs particular bed needs due to the proposed route of delivery. Full detail in respect of the call-in request is contained as Appendix 1 of the report.

Comments of the Head of Scrutiny

9. In requesting the call-in of a decision, the requesters of the call-in are required to indicate and give reasons for why they believe the principles of decision making set out in Article 1.3 of the constitution has failed to be applied.
10. The officer report to cabinet was drafted for the purposes of a land transaction and selection of the development partner, and further detail around the specifics of the care home is to be set out in a future report(s). Some of the concerns raised in the call-in relate to the proposed method of delivery, potential consequences of the intended arrangements, and details around the development of the care home. Given the report's purpose, information relating to the concerns raised was not contained or directly addressed in the report and as such a view on the validity of the grounds for call-in could not be reached without further information.
11. The implementation of the decision will commit the council to a particular course of action i.e. the building and delivery of a care home by Andover Care Ltd, along the terms set out in the open and closed reports. The call-in will enable discussion and clarity around the validity of those concerns and identify any actions that the committee considers appropriate ahead of implementation of the decision.

Potential outcomes available to the call-in meeting

12. If, having considered the decision and all relevant advice, the committee is still concerned about it then it may either:
 - a) refer it back to the decision making person or body for reconsideration, setting out in writing the nature of its concerns, or
 - b) refer the matter to council assembly if the decision is deemed to be outside the policy and budget framework (not applicable in this case), or
 - c) not refer the matter back to the decision making person or body but decide to undertake a subsequent review of a policy or service issue,

which shall not affect the implementation of the decision, or

d) not refer the matter back to the decision making person or body.

13. In an outcome of c) and d) above, the decision shall take effect on the date of the scrutiny meeting. Notice of the decision will be issued to all councillors and published on the council's website.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet report – (attached as an Appendix)		

APPENDICES

No.	Title
Appendix 1	Scrutiny call-in request form
Appendix 2	Cabinet 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 (open report)

AUDIT TRAIL

Lead Officer	Everton Roberts, Head of Scrutiny		
Report Author	Everton Roberts		
Version	Final		
Dated	3 November 2025		
Key Decision?	No		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title		Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance		No	No
Strategic Director, Finance		No	No
Cabinet Member		No	No
Date final report sent to Scrutiny Team			3 November 2025

Scrutiny call-in request form

This form is to be used when requesting a call-in. It has been created to elicit the required information, and to provide an audit trail of the process.

Requesting a call-in

To request a call-in, please complete section 1 and arrange for the form to be countersigned by four other members of the council and email to scrutinyteam2@southwark.gov.uk before the end of the scrutiny call-in period indicated on the decision notification issued by the constitutional team.

SECTION 1

1. Title of decision to be called in, and decision taker

Decision title:	Decision taker:
Asylum Road Care Home. Disposal of the site by way of a long-leasehold interest with a selected partner to deliver and operate a new care home at Asylum Road SE15.	Cabinet

2. Have you [applicable to all councillors requesting the call-in] participated in taking the decision?

(Yes/No): No

Note: A member who participates in taking an executive decision shall not sign a call-in request on the same decision (thus avoiding any conflict of interests).

3. Does the request for call-in relate to a single recommendation in the report or the

whole report?

The call-in relates to the whole report and decision, including the lease terms, procurement classification, and due-diligence process for selecting Andover Care Ltd.

4. Which of the principles of decision making in Article 1.3 of the constitution have failed to be applied? (see scrutiny call-in guidance for explanation)

Mark all that you believe have failed to be applied and state reasons:

Decision making principle:	Failed to be applied? (mark with an X)
<p>(a) The link between strategy and implementation must be maintained</p> <p>Reason:</p> <p>The Residential Care Charter (RCC) represents Council policy and strategy. It can be applied under a procurement route, but as it remains unclear whether this transaction is classified as a procurement or not, the Council's ability to enforce RCC standards may be limited. The Cabinet report stated that the April 2025 bid pack "did not prescribe any conditions on which the services should be delivered." Andover's model was said to align only "broadly" with the RCC, suggesting potential gaps that need clarification.</p>	X
<p>(b) Decision making generally, whether by individual officers, individual cabinet members or the cabinet collectively, should have reference to the policy framework</p> <p>Reason:</p>	
<p>(c) Respect for human rights, law, probity and the constitution</p> <p>Reason:</p> <p>The classification of this arrangement remains unclear. Whilst the Council has undertaken a land transaction on another site, there is no published legal advice confirming that this specific model</p>	X

<p>complies with procurement law or that appropriate mechanisms exist to guarantee quality and affordability standards over time.</p> <p>The HSCSC also believes that as this contract is worth over £10 million, a Gateway Zero report should have been produced in accordance with the Council's Contract Standing Orders. The IDM of April 2024 foresaw a procurement route, not a land transaction route, so the Gateway Zero should have been initiated at this stage.</p>	
<p>(d) reasonable and proportionate consultation</p> <p>Reason:</p> <p>The only consultation which appears to have taken place is consultation with the immediate neighbours around whether they would accept a care home on this site or not. At the April 2025 HSCSC meeting, officers indicated that there would be engagement with key stakeholders, leading to an expectation that this would take place before final provider selection. However, no engagement with key stakeholder groups such as COPSINS, Southwark Pensioners Action Group, and Southwark Dementia Action Alliance appears to have taken place.</p> <p>The Health and Social Care Scrutiny Commission also requested pre-scrutiny on this item in October 2024 but no pre-scrutiny took place. Officers only briefed the Commission in April 2025 which was after work on the bid process had begun (briefing note of 2 April 2025 states the marketing pack had been prepared in March 2025).</p>	X
<p>(e) the taking of reasonable and appropriate professional advice from officers</p> <p>Reason:</p> <p>Cabinet members do not appear to have received sufficiently comprehensive legal, financial, or sector-specific advice. Specifically:</p> <p>(i) no confirmed legal view on whether this is a procurement or not; (ii) no financial advice on the impact on the General Fund or the risk that this option may cost up to £30 million more over 30 years than direct delivery. The evidence in Southwark is that homes owned by</p>	X

the Council and run by a third party have provided more cost-effective and better quality care.	
<p>(f) proportionality (i.e. the action must be proportionate to the desired outcome)</p> <p>Reason:</p> <p>Granting a 999-year lease to achieve a 90-bed care home may be disproportionate. Shorter leases or joint-venture models could deliver the same outcome while maintaining future flexibility and public control.</p> <p>In particular, the need in the borough is for nursing beds rather than residential care beds but due to the land transaction route being used where the Council cannot specify the outcome, only 30% of the Council's 50% of beds in the proposed bid are for nursing care.</p>	X
<p>(g) a presumption in favour of openness</p> <p>Reason:</p> <p>The due-diligence process lacked transparency and appears to have contained factual inaccuracies. Cabinet members were not provided with adequate or up-to-date information about the selected operator. Specifically, members were informed that Andover Care Ltd owns two nursing homes, but it owns only one. Officers reported that Andover operates a home rated "Outstanding" by the CQC; however, this rating (from 2019) was superseded by a June/July 2025 re-inspection where the home was downgraded to "Good" overall and "Requires Improvement" for the "Well-led" category. The home visited by officers (Alban Manor Nursing Home) is not owned by Andover Care Ltd and does not accept local-authority funded residents, and would therefore have given a misleading impression of the quality of care that could be provided. Cabinet members were told Andover Care Ltd is a family business, but two of the three directors live abroad (United States and Canada), raising questions about on-site leadership capacity.</p>	X

<p>(h) clarity of aims and desired outcomes, including of the options considered</p> <p>Reason:</p> <p>While the Cabinet report did address why some of the delivery options were not recommended, further clarity is needed on how those options were evaluated in terms of cost, control, and care quality, and in particular why a development-partner procurement route was dismissed after being previously described as appropriate where specific service outcomes are required. Specific services outcomes are required in this case in the form of the types of bed (nursing v residential) needed and the provisions of the Residential Care Charter.</p> <p>The proposed 90-bed capacity also raises practical and quality concerns. Independent sector analysis (Carterwood, 2025) identifies 65–75 beds as the optimal size for balancing efficiency with high quality care. Larger homes (80+ beds) often face greater challenges in maintaining personalisation and consistent care standards. The basis for selecting 90 beds, therefore, requires clearer justification.</p> <p>The April 2025 bid pack set out the option of not proceeding at all. The need for more nursing beds is clear and not proceeding would therefore not be a desirable option. But the limited market response to this bid process in terms of number and quality of bids (only four bids, two of which were from companies which don't currently own any care homes), suggests that alternative options should be revisited.</p>	X
<p>i) consideration of the likely climate consequences and the likely equality (including socio-economic disadvantage and health inequality) consequences of the relevant decision and therefore reports for decision should include advice from officers of the likely climate and equality impacts of the decision</p> <p>Reason:</p> <p>Although an Equality Impact Assessment was appended to the Cabinet report, there was limited discussion of long-term health and equality implications associated with private versus council-led ownership models. The likely equality and health consequences were not fully considered. Evidence in Southwark shows that Council owned homes delivering care through partners produce better</p>	X

quality outcomes than fully private homes. Recent national UK research (see Age & Ageing, Vol 54 No 5, 2025) also demonstrates that ownership and delivery models directly affect equity and quality of care. Further explanation is required on how equity, accessibility, and care quality will be safeguarded under the proposed lease arrangement.	
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5. Is the decision believed to be outside the policy or budget framework

(Yes / No): No

Signatures of those members requesting the call-in of the decision:

Note: each member must insert his or her name in the table below. A separate email from the member communicating support for the call-in is sufficient, but should be evidenced upon submission of the form.

- 1) Councillor Suzanne Abachor (Chair)
- 2) Councillor Maria Linforth-Hall (Vice-Chair)
- 3) Councillor Esmé Dobson
- 4) Councillor Sandra Rhule
- 5) Councillor Charlie Smith

Section 2

To be completed by Head of Scrutiny (or officer of the scrutiny team)

6. Does the request meet the Call-in threshold? (All must apply for threshold to be met):	Mark with an X
(a) Five members of the council have requested the decision be called-in ¹ .	X
(b) A member who has participated in taking the executive decision has not signed a call-in request on the same decision.	X
(c) Evidence that the decision maker did not take the decision in accordance with the principles of decision making as set out in Article 1.3 of the constitution has been provided.	X
(d) The request has stated whether or not the members believe that the decision is outside the policy or budget framework.	X

7. Request for call-in considered valid?

(Yes / No): Yes

Reasons:

The key concerns raised in the call-in are around the ability to enforce the Residential Care Charter (council policy), guarantees in respect of quality and affordability standards over time, whether a Gateway Zero report should have been produced, lack of engagement with key stakeholder groups, the risk that the proposed route will cost significantly more than direct delivery over a

¹This can include education representatives (for the purpose of education decisions only)

longer period and that the proposal may not deliver the boroughs particular bed needs due to the proposed route for delivery.

The decision to dispose of the site by way of long-leasehold interest with a selected partner to deliver and operate a new care home at Asylum Road commits the council to a particular course of action i.e. the build and delivery of a care home by Andover Care Ltd, along the terms set out in the open and closed reports.

It is noted that the detail of the report was drafted for the purpose of the land transaction and selection of the development partner, and that further detail around the specifics of the care home will be set out in some future report. Much of the concern however relates to information/issues that are not contained in the report or directly addressed and a view on these issues cannot be arrived at without further information.

A call-in will enable discussion and clarity around the validity of the concerns and identify any appropriate action that the committee consider appropriate.

Signed: Everton Roberts, Head of Scrutiny

Date: 24 October 2025

Note: If the call-in is considered to be valid, the scrutiny officer shall notify the decision taker and the relevant chief officer, who shall suspend implementation of the decision. The scrutiny officer shall a) refer the called-in decision to the next meeting of the overview and scrutiny committee, if that meeting is within ten clear working days of the receipt of the call-in request, or b) call an extraordinary meeting of the overview and scrutiny committee to consider the called-in decision, to take place as soon as possible and in any case within ten clear working days of the call-in request, or c) if appropriate arrange an extraordinary meeting of the overview and scrutiny committee to consider the matter outside the normal timetable, unless in the view of the monitoring officer and/or the chief finance officer, in consultation with the relevant chief officer, the matter cannot wait and in which case it shall be considered in accordance with the timescale set out above.

Invalid Call-in Request

Where a call-in has been ruled invalid by the scrutiny officer, a request can be made by those requesting call-in for the monitoring officer to review the ruling. The request shall be made by 4pm on the second working day after the day of the notification of the decision by the scrutiny officer.

In the event of dispute, the decision of the monitoring officer shall be final.

Request for review of scrutiny officer ruling. Please send this form to Doreen Forrester-Brown, Monitoring Officer by 4pm, @ date

(Email: Doreen.forrester-brown@southwark.gov.uk)

Section 3

To be completed by the monitoring officer upon receipt of request for review

I have reviewed the grounds for call-in and reasons given for an invalid request and conclude that the request for call-in is (Valid / Invalid)

Reasons:

Doreen Forrester-Brown, Monitoring Officer

Dated:

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		

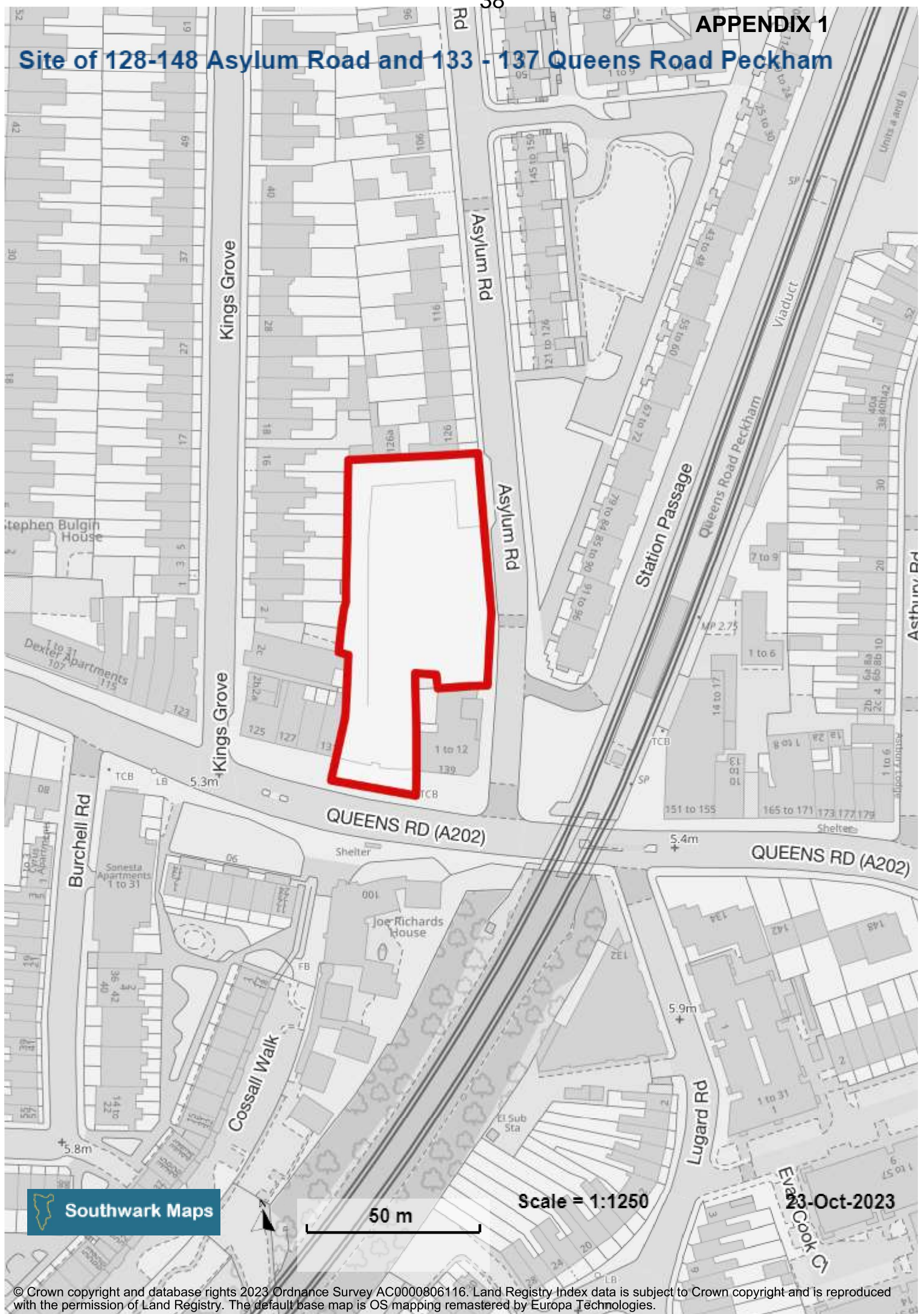
APPENDICES

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

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



Nursing Care Needs Assessment- 14 August 2024

Introduction

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

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

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

Care Homes in Southwark- Current Picture

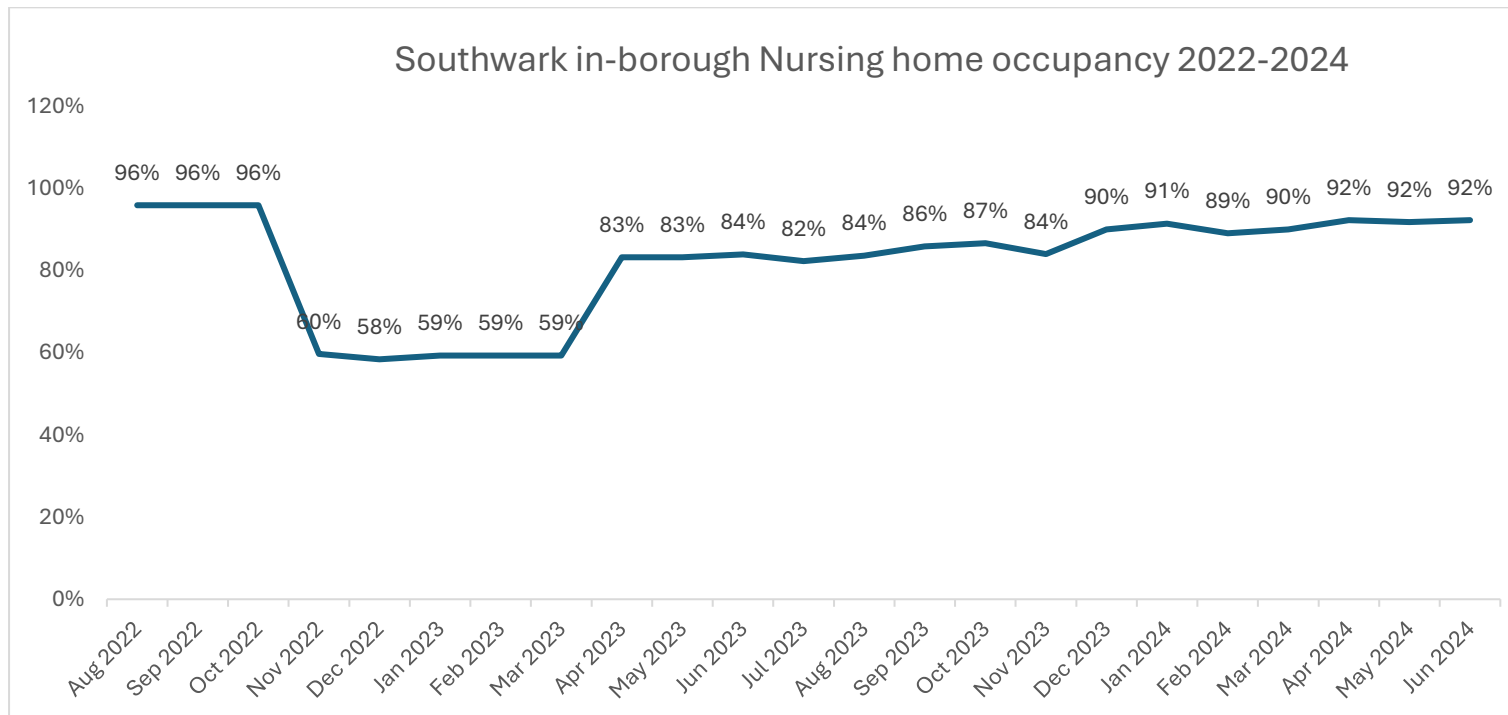
There are currently eight older peoples care homes in Southwark. Three of the eight homes provide nursing care to Southwark residents. Currently, we are meeting the demand for residential placements but are not always able to meet the current demand for nursing care and dementia nursing care in Southwark.

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

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

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

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



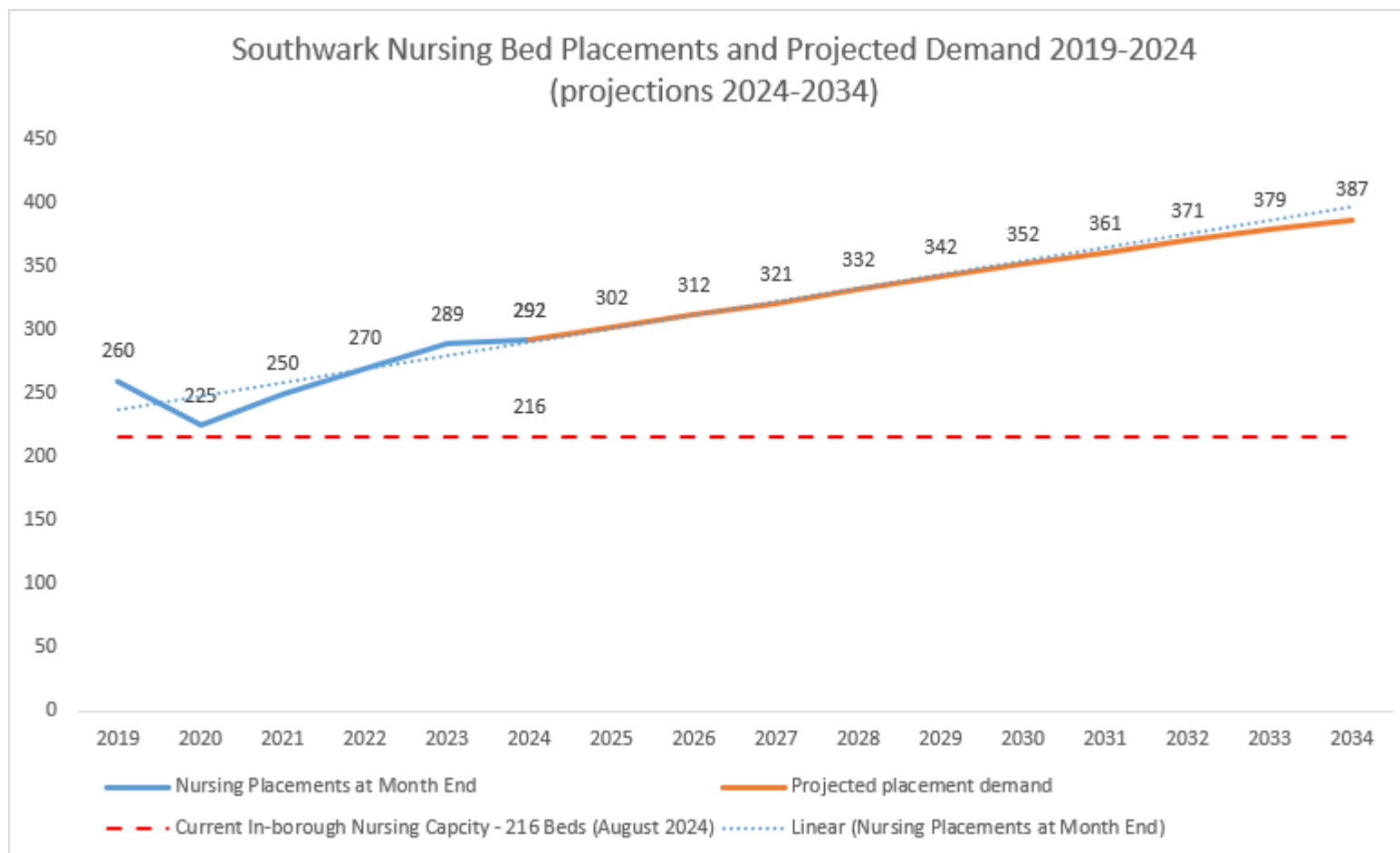
Demand for Nursing Care Placements in Southwark- Current Issues and Rising Demand

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

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

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

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

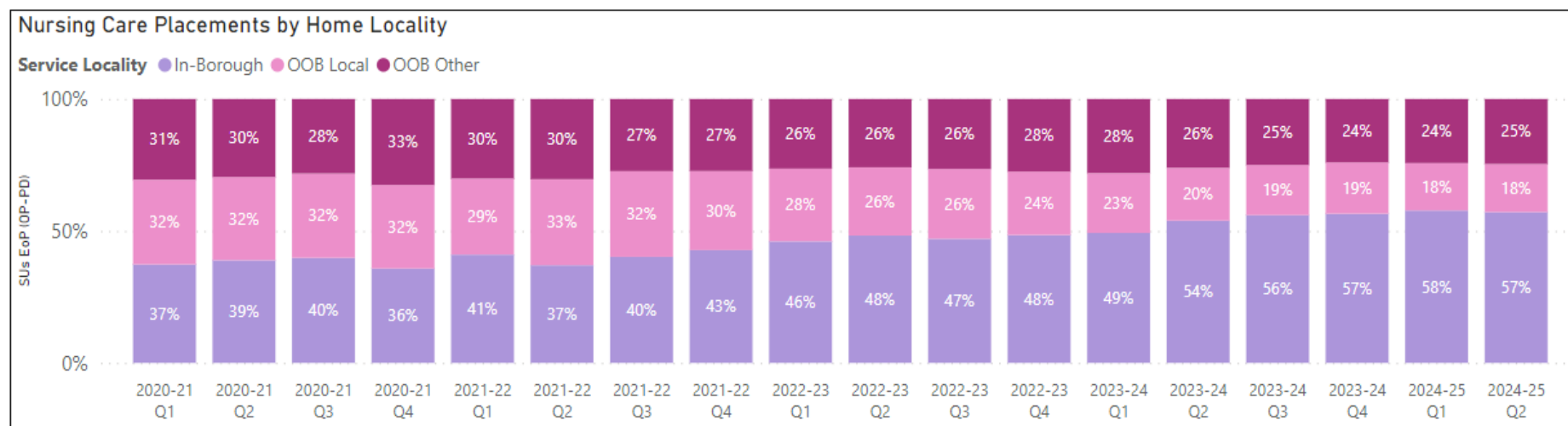
Reason for out of borough placement	Count
No in borough availability	8
Referral declined by in borough provider as inappropriate	4
Service User/family choice	13
Grand Total	25

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.

Asylum Road Care Home

Equality Impact and Needs Assessment

September 2025

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Mott MacDonald
10 Fleet Place
London EC4M 7RB
United Kingdom

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

Asylum Road Care Home

Equality Impact and Needs Assessment

September 2025

Issue and Revision Record

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

Document reference:

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Contents

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

Executive summary

Overview and approach to the Equality Impact and Needs Assessment

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

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

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

Structure of this EQINA

The report follows the following structure:

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

Findings of the EQINA

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

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

Summary of equality impacts

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

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

1 Introduction

1.1 Overview

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

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

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

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

1.2 The Equality Impact and Needs Assessment

1.2.1 Equality Impact Assessment and the Public Sector Equality Duty

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

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

- | |
|--|
| <p>(1) A public authority must, in the exercise of its functions, have due regard to the need to</p> <ul style="list-style-type: none"> a. eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act; b. advance equality of opportunity between persons who share a relevant protected characteristics and persons who do not share it. c. foster good relations between persons who share a relevant protected characteristic and persons who do not share it. <p>(2) A person who is not a public authority but who exercises public functions must, in the exercise of those functions, have due regard to the matters mentioned in subsection (1).</p> <p>(3) Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to –</p> <ul style="list-style-type: none"> a. remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; b. take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it; c. encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low. |
|--|

Source: The Equality Act, 2010

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

1.2.2 Assessing equality effects

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

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

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

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

1.2.3 Protected characteristics

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

Table 1.2: Protected characteristics definitions

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

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

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

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

1.3 Overall approach to the EQINA

1.3.1 Tasks undertaken

The following tasks have been undertaken to deliver the assessment:

1.3.1.1 Understanding the scheme

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

1.3.1.2 Evidence, distribution, and proportionality

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

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

1.3.1.3 Impact and needs assessment

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

1.3.1.4 Recommendations

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

1.3.1.5 Exclusions

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

1.4 Methodology for identifying and assessing equality effects

1.4.1 Identifying potential equality effects

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

The assessment considers, where possible and applicable:

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

2 Context and Background

2.1 Overview of the Asylum Care Home scheme

2.1.1 Overview

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

2.1.2 The site

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

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

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

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

2.1.3 Asylum Road Care Home

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

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

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

2.1.4 The locality

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

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

¹ Southwark Council (2024). Nursing Care Needs Assessment

3 Evidence Base

3.1 Local Area Profile

3.1.1 Overview

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

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

3.1.2 Age

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

Table 3.1: Population by age group

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

Source: Office for National Statistics (2021)

The table above outlines that:

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

3.1.3 Disability

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

Table 3.2: Proportion of the population with a disability

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

Source: Office for National Statistics (2021)

The table above outlines that:

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

3.1.4 Gender reassignment

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

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

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

Source: 2021 Census, ONS – gender identity

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

3.1.5 Marriage and civil partnership

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

Table 3.4: Marital status of the population

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

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

The table above outlines that:

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

3.1.6 Race and ethnicity

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

Table 3.5: Population by race and ethnicity

Ethnic group	Southwark	London	England
White			
White British	36%	37%	74%
Irish	2%	2%	1%
Gypsy or Irish Traveller	0%	0%	0%
Roma	1%	0%	0%
Other White	13%	15%	6%
Mixed/multiple ethnic groups			
White and Black Caribbean	2%	2%	1%
White and Black African	1%	1%	0%
White and Asian	2%	1%	1%
Other Mixed	2%	2%	1%
Asian/Asian British			
Indian	2%	7%	3%
Pakistani	1%	3%	3%
Bangladeshi	2%	4%	1%
Chinese	3%	2%	1%
Other Asian	3%	5%	2%
Black/African/Caribbean/Black British			
African	16%	8%	3%
Caribbean	6%	4%	1%

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

Source: 2021 Census, ONS – ethnic group

The table above shows that:

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

3.1.7 Pregnancy and maternity

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

Table 3.6: Maternity statistics for the population

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

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

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

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

The table above shows that:

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

3.1.8 Religion and belief

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

Table 3.7: Population by religion and belief

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

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

Source: 2021 Census, ONS – religion

The table above shows that:

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

3.1.9 Sex

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

Table 3.8: Population by sex

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

Source: ONS 2021 Census

The table above outlines that:

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

3.1.10 Sexual orientation

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

Table 3.9: Population by sexual orientation

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

Source: 2021 Census, ONS – sexual orientation

The table above outlines that:

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

3.1.11 Socio-economic status

3.1.11.1 Deprivation

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

Table 3.10: Population by deprivation quintile

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

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

The table above shows that:

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

3.1.11.2 Economic Activity

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

Table 3.11: Economic activity of the population

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

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

The table above outlines that:

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

3.1.11.3 Disability and employment

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

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

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

Source: ONS (2023). Annual Population Survey

The table shows:

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

3.1.11.4 Ethnicity and employment

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

Table 3.13: Employment by ethnicity

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

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

Source: ONS (2023). Annual Population Survey

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

3.1.11.5 Age and employment

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

Table 3.14: Employment by age group

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

Source: ONS (2023). Annual Population Survey

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

3.1.11.6 Claimant count

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

Table 3.15: Claimant count of the population

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

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

The table above outlines that:

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

3.2 Literature Review

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

All are segmented into key thematic areas.

Table 3.16: Summary literature review

Potential equality impacts

Potential equality impacts during operation

Improved employment opportunities

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

Impacts on local businesses

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

Impacts on accessibility and mobility during operation

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

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

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

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

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

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

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

Public transport access to new care home

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

Impact on feelings of safety and security

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

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

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

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

¹¹ Runnymede Trust (2020): 'Over-exposed and under-protected: the devastating impact of COVID-10 on ethnic minority communities in Great Britain'

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

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

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

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

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

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

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

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

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

Impacts during construction

Construction-related employment

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

Impacts to visual amenity

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

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

Environment-related health and wellbeing impacts

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

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

Accessibility and mobility in the surrounding area during construction

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

²¹ BCIS (2025). 'Latest Construction workforce figures'. Available at: [Latest construction workforce figures](#)

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

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

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

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

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

4 Equality Impact and Needs Assessment

4.1 Equality Impact and Needs Assessment

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

4.1.1 Impact on community during operation

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

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

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

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

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

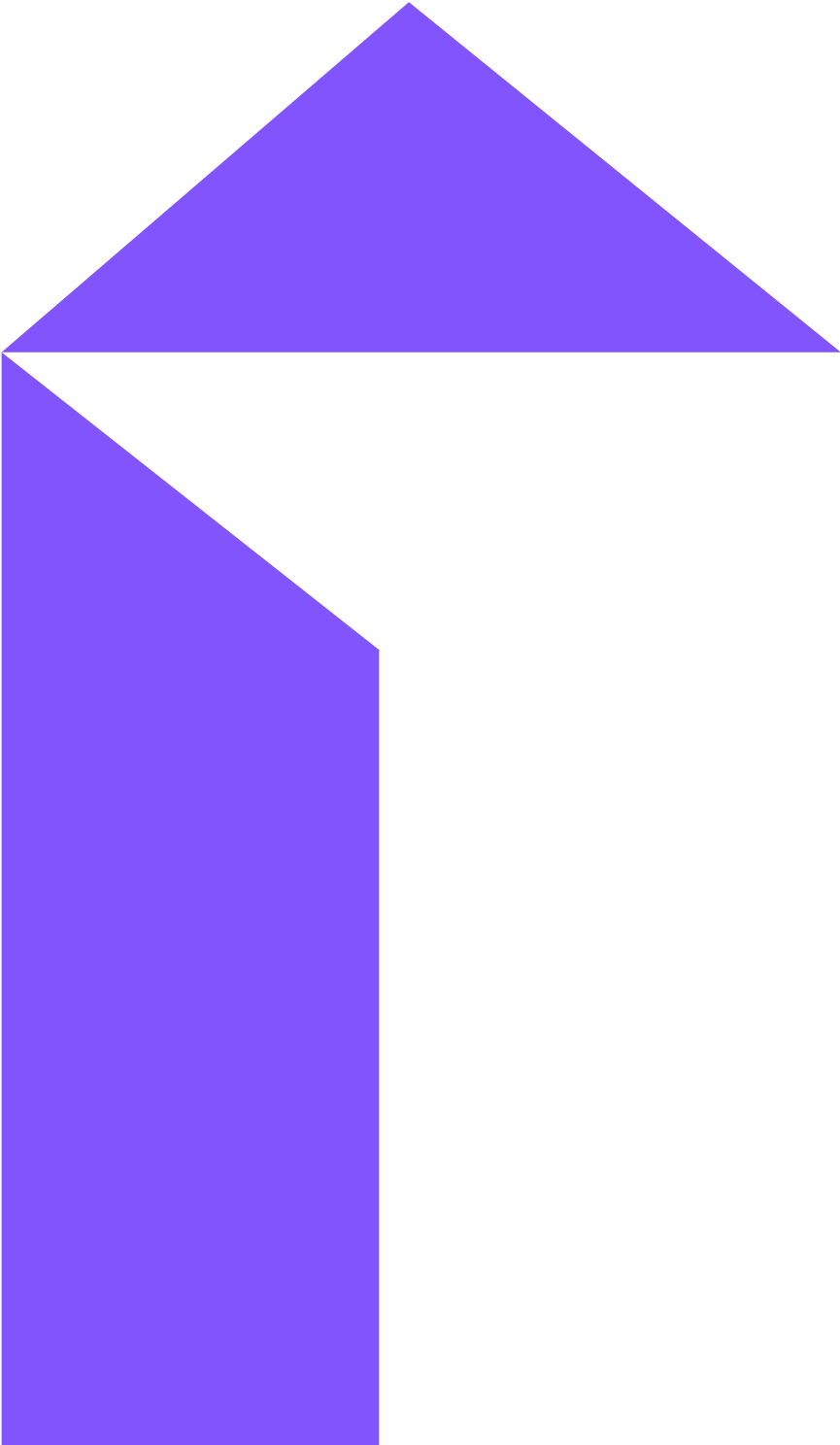
4.1.2 Impacts on local community during construction

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

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

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

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



Meeting Name:	Overview and Scrutiny Committee
Date:	11 November 2025
Report title:	Overview and Scrutiny Committee and Commission Work Programmes 2025/26
Ward(s) or groups affected:	N/a
Classification:	Open
Reason for lateness (if applicable):	N/a
From:	Head of Scrutiny

RECOMMENDATION

1. That the committee consider and agree annual work programmes for overview and scrutiny committee and its commissions for the 2025/26 municipal year.

BACKGROUND INFORMATION

2. Paragraph 6 of the overview and scrutiny procedure rules states that terms of reference of the overview and scrutiny committee will be:
 - a) to appoint commissions, agreeing the size, composition and terms of reference and to appoint chairs and vice chairs
 - b) to agree the annual work programme for OSC and the commissions
 - c) to consider requests from the cabinet and/or council assembly for scrutiny reviews
 - d) to exercise the right to call-in for reconsideration of executive decisions made but not yet implemented
 - e) to arrange for relevant functions in respect of health scrutiny to be exercised by an overview and scrutiny committee of another local authority where the council considers that another local authority would be better placed to undertake those relevant functions, and that local authority agrees to exercise those functions
 - f) if appropriate, to appoint a joint overview and scrutiny committee with two or more local authorities and arrange for the relevant functions of those authorities to be exercised by the joint committee
 - g) to periodically review overview and scrutiny procedures to ensure that the function is operating effectively
 - h) to report annually to all councillors on the previous year's scrutiny activity
 - i) to scrutinise matters in respect of:
 - the council's policy and budget framework
 - regeneration
 - human resources and the council's role as an employer and corporate

practice generally

- customer access issues, including digital strategy, information technology and communications
- the council's equalities and diversity programmes.

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

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

- a) review and scrutinise decisions made or actions taken in connection with the discharge of any of the council's functions
- b) review and scrutinise the decisions made by and performance of the cabinet and council officers both in relation to individual decisions and over time in areas covered by its terms of reference
- c) review and scrutinise the performance of the council in relation to its policy objectives, performance targets and/or particular service areas
- d) question members of the cabinet and officers about their decisions and performance, whether generally in comparison with service plans and targets over a period of time, or in relation to particular decisions, initiatives or projects and about their views on issues and proposals affecting the area
- e) assist council assembly and the cabinet in the development of its budget and policy framework by in-depth analysis of policy issues
- f) make reports and recommendations to the cabinet and or council assembly arising from the outcome of the scrutiny process
- g) consider any matter affecting the area or its inhabitants
- h) liaise with other external organisations operating in the area, whether national, regional or local, to ensure that the interests of local people are enhanced by collaborative working
- i) review and scrutinise the performance of other public bodies in the area and invite reports from them by requesting them to address the scrutiny committee and local people about their activities and performance
- j) conduct research and consultation on the analysis of policy issues and possible options
- k) question and gather evidence from any other person (with their consent)
- l) consider and implement mechanisms to encourage and enhance community participation in the scrutiny process and in the development of policy options

m) conclude inquiries promptly and normally within six months.

KEY ISSUES FOR CONSIDERATION

4. In accordance with the provision set out in 2(a) above, the overview and scrutiny committee established four commissions for the 2025-26 municipal year at its meeting held on 17 May 2025.
 - Education and Local Economy Scrutiny Commission
 - Environment, Community Safety and Engagement Scrutiny Commission
 - Housing Scrutiny Commission
 - Health and Social Care Scrutiny Commission
5. In accordance with the provision set out in 2(b) above, overview and scrutiny committee is being recommended to agree scrutiny work programmes for the 2025-26 municipal year.
6. In considering the work programmes the overview and scrutiny committee is recommended to focus on key issues where scrutiny can make a significant impact for local people, and issues aligned to the council's strategic priorities.
7. Attached as an appendix are the proposed remits of overview and scrutiny committee and its commissions based on the cabinet portfolio responsibilities set out in the council constitution and the Southwark 2030 Goals. The document is for reference purposes only and serves to highlight the cabinet member portfolio responsibilities and Southwark 2030 Goals covered by the overview and scrutiny committee and the scrutiny commissions with a view to assist in directing potential issues for consideration to the correct committee/commission undertaking actions referred to in paragraph 3 above.
8. The work programmes are a standing item on the overview and scrutiny committee and commission agendas and enables the committee/commissions to consider, monitor and plan issues for consideration at each meeting.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Council Constitution • Section 3.3 - Cabinet Portfolios • Section 9 - Overview and Scrutiny Procedure Rules • Southwark 2030 Strategy	Southwark Council Website	Everton Roberts 020 7525 7221
Link: Council Constitution Southwark 2030 Strategy		

APPENDICES

No.	Title
Appendix 1	Overview and Scrutiny Committee, Work Programme 2025-26

AUDIT TRAIL

Lead Officer	Everton Roberts, Head of Scrutiny		
Report Author	Amit Alva, Scrutiny Officer		
Version	Final		
Dated	3 November 2025		
Key Decision?	No		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title		Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance		No	No
Strategic Director, Finance		No	No
Cabinet Member		No	No
Date final report sent to Scrutiny Team			3 November 2025

Overview and Scrutiny Committee Work Programme – 2025-26

Meeting	Agenda items	Comment
23 June 2025	<ul style="list-style-type: none"> Overview and Scrutiny Committee and Commission Work Programme 2025-26 	Lead officer – Vishal Seegoolam (Everton Roberts)
	<ul style="list-style-type: none"> Scrutiny Improvement Review Implementation - Update June 2025 	Lead officer – Vishal Seegoolam (Everton Roberts)
8 October 2025	<ul style="list-style-type: none"> Internal Review of the Chilton Grove Estate Rooftop Homes and 2018-19 QHIP Major Works Project 	Lead member – Cllr Situ Lead officer – Hakeem Osinaike
	Southwark Community Safety - Strategic Assessment and Draft Community Safety Plan	Lead member – Cllr Enin Lead officer – Stephen Douglas (Caroline Thwaites)
11 December 2025	<ul style="list-style-type: none"> Council Delivery Plan Performance (TBC) 	Lead member – Cllr Cryan Lead officer – Rhona Cadenhead
	<ul style="list-style-type: none"> Budget introduction and scene setting - training, fair funding consultation, current financial strategy (TBC) 	Lead member – Cllr Cryan Lead officer – Clive Palfreyman (Tim Jones)
	<ul style="list-style-type: none"> Cost of Living - Southwark 2030 goals including economies, discounts and subsidies (TBC) 	Lead member – Cllr Cryan Lead officer – Dominic Cain (Stephen Platts)
	<ul style="list-style-type: none"> Annual Workforce report – (TBC) 	Lead member – Cllr Cryan Lead officer – Doreen Forrester Brown (Ben Plant)

Meeting	Agenda items	Comment
7 January 2026	<ul style="list-style-type: none"> Budget Local govt settlement (TBC) 	Lead member – Cllr Cryan Lead officer – Clive Palfreyman (Tim Jones)
	<ul style="list-style-type: none"> Community Review Panels – Land commission work - regeneration Old Kent Road (TBC) 	Lead member - Cllr Dennis Lead officer - Clive Palfreyman (Stephen Platts)
	<ul style="list-style-type: none"> Southwark Housing delivery - affordable housing and social rent delivery (TBC) 	Lead member – Cllr Dennis Lead officer – Clive Palfreyman (Stephen Platts)
	<ul style="list-style-type: none"> Rail Infrastructure - CIL investment at train/tube stations (TBC) 	Lead member – Cllr Dennis Lead officer – Clive Palfreyman (Stephen Platts)
19 January 2026	<ul style="list-style-type: none"> Annual budget Scrutiny (daytime meeting) (TBC) <ul style="list-style-type: none"> ➤ 2026-2027 agreed budget savings ➤ In-year budget delivery ➤ Transformation delivery 	Lead member – Cllr Cryan, Cllr Ali and Cllr Dennis Lead officer – Clive Palfreyman (Tim Jones)
	<ul style="list-style-type: none"> Budget Scrutiny – Formulation of OSC recommendations to cabinet (daytime meeting) (TBC) 	Lead member – Cllr Wingfield
20 January 2026	<ul style="list-style-type: none"> Southwark 2030 Goal – Well Run Council (TBC) 	Lead member – Cllr Cryan Lead officer – Rhona Cadenhead
11 February 2026	TBC	

Meeting	Agenda items	Comment
16 March 2026	<ul style="list-style-type: none"> The Council's Transformation Agenda (TBC) 	Lead member – Cllr Cryan Lead officer – Rhona Cadenhead
	<ul style="list-style-type: none"> Neighbourhood Community Infrastructure Levy Framework (NCIL) (Pre-scrutiny) (TBC) 	Lead member – Cllr Dennis Lead officer – Clive Palfreyman (Stephne Platts)

Agenda items to be scheduled

Meeting (tbc)	Agenda items	Comment
	<ul style="list-style-type: none"> Refugees / Borough of Sanctuary (Task and Finish Group) 	Lead Member – To be appointed
	<ul style="list-style-type: none"> Youth services and Play Investment (TBC) <ul style="list-style-type: none"> ➤ Youth Provision ➤ Investment in Youth Services ➤ National gov investment in Southwark youth services (the youth transformation programme) ➤ Investment we have made for young people in our open spaces, playgrounds, and our sports facilities. 	Lead Member – Cllr Mwangangye Lead Officer – Toni Ainge
	<ul style="list-style-type: none"> Cabinet Member Interviews <p>Cllr Sarah King, Leader of the Council</p>	To be determined (as and when appropriate).

	<p>Cllr Jasmine Ali, Children, Education & Refugees</p> <p>Cllr Evelyn Akoto, Health & Wellbeing</p> <p>Cllr John Batteson, Climate Emergency, Jobs & Business</p> <p>Cllr Stephanie Cryan, Equalities, Democracy & Finance</p> <p>Helen Dennis, New Homes & Sustainable Development</p> <p>Cllr Natasha Ennin, Community Safety & Neighbourhoods</p> <p>Cllr Michael Situ, Council Homes</p> <p>Cllr James McAsh, Clean Air, Streets & Waste</p> <p>Cllr Portia Mwangangye, Leisure, Parks & Young People</p> <p>Cllr Sam Dalton, Supported Housing</p> <p>Cllr Margy Newens, Cleaner Southwark</p> <p>Cllr Bethan Roberts, Landlord Services</p>	
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	Cllr Joseph Vambe, Neighbourhoods	
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Agenda item to be scheduled in the next council year 2026-2027

Meeting (tbc)	Agenda items	Comment
	<ul style="list-style-type: none"> Southwark Equality Framework (pre-decision scrutiny) 	Lead member – Cllr Cryan Lead officer – Ben Plant (Evereth Willis)
	<ul style="list-style-type: none"> Cemeteries and crematorium services 	Lead member – Cllr Mwangangye Lead officer – Toni Ainge/ Aled Richards
	<ul style="list-style-type: none"> Development of social purpose of land framework 	Lead member - Cllr Helen Dennis Lead Officer - Clive Palfreyman (Stephen Platts)
	<ul style="list-style-type: none"> Canada Water 	Lead member – Cllr Dennis Lead officer – Clive Palfreyman (Stephen Platts)
	<ul style="list-style-type: none"> Council Homes Investment Strategy 	Lead member – Cllr Situ Lead officer – Paul Wood

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OVERVIEW AND SCRUTINY COMMITTEE

MUNICIPAL YEAR 25/26

AGENDA DISTRIBUTION LIST (OPEN)

NOTE: Original held by Scrutiny Team; all amendments/queries to amit.alva@southwark.gov.uk

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Councillor Laura Johnson	1	Sarah Feasey, Legal Department	1
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Alie Kallon (Co-opted Member)			
Mannah Kargbo (Co-opted Member)			
Clair Williams (Co-opted Member)			
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Councillor Rachel Bentley			
Councillor Sunil Chopra			
Councillor Sabina Emmanuel			
Councillor Barrie Hargrove			
Councillor Jon Hartley			
Councillor Richard Livingstone			
Councillor Hamish McCallum			
Councillor Margy Newens			
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Councillor Michael Situ			
Councillor Cleo Soanes			
		Total paper copies	14
		Dated: November 2025	