

<b>Item No.</b> 5	<b>Classification:</b> Open	<b>Date:</b> January 13 2009 January 14 2009	<b>Meeting Name:</b> Planning Committee Executive
<b>Report title:</b>		Aylesbury Area Action Plan Publication Version Report	
<b>Ward(s) or groups affected:</b>		East Walworth, Faraday, Newington, Grange, South Bermondsey, Peckham, Brunswick Park, Camberwell Green and Livesey	
<b>From:</b>		Strategic Director (Regeneration and Neighbourhoods)	

## RECOMMENDATIONS

### Planning Committee

1. That members of the planning committee note the consultation plan (appendix B) and note the Sustainability Appraisal (appendix C), Equalities Impact Assessment (appendix D) and Consultation Statement (appendix E) and provide comment for consideration by the Executive on the Aylesbury Area Action Plan (AAP) Publication Version (appendix A).

### Executive

2. That the executive recommend to council assembly to:
  - consider the Aylesbury AAP Publication Version (appendix A), the consultation plan (appendix B), the Sustainability Appraisal (appendix C), Equalities Impact Assessment (appendix D) and Consultation Statement (appendix E);
  - agree to formally consult on the Aylesbury AAP Publication Version before submission to the Secretary of State;
  - approve the Aylesbury AAP Publication Version for submission to the Secretary of State for Communities and Local Government provided no substantive changes are necessary following consultation, and
  - delegate the approval of any minor amendments resulting from its meeting or consultation to the Aylesbury AAP Publication Version to the Director for Regeneration and Neighbourhoods in consultation with the Executive Member for Regeneration before submission to Secretary of State.

## BACKGROUND INFORMATION

3. The council is preparing an area action plan (AAP) for the Aylesbury Estate and surrounding area. The AAP is being prepared under the new planning system and will be a spatial plan that combines land use planning policies with an employment strategy, a health and services strategy, a transport strategy, an open spaces strategy and a business and delivery plan, to create a holistic plan for the regeneration of the estate and surrounding area. Once adopted it will be a development plan in the council's local development framework (LDF) and will be used as the basis for determining planning applications in the area. Together with the core strategy which the council is commencing work on this year, and other local development framework documents, it will replace the Southwark Plan. The AAP must have regard to national planning policy and guidance, Southwark 2016 Sustainable Community Strategy and be in general conformity with the London Plan.

4. Legislation and national guidance sets out the requirements for the preparation of an AAP. The council has complied with these requirements. Preparation of an AAP takes place over a number of stages: -
  - The first stage involved preparing and consulting on the sustainability appraisal scoping report (May-June 2007).
  - The second stage involved consulting on issues and options (October-November 2007).
  - The third stage involved a consultation on preferred options (April-May 2008). The preferred options established a direction for the regeneration of the area with regards to issues such as the tenure mix of new dwellings, the bedroom mix, street layouts and building heights, proposals for open spaces, schools and health facilities etc.
  - The fourth stage involved a consultation on revised preferred options (November-December 2008) to make the proposals more family friendly by reducing the number of homes, making the homes larger and reducing the density.
5. The council is now at the fifth stage in which the publication version is consulted on and then submitted to the Secretary of State for independent examination. Unless new issues are raised during consultation that require a further modification of the AAP, this will be the final AAP that will be submitted to the Secretary of State for Communities and Local Government (it should be noted that any further substantive changes made as a result of consultation at this stage, will require an additional round of consultation prior to submission).
6. The draft submission AAP will then be subject to an Examination in Public held by a planning inspector appointed to act on behalf of the Secretary of State. The inspector will consider representations made by interested parties to test the soundness of the draft AAP. This may involve the inspector asking further questions about issues and examining relevant evidence. He will then provide the council with a binding report with changes that the council has to make. The council will then make the changes set out in the inspector's report and finally agree the AAP.
7. The publication version (appendix A), is accompanied by a consultation plan (appendix B), a sustainability appraisal (appendix C), an equalities impact assessment (appendix D) and a consultation statement setting out details of consultation carried out to date (appendix E).

## **CONSULTATION**

8. Prior to starting work on the AAP, the council prepared an overarching consultation strategy to guide the overall approach to consultation on the AAP. All consultation carried out on the AAP has been consistent with this strategy and also with the requirements of the recently adopted Statement of Community Involvement (SCI).
9. A considerable amount of consultation took place with residents and other stakeholders prior to beginning work on the AAP. This included including the tenant ballot of 2001-002, Project Placecheck, August/September 2002, the Options Appraisal for the south west corner, June to November 2004, the Aylesbury Tenants Survey 2005, and the 2006 Visioning Workshops.
10. The consultation which has taken place as part of the AAP process is summarised below (full details are provided in the consultation statement in appendix E):

- Publicity: Consultation on the AAP issues and options report and preferred options reports were widely publicised over a period of 12 weeks through mail outs to contacts on Southwark's planning policy database, information on Southwark's website and the Aylesbury Regeneration website, press advertisements etc.
  - Events and exhibitions: A show homes exhibition with a mock up of the flats being proposed in Phase 1a of the redevelopment of the Aylesbury Estate took place in June 2007. This was followed by the Building Futures Exhibition in October 2007, the Aylesbury Future Roadshow in April 2008, and the revised preferred options exhibition in October/November 2008. The latter sought residents' opinions on the revised preferred options.
  - Stakeholder meetings: A neighbourhood team comprising representatives of the Aylesbury estate tenants and residents organisations, ward members, and representatives of local business groups, voluntary organisations and health and youth service providers has been established. The team has prepared a charter setting out its objectives for the redevelopment of the estate and this forms the basis of the AAP objectives. Continuous consultation on the issues and options, preferred options and revised preferred options has also taken place with the Aylesbury Estate Steering Group, as well as the regeneration subgroup and the overarching consultation strategy, issues and options and preferred options have been presented to Walworth Community Council.
11. The revised preferred options exhibition was held to communicate the proposed revisions to the preferred options relating to housing, namely tenure mix, size and types of homes, density and building height. The exhibition was attended by 54 people and 46 questionnaires were filled in. Of these: -
    - 89% agreed with the revised tenure mix;
    - 89% agreed with the revised types of homes and thought the provision of more units for family homes would make the scheme attractive;
    - 85% supported the revised sizes of homes;
    - 96% welcomed the decrease in density, though 2 participants wanted it reduced further;
    - 94% supported the revised building heights. 3 people considered the new building heights were still high.
  12. In all 11 written representations were received in response to formal consultation on the revised preferred options. These were broadly supportive of the options. The Head of Surrey Square Junior School expressed concern that the impact of the regeneration on local schools had not been taken sufficiently into account.
  13. GLA: The Deputy Mayor considered that the principle of the development of the AAP is supported from a strategic planning perspective. The design concept and level of affordable housing was also thought to be acceptable. The revised housing mix, family focus and increased number of houses were welcomed. It was noted that further work needs to be undertaken on the viability of the plans.
  14. TfL: TfL considered that notwithstanding the Mayor's recent announcement on the cross river tram, Southwark should continue to safeguard the tram route while alternative public transport improvements were considered.
  15. GOL: GOL highlighted a number of issues regarding process. In particular they cautioned that the council would need to be able to demonstrate that the proposals were founded on a sound evidence base and are implementable. With regard to

consultation, GOL expressed concern that it would be difficult to take the response to the revised preferred options consultation fully into account in view of the turn around time between revised preferred options and preparation of the publication draft AAP.

16. Natural England and the Coal Authority: No comments at this stage.
17. English Heritage: EH welcomed the revised proposals.
18. Consultation responses have informed the selection of the policies. Residents and other stakeholders now have an opportunity to comment formally on the publication version. The publication version will be taken forward as the submission version unless there are changes required due to significant new issues raised during consultation. Further comments received will be reported to the executive member and Secretary of State. Details of consultation which will be carried out at publication stage are contained in the consultation plan (appendix B).

## **KEY ISSUES FOR CONSIDERATION**

19. The Aylesbury AAP policies are grouped under 5 key themes which are better homes, better and safer streets, squares and parks, improved transport links, enhanced social and economic opportunities and finally the delivery of the AAP.

### **Better homes**

20. The AAP tenure mix policy is to redevelop all buildings on the estate and provide approximately 4200 new homes. Around 50% of the new homes will be affordable with a 75%/25% split between social rented and intermediate homes. The objective is to maximise re-provision of social rented homes and ensure that existing tenants rehousing needs can be met, while introducing a good proportion of intermediate homes and providing enough private homes to ensure that the proposals are viable and to ensure a mix of tenures. Our current modelling estimates that there may be a small loss of around 150 affordable homes. Officers consider this to be a necessary compromise to ensure the proposals are deliverable with more family housing.
21. The council is keen to ensure that the new neighbourhood is attractive for families. Approximately 30% of new dwellings will have 3 or more bedrooms and 40% will have two bedrooms. This breakdown is derived from Southwark's 2006 Housing Needs Assessment and the anticipated rehousing needs of existing residents. The design guidance in the AAP (Appendix 6 of the publication version) states that all social rented homes must be 10% larger than Parker Morris size, while intermediate homes will be 5% larger.
22. Energy and heating will be provided by a combined heat and power system (CHP) and district heating. Renewables (biomass heating) will be used to reduce carbon emissions by 20% in line with the revised London Plan. All homes will meet at least Code for Sustainable Homes level 4 (the equivalent to an Eco-homes "excellent" rating) This will rise to levels 5 and 6 in future years in line with proposed changes in the Building Regulations. Overall, the aim of the AAP will be to achieve carbon zero growth.

### **Better and safer streets, squares and parks**

23. The option to introduce green fingers extending north from Burgess Park into the new neighbourhood received strong public support and have been incorporated in the street layout policy and masterplan.

24. Most of the buildings in the new neighbourhood area will be 2 to 4 storeys high. Buildings will be taller (between 7 and 10 storeys) where sites front onto open space (Burgess Park and the green fingers) and Thurlow Street. The AAP specified explicitly that building heights must vary and the full range set out in the policy should be used. The development will also contain some carefully located and designed taller buildings, including one district landmark (between 15 and 20 storeys) at the junction of Thurlow Street and Albany Road and four local landmarks (between 10 and 15 storeys) at the southern end of Portland Street, the King William IV and Chumleigh green fingers and the Amersham site.
25. There will be a well-connected and high quality network of open spaces of different sizes, functions and for different age groups within the Aylesbury area. These spaces will include both equipped and informal play and sports spaces for all age groups, as well as more formal spaces for relaxation and learning. There will be approximately the same amount of open space within the AAP area (i.e. 60 hectares), although some of this will be within communal gardens and private garden areas.

### **Improved transport links**

26. The environment for walking, cycling and enhancing public transport must be improved. A route has been protected for a public transport corridor and the council is working with Transport for London (TfL) to consider the business case for improving the frequency of existing bus services.
27. Car parking should be minimised. A maximum of 0.4 spaces would be provided per dwelling, as census data and transport surveys suggest that car ownership is no higher than 40%, and the modal split of journeys made by car is considerably lower: approximately 20% of journeys to work are made by car. The majority of allocated parking spaces would be provided in underground and podium car parks. On street parking will be either provided allocated on unadopted highway or within the public highway regulated by a Controlled Parking Zone (CPZ). In addition to that, short stay parking will be provided in the public highway along Albany Road, Thurlow Street and Portland Street.

### **Enhanced social and economic opportunities**

28. We cluster retail, employment and community facilities to enable them to support one another. The community spine (Westmoreland Road and Beconsfield Road) will link retail, learning and community facilities located on Westmoreland Road (phase 1a), Michael Faraday School and Thurlow Street. Flexible community space will be provided at the Amersham centre, and employment space will be located adjacent to East Street. This would provide space for small businesses, and would potentially be “grow-on” space for businesses emerging from the anticipated Elephant and Castle incubator. Facilities will not be allowed unless there is an identified user and evidence that the proposed activities are economically viable. We also will work with the PCT to provide health facilities.

### **Delivery**

29. Delivery is a key part of the overall plan as it is essential that we can demonstrate that it can be implemented to the government inspector.
30. The area action plan will be delivered in 4 main phases over 15-20 years. Much work is already under way, in particular:
  - The first phase of development, Phase 1a, starts on site shortly.

- Preliminary works are underway for Phase 1, and re-housing has commenced.
  - A re-housing policy and phasing plan have been established.
  - Commitment to funding and political support has been achieved.
31. The council will deliver the scheme by creating manageable development parcels attractive to a wide private sector market as well as to different types of developer, contractor, investment fund and RSL at different times throughout the redevelopment programme. The project will be controlled by a public sector partnership and sites will be offered to the developer market in a series of phases over time, Flexibility will be vital for the project to adapt and adjust to the changing property market.
32. A financial model for the lifetime of the project has been produced. The model estimates the full lifetime cost of the capital programme at around £1.8 billion and has identified a total funding shortfall of around £299m. The following measures are designed to manage and address this shortfall:
- i. Establishing a public sector partnership to help us the council secure funding and manage risk.
  - ii. Progress will be monitored and the phasing programme may be adjusted and revised in order to ensure that the project objectives continue to be met. This will help the programme management to respond to the various property market, macro-economic, financial risks and other factors that change over time.
  - iii. The council and its partners will bear the up-front cost of securing vacant possession and clearing sites. This is intended to encourage a higher level of private sector confidence in the project, enabling it to secure more competitive funding terms, leading to enhanced viability.
  - iv. The project will demolish the worst blocks first in order to minimise abortive expenditure on blocks which are due for demolition.
  - v. Certain elements of infrastructure are 'front loaded' and are therefore delivered before a commensurate level of housing is built. This cost will need to be funded in advance by the council or through other forms of private or public funding such as the Regional Infrastructure Fund.
  - vi. The council is in discussions with the Homes and Communities Agency (HCA) (formerly Housing Corporation and English Partnerships) about funding the delivery of new replacement affordable rented and intermediate accommodation in phase 1. An Expression of Interest for Housing Revenue Account (HRA) Private Finance Initiative Funding (PFI) to Communities and Local Government (CLG) has been submitted to partially support the delivery of Phases 2 and 3. A bid has been submitted to the GLA under the Priority Parks scheme for £2m to support improvements to Burgess Park, and the council has sought a commitment of £4m NDC match funding for this.
33. We will seek financial contributions, in the form of a s106 planning obligations tariff, to ensure delivery of key infrastructure, including public open space and childrens' play equipment, improvements to Burgess Park, public transport improvements, pre-school education facilities and energy infrastructure for the CHP Plant. For other non-Aylesbury specific items, such as contributions towards provision of employment work-place coordinators, health facilities and strategic transport contributions, we will continue to use the formula set out in the existing s106 planning obligations supplementary planning document (SPD).

34. The council is aware that further evidence in support of the financial model and implementation generally will emerge between the decision to submit the draft AAP and examination in public. Any emerging evidence about sources of funding would be submitted as evidence before an Inspector and will influence the determination of the soundness of the AAP.

### **Community Impact Statement**

35. The purpose of the AAP is to facilitate the development of the Aylesbury Estate and the regeneration of the surrounding area, including Burgess Park in a sustainable manner ensuring that community impacts are taken into account.
36. In preparing the publication version, the council has also completed an Equalities Impact Assessment (EqIA) stage 2 assessment (appendix D). This report highlights a number of key issues that need to be addressed in preparing the AAP. The first of these is the need to ensure that the methods used to consult and engage people in the preparation of the AAP are open accessible to all members of the community. To help address this issue the council prepared a consultation strategy which sets out the principles of how it will consult and the importance of reducing barriers to consultation. It emphasises that particular needs such as access, transport, childcare and translation need to be considered, as well as a strategy to broaden the appeal of consultation and make it attractive to a diverse range of people and groups. The council has used a variety of means to publicise and consult on the AAP. Consultation monitoring revealed that a very broad range of groups were involved, particularly in the Building Futures exhibition. The range of people who responded to the formal questionnaire on the issues and options was much narrower and emphasised the need to continue to pursue informal means of engaging with the local community.
37. The EqIA scoping identified the need to ensure that the AAP does not limit the opportunities for small and medium sized businesses (SMEs) and that such businesses are not displaced by development. The scoping was reported to the council's Equalities Panel and this issue was raised by the panel. To address this, the AAP sets out a broad strategy for encouraging enterprise and employment. Around 2,500 sqm of employment floorspace suitable for small businesses would be provided in the masterplan area. This would potentially provide grow-on space for businesses leaving the incubator which is anticipated at the Elephant and Castle and it is estimated could accommodate around 80 businesses. S106 agreements would be used to help target training and employment opportunities which arise from the redevelopment to be targeted towards local people.
38. The EqIA scoping also noted the importance of maintaining provision for childcare, training and health services both while redevelopment is taking place and once it has been completed. The publication draft seeks to ensure that existing services including pre-school provision such as Tykes Corner, Half Pint Club, Aylesbury Early Years Centre, and Aylesbury pre-school will be maintained until new space is made available as part of the redevelopment.
39. An sustainability appraisal has been prepared to ensure the wider impacts of development are addressed. Both the sustainability appraisal and the EqIA have informed the preparation of the publication draft AAP.

### **Reasons for lateness**

40. The closing date for the consultation on the revised preferred option was January 2 2009. This report is late as the consultation responses needed to be considered and changes required incorporated into the publication version.

### Reasons for urgency

41. The Aylesbury AAP needs to be considered by the council assembly on January 28 2009 to ensure that the programme continues to timetable and to meet the requirements of our Local Development Scheme.

### Resource/Financial Implications

42. Please refer to paragraphs 32, 33 & 34

### SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

#### Director of Legal and Democratic Services

43. Comments to be circulated prior to the meeting

#### Finance Director

44. Comments to be circulated prior to the meeting

### BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Aylesbury Area Action Plan Consultation Strategy	Planning Policy Team Chiltern House	Tim Cutts 020 7525 5380
Aylesbury Area Action Plan Baseline Report	Planning Policy Team Chiltern House	Tim Cutts 020 7525 5380

### APPENDICES

No.	Title
Appendix A	Aylesbury Area Action Plan Publication Version
Appendix B	Consultation Plan
Appendix C	Sustainability Appraisal (available to view on the website)
Appendix D	Equalities Impact Assessment (available to view on the website)
Appendix E	Consultation Statement (available to view on the website)
Appendix F	Table of responses to the Revised Preferred Options (available to view on the website)



## AUDIT TRAIL

<b>Lead Officer</b>	Richard Rawes, Strategic Director of Regeneration And Neighbourhoods	
<b>Report Author</b>	Tim Cutts, Principal Planning Policy and Regeneration Officer	
<b>Version</b>	Final	
<b>Dated</b>	January 9 2009	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Strategic Director of Legal and Democratic Services	Yes	To follow
Finance Director	Yes	To follow
<b>Date final report sent to Constitutional Support Services</b>	January 9 2009	