

Item No.	Classification: Open	Date: 29/7/03	MEETING NAME Executive
Report title:		Downtown. Selection of Preferred Developer Partner	
Ward(s) or groups affected:		Surrey Docks & Rotherhithe Ward	
From:		Strategic Director of Regeneration	

RECOMMENDATIONS

1. That the Executive consider the information contained within this report and support the appointment of the Downtown Place consortium as the preferred Developer.
2. That the Executive give approval for the Strategic Director of Regeneration under the powers delegated to him, to negotiate and agree detailed heads of terms with the Downtown Place consortium and enter into a contractual agreement to develop the land and transfer the Councils freehold. Exchange of Contracts within 6 months of Executive Approval.
3. That the Executive give approval in the event that heads of terms and contracts cannot be concluded with the Downtown Place consortium within a reasonable time, to seek to negotiate Heads of Terms with the Lavender Moorings consortium and enter into a contractual agreement to develop the Land and transfer the Councils freehold.
4. That the Executive note the efforts made by Community representatives and Officers in carrying out the assessment process.
5. That the Council allocate funds (see Closed item) from the anticipated capital receipt for match funding improvements to Redriffe Primary School sports facilities. The school governors agreed to re-align their playing field to allow for the Downtown site to be more usefully configured and have a higher value.

BACKGROUND INFORMATION

6. The Downtown site is an area of approximately 4.78 acres net where the Community buildings on the site became surplus to requirements over several years and have subsequently been vandalised and demolished. A plan is attached in appendix B
7. The final area of the site, the tenants hall, was declared surplus to requirements by the Strategic Director of Housing on 18th July 2003.
8. There remains a Health Centre on the land let to the NHS, which is to be replaced with an enlarged, improved facility as a function of the comprehensive redevelopment of the site.
9. No one lives on the site.

10. A new community hall will be re-provided within the comprehensive redevelopment.
11. Two well attended public meetings concerning the future of the site were chaired by the then Cabinet member for Regeneration and Council Officers in November 2001 and March 2002.
12. A development brief was produced and approved by the Cabinet Member for Regeneration and the opportunity was marketed in the property press.
13. Despite considerable initial interest in the site only two worked up proposals for the site were received. Some developers have since expressed the view that they were not prepared to spend the time and money getting involved in such a lengthy and contentious project with all the resultant public consultation prior to being selected and before the planning process even begins.
14. The two proposals received were however impressive and well considered.
15. A panel of eight local residents were elected by a postal ballot of some 2,300 households within a 500 metre radius of the site. The panel took part in the further consultation process of detailed analysis and amendment of developers proposals.
16. Local opposition to development of Downtown revolves around the issue of maintaining the existing suburban density and environment in the area. A separate residents group was formed, the Downtown Defence Corp, to oppose development of the site.
17. Three separate presentations by the two development consortia were made to the panel over a period of some 8 months before 4 days of public exhibitions. All through this process the developer's proposals were amended and refined to reflect as far as possible the panel's and public's concerns within the constraints of the brief.
18. The site has been designated in Southwark's New draft UDP and by the Mayor for London as an 'urban' environment in planning terms. This determines the scale of development acceptable on the site. The Councils Development Control section have given planning guidance on the site to the development teams with which they have complied.
19. It is clear from the panel and public consultation that local people consider the Downtown area to be essentially sub-urban and they believe that planning policy should reflect a suburban designation with lower heights and densities.

THE DEVELOPMENT BRIEF

20. The approved Development Brief (the Brief) addresses a number of issues relating to the site.
21. The Council's main objectives for the comprehensive redevelopment of the Downtown site were stated as being :-
22. To provide a new development incorporating a sustainable mixture of affordable and private housing, avoiding the creation of 'exclusive' communities.

23. To reflect the sites position within the 'public realm', effectively linking the site to the surrounding area-with particular regard to Russia Dock Woodland, the Downtown Health Centre, Community Centre and Redriff Primary School.
24. To deliver a project that meets the objectives of the Government's Urban Policies (including the Urban White Paper, the Urban Design Compendium and Towards an Urban Renaissance).
25. To deliver a scheme of very high quality urban design and architecture with buildings which are very energy efficient and environmentally friendly.
26. To offer the Council best value in financial consideration within the context of the brief.
27. To re-provide a community hall for all local residents that addresses local needs in consultation with the community.
28. To provide a new enlarged and improved Health Centre for the Primary Care Trust if they wished to participate in the development proposal.
29. A range of home sizes was sought across both private and affordable housing stock.
30. The site is located within a regeneration area under the existing UDP.
31. Under the new draft UDP the site was designated as 'Urban' and the 'Planning & Development Control Section' provided guidance in terms of appropriate density and heights for the site that were in the mid range for an 'urban' designation.
32. To retain or replace as many as possible of the mature trees on the site.

CONSULTATION

33. The proposed development of the Downtown site has been widely consulted upon from the beginning when the site was identified as being surplus to the Councils requirements.
34. The site had been identified in the UDP as one to be regenerated and despite the many trees on the site it is in planning terms a 'brownfield site'.
35. Before the development brief was drafted a public meeting was called on 11 November 2001 with nearly 250 people attending to discuss the future of the Downtown site chaired by the then Cabinet Member for Regeneration.
36. Many of the concerns raised were addressed in formulating the draft development brief.
37. A further public meeting was held on the 20 March 2002 to discuss the draft brief that had been sent to the people who had attended the previous meeting and provided their name and address.
38. Due to the difficulty in managing a productive and reasonable debate on the issues with 250 people in a hall the Cabinet Member for Regeneration innovated an election process by which some 2,241 households within 500 metres of the site would be invited to vote for a preferred representative to sit on a consultative panel.
39. Following the public meeting eight members of the public offered themselves as candidates to stand for election.

40. The election process was criticised for being flawed therefore the new Council administration directed that all eight candidates should form the consultative assessment panel looking at the developers proposals.
41. The panel has an independent chair paid for by the Council who is an academic and a facilitator. It is his role to ensure that the meetings run effectively and towards formulating responses to the developer's proposals. CABE were originally offered the role but they declined.
42. The panel met on ten occasions. The developer teams presented their original schemes to the panel who made comments and asked for revisions. The developers subsequently came back with their revised proposals and presented these again.
43. The panel asked the developers to go back and re-consider their proposals as they felt insufficient notice had been taken of their concerns.
44. The developers made amendments and re-presented to the panel before their proposals were put on public exhibition which was advertised twice in the Southwark News and arranged to coincide with their articles on Downtown.
45. During this period letters were sent out to some 2241 residents within 500m of the site letting them know what was happening and subsequently inviting them to attend a public exhibition held over an 8 day period, open for three weekend days and a midweek evening at the adjoining Redriff Primary School. A fifth day of exhibitions took place at the inaugural Rotherhithe Community Council meeting.
46. The 268 Members of the public attending the exhibition were asked to complete a questionnaire seeking their views on the proposals and the results of this consultation process are analysed in appendix D.
47. Almost all of the panel meetings were attended by two local Councillors who were able to engage in the discussions with the panel on the developers proposals.
48. The Downtown advisory panels response to the developers proposals are included in appendix C.
49. Consultation took place early on with the Downtown Tenants association who ran the community hall at Downtown regarding replacement of their facility with a new independently funded building not reliant on volunteer effort.
50. Discussions were held with the Primary Care Trust and the Doctors from the health centre on the site that was also able to attend panel meetings. The PCT's responses to the developer's proposals are attached in appendix E.
51. Redriff Primary School Headmaster was a panel member and meetings were also held with the School Governors. The school's responses to the schemes are attached in appendix F.
52. The Downtown Defence Corps also represents a body of local opinion and their views are also attached in appendix G.

ACHIEVEMENTS OF THE PANEL AND THE CONSULTATION PROCESS

53. The planning designation of the site was changed from high density 'central zone' (650 – 1100 Hab rooms per hectare) to mid density 'urban zone' (300 – 700 hab rooms per hectare).
54. The grass verges were retained along Downtown and Salter Roads.
55. The developers were forced to significantly revise their schemes several times.
56. The developers had to address the site in the context of Redriff Primary School.
57. Local concerns over housing and management were brought to the forefront.
58. The taller buildings were situated away from existing housing.
59. The re-greening of the site was ensured.
60. Obtained commitments from the PCT over the future of the Health Centre.
61. Pushed the developers to improve the public benefits on offer

KEY ISSUES FOR CONSIDERATION

62. The site is identified for regeneration in the UDP (1995) and is a 'brownfield site'.
63. The buildings on the site have been declared surplus to the Councils requirements and have been vandalised or burnt by local youths so that the Council has had to demolish them for safety reasons.
64. No-one lives on the site.
65. The site is within striking distance of the emerging masterplan at Canada Water and all the new facilities that that will entail.

COMPARISON OF SHORTLISTED SCHEMES

66. A table comparing the main features of the two schemes is attached in appendix H.

FINANCIAL DETAILS OF BOTH BIDS

CLOSED ITEM

67. FINANCIAL ASSESSMENT OF THE TWO DEVELOPERS BIDS

REASONS FOR RECOMMENDING SELECTION OF THE 'DOWNTOWN PLACE' PROPOSAL

68. The Downtown Place proposals are less eye catching and adventurous but in Southwark Property's opinion it is a more deliverable scheme.

69. Downtown Place addresses more successfully the school and local residents concerns over the vehicular approach to Redriffe Primary School and the child drop off and pick up issues.
70. Downtown Place deals with the issues of control of the public space areas by the creation of homezones on the public streetscape and creating open space accessible to residents only.
71. There are concerns that the Lavender Moorings scheme creates open space and play areas that may not resolve the anti-social problems at Downtown.
72. The provision of the public buildings comes on stream earlier.
73. Although development can take place without the Health Centre site, to comprehensively redevelop the entire site and provide a new enlarged Health facility is an opportunity for all concerned, therefore the views of the PCT are important.
74. The PCT strongly favour the Downtown Place scheme. Their views are attached in appendix E.
75. The Downtown Place scheme offers the Council as landowner best consideration, under the terms of Section 123 of the Local Government Act 1972, in the opinion of the Manager of the Development and Regeneration Division.

RESPONSE FROM DOWNTOWN ASSESSMENT ADVISORY PANEL

76. The panel's detailed response is attached in appendix C.
77. In summary they are aware of the planning guidance with which the developers have complied but the panel remain opposed to development at a 'mid urban' scale and density as they wish to maintain the areas 'suburban' character.
78. Of the seven remaining panel members one declined to indicate a preference for either scheme, three prefer the Lavender Moorings proposal and three prefer the Downtown Place scheme.

RESPONSE FROM PUBLIC EXHIBITION

79. The public responses to the exhibition are presented in appendix D.
80. In summary:
 - Opposed to all development – 59 respondents - **39% of total**
 - Prefer Downtown Place – 56 respondents - **37% of total**
 - Prefer Lavender Mooring – 38 respondents - **25% of total**

POLICY IMPLICATIONS

81. It is felt that the development competition process engaged and the subsequent development proposals selected are supported by the policy documentation outlined here. The outline detail relating to these policies and draft policies is contained within Appendix I of this document for further information.

- LBS UDP (1995)
 - . Regeneration Areas
- PPG 3 – Housing
- PPG 13 – Transport
- DETR – Towards an Urban Renaissance
- Draft GLA London Plan
 - . Sequential Approach to Site Selection
 - . Sustainability Criteria
- draft LBS UDP (2002)
 - . Community Strategy
 - . Planning Obligations
 - . Clean & Green
 - . Energy Efficiency
 - . Promotion of Efficient Land-use with high quality developments
 - . Quality in Design
 - . Urban Design
 - . Safety in Design
 - . Housing
 - Housing Density
 - Affordable Housing Provision
 - Mix of Dwellings
 - Residential Housing Density Standards
 - Residential Parking Standards

82. Over and above the normal contractual obligations, the Council will be contracting the development team to deliver very high building standards in terms of sustainability and energy efficiency. This will be achieved by reference to Building Research Establishment (BRE) 'ecohomes' rating of 'very good'.

83. Health Facilities - Good access to quality health services is a key deliverable in the evolution of the development of this site. The Primary Care Trust have been involved and are fully aware of the opportunity for new facilities. The PCT itself is carrying out feasibility across the north of the borough to decide on the best way to enhance health provision. Their findings will guide the direction of expenditure in this area; however, a replacement of existing services currently available on this site (but in a modern new building) will be a minimum starting point for any development agreement.

84. A full 'draft Section 106' / 'developer promises' package will be sought through the development agreement with the preferred developer. This will include contributions to the surrounding public realm and the adjacent local primary school ensuring sustainable improvements to the wider area will result from the development.

RESOURCE IMPLICATIONS

85. The Projects team continues to resource this project in terms of officer time.

SUPPLEMENTARY ADVICE

Concurrent Report of the Borough Solicitor & Secretary - Legal Issues

86. Section 2 of the Local Government Act 2000 enables a local authority to take steps for the economic, social or environmental well-being of their area or any part of it. Paragraph 20 of this Report summarises the Council's main objectives for the development of the Downtown site, which were highlighted in the Development Brief. The Borough Solicitor

& Secretary notes the steps which have been taken to market the development opportunity and confirms that the selection of the developer is not subject to the application of the EU Procurement Regulations as the proposed contractual arrangement with the preferred consortium will involve the transfer of the Council's freehold interest in the land. The Report describes the extensive consultation exercise which has been conducted in connection with the future of the site and the manner in which the bids received have been evaluated, and confirms that the offer submitted by the preferred consortium will offer the Council best consideration in accordance with the requirement contained in section 123 of the Local Government Act 1972.

Concurrent Report of the Chief Finance Officer

87. The disposal of the land, following successful negotiations with a developer, will generate a capital receipt. This under the current Capital Financing Regulations may be used to fund the Capital Program. It is anticipated that a proportion of the Capital Receipt will be required to be set aside. This is because an element of the site was formerly held within the Housing Revenue Account.

Concurrent Report of the Strategic Director of Housing

88. Both submissions involve an element of affordable housing that involve reputable and established housing associations (Family HA and Wandle HA). No public subsidy would be required to provide 25% affordable housing in line with current policy. Public subsidy would be required to provide a further 10% affordable 'intermediate' housing – in the case of Lavender Moorings the level of public subsidy required may be slightly less because the developer and housing association are already proposing that 10% of new homes be let at a rents lightly below market levels. Housing officers would support a bid from either housing association to the Housing Corporation for the necessary Social Housing Grant to achieve the additional 10% affordable 'intermediate' housing.

Executive Member Comment

The executive member will comment on the report at the executive meeting

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Downtown Site	Southwark Property Chiltern House, Portland Street SE17 2ES	Marcus Mayne

APPENDIX A

Audit Trail

Lead Officer	Tim Thompson	
Report Author	Marcus Mayne	
Version	FINAL	
Dated	2003	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Borough Solicitor & Secretary	Yes	YES
Chief Finance Officer	Yes	YES
Strategic Director of Housing	YES	YES
Executive Member	Yes	YES
Date final report sent to Constitutional Support Services	21 st July 2003	

Appendix B

Downtown Map



Appendix C

Downtown Assessment Advisory Panel Responses to Developers proposals

These points represent feedback from all seven remaining members of the panel, four at a meeting on the 27th of May and three with written responses.

General points

- 1 The panel believes most importantly the Downtown area should be redesignated in the Southwark Draft UDP as a suburban area, changing its present designation as an urban area.
- 2 There is concern that present and predicted developments in infrastructure will not be adequate to meet the new demands of population growth in the area, particularly if the area continues to be designated urban.
- 3 Concerns were expressed about changes being made to the developer's proposals between selection and planning application. Panel members cited a number of examples where considerable changes were made after agreements had been made with developers.
- 4 The panel approved of increases in parking, recommending the need for one parking space per unit as well as adequate and secure parking space for the use of the Health Centre. There should be no changes made to Salter road and no lay-bye on Downtown road.
- 5 Both proposals still have too many units and the height of the buildings remains a concern particularly overlooking the properties on Downtown Road and next to the school. Again this emphasises the need to redesignate the area to a suburban one, reducing the height of the buildings more at a level with the existing area.
- 6 In regards to the allocations of properties to the area, the panel wanted particular care given to this, with a balanced cross section of people with particular opportunities for key worker groups.
- 7 The majority of the panel support development in some form on the site as in its present state it is unacceptable. They are in total agreement that both proposals are too dense and too high and are not in keeping with the current surroundings.

The following points were made in respect to each scheme.

Lavender Moorings Proposal

- 1 There is still concern from the panel about the proposal to have water on the site. These concerns centre on the necessary maintenance and safety issues. Existing water features elsewhere have been rarely maintained with rubbish collecting in them. There is also concern for the safety of children.
- 2 The playground and open space in front of the school is still cause for concern, providing a 'hang-out' area for young people. It will be quiet at night and not safe. Designing open space in front of the school does not protect the security of the school. Panel felt the plans have not considered sufficiently the schools needs, with the school being isolated from the development. It ignores the need for people living around the school to minimize open space and design out opportunities for problems. The school drop off proposal was felt to be unrealistic and unworkable with lay-bye's on Downtown road not addressing the problem and the lay byes on Salter road were strongly opposed.
- 3 Lavender Moorings was felt to be the more attractive scheme, with well-designed flats. The proposal was interesting and imaginative, though perhaps not so in keeping with the area however it was far too high.

4 Whilst the panel were positive about the proposed community facilities, they were concerned about the work schedule which they felt was too long (4 years) and that there was no commitment to community development with community facilities being built late on in the development schedule. The panel was positive about the health club, emphasizing the importance that this was accessible to all the community and not just residents of new development.

5 Whilst there were some positive responses to the proposed green bridge over Salter road, concern was expressed about safety with trees on a bridge with children climbing them. Also concerns were raised about long-term maintenance, another felt it was a waste of money.

Downtown Place Proposal

1 The panel felt the building design was an 'eye-sore', boring, like a housing estate and dowdy.

2 The plan needs to be kept within the site boundary as in the present proposal bridge 3 intrudes into Russia Dock Woodland.

3 The panel expressed concern that the tallest buildings were nearest the school overlooking the playground and parents would be concerned about this. The schools view towards Russia Dock woodland would be affected.

4 The panel was positive about the access road to the school and having housing on the front of the school with less open space and people coming and going from that area. They felt this proposal addresses the flow of traffic and the schools concerns better than the Lavender Moorings scheme.

5 The works schedule is shorter and phase 1 includes the community buildings and health centre that the panel felt was positive in response to community needs.

6 The Downtown Place proposal is felt to address crime positively with enclosed open space for use of residents that the panel considered a better solution than the open space areas of the Lavender moorings scheme.

7 The Downtown Place proposal is vague about specific design details but the panel was happier with the schemes better car parking provision for both the Health Centre and the future residents.

Overall

The panel members are not happy with either proposal in its entirety, as the proposals do not correspond with the inhabitant's view of the area as suburban rather than urban, as it is designated in the draft UDP.

The Downtown Place proposal demonstrates they have listened better to community and school concerns and issues and reflect this in their proposals, however the Lavender Moorings scheme is more inspiring and attractive in its design.

The school wants to move ahead as soon as is possible, which ever Developer is selected and would want to see the resources and benefits for the school and children at the beginning of the development as well as seeing an end to the dereliction of the site.

Appendix D

Analysis of Public Responses to Downtown Exhibition

Total questionnaires completed – 153

Residential status of respondents:

Council tenants – 5%

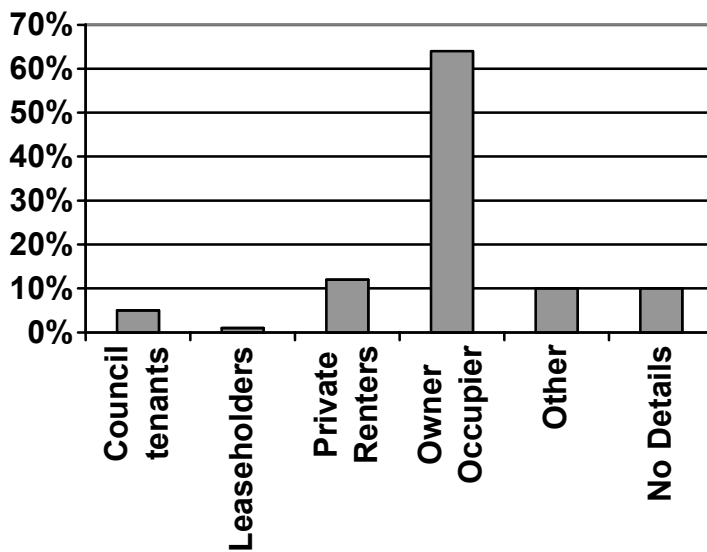
Leaseholders – 1%

Private renters – 12%

Owner occupiers – 64%

Other – 10%

No details – 10%

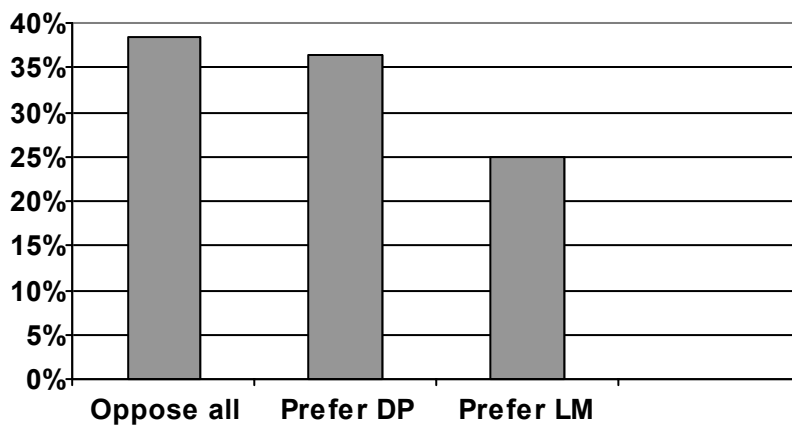


Responses fell into three general categories:

Opposed to all development – 59 respondents - **39% of total**

Prefer Downtown Place – 56 respondents - **37% of total**

Prefer Lavender Mooring – 38 respondents - **25% of total**



Downtown questionnaires

An analysis of the completed questionnaires indicates the following:

- By far the largest proportion of respondents were owner/occupiers.
- Many respondents did not see the area as being 'central' in a London context and wished it to remain 'suburban'.
- Those respondents opposed to any development did not engage with the process other than to state that broad objection. The same respondents did not evaluate either proposal.
- The respondents who preferred Downtown Place preferred its reduced mass (size and number of units) but wanted to see increased retail and community facilities
- The respondents who preferred Lavender Mooring preferred the design of the development and thought it more "creative" but wanted reduced density.
- Across all respondents a common theme was an objection to the mass (size and number) of proposed units in either development although Downtown Place raised fewer objections in this regard.
- In the mix 'n match section, most respondents would have preferred the density of Downtown Place with the design and style of Lavender Mooring.

Appendix E

Response of Primary Care Trust to Developer Proposals

Mabel Goldwin House
49 Grange Walk
London
SE1 3DY

Tel 020 7525 0420

Our ref. NMG-DR-001

Marcus Mayne
Southwark Regeneration
Chiltern House
Portland Street
London

11 June 2003

Dear Marcus

RE: DOWNTOWN REGENERATION

Having received feed back from all parties present at the meeting held on 2 June 2003. We believe that of the two proposals on offer the Barrett Development has given greater consideration to the needs of the community and the PCT. However this proposal will still need a great deal of development in relation to the new DDA requirements etc before our entire requirements are met.

Our primary concern is that neither patients, the staff nor the partners should receive an improved service and that any potential development should provide for the needs of an increased population as well. Having looked closely at the two proposals, we consider that to an extent both developers have taken this into account by increasing the space available to the health centre. However we feel the three main points of concern for us are.

Security

The residents in the area are currently experiencing a number of vandalism and security problems and this has been highlighted in recent days by attacks on the Surrey Dock Health Centre and our aim would be to eliminate these type of problems in and around the new health centre making it a safe and secure environment to work and receive treatment. The Barrett design has a number of features that would facilitate this, including secured open spaces, and entrances that are not too "enclosed". The Ampurios design, although seemingly open has a very "inward" feel to it. The lack of restricted areas is a matter for concern.

Car Parking

Due to the location of this new development and the poor public transport it is essential that patients and staff are able to drive to the centre and park in the immediate vicinity, particularly the disabled and the elderly. The Barrett proposal has clearly dealt with this issue by providing 45 dedicated spaces, 25 underground and 20 at surface level. The Ampurios proposal has little underground parking and no surface level parking near the Health Centre. Their proposed short stay bays in Salter Road, 5 spaces and Downtown Road, 5 spaces are not practically close the Health Centre and are certainly not dedicated fro Heath Centre use.

Traffic Access

The Barrett proposal have provided clear two way traffic access to the Health Centre that provides access to the surface level parking adjacent to the Health Centre, which is suitable for disabled and elderly patients. The Ampurios proposal has provided drop off points that are not practically close to the Health Centre which we feel is not helpful for the disabled or elderly and have only provided shared access with the school and general public, not visiting the Health Centre. At peak times we feel this is going to be a major headache.

If you have any questions or require any further information please do not hesitate to contact me.

Yours sincerely

Nathan Morgan-Gianni
Head of Estates

Appendix F

Response of School to Developers Proposals

Development in context;

Redriff School a century of service

At Redriff school we have served the local community for almost 100 years, this present building being the third incarnation of the school. The First school was totally destroyed by enemy action in 1940, reopening shortly after as Redriff Emergency School. The school was rebuilt in 1947 on the Rotherhithe Street site. After the closure of the docks and a period of uncertainty for the area the school was relocated and rebuilt in 1990 on landfill on what was formerly Lavender Dock.

The redevelopment of the area by the LDDC and Local Authority put the school at the hub of a 'community' site, which was to include facilities for older residents, a Community Hall, Health services, and a local Library. The demise of the LDDC, and the failure to sustain continued investment in the development has led to the present situation where the frontage of the school is now facing a large area of derelict land. The school is isolated and has been subject to an unprecedented level of vandalism including arson attacks over a number of years. This situation could not be allowed to continue and when we became aware of the intention of the Local Authority to sell the site we were supportive of the idea as a way to revitalise the area and to address some of the issues which we have as a school.

It is of paramount importance that the interests of the school are safeguarded through out the development process. On a day-to-day basis we serve the needs of 418 children, their parents and the local community. This development is an historic opportunity for the present and future generations of children in Redriff School. The issues that particularly affect the school are:

- **Access to the school.**
- **Designing out crime.**
- **The establishment of a viable and balanced community on the site.**
- **Ensuring that the school is not overshadowed by inappropriately high or dense development.**
- **Ensuring that the children of the school benefit tangibly from the development.**

In this brief paper we intend to assess both the present bids against these criteria to come to a reasoned conclusion as regards the best interests of the school.

1. Access to the school.

The school needs good access:

- (a) For fire and emergency services.
- (b) For deliveries to the school.
- (c) For parents and children.

(a) At present there is no adequate emergency access to the school, particularly for fire appliances, which have to access the site using walkways and grassed areas. This is unsatisfactory particularly in wet weather as there is a danger that a fully laden tender may become 'bogged down'. **The school needs a clear, obvious and unimpeded paved or metalled access to the main gate.**
There is, of course, the opportunity to create a new vehicular access to the school grounds using the existing service road from Salter Road. We are prepared to consider this.

(b) We have regular deliveries of food and materials to the school. **We need a clear route for deliveries onto the school site, which will not compromise pedestrian safety** and which makes loading and unloading bulky or heavy deliveries practicable.

- (c) Whilst it is desirable that as many children as possible walk or cycle to school we are realistic in assuming that a significant minority of parents will continue to bring their children to school by car. At present this causes difficulties at the beginning and end of the school day and compromises the safety of pedestrians. **There needs to be a clear, safe drop off point for children which parents will be content to use, combined with short term parking facilities for parents who wish to accompany their children into the school grounds.** These need to be designed and sited to minimise pedestrian conflict. In addition there needs to be better pedestrian access to the Nursery area of the school from the 'back' entrance of the school.

1.1 Ampurius

The school access suggested by Ampurius does not address the needs of the school.

There is no clear access for emergency services to the school site. The suggestion is that emergency services make their way around the site across pedestrian walkways to the front of the school. This is not practical.

There is no suggestion as to how school deliveries may be accommodated. The dropping off point (a mini roundabout) for school children is at the opposite end of the site from the school itself. The idea being, that because there is a line of sight between the dropping off point and the school this will be used by parents. Firstly, if parents wait to 'see' their children into school the round about will quickly become congested. This will be exacerbated if some parents choose to park their cars and walk their children to school from that point. **There are no designated parking spaces at the roundabout.** The site includes a significant amount of open water, which will further deter parents from dropping their children to walk unaccompanied across the site. It is also suggested that the provision of short term parking lay-bys on Salter road will help. Increasing and encouraging parking on what is a fast and often busy road is not a solution and could be dangerous.

1.2 Barratts.

This proposal has a clear, obvious vehicular route to the front of the school and includes **short term parking for parents.** A more clearly mapped, designated pedestrian route to the front of the school is essential.

2. Designing out crime.

The decline and demolition of the community buildings has exacerbated issues surrounding crime committed in the vicinity of the school.

The present school site, in a derelict area, not being overlooked by any housing. The school being empty at nights and in holiday periods has made it vulnerable to casual vandalism and destruction. At present the school rolls down steel shutters every night to protect our windows. Efforts to improve the school environment are thwarted by attacks on the premises from a minority of young people who habitually gather in the derelict site at the front of the school. We have improved our fencing and installed CCTV, but as a community school we recognise our best defence is the community itself. The passive surveillance of the school site by surrounding buildings would best secure the school. This is an aspect that we expect the development to address.

2.1 Ampurius

We are concerned with the Ampurius design because of the large green area in front of the school. Aesthetically and during the daytime this will be a positive and give a light aspect to the front of the school. However we are concerned that, at night, the area will continue to attract groups of young people and the school will remain a target for casual destruction and vandalism. The developer has made some effort to address this but it still remains an area of concern.

2.2 Barratts.

The enclosure of the green space by this development whilst it represents a loss of 'public' space will ensure the security of the open spaces. The siting of housing with house fronts along the boundary of the school will enhance the security of the school and the public walkways to the pedestrian bridge.

3. The establishment of a viable and balanced community on the site.

We serve a mixed community. Within our school the majority of children come from families in Local Authority or Housing Association accommodation along side other families in privately owned and privately rented housing. We serve a racially diverse community, and despite past tensions, race relations in this area are good, and as a school we have helped to foster this.

Above all we serve families, who all share the same aspirations of success for their children. We are keen that there is a substantial family element within the development in order to tie the community into the school. We would not wish an over predominance of one bedroom apartments where there is a constant flux of single people living here for a short period of time and not establishing effective links with the wider community. We wish to see a viable mix of housing sizes and tenures to enable people on lower incomes to live in this development. We expect to see an element of 'Key worker' housing to support both health and education workers.

Of Ampurius's 361 units 15% (54) could be described as 'Family' units (having three or more bedrooms). 30 of these are private units and 24 (44%) are 'affordable' units. The 14 houses are all 'affordable' accommodation. The majority are two bedrooms 192.

Of Barratts 286 units 11% (32) could be described as 'Family' units (having three or more bedrooms.) 20 of these are private units and 12 (38%) rented. The majority are two bedroom units 151.

For both developments there is a very high density and over concentration on smaller units. Ampurius includes a higher percentage of family units, which would help to create a more stable community. Both developments seem to allocate the larger units (5 bed) specifically to the rented affordable sector. We are concerned that this may polarise the development between affluent single people or couples and lower income families. We would wish more family housing, both private and social, as we feel this will enhance the community links with the school and help create a more stable community.

4. Ensuring that the school is not overshadowed by an inappropriately high or dense development.

The development is on the 'sunny side' of the school and dependant height and massing of the buildings. The development will inevitably lead to a loss of light and sunshine for the children. At present all the children enjoy a view and an outlook over Russia Dock woodland, which make us almost unique as a school. We feel that children have a right to grow up and learn in a bright and green environment and we have a duty to secure this, not only for our present children but also for the future children of Rotherhithe. We feel that the density and heights of both these developments are inappropriate to the site.

4.1 Ampurius

The revised plan by Ampurius is welcomed. The highest point is 8 floors, as with Barratts, but the massing of the units is to the centre of the site rather than against the school. The 'Crescent Building' is high and comes very close to the school blocking sunlight to the field. There is no attempt to terrace or step the block from the school perspective. It is however curved away from the school and set back some yards from the school grounds which helps

4.2 Barratts.

The heights and siting of the taller buildings within this development is wholly inappropriate. The tallest building on the site is an 8-floor tower block that is pressed right against the school play area cutting off light and sunshine to large areas of the school. The 6th floor blocks close to the school front may also affect the natural light.

The massing in the Barratts scheme is pushed too close to the school and is a cause for concern. We have included a graphic projection of how the tower will appear from the school perspective. We welcome the statement from the developer in section 4 (p27) of their proposal regarding Downtown Road to be 3 floors because ' This massing is appropriate for the existing context, which are predominantly 2 storeys and 2 1/2 storeys.' But this thinking does not seem to be applied to the school, which is a single storey building, used daily by a large number of young children. We feel strongly that our children are as entitled as any other section of the community to light and a green outlook.

5. Ensuring that the children of the school benefit tangibly from the development.

In the real world a private development such as that proposed is driven by money. The money which the Local Authority hopes to make from the disposal of the site, the money which the developer hopes to gain from the sales. The children and parents of the school will have to endure the years of disruption, which the work will entail. We wish to use this as an opportunity to develop within our school an outdoor learning and play environment of the quality that the children of Rotherhithe deserve. We wish to see from the developer a concrete commitment to the development of the play and environmental facilities, which would make this a school fit for the 21st century.

5.1

Ampurius

This developer has offered to help the school develop its grounds for the use of the children and with a view to shared community use to the amount of £400,000. This would enable the school create an environment for the children which would be second to none. We are concerned that at present Ampurius have scheduled this element of the project as one of the last so that the children presently in the Reception class will be leaving the school prior to its completion.

5.2

Barratts

Barratts have offered to assist in creating new access to the School Nursery. They have also offered to work with the school on improvements to the fabric and extent of the buildings. There has been an offer of a further £250,000 to enhance the play facilities at the school. This is in the manner of a verbal agreement; we look forward to Barratts committing to this in writing.

Conclusion

Both developments are working on the assumption of an "urban" designation for this site. We strongly believe that "sub-urban" is more in keeping with the surrounding area.

From the School's perspective the Barratt scheme has much to commend it in easing access to the school. Ampurius have not addressed access appropriately.

The Barratts scheme is massed predominantly against the school boundary creating problems with light.

Ampurius is massed towards the middle of the site creating problems of open areas.

In the planning procedure, the officers must ensure the developers address the schools issues.

We would welcome an approach from either or both developer on how they propose to allay our concerns.

Appendix G

Response of Downtown Defence Corp

Statement from Downtown Defence Corp in response to Developer's proposals.

The majority of the [46] D.D.C. road reps have E-mailed me with their comments regarding the latest proposals by the two developers for the downtown site, from their feedback we are making this statement.

"We the D.D.C. are totally opposed to the latest proposals by BARRATTS & AMPURIUS for the downtown site put forward at the D.A.A.P. meeting on the 27/05/03.

Now that we know that the D.A.A.P. as well as the wishes of the people of rotherhithe are against both of these proposals, we feel that we have added resolve in fighting the [council] the [mayor] or even [john prescott] to the bitter end, in the name of local democracy.

We also hope that the people we elected to represent us [our local councillors] who have sat in on almost all of the D.A.A.P. meetings, will now see that the vast majority of the people in rotherhithe are opposed to this development in its current form, and indeed help us by relaying this message to the executive."

S.J.CORNISH D.D.C.[CHAIRMAN].

Appendix H

Downtown Developments compared

Unit Mix

	Lavender Mooring	Downtown Place
1 Bed	69	103
2 Bed	194	151
3 Bed	40	15
4 Bed	13	11
5 Bed	10	6
Live/Work	35	10
TOTAL	361	286

Density (Based on gross site area of 2.139 hectares)

	Lavender Mooring	Downtown Place
Habitable Rooms per Hectare	477	386

Detailed mix (smaller table)

	Lavender Mooring			Downtown Place		
	Afford	Inter	Private	Afford	Inter	Private
1 Bed	14	7	42	28	22	53
2 Bed	46	38	230	24	13	114
3 Bed	10		16			15
4 Bed	4			6		5
5 Bed	10			6		
Live/Work			35			
TOTAL	84 (25%)	36 (10%)	241	64 (25%)	35 (10%)	187

Private Outdoor Areas

100% of units in both proposals have either a private garden or private balcony

Eco-Homes Ratings

Lavender Moorings proposal seeks to achieve an Eco-Homes rating of excellent

Downtown Place proposal seeks to achieve an Eco-Homes rating of very good

Building Heights

	Lavender Mooring	Downtown Place
Along Salter Road	2 – 5 Storeys	3.0 – 5.5 Storeys
Along Downtown Road	2 – 5 Storeys	3.0 Storeys
Tallest Building (location)	7 Storeys plus penthouse(next to park)	7.5 Storeys (next to park)

Approximate Site Coverage

Lavender Moorings 32% buildings 68% other	Downtown Place 37% buildings 63% other
-------------------------------------------------	----------------------------------------------

Parking

	Lavender Mooring	Downtown Place
Health Centre (surface)	5 Spaces	30 Spaces
Resident (underground)	180 Spaces	200 Spaces
Resident and visitor (surface)	5 Spaces	15 Spaces
Health Centre(underground)	12 spaces but scope for more	25 spaces
Provision for Residential	50% but with scope for up to 100%	100% for private and intermediate. 50% for rented affordable

Community Facilities

Lavender Mooring

- 1,176 sq m health centre
- 212q m Community Hall
- 636 m health club
- 80sq m Café
- 32sq m Park Rangers Office
- 1500 sq m retail

Downtown Place

- 800 sq m flexible multi-purpose hall
 - 200 sq m community media facility
 - 1,175 sq m health centre
 - 275 sq m childcare facility
 - 115 sq m Pharmacy
 - 100 sq m school building
-

Appendix I

Policy Implications

UDP (1995)

The site falls within the Rotherhithe Regeneration Area and is adjacent to a site of Nature Conservation Importance at Russia Dock Woodland.

Policy R.2.1

In designated Regeneration areas at Bankside, Elephant and Castle, Old Kent Road and Peckham and within the London Docklands Area (the UDA), as originally designated in 1981, investment will be welcomed and public / private sector partnerships encouraged. In these Regeneration Areas, or others which may be designated later, planning permission will normally be granted for proposals which:

- i. Generate employment
- ii. Improve the environment
- iii. Meet the needs of local residents
- iv. Bring back into beneficial use vacant land or buildings

Unless environmental or amenity considerations suggest otherwise.

The reasons behind the policy relate to London's planning guidance stresses the need for UDP's to contribute to the revitalisation of older urban areas.

In 1989, the Council agreed a Land and Investment Strategy (now termed the Regeneration Strategy) to co-ordinate the use of Council land and strategic powers in key areas of the Borough. These areas were defined by examining on the one hand, indices of multiple deprivation to establish areas of need, and on the other hand, private sector investment activity to establish areas of opportunity.

The strategy seeks to promote and steer investment to targeted areas in partnership with the private sector, using appropriate Council assets and powers (for example, ownership of key sites, control of development, implementation of infrastructure) to attract inward investment, and aims to assist both the local economy and satisfaction of community needs through that investment and its consequences.

A significant proportion of the northern part of Southwark, containing the Rotherhithe peninsula as far as South Dock, forms part of the Urban Development Area (UDA) of the LDDC. The LDDC has a statutory duty to secure the regeneration of the UDA. Land remaining in the LDDC's control will pass back into local authority control in 1996.

The implementation of the above will be by application of the Council's statutory development control powers, through planning agreements with applicants through the provisions of Policy R.2.2: Planning agreements, through public / private partnerships and initiatives involving the promotion of available Council land and financial resources, the preparation of planning and development briefs, and consultation with the public and the private sector including local employers.

PPG's

PPG 3 - Housing

The Government's objectives relate to 'widening housing opportunity and choice', 'maintaining a supply of housing', 'creating sustainable residential environments' and 'monitoring and reviewing'.

Within these objectives is a desire to provide sufficient housing, creating mixed communities – influencing the type and size of housing, deliver affordable housing, re-use urban land and buildings, identify areas and sites, allocate and release land for development, work in constructive

partnership, green the residential environment, design for quality, and create urban extensions.

The guidance states that Local planning authorities should:

- Plan to meet the housing requirements of the whole community, including those in need of affordable and special needs housing;
- Provide wider housing opportunity and choice and a better mix in the size, type and location of housing than is currently available, and seek to create mixed communities;
- Provide sufficient housing land but give priority to re-using previously-developed land within urban areas, bringing empty homes back into use and converting existing buildings, in preference to the development of Greenfield sites;
- Create more sustainable patterns of development by building in ways which exploit and deliver accessibility by public transport to jobs, education and health facilities, shopping, leisure and local services;
- Make more efficient use of land by reviewing planning policies and standards;
- Place the needs of people before ease of traffic movement in designing the layout of residential developments;
- Seek to reduce car dependency by facilitating more walking and cycling, by improving linkages by public transport between housing, jobs, local services and local amenity, and by planning for mixed use; and
- Promote good design in new housing developments in order to create attractive, high quality living environments in which people will choose to live.

PPG 13 - Transport

The PPG provides advice on how local authorities should integrate transport and land-use planning. The key aim of the guidance is to ensure that local authorities carry out their land-use policies and transport programmes in ways which help to:

- Reduce growth in the length and number of motorised journeys;
- Encourage alternative means of travel which have less environmental impact; and hence
- Reduce reliance on the private car

In this way, local authorities will help meet the commitments in the Government's Sustainable Development Strategy to reduce the need to travel; influence the rate of traffic growth; and reduce the environmental impacts of transport overall. These policies will also make a significant contribution to the goal of improving urban quality and vitality.

The document goes on to say that 'Housing' development should be located wherever possible so as to provide a choice of means of travel to other facilities. The overall strategy to be reflected in structure plan policies to meet housing needs should be to

Allocate the maximum amount of housing to existing larger urban areas where they are or can be easily accessible to facilities such as local shops, schools, work-places, places of entertainment etc. and to a range of transport provision, with particular priority placed on the reuse or conversion of existing sites and properties.

At the local level, through their local plans, local authorities should:

- provide for housing development in central locations within existing urban areas or rural centres, including on vacant, derelict or underused land or through conversion, improvement or redevelopment of existing stock.
- Concentrate higher-density residential developments near public transport centres, or alongside corridors well served by public transport (or with the potential to be so served) and close to local facilities.
- Set standards to maintain existing densities and where appropriate increase them; and
- Juxtapose employment and residential uses, where feasible, through mixed-use development central urban areas and by releasing adequate housing land on suitable sites within central urban areas to make it easier for people to live near their work.

DETR "Towards and Urban Renaissance"

The question asked by the Urban Task Force was: How can we improve the quality of both our towns and countryside while at the same time providing homes for almost 4 million additional households in England over a 25 year period?

The Urban Task Force calculated that, on current policy assumptions, the Government is unlikely to meet its own target that 60% of new dwellings should be built on previously developed land. Achieving this target is fundamental to the health of society. Failure to do so will lead to fragmentation of the city and erosion of the countryside. It will also increase traffic congestion and air pollution, accelerate the depletion of natural resources, damage biodiversity and increase social deprivation.

Achieving an urban renaissance is not only about numbers and percentages. It is about creating the quality of life and vitality that makes urban living desirable. We must bring about a change in urban attitudes so that towns and cities once again become attractive places to live, work and socialise.

Draft GLA London Plan

Policy 2A.5 A sequential approach to site selection

In reviewing UDP's, boroughs should include policies to ensure that when sites are being selected for development, a sequential approach is adopted with the following priority order:

- previously developed sites and buildings within the urban area that are or will be well served by public transport
- other suitable locations within the urban area not identified as land protected for amenity purposes
- locations adjoining the urban area that are or will be, well served by public transport, particularly where this involves the use of previously developed land
- locations outside the urban area that are or will be served by public transport, where this involves the use of previously developed land.

The Mayor will use this approach in developing sub regional frameworks and in considering planning applications.

Policy 2A.6 Sustainability Criteria

In reviewing UDP's, boroughs should clarify that when assessing the suitability of land for development, the nature of the development and its locational requirements should be taken into account, along with the following criteria:

- optimising the use of previously developed land and vacant or under-used buildings
- using a design-led approach to optimise the potential of sites
- ensuring that development occurs in locations that are currently, or are planned to be, accessible by public transport, walking and cycling
- ensuring that development occurs in locations that are accessible to town centres, employment, housing, shops and services
- ensuring that development takes account of capacity of existing or planned infrastructure including public transport, utilities and community infrastructure, such as schools and hospitals

The Mayor will use this approach in developing sub regional frameworks and in considering planning applications.

Draft UDP (2002)

The draft plan has been through the 'first deposit' stage and is designed to support and continue the regeneration that Southwark Council has been leading for several years.

The Council's Community Strategy is a crucial influence on the UDP and has been prepared to provide an overview of the objectives that affect all of the Council's activities. In effect, the UDP seeks to achieve the physical and special objectives of the Community Strategy that has six priorities:

- a thriving and sustainable economy – The Southwark plan supports this predominantly in tackling poverty and wealth creation chapter;
- Better education for all – Supported in the Life Chances chapter;
- Stable and inclusive communities – Supported predominantly in the life chances and housing chapters;
- A healthy and caring borough – supported predominantly in the life chances chapter;
- A safe place to live and work – Supported predominantly in the environment chapter;
- A quality environment – Supported predominantly in the environment and transport chapters.

Policy 2.5 – Planning Obligations

The Council will enter into planning agreements with applicants for developments which it considers will have an impact either individually or cumulatively on the local area. These will be to:

- I. Mitigate negative impacts of developments;
- II. Enhance the local area to improve the life chances of communities affected by the development.

Requirements are detailed in the Planning Obligations SPG.

Policy 3 – Clean and Green

The vision is for the borough to have a high environmental quality, which is attractive and performs well on environmental measures.

In particular, Policy 3.3 – Energy Efficiency

The local planning authority will encourage all developments including conversions, changes of use and extensions to minimise or reduce energy consumption and carbon dioxide (CO₂) emissions through adhering to the energy hierarchy identified in the SDS. Identification of opportunities and constraints for the use of renewable energy sources in new developments must be submitted as part of the Impact Assessment detailed in the Sustainability SPG.

Objective 9 – To promote the efficient use of land, high quality developments and mixed-uses.

A high priority for the Council is ensuring that all developments are sustainable, requiring the efficient use of land, and meeting the highest quality standards. Any new development has the potential to adversely affect the social, economic and environmental conditions of an area. Development should make a positive contribution to Southwark's urban environment, through high quality design, improvements in community safety, decreases in traffic and pollution, provision of open space and the provision of employment.

In addition, Policy 3.14 – Quality in Design, Policy 3.15 – Urban Design, and Policy 3.16 – Safety in Design, also contribute to attaining this objective.

Section 4 Housing

The objectives are:

- to promote the efficient use of land, high quality development and mixed-uses.
- To provide more high quality housing of all kinds, particularly affordable housing.

Policy 4.1 – Housing Density

All residential planning applications should normally increase the number of housing units on site. Developments should be in accordance with:

- i. Guidelines that relate housing density to the degree of accessibility and the availability of services and infrastructure along with achieving high design standards;
- ii. Local character and context;
- iii. All other policies in the Southwark Plan (2002) especially amenity and quality of design.

More detailed guidance is given in the Residential Design Standards SPG, Design SPG, and the transport section of the UDP (Section 5). Residential density requirements are set out in Appendix 4.

Policy 4.4 – Affordable Housing Provision, Policy 4.6 – Mix of Dwellings, also have a direct

bearing.

Appendix 4 Residential Housing Density Standards

'Urban Zone'

For the urban zone, which has medium accessibility, stretching from the Central Area Zone as defined in the SDS south to Half Moon Lane and Dulwich Village, the density requirements are 300 to 700 habitable rooms per hectare. This type of development could typically be 4 to 6 storeys within a terrace or block of flats structure with amenity space or private gardens.

Residential Parking Standards

Urban Zone

(medium accessibility to public transport)

Residential car parking provision (Maximum) 0.6 – 0.75 maximum spaces per unit

Residential Cycle Parking Provision (Minimum) 1 space per unit plus visitor at 1 space per 10 units