

Executive

May 19 2009

5.00 pm

Town Hall, Peckham Road, London SE5 8UB

Membership

Councillor Nick Stanton
Councillor Kim Humphreys
Councillor Jeff Hook
Councillor Paul Kyriacou
Councillor Tim McNally
Councillor Adele Morris
Councillor David Noakes
Councillor Paul Noblet
Councillor Lisa Rajan
Councillor Lewis Robinson

Portfolio

Leader of the Council
Deputy Leader and Housing
Environment
Community Safety
Resources
Citizenship, Equalities and Communities
Executive Member for Health and Adult Care
Regeneration
Children's Services and Education
Culture, Leisure and Sport

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Contact

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Webpage: <http://www.southwark.gov.uk>

Members of the committee are summoned to attend this meeting

Annie Shepperd
Chief Executive

Date: May 11 2009



Executive

Tuesday May 19 2009
5.00 pm
Town Hall, Peckham Road, London SE5 8UB

Order of Business

Item No.	Title	Page No.
	PART A - OPEN BUSINESS	
	MOBILE PHONES	
	Mobile phones should be turned off or put on silent during the course of the meeting.	
1.	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 personal interests and dispensation in respect of any item of business to be considered at this meeting.	
4.	PUBLIC QUESTION TIME (15 MINUTES)	
	To receive questions from members of the public which have been submitted in advance of the meeting in accordance with the executive procedure rules.	
5.	MINUTES	1 - 5
	To approve as a correct record the Minutes of the open section of the meeting held on April 28 2009.	

Item No.	Title	Page No.
6.	DEPUTATION REQUESTS	6 - 7
	To consider deputation requests from:	
	<ul style="list-style-type: none"> • Wilson Residents Association in relation to the sale of South House and • Berth Holders at South Dock Marina in respect of agreed terms and conditions. 	
7.	ADOPTION OF THE ROAD SAFETY PLAN	8 - 88
	To consider the outcomes of the public consultation and adopt the road safety plan.	
8.	SUPPORT FOR SOUTHWARK BUSINESS'S IN THE RECESSION	89 - 96
	To note the contents of the report and agree enhancements to services to support businesses.	
9.	STRATEGIC VISION FOR ELMINGTON ESTATE	97 - 116
	To agree a revised strategy for the regeneration of the Elmington Estate as set out in the report.	
10.	CORE STRATEGY - PREFERRED OPTIONS	117 - 219
	To receive comments on the Core Strategy Preferred Options.	
11.	MOTIONS REFERRED FROM COUNCIL ASSEMBLY - APRIL 8 2009	220 - 234
	To consider the following motions referred from council assembly:	
	<ul style="list-style-type: none"> • Cross River Tram • Youth Provision • Bus Route 42 • A Borough Wide Food Strategy • Council Housing for Southwark • Surrey Canal Road Station • Fuel Poverty Bill 	
12.	VOLUNTARY AND COMMUNITY SECTOR ASSET MANAGEMENT STRATEGY	235 - 287
	To approve the asset management strategy for the voluntary and community sector and property portfolio.	

Item No.	Title	Page No.
13.	ACTION PLAN IN RESPONSE TO THE REPORT AND RECOMMENDATIONS PREPARED BY PROFESSOR DEREK GARDINER INTO THE CIRCUMSTANCES SURROUNDING THE DEATH OF MRS. E. LAMBERT	288 - 294

To receive the action plan in response to the independent report into the circumstances surrounding the death of Mrs Lambert.

14.	REVENUES AND BENEFITS STRATEGIC APPROACH	295 - 298
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To note the existing contractual arrangements with Liberata UK Ltd and consideration to future service arrangements.

OTHER REPORTS

The following items are also scheduled to be considered at this meeting:

- Revenues and Benefits Strategic Approach
- Voluntary and Community Sector Strategy
- Action Plan in response to the report and recommendations prepared by Professor Gardiner into the circumstances surrounding the death of Mrs. E Lambert.

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

EXCLUSION OF PRESS AND PUBLIC

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

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

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

PART B - CLOSED BUSINESS

15.	MINUTES	
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Item No.

Title

Page No.

To approve as a correct record the minutes of the closed section of the meeting held on April 28 2009.

16. REVENUES AND BENEFITS STRATEGIC APPROACH

To note the decision taken not to extend the Liberata Uk Ltd contract for the Revenues and Benefits Service and the arrangements for an alternative service to be provided.

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

Date: May 11 2009



EXECUTIVE

MINUTES of the OPEN section of the meeting of the EXECUTIVE held on TUESDAY April 28 2009 at 7.00pm at the Town Hall, Peckham Road, London SE5 8UB

PRESENT: Councillor Nick Stanton, Leader of the Council
 Councillor Kim Humphreys, Deputy Leader and Housing
 Councillor Jeff Hook, Environment
 Councillor Paul Kyriacou, Community Safety
 Councillor Tim McNally, Resources
 Councillor Adele Morris, Citizenship, Equalities and Communities
 Councillor David Noakes, Health and Adult Care
 Councillor Paul Noblet, Regeneration
 Councillor Lisa Rajan, Children's Services and Education
 Councillor Lewis Robinson, Culture, Leisure and Sport

1. APOLOGIES FOR ABSENCE

There were no apologies for absence.

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

The following items were identified as late and urgent. The leader agreed to accept the items as urgent for the reasons of urgency to be specified in the relevant minute:

Open agenda

Item 14 – Youth Provision Review – Response to recommendations of Children's Services and Education Scrutiny Sub-Committee

Closed agenda

Item 02 – Building Schools for the Future – Capital Advance and Contract Award

DISCLOSURE OF INTERESTS AND DISPENSATIONS

Councillor Adele Morris declared a personal prejudicial interest in item 14, Youth Provision Review – Response to Recommendations of Children's Services and Education Scrutiny Sub-Committee as she had taken part in the scrutiny review during her role as a scrutiny member.

4. **PUBLIC QUESTION TIME**

There were no public questions.

5. **MINUTES**

RESOLVED: That the open minutes of the meeting held on March 17 2009 be agreed as a correct record and signed by the chair.

6. **ACCESS TO SPORTS FACILITIES IN PECKHAM RYE PARK – REPORT FROM SCRUTINY SUB-COMMITTEE A** (see pages 1-9)

Councillor John Friary, Chair of scrutiny sub-committee A presented the report.

RESOLVED: That the recommendations contained in the scrutiny report from the scrutiny sub-committee A and overview and scrutiny committee be noted and a written response be provided to the sub-committee within two months.

7. **YOUTH OFFENDING TEAM MINI REVIEW – REPORT FROM CHILDREN’S SERVICES AND EDUCATION SCRUTINY SUB-COMMITTEE** (see pages 10-15)

Councillor Nick Vineall, Vice-Chair of the children’s services and education scrutiny sub-committee presented the report.

RESOLVED: That the recommendations contained in the scrutiny report from the children’s services and education scrutiny sub-committee be noted and a written response be provided to the sub-committee within two months.

8. **APPROVAL OF LOCAL IMPLEMENTATION PLAN ANNUAL PROGRESS REPORT DISCRETIONARY GRANT FUNDING** (see pages 16-19)

RESOLVED:

1. That the £100k discretionary funding be allocated for the investigation and implementation of innovative measures in road safety.
2. That any future decisions to be taken in respect of the £100k discretionary funding be delegated to the executive member for environment.

9. **DRAFT DULWICH SUPPLEMENTARY PLANNING DOCUMENT** (see pages 20-61 and appendices b, c and d available on the council website)

RESOLVED:

1. That the consultation plan (Appendix B of the report) be noted.
2. That the sustainability appraisal (Appendix C of the report) and the Equalities Impact Assessment stage 1 (Appendix D) of the report be noted.
3. That the comments of the planning committee (set out in table 1 of the report) be agreed and the position relating to the retention of the velodrome (paragraph 3.15 of appendix A) be made clearer.

4. That the draft Dulwich supplementary planning document with the agreed proposed changes (table 1 of the report) be adopted for consultation.

10. **LOCAL AREA AGREEMENT REFRESH** (see pages 62-66)

RESOLVED: That the recommendations resulting from negotiations between officers and civil servants set out in paragraph 3 of the report be agreed.

11. **FREEDOM PASSESS REVIEW – RESPONSE TO RECOMMENDATIONS OF SCRUTINY SUB-COMMITTEE C** (see pages 67-75)

- RESOLVED**
1. That the Freedom Bus Pass & Blue Badge Service improvement programme in response to the recommendations of the scrutiny committee be noted.
 2. That it be noted that London Councils have introduced a revised production process. This will involve the issue of a pass within 10 days of receipt of the confirmation letter from the Post Office. Southwark will remain responsible for the assessment process which will take place from September 2009 to 2nd January 2010. This will enable customers to have their passes issued by London Councils in the period from 2nd January until expiry on the 31st March 2010. Officers have met with London Councils to voice their concerns over potential delays in the issuing of revised passes once assessment has been completed by Southwark staff.
 3. That it be noted that London Councils and the Post Office are responsible for all issues in relation to the reissue of passes once Southwark has distributed the letters to be taken to the post office by those Southwark residents entitled to a Disabled Freedom Pass.
 4. That the executive receive an update report on this issue in September 2009.

12. **PERSONALISED SERVICES IN ADULT SOCIAL CARE** (see pages 76-80 and case studies circulated separately)

RESOLVED: That the development of personalised services which promote independence, choice and control for adults with social care needs be supported, and the planned development of these services including personal budgets for care (paragraphs 8, 9, 10 and 12 of the report) be endorsed.

13. **DISPOSAL OF 9 LARCOM STREET, LONDON SE17** (see pages 81-86)

1. That 9 Larcom Street London SE17, as shown on the plan attached to the report, be sold freehold to the buyer named and for the sum reported in the closed report.

2. That all necessary arrangements be made to vacate and clear 9 Larcom Street in order to facilitate the sale at a date to be agreed by the head of property.
3. That arrangements to lease or licence parts of the property back to the council be put in place as appropriate, subject to the approval of the head of property.
4. That officers explore whether alternative accommodation can be found for the under bidder such that it can be encouraged to relocate in Southwark if possible.

14 YOUTH PROVISION REVIEW – RESPONSE TO RECOMMENDATIONS OF CHILDREN’S SERVICES AND EDUCATION SCRUTINY SUB-COMMITTEE

This item had not been circulated 5 clear days in advance of the meeting. The chair agreed to accept the item as urgent in order to provide the scrutiny sub-committee with a response at the earliest opportunity.

At this juncture Councillor Adele Morris declared a personal prejudicial interest and left the meeting room during consideration of the item.

RESOLVED: That the report be noted and the actions being taken to address the scrutiny recommendations be welcomed.

EXCLUSION OF PRESS AND PUBLIC

It was moved, seconded and,

RESOLVED: That the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in category 3 and 7a of paragraph 10.4 of the Access to Information Procedure Rules of the Southwark Constitution.

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

1 DISPOSAL OF 9 LARCOM STREET, LONDON SE17

The executive considered the closed information relating to the disposal of 9 Larcom Street. See item 13 above for decision.

2 BUILDING SCHOOLS FOR THE FUTURE – CAPITAL ADVANCE AND CONTRACT AWARD

The executive considered a late and urgent item relating to the building schools for the future programme.

The executive gave approval to a capital advance from the Department for Children’s Schools and Families (DCSF) which is to be added to the Council’s capital programme for Building Schools for the future.

The meeting ended at 8.42pm

CHAIR:

DATED:

DEADLINE FOR NOTIFICATION OF CALL-IN UNDER SECTION 21 OF THE OVERVIEW AND SCRUTINY PROCEDURE RULES IS MIDNIGHT, THURSDAY MAY 7 2009.

WITH THE EXCEPTION OF ITEM 2 ON THE CLOSED AGENDA (WHICH IS SUBJECT TO URGENT IMPLEMENTATION) THE ABOVE DECISIONS WILL NOT BE IMPLEMENTABLE UNTIL AFTER THAT DATE. SHOULD A DECISION OF THE EXECUTIVE BE CALLED-IN FOR SCRUTINY, THEN THE RELEVANT DECISION WILL BE HELD IN ABEYANCE PENDING THE OUTCOME OF SCRUTINY CONSIDERATION.

ITEM 06 – DEPUTATION REQUESTS – COMMENTS OF THE STRATEGIC DIRECTORS

WILSON RESIDENTS ASSOCIATION IN RELATION TO SALE OF SOUTH HOUSE –

Comments of Strategic Director of Regeneration and Neighbourhoods

1. The council is disposing of South House as part of the modernisation programme and has to maximise receipts. We've been advised by external conservation specialists and property agents that we need to make some land available for private amenity/garden use.
2. Currently there is open parkland going right up to the ground floor windows and clearly this will not be acceptable for privacy or security if as is likely those buildings return to some form of residential use. To the rear of the Register Office, a garden is already physically fenced off to allow wedding photography and our advisers have recommended a continuation of that fencing line to the rear of South House and the garage to allow for some private space.
3. The park totals around 4.2 acres and the land affected by this proposal would be around 0.2 acres. We therefore feel the impact is relatively low in relation to the benefits for the sale of South House. The Camberwell Society has been supportive of this proposal, as have the planners in the exceptional circumstance that conservation of these historic buildings is likely to be best served by facilitating return of a small section of this land to garden use.
4. It will be possible to make provisions for boundary treatment and maintenance of the land which should preserve and even improve it. We hope we can reassure residents that the land will remain open amenity space.
5. We are meeting the chairman of Wilson Residents on Monday to discuss the position prior to the Exec meeting.

BERTH HOLDERS AT SOUTH DOCK MARINA

Comments of the Strategic Director of Environment and Housing

6. In April 2007 the Environment and Housing department put in place a new management arrangement and conducted a review of the Marina with the intent of creating a fair approach to managing the Marina and overcoming historical inconsistencies. A number of difficult decisions have had to be taken but I am satisfied that officers have been sympathetic and considerate in their actions.

Clarification of Terms and Conditions and fees

7. The Marina desperately needed up to date, fit for purpose terms and conditions. In introducing new terms and conditions throughout the consultation process the Council have addressed many issues and much correspondence and arranged several meetings with berth holders to clarify our objectives and hear issues.
8. The Council has decided to implement an additional fee, over the tariff for a non-residential mooring to cover the cost of the additional use that residential occupiers make of the marina facilities, such as toilets, showers, rubbish removal, water supply etc. This is in line with standard practice in the marina industry and our fees are lower than the nearest comparable marina at Limehouse.
9. I am aware of a recent letter from Simon Hughes to Gill Davies on these and associated issues and a letter is soon to be sent to all berth holders clarifying the Council's position.

Sustainable Community

10. Our purpose is to secure a sustainable future for the existing community by confirming their legal status. In creating and securing an official residential licence, the marina management is seeking to improve things for established residents.
11. After many years of intensive use much of the marina infrastructure is in need of major refurbishment. South Dock Marina management is currently prioritising, researching, compiling quotations for work and attempting to acquire funding for improvements to every aspect of the marina,

Item No. 7	Classification: Open	Date: May 19 2009	Meeting Name: Executive
Report title:		Adoption of the road safety plan	
Ward(s) or groups affected:		All	
From:		Strategic director for regeneration and neighbourhoods	

RECOMMENDATION(S)

1. That the executive considers the outcomes of the public consultation and the subsequent amendments to the road safety plan
2. That the executive considers the contents of this report and adopts the road safety plan

BACKGROUND INFORMATION

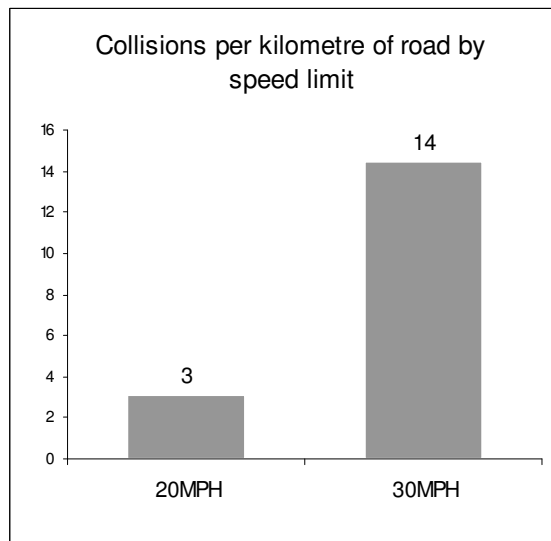
3. The council is committed to making Southwark a better place for all people who live, work and study here. Reducing danger on the roads and making travel safer are an integral part of this and the council is dedicated to lowering the risk of road casualties.
4. The council adopted the current road safety plan in 2004 and this was subsequently revised in 2005. The road safety plan forms an integral part of Southwark's Local implementation plan (Lip), the five year transport strategy for the borough. The plan has since been reviewed to ensure that the council continues to improve safety on the roads.
5. The revised road safety plan (appendix A) reflects the council's current programme of work and sets out actions for improving road safety to make the borough a safer place to travel in. The road safety plan identifies council services and supporting partners responsible for delivering these actions.

KEY ISSUES FOR CONSIDERATION

6. Transport for London requires that all London boroughs produce a road safety plan to ensure coordination of road safety improvements across London. The plan is also a response to the targets set out in the government's strategy, Tomorrow's Roads – Safer for Everyone. These targets were further stretched in 2006 by the then Mayor of London and contained within London's road safety plan.
7. The council is required to prepare and carry out a programme of measures designed to promote road safety under section 39 of the Road Traffic Act 1988. The road safety plan sets out a course of actions for delivery over the coming years, to be funded primarily by TfL.
8. Southwark's sustainable community strategy sets out the priorities for making the borough a better place and a number of key objectives are related to road safety. The revised road safety plan sets out in detail how these will be achieved, with particular reference to becoming a 20mph borough and reducing the incidence and severity of road casualties.

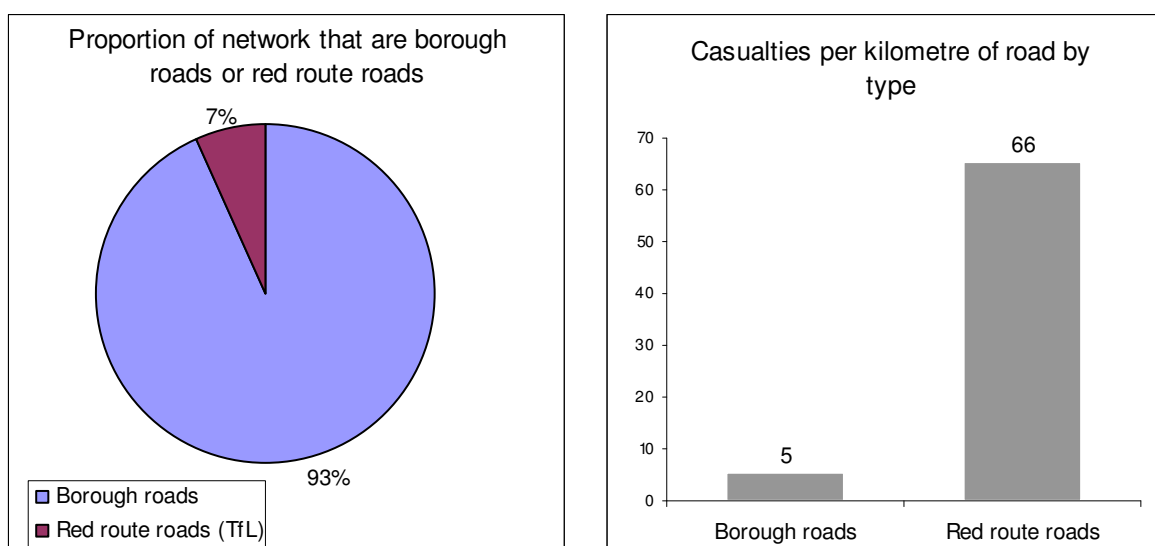
9. The casualty reduction targets identified in Southwark's road safety plan are part of the Local Area Agreement. More specifically the council's performance is monitored by the number of people killed and seriously injured on the roads for each quarter (national indicator 47).
10. Most collisions in Southwark occur on busy roads and at junctions where the speed limit is 30mph. Areas contained within 20mph zones in Southwark tend to have lower collision rates and therefore a lower risk of being injured in a road crash, as illustrated in figure 1.

Figure 1



11. Approximately half of all collisions in Southwark happen on the red route roads (which are controlled by TfL), and the rest on the borough roads. However, red route roads make up only 7% of the total road length in Southwark. This means that the level of risk on these roads is much higher (see figure 2)

Figure 2



12. The proposals set out in the road safety plan are consistent with the council's statutory powers and duties.

Public consultation

13. The formal consultation on the revised road safety plan was held over a six week period from November 14 2008 until December 23 2008. The draft was approved for consultation by the executive member for environment and transport. The consultation process and steps for engagement are further detailed in the consultation strategy, appendix B.
14. In total 152 responses were received during the consultation period, with a response rate from the original mail out of 15%. Overall, the responses received were in support of the council's proposed actions and demonstrated a good understanding of the key issues surrounding road safety and transport policy.
15. Individual replies were sent out to all who provided feedback detailing how their comments contributed to the development of the road safety plan.

Amendments to the road safety plan

16. Subsequent to the review and public consultation, the road safety plan has been revised to address issues raised and incorporate suggested improvements. In some cases, where public comments deviated from key policy, further justification and clarification has been provided in the plan.
17. The key changes to the plan are as follows:
 - To target safety on the busy road network in order to achieve a significant reduction in casualties, particularly in town centre locations.
 - To lobby for greater levels of enforcement (both police and camera)
 - To lobby for Transport for London to address safety on the red route roads, where the majority of collisions happen (see figure 1)
 - To review existing 20mph zones to identify where there may be an issue with vehicle speeds.
 - Further justification has been provided with regard to the introduction of the 20mph upper speed limits on borough roads, to types of traffic calming used and to levels of enforcement (see figure 2).
 - Clarification of cyclist collision rates to take into account the increase in cycling in London, to show that there has been a relative decline in cyclists injured on the roads, rather than an actual increase in numbers.
 - To address road safety through parking schemes and the maintenance programme.
 - A commitment to using and promoting new road safety technology, with particular reference to average speed cameras and vehicle speed limiters (ISA).
 - The road safety plan will include the action plan as an addendum to the main plan, so that it can be updated as required.
18. The road safety plan has retained a number of the original policies including the commitment to become a 20mph borough.

COMMUNITY IMPACT STATEMENT

19. The road safety plan and associated actions are expected to have the following benefits to the community of Southwark:
 - Reduce the risk of casualties to road users;

- Improve the perception of safety for the more vulnerable users, especially children;
 - Improve the street and living environment of Southwark;
Make sustainable transport safer and more secure;
 - Achieve a shift to the use of more sustainable modes of transport.
20. A reduction in the number and severity of casualties on Southwark's roads will improve the overall health and life chances of all people. This is a positive benefit to all of the community as a whole, irrespective of race, age, religious belief, sexual orientation or gender.
 21. The road safety plan contains measures to improve road safety and covers all modes of travel. The plan supports wider government initiatives and addresses issues of health and obesity by promoting active modes of travel. It also promotes the reduction of motor vehicular traffic which will improve air quality and the local environment.
 22. The road safety plan encourages social inclusion by promoting improvement to the public realm, including the condition of roads and the footway and making local town centres safer and more attractive. This is particularly important to the mobility impaired and includes the provision of safe crossing points, dropped kerbs and appropriate levels of maintenance.
 23. The plan pays particular attention to those who are more vulnerable on our roads such as cyclists, pedestrians and powered two wheeler riders. It is recognised that these users are more at risk and special attention is paid to address this inequality.
 24. The road safety plan will positively impact on children in recognition that they are more vulnerable, and sets out provision for specialised training and education to equip them with skills for lifelong use on the roads.
 25. People who live in deprived communities are more likely to be involved in a road collision than those from less deprived communities. The road safety plan recognises that this is an issue in Southwark and sets out specific measures to reduce inequality and promote social inclusion.
 26. An equalities impact assessment has been prepared for the road safety plan and it has been considered by the equalities and diversity panel. This can be found in appendix C.
 27. The progress of the plan will also be monitored by the public transport consultative forum and its mobility sub group.
 28. Overall, proposals in the road safety plan should have a positive impact on all Southwark residents. The council will undertake annual monitoring of the plan to ensure that the targets are on track and address any issues that are identified.

RESOURCE IMPLICATIONS

29. The actions in the road safety plan identify delivery responsibilities and funding sources. The majority of funding is likely to be from Transport for London through the Lip funding stream and some programme areas may be supplemented by section 106 agreements. Other sources of funding may also become available through specific bids and grants on an ad hoc basis and will be explored

wherever possible.

30. The progression of actions in the plan is dependent on the above areas of funding. Supplementary internal funding will need to be considered as and when actions are to be taken forward if no other funding is identified.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Finance director

31. There are no immediate resource implications arising from this report but it should be noted that the implementation of the actions contained within the road safety plan is subject to identification and confirmation of external funds.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Road safety plan 2005	Council offices, Tooley Street	Erica Blennerhassett 020 7525 5462
Local implementation plan	Council offices, Tooley Street	Erica Blennerhassett 020 7525 5462

APPENDICES

No.	Title
Appendix A	Road safety plan 2009
Appendix B	Road safety plan consultation strategy
Appendix C	Equalities impact assessment

AUDIT TRAIL

Lead Officer	Richard Rawes, Strategic Director of Regeneration and Neighbourhoods	
Report Author	Erica Blennerhassett	
Version	Final	
Dated	May 8 2009	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director for Legal and Democratic Services	Yes	Yes
Finance Director	Yes	Yes
Executive Member for Environment and Transport	Yes	Yes
Date final report sent to Constitutional/Community Council/Scrutiny Team		May 11 2009

Road safety plan

Transport 2009





Transport planning team

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Road collisions have serious and often devastating effects for those involved, their families and friends. People should be able to travel safely and without fear to the places where they live, work, shop, study and spend their leisure time. The purpose of this road safety plan is to achieve measurable reductions in road casualties, to promote active travel such as walking and cycling and to help make all modes of transport safer and more accessible.

This road safety plan intends to help the council provide a safer and more convenient environment for the more sustainable modes of transport as well as reducing the dangers that are associated with the use of vehicular traffic. The plan sets out a programme that will help make Southwark's streets safer and more pleasant for everyone. Such measures include speed reduction, better facilities for vulnerable road users, training to improve road user behaviour and initiatives to improve our children's safety on the road.

These measures are to be targeted where they are needed most and will go a long way to help the council exceed the targets for reducing road deaths and casualties while also making travelling in Southwark safer and more enjoyable.



Improving road safety makes a crucial contribution to the achievement of the priorities set out in Southwark 2016, the sustainable community strategy. The road safety plan is most closely linked to the objectives of making the borough a better place for all people and improving individual life chances. The sustainable community strategy acknowledges that one of the most important contributing factors in road casualties is speed and that speed reduction should be a priority for action in Southwark.

In today's world there are a number of issues that are impossible to ignore. Levels of child obesity have doubled in the past decade and obesity is arguably the biggest issue facing general public health today. High on the government's agenda is investment in changing people's eating habits and increasing their levels of activity. The built environment is a fundamental part of this and by encouraging more people to walk and cycle, daily activity levels will be increased and some of these issues addressed.

People's willingness to walk and cycle is often determined to an extent by fear of traffic, and the Choosing Health white paper seeks to address this issue through road danger reduction and the encouragement of walking and cycling as healthy exercise. Highlighted in the White Paper is the safety of children and the encouragement of walking and cycling to school as crucial to forming lifelong healthy habits. Environments that are conducive to active travel involve creating safe and pleasant routes whilst providing the information needed for people to make healthy choices.

The road safety plan has been prepared in partnership with Transport for London (TfL) whose role is to coordinate road safety improvements across London. The plan is also a response to the UK Government's targets for road casualty reduction set out in its road safety strategy Tomorrow's Roads, Safer for Everyone. The plan also explains how actions taken in Southwark will support the Mayor of London's Transport Strategy and forms part of Southwark's Local implementation plan (Lip), the borough's five year transport strategy.

Beyond 2010

The Department for Transport have produced a draft road safety strategy for 2010-2020, *A Safer Way: Consultation on Making Britain's Roads the Safest in the World*, which will build on the progress of *Tomorrows Roads, Safer for Everyone*. This document sets out proposals for the future of road safety beyond 2010. The Government has a vision of making Britain's roads the safest in the world, with a target of reducing all road deaths in the UK by one third, by 2020.

National road safety policy in future will focus on engineering roads to be more forgiving of human error, training people to be more skilled at using the road and making the vehicles we use safer. The council welcomes the document and the package of proposals associated with it and will contribute to the development of the strategy.

2.1 National influences

Tomorrow's Roads – Safer for Everyone (Department for Transport (DfT), 2000)

Tomorrow's Roads has been pivotal in creating a structured and achievable delivery of road safety in the UK. It set out the government's framework for achieving safer roads; the core of which was the establishment of reduction targets to be achieved nationwide by 2010. The main target is a reduction of 40% of those killed or seriously injured (KSI) (50% for children) by 2010 from a baseline of the average over 1994 to 1998.

Road Safety Act 2006

The Road Safety Act was introduced in 2006 and allowed a raft of new measures including new penalties for careless, unlicensed, uninsured and disqualified drivers and penalties relating to the use of mobile phones while driving. It is hoped that these measures will contribute the necessary tools to ensure that the 2010 targets for casualty reduction are met.

Traffic Management Act 2004

The Traffic Management Act was introduced in 2004 to tackle congestion and disruption on the road network. The act gives authorities additional tools to better manage parking and moving traffic enforcement and the coordination of street works. Two significant changes relating to road safety were to allow local authorities powers to enforce moving traffic contraventions and empower local authorities to spend surpluses from their on-street parking accounts on environmental improvements, parking facilities, provision and improvements to public transport services and road improvements. The council has developed its own network management duty report for implementation from 2009 onwards.

Road danger reduction forum (RDRF)

The road danger reduction forum (RDRF) was established in 1994 to challenge the culture and philosophy of the traditional road safety movement. The emphasis of the forum is to focus on those who are the source of the danger to both themselves and others, rather than focusing on making vulnerable users better prepared to deal with potentially unsafe situations. The council is a member of the RDRF and welcomes an alternative approach to road safety.

The Road Danger Reduction Charter pledges to:

1. Seek a genuine reduction in danger for all road users by identifying and controlling the principle sources of threat.
2. Find new measures to define the level of danger on our roads. These would more accurately monitor the use of and threat to benign modes.
3. Discourage the unnecessary use of motor transport where alternative benign modes or public transport are equally or more viable.
4. Pursue a transport strategy for environmentally sustainable travel based on developing efficient, integrated public transport systems. This would recognise that current levels of motor traffic should not be increased.
5. Actively promote cycling and walking, which pose little threat to other road users, by taking positive and co-ordinated action to increase the safety of these modes.
6. Promote the adoption of this charter as the basis of both national and international transport policy.





2.2 Regional influences

In November 2001 TfL published London's Road Safety Plan as part of the Mayor of London's Transport Strategy. This notes that the government's targets in Tomorrow's Roads are challenging and London has particular difficulties with high numbers of pedestrian casualties and casualties of people riding cycles and powered two wheelers (PTWs) (motorcycles or scooters). The plan further refines the targets specific to London to achieve a 40% reduction in KSI casualties sustained by pedestrians, cyclists and PTW riders to ensure that attention and action is focused on these groups.

In 2006 progress against the national targets was reviewed and the Mayor adopted a revised set of targets for London in response to good progress towards the original targets:

- A 50% reduction in the number of people KSI
- A 50% reduction in the number of pedestrians KSI
- A 50% reduction in the number of cyclists KSI
- A 40% reduction in the number of PTW riders KSI
- A 60% reduction in the number of children KSI
- A 25% reduction in the number of people slightly injured

The council welcomes the extended targets and believes that, although ambitious, they are achievable in Southwark if we can work in partnership with TfL.

2.3 Local influences

Southwark 2016 – the sustainable community strategy

The sustainable community strategy sets objectives to help achieve the vision of making Southwark a better place to live, to learn, to work and to have fun by improving individual life chances making the borough a place for people and to ensure quality public services. In turn, each objective contains a range of priorities and more detailed actions, a number specifically relating to road safety:

- Staying safe: specific target of reducing the number of people KSI in road collisions
- Target our fire, flood and road safety prevention services to increase public awareness and protect the most vulnerable
- Improve our interventions to reduce the number of road collisions that result in death or serious injury
- A liveable public realm including the roll out of 20mph zones throughout the borough.
- Encourage the 'home zone' approach with local people, seeking agreement on ways to make streets and estates more pedestrian and child friendly.

Local implementation plan (Lip)

This road safety plan forms part of a strategy for transport in the borough which is contained in the Lip. The ten overarching objectives within the Lip are derived from and complement those contained in Southwark's sustainable community strategy, national transport policy and the Mayor of London's Transport Strategy. These ten objectives are to:

- Improve accessibility throughout the borough;
- Promote more sustainable modes of travel and improve travel choice;
- Improve safety and personal security;
- Promote greater integration of land use development and transport;
- Improve the quality, efficiency and reliability of transport;
- Improve the efficiency, reliability and safety of freight distribution;
- Promote and improve social inclusion, economic development, education, employment and housing;
- Improve visual amenity and the quality of the environment;
- Reduce energy use;
- Work with partners to progress and promote transport improvements.

This road safety plan is primarily aimed at reducing road deaths and casualties and making sustainable transport safer and more attractive. In doing this, it will help to achieve wider council objectives such as encouraging shift to more active modes of travel, tackling issues of obesity and addressing issues surrounding climate change.

Southwark's road safety targets

The targets for casualty reduction to be adopted as part of this plan are shown in table 1. This table also outlines our achievements against the set targets over a number of years and includes the target figure for each of the categories.

Table 1 – Casualty reductions against the targets¹

Casualty type	Baseline 1994-98 average	2010 Target reduction	2010 Target number	2004 Total	2005 Total	2006 Total	2007 Total	2008 Total	% Change over baseline
Pedestrians KSI	80	50%	40	57	43	57	55	52	-35%
Pedal Cycle KSI	25	50%	12	7	14	21	22	29	18%
Children KSI	34	60%	14	15	9	18	9	8	-76%
PTW KSI	47	40%	28	28	30	32	37	33	-30%
Slight casualties	1,543	25%	1157	1148	944	1050	912	982	-36%
All KSI	239	50%	120	121	122	138	139	156	-35%

KSI - Killed or seriously injured

The table shows that there have been good reductions in all areas with regards to those who have been killed or seriously injured (KSI). KSI is where the person involved required an extended stay in hospital or died as a result of the collision and this figure does not include slight casualties.

The KSI figures are low numbers and therefore may be vulnerable to fluctuations; they may not represent the overall collision trends in Southwark. Therefore, in addition to the above targets, the council looks at collision trends for all severities at a more in depth level annually.

Collision and road casualty information is made available by the Metropolitan Police (Met Police) via the London Road Safety Unit (LRSU), a division of TfL and statistics are monitored every month. Annual reports are prepared by TfL for London detailing the main identified trends in collisions and road casualties, and the council produces a local report each year.

¹The collisions figures for 2008 are provisional and subject to confirmation by the London Road Safety Unit



Sustainable modes of travel strategy (SMOT)

Southwark Council has developed a sustainable modes of travel strategy in response to Section 508 of the Education and Inspection Act 2006, which outlines the duty placed on the authority to promote sustainable travel to children and young people.

Southwark Council and key stakeholders are committed to achieving the following objectives:

- Continue to create healthy and happy children and young people that do better in life.
- Facilitate parents, carers and guardians to establish a safe and appropriate journey to and from school using sustainable modes of transport.
- Ensure that infrastructure improvements address the needs of children and young people where appropriate.
- Develop, implement and monitor travel plans in all schools and further education institutions.

It is the council's intention to work closely with key stakeholders to deliver a comprehensive programme of travel planning, education, road safety, training and infrastructure improvements that aim to make the borough a place where every child and young person can have and meet high expectations and have the best opportunities.

Why road casualties happen

Why road casualties happen

In order to reduce the risk of collisions and casualties on our roads an understanding of the main sources of threat is required. Many of these are obvious. Higher rates of casualties can occur due to the volume of traffic, the excessive speed of motor vehicles, or the dangerous behaviour of some road users. Some sources of threat are less obvious, such as poor parking controls, inadequate crossing points or poor street design in general.

Road collisions rarely have one single cause. Causes range across behavioural, highway and vehicle related factors. By far the most common of these are behavioural factors. These include excessive speed, lack of concentration, impairment and bad judgement. The second most common are highway related factors which can include design and maintenance issues, driving conditions, poor lighting, poor signage and poor visibility. In a very small percentage of collisions, vehicle related factors, such as brake failure or worn tyres, play a part. Usually a combination of these factors will contribute to a collision that may result in a casualty.

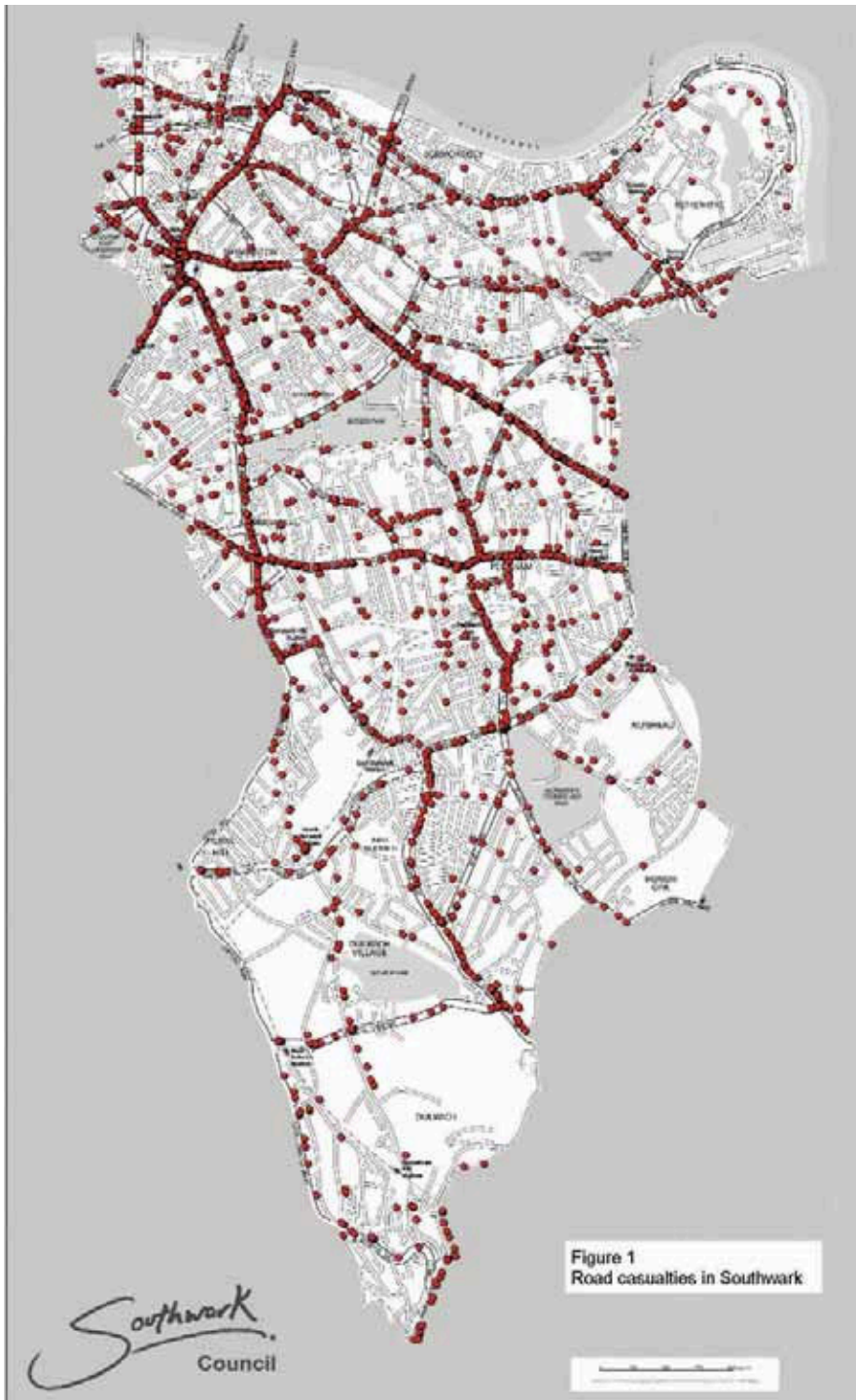
In Southwark, there are specific locations that have higher vehicle flows and speeds. It is on these busy sections on road that the majority of collisions occur. There are clusters of collisions around major gyratories and intersections. Some town centres also have higher collision rates, reflecting generally higher levels of street activity as well as higher numbers of pedestrians and vehicles.

3.1 Collision trends in Southwark

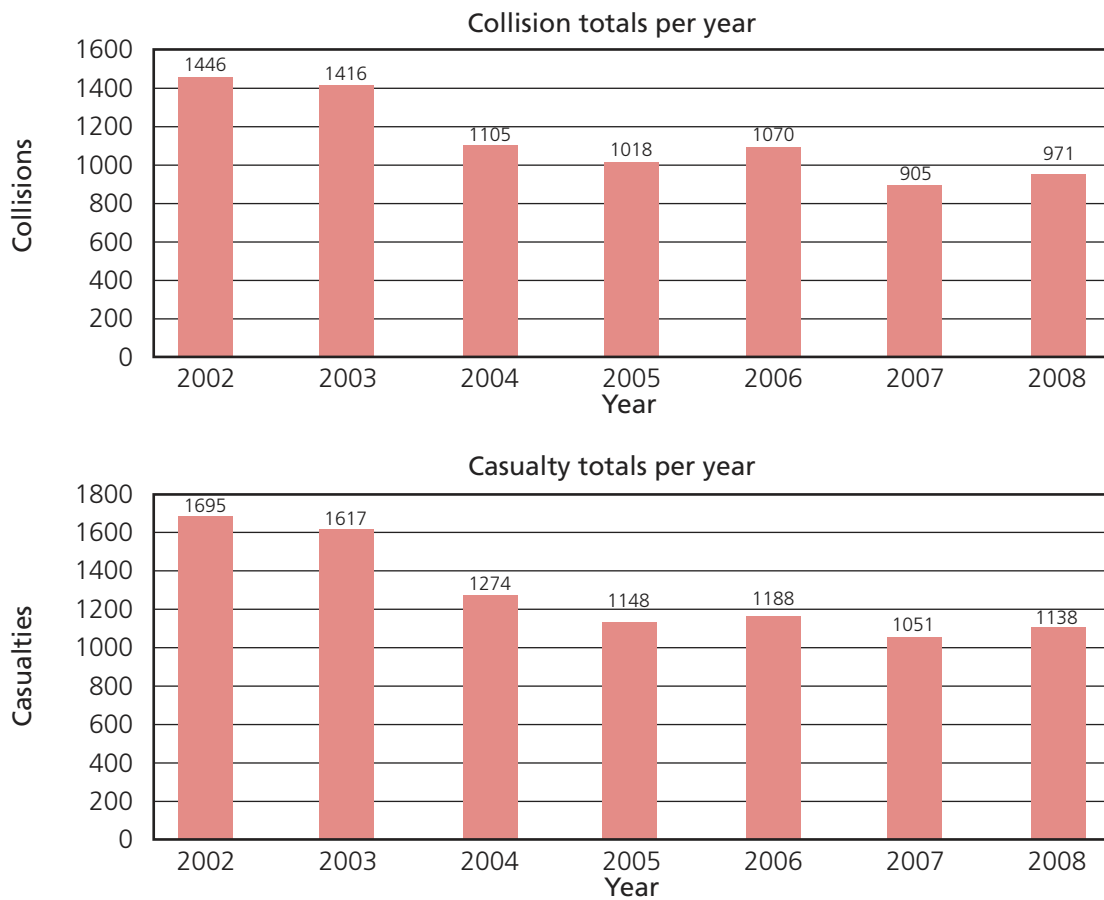
Figures from the LRSU show that in 2008 there were eight people killed, 148 people seriously injured and 982 people slightly injured on the borough's roads. This represents a total increase of 87 for all casualties or 8% change from 2007 figure of 1,051 and is 644 casualties or 36% down on the 1994-98 average of 1782.

The reductions in Southwark are similar to other London boroughs and there have been particularly encouraging achievements made in recent years in the reduction of PTW rider, car passenger and child pedestrian casualties. This is by no means a reason to become complacent about road safety; the council recognises that there have been a number of easy wins in recent years, in terms of treating collision hot spots and it will become more challenging to deliver road safety improvements in future.

Figure 1 – Road casualties in Southwark



Why road casualties happen

Table 2 - Collision and casualty trends in Southwark²

Fewer pedestrians, children, drivers and their passengers were injured in Southwark during 2008 than in the previous year, but unfortunately injuries to cyclists have increased for the fifth year running. This is a major concern for the council, but should be viewed in context to the rising number of people that have taken up cycling, with pronounced annual increase in numbers. Proportionally, there has been a reduction in cyclist casualties; however they tend to be more serious.

The group to benefit most from casualty reductions are car occupants and while the council is pleased with this decline, it is also of a concern that the rates of decline are not equitable amongst all road users.

²The collision figures for 2008 are provisional and subject to confirmation by the London Road Safety Unit



Research and investigation

Good evidence is fundamental to this plan and underpins our direction for delivering casualty reduction. We are especially keen to understand links between collisions and other social, environmental and economic factors. Ongoing research, at local, regional and national levels has allowed the council to analyse a body of research in order to identify key priority areas and actions for delivery.

One successful method is the use of geographic information systems (GIS) to find relationships between collisions and other features, such as levels of deprivation, the cycling network, land use and development. This innovative approach is helping the council to ensure that collisions are better understood and investment is appropriately prioritised.

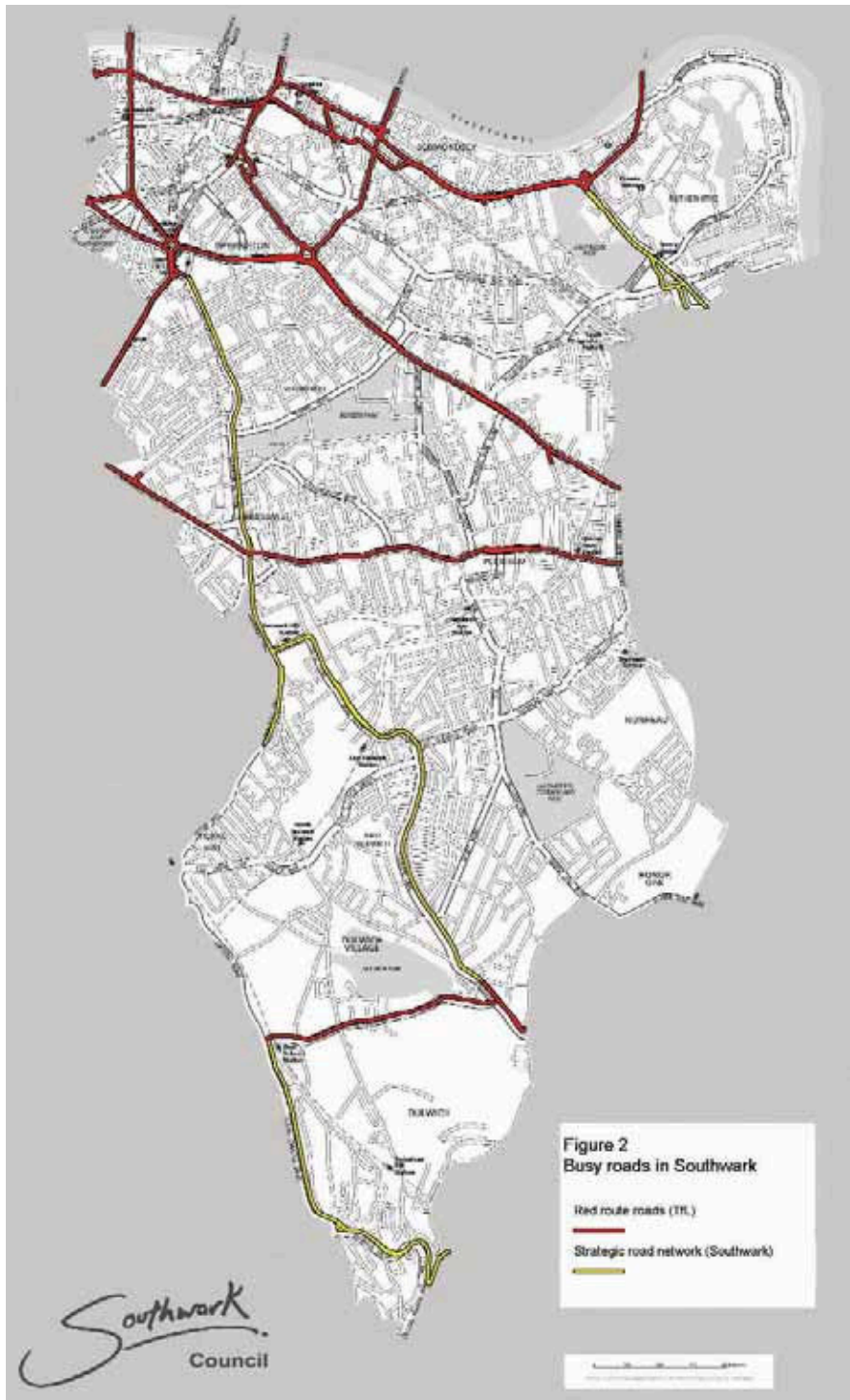
The council will continue to research and analyse in more detail the specific factors that lead to collisions on our roads in order to develop more effective measures to reduce them. This will include the analysis of collision trends and a review of progress each year. This will be presented in a report containing the main findings. In addition to this the council will take part in the investigation of collisions involving fatalities as part of its ongoing work in partnership with the Met Police.

3.2 Busy roads

Around 70% of all collisions in Southwark occur on the busier roads like Borough High Street and the Old Kent Road. The speed limit on these roads is usually 30mph and collisions are likely to be more severe. The busy roads are often on red routes. The red route network (red markings on the road edge) carries 1/3 of all traffic in London and is managed by TfL rather than the boroughs (see figure 2).

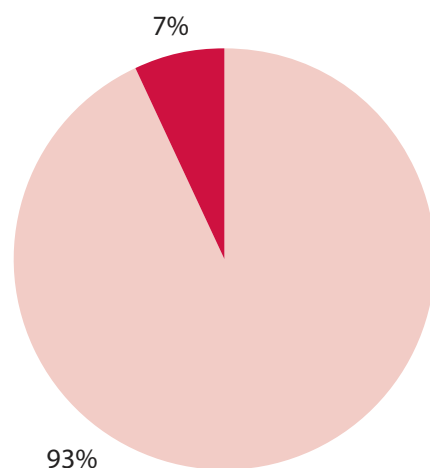
Busy roads play an important role in the distribution of traffic but this should not be at the expense of safety. They are essential for the servicing of our town centres and for the supply of goods and services. The majority of buses also travel on these roads and often run through town centres, where we see higher concentrations of road users and a higher risk of conflict.

Figure 2 - Busy roads in Southwark



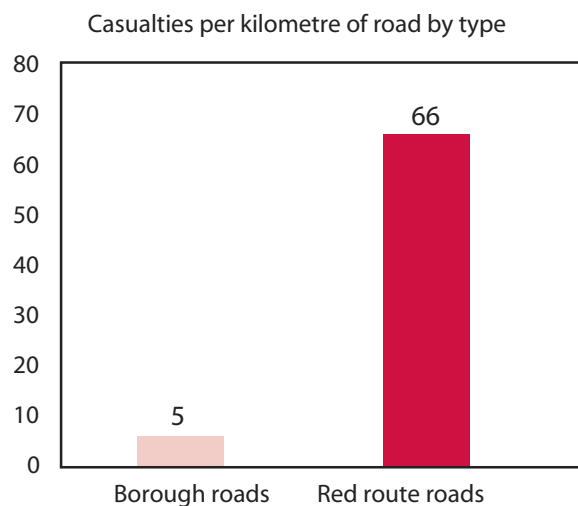
In our commitment to addressing safety on the busy roads, the council intends to reevaluate the way in which these roads operate. Roads can be both busy and safe, there need not be a trade off. This is achievable by altering the character of a road to encourage users to behave in a safer way. Driver perceptions and vehicle speeds can be positively influenced by the presence of landscaping, varied road and footway width, pedestrian activity and legible, simple street furniture.

Percentage of network that are borough roads or red route roads



- Red route roads (TfL)
- Borough roads

Collisions on borough roads compared to red route roads



Approximately half of all collisions in Southwark happen on the red route roads, and half on the borough controlled roads. However, red route roads make up only than 7% of the total road length in Southwark. This means that the level of risk on these roads is much higher.

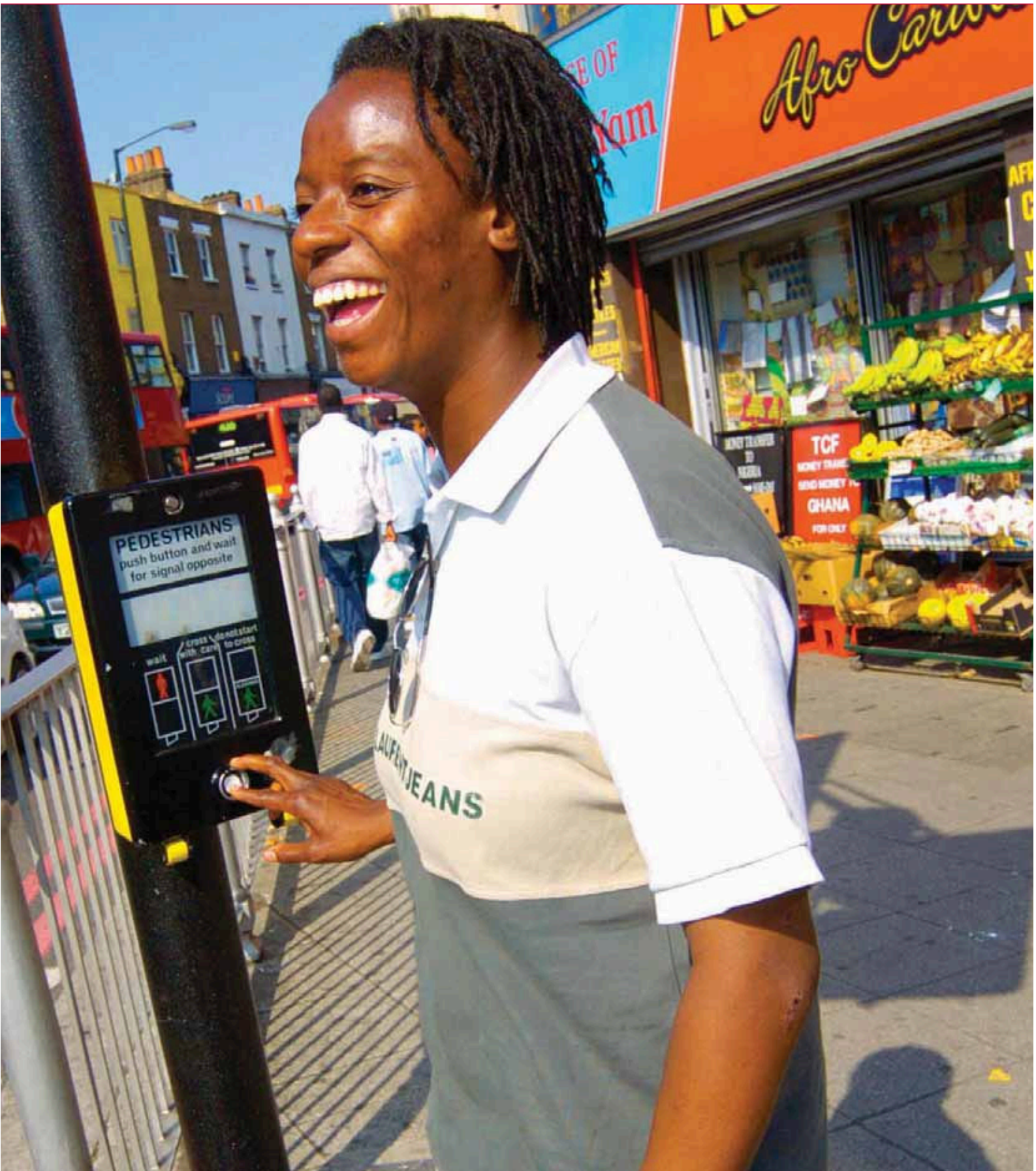
The council is keen to work with TfL to improve safety on the red routes and has been involved in the development of the TfL network management plans. Regular liaison will be necessary to promote safety and develop schemes further and the council has found it difficult in the past to engage TfL on matters concerning safety on the red route roads. The council will also introduce safety measures on its own busy road network and will work to ensure that further collision hot spots are identified and improved.

3.3 Transport interchanges

People in Southwark use a number of different modes of transport to get where they want to go. Comparatively low levels of car ownership in the borough mean that people frequently use public transport in their daily travels. Many journeys are likely to involve two or more modes of transport, like walking to the bus stop then taking the bus to another destination and then taking the train. The council wants to ensure that all transport interchanges are convenient and recognises the importance of a safe and reliable public transport network.

Transport interchange points can be busy and congested. People often rush to get to their bus or train and interchange points are often located in places where there are high numbers of vehicles competing for space. This is particularly intensified at peak times when there are higher volumes of traffic and more people about.

In some locations, like Camberwell and the Elephant and Castle, there is observed conflict between buses and other road users at the busier bus stops. In particular, pedestrians are more vulnerable at these locations and the council will work to ensure that bus stops are in safe and convenient locations.



3.4 Levels of traffic

There has been a steady rise in the number of users of Southwark's roads. The major increase has been vehicular traffic since the 1970s but in more recent years there has been an increase in both cyclists and PTW riders. Since levels of car ownership in Southwark are traditionally low, the natural tendency is for people to walk, cycle and use public transport.

There has been a substantial growth in the number of people who cycle regularly and this is more reason to provide safe and convenient facilities, particularly as there has been an increase in cyclist casualties. It is recognised that pedestrians and cyclists gain from safety in numbers and the council will continue to promote walking and cycling in order to maximise these safety gains.

In addition to this, all users should be aware of how to behave in a safe manner to help prevent injury to themselves and other people. This can be achieved through appropriate training and education.

Southwark supports the vision that current levels of motor traffic should not be increased and is pursuing strategies to reduce the overall levels of motor traffic. This is in line with the Mayor of London's Transport Strategy that seeks a 15% reduction in traffic in central London and zero growth in inner London. The most successful reductions have been seen within 20mph zones where there has been a marked decrease in motor vehicle traffic.

Vehicles should travel on appropriate roads for their purpose; local residential roads are not to be used as distribution routes and the council will continue to work to identify rat running and provide measures to prevent it where possible.

Southwark Council is also pursuing overall traffic reduction through a number of initiatives aimed at encouraging people to use active modes of travel and discourage unnecessary car ownership. For example:

- Local travel planning groups
- Controlled parking zones (CPZs)
- More accessible public transport
- Better cycle routes
- The improvement of key walking routes
- Car free developments

The London Plan has set the target of 1,630 new homes per year in Southwark; this may change when the Mayor introduces a new housing strategy and London Plan. This means that the population will continue to grow rapidly and there will be more new people using our roads each year and possible increases in traffic. In light of this, achieving reductions in road casualties will be even more of a challenge; it will be more difficult to meet the set targets with a growing population. The council embraces this challenge and carefully controls all development. There are set standards for minimum cycle parking in new developments and both residential and business travel plans are encouraged.

Driving on the job

The nature of traffic on our roads has changed over the past few years. With the growth of the internet online shopping has increased substantially and many of us now order our groceries, clothes and books online. This means that there are more delivery vans and couriers making more trips each day, characterised by the 'white van man' or motorcycle courier. The DfT estimates that one third of all road collisions involve someone at work. This means that up to 400 people are injured in Southwark each year where someone involved in a collision is driving while at work.



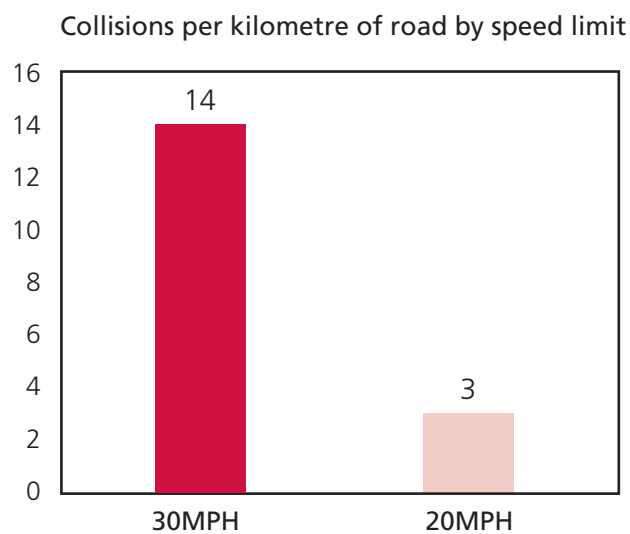
Southwark Council plays a role in nurturing small and medium businesses and run campaigns to encourage people to buy local. The lively and bustling markets, like East Street Market and Borough Market provide quality goods to people from all over London. Less home deliveries by van for groceries and other goods mean less overall vehicle trips. Locally brought produce also supports local enterprise and residents who shop locally interact more in their community.

Our own fleet of vehicles is one of the largest in the borough with 350 council vehicles in operation and makes up a significant proportion of vehicles on the road. Driver safety and education is very important and the council hope to set an example of a safe and efficient fleet.

The council also supports initiatives by one local travel planning group to reduce vehicular traffic on the roads. Better Bankside is trialling Velo Taxis (human powered rickshaw taxis) and cycle courier deliveries from Borough Market and hopes to promote a cycle based economy in the north of the borough.

3.5 Speed

Among behavioural factors, inappropriate speed is a primary concern for the council; not only can excessive speed cost lives, but it can also make for unpleasant, intimidating streets that act as social as well as physical barriers to movement. Most collisions in Southwark occur on busy roads and at junctions where the speed limit is 30mph. Speed is not only a cause of road collisions, but it multiplies the devastating effects of a crash. Areas in the borough with lower speed limits, however, typically have low collision rates when compared nationally. In particular, areas contained within 20mph zones tend to have lower collision rates and therefore a lower risk of being injured in a road crash



In Southwark, approximately one third of all road crashes are speed related. Across the borough the speed limit is habitually broken. Even driving at the designated speed limit can be inappropriate at times, especially when there is poor visibility. As a rule, 30 mph cannot be considered an inherently safe speed when more than four out of ten pedestrians hit by a vehicle travelling at that speed will die as a result. Since 2005 the council has successfully been implementing 20mph zones as part of its road safety plan and is committed to rolling out 20mph limits on all borough managed roads.

This plan sets out measures to encourage drivers to drive at appropriate speeds within the given speed limit. This is to be achieved in consultation with the public and with the redesign of streets where necessary to achieve speed reduction.

3.6 Road safety and deprivation

Southwark is a borough of contrasts and contains some of the most deprived and least deprived communities in the United Kingdom.

Research from Scotland has shown that children from the most socially excluded areas of Lothian were as much as six times more likely to be injured in a road traffic collision than those from the most affluent areas. Many areas of Southwark have high rates of deprivation and may therefore have associated increased risks.

Studies commissioned by TfL show that there is a strong relationship between deprivation and injury risk, particularly amongst ethnic minorities. For pedestrians, the most deprived are twice as likely to be hit by a vehicle than the least deprived and most at risk are black male youths between the ages of nine and 14³.

Getting the message across

Southwark is one of seven London boroughs to secure funding from TfL to carry out a project with a group of black youths in some of the most deprived neighbourhoods in London.

This project produced a DVD that would appeal to young people and deliver a powerful road safety message at the same time. Through the use of modern media techniques, popular music and local artists, the message of the DVD is not only up to date and fun, but credible and acceptable to the target audience. The council hopes that this will help to address some of the inequalities in our communities by promoting safer behaviour on our roads.

Following the initial success of the project, Southwark is leading a steering group to set up a toolkit for production and is working in partnership with three other London boroughs to distribute the DVD to young people in other communities.

It is important that the links between road safety and deprivation are fully understood. The council will continue to further investigate the as it is a particularly relevant local issue and encourage further research by the government.

³Deprivation and road safety in London, London School of Hygiene and Tropical Medicine (for TfL) 2007

The way that people behave on the roads ultimately determines their safety and that of others. Recent research by the RAC suggests that the way that people now drive has changed over the last 30 years and that road rage and aggressive driving is now more prevalent than ever. The danger of being involved in a collision increases with higher vehicle speeds and with driver/rider distraction or inattention so ultimately, speed is the crucial element in reducing the risk.

Motor vehicles are not only a source of danger when they are being driven or ridden too fast. They are also a danger when they are driven or ridden carelessly, without consideration for other road users and especially when they are being controlled by people under the influence of drink or drugs. Other road users may, of course, increase the level of danger to themselves by not taking care and being aware of others. Pedestrians impaired by alcohol are amongst one of the higher at risk groups involved in road crashes and make up a noticeable percent of all pedestrian casualties in Southwark.

Some concepts of driver behaviour are generally understood, such as drinking and driving, although that message has to be constantly reinforced. The need to keep vehicle speed down is not so widely understood and supported. Indeed, enforcing speed controls is sometimes portrayed as persecution of motorists and simply an excuse to raise revenue through fines.

The vision is that speeding will in future be viewed in the same way that drinking and driving is now; socially unacceptable and intolerable. Less than 2% of all reported collisions in Southwark involve a driver/rider impaired by alcohol, while about one third of all collisions involve someone who was speeding or driving too fast for the conditions. A significant shift in the way that people perceive speed can only be achieved through a combination of measures. These include a substantial national publicity campaign on the effects of speeding, emphasised by local enforcement and engineering. The number of traffic police on our roads has dwindled over the years, so the role of enforcement is not being fulfilled to a wide extent.

As well as raising awareness of road safety issues, the council is working with other agencies and individuals to provide training in the skills that are needed to use the road safely. This is particularly important for children; pedestrian and cyclist training in schools is now more common and will help to form good life long habits.

All road users have a duty of care to respect others and behave responsibly. This includes cyclists stopping at red lights and pedestrian crossings and not cycling on pavements where they are not permitted. Equally it means that drivers should respect the highway code and observe local speed limits and pedestrians should take care when crossing the road. The council promotes the safe use of all modes through education, training and publicity. For example, cyclist training is free to all people who live, work or study in the borough. In addition to this, the council operates a pedestrian education programme in local schools and organises road safety campaigns throughout the year.

London Safety Camera Partnership (LSCP)

There is growing support for the use of safety cameras as a way of preventing road casualties and as a deterrent to speeding. The London Safety Camera Partnership (LSCP) is responsible for implementing a comprehensive safety camera programme to reduce speed and red light running road casualties in London. Southwark Council supports the partnership and its work:



- To target collision hotspots and areas of community concern around London;
- To improve driver behaviour using sustained education and enforcement;
- To increase the support of Londoners for safety camera deployment.

The LSCP is currently restricted by legislation controlling where and when cameras can be implemented. The council will lobby the DfT and other partners to relax these restrictions to allow broader use of safety cameras where there is a demonstrable need to reduce traffic offences and poor driver behaviour.

4.1 Who is most at risk on our roads?

Some people are more vulnerable to injury on our roads than others; for example the risk of a cyclist being injured in a collision is typically much higher than that of a car passenger.

Southwark's road user hierarchy was established in 2005 during the development of the Lip to provide a more cohesive assessment of the differing interests and needs of road users and their relative risk. The hierarchy facilitates the allocation of the finite road space and is of particular importance when competing demands on the road network must be balanced and assessed.

1. Pedestrians
2. Cyclists
3. Public transport and community transport
4. Powered two wheelers (PTW)
5. Taxis
6. Freight vehicles
7. Private cars

The hierarchy underpins the council's ambition to encourage a shift to more sustainable forms of travel like walking and cycling, as well as recognising the vulnerability of specific road users. It may be used to assess the feasibility of transport schemes and can help to direct resources and allocate road space appropriately.

Pedestrians

Pedestrians make up 20% of all casualties on our roads and the majority of these are aged 25 to 59. Sadly, collisions involving pedestrians tend to be more severe than other modes and 50% of people killed on London roads are pedestrians.

The council is particularly concerned with improving pedestrian safety and encouraging safe behaviour among both pedestrians and other road users.

The largest contributory factor in collisions involving pedestrians is “pedestrian failed to look properly”, followed by “careless/reckless pedestrian behaviour”. It is not the intention of a pedestrian to be hit by a vehicle so this data suggests that pedestrians and vehicle drivers may not perceive the danger or see each other.

It is worth considering that people are often in a hurry and that many of these crashes are located on busy roads near town centres. This also leads to the issue of provision for pedestrians in these locations. The council will investigate if there are adequate formal and informal crossing facilities at these locations and will lobby TfL to ensure that the red routes are more pedestrian friendly.

Despite some identifiable patterns for collisions involving pedestrians; most remain random in nature, so prove difficult to treat. Given the extensive evidence that links vehicle speeds with casualty frequency and severity, the most positive contribution that the council can make towards pedestrian safety (and all other road users) is to reduce vehicle speeds.

Road user behaviour



Cyclists

Of all people injured on Southwark's roads, 18% are cyclists and the vast majority of are males aged between 25 and 59. Cyclists are the only group of users to suffer an increase in the numbers who have been injured or killed on Southwark roads and therefore cyclist safety of paramount concern to the council.

The increase in casualties should be seen in context of the growing popularity of cycling. Since 2000 there has been an 83% increase in the number of people making cycle trips each day. Southwark's cycling plan sets out in detail how the council plans to improve conditions for cyclists and supports the vision of getting more people cycling more often. Increased numbers of cyclists means fewer cars on the road and can help to address wider social issues of obesity, health and the environment.

Recent years have seen record levels of investment in Southwark for transport infrastructure, provision of cyclist training and promotion. Work has involved improvements at junctions, investment in cycle links through green spaces and the introduction of a comprehensive training programme. The council is also addressing the potential for conflict between cyclists and heavy goods vehicles (HGVs) at junctions and undertakes publicity campaigns at routes used heavily by HGVs to educate both cyclists and drivers. Awareness training with the council's own fleet of vehicles has recently been introduced. The council are also involved in the education of TfL bus driver trainers to raise awareness to the specific needs of cyclists.

The council is aware of the potential danger for cyclists at junctions where guard railing is present and is undertaking a review of the provision of guard railing. This is further detailed in section 5.3.



Cyclist training

Every person who lives, works or studies in Southwark is eligible for free one to one cyclist training. The training programme has been very successful so far and the council aims to train 500 school pupils each year.

The council is increasing publicity for free training, particularly through the local travel planning groups and local schools. A new initiative is to target children during the school holidays and a particular focus has been promoting the training in Southwark's parks.

Council staff are encouraged to undertake cyclist training particularly before using the pool bike system. The council will also encourage promotion by its partners, such as the Primary Care Trust (PCT) and the integration of cyclist training into work based travel planning by businesses across the borough. This is reflected in the council's own travel plan.



Powered two wheeler (PTW) riders

Nationally, PTW riders represent 20 percent of fatalities on the road, but only one percent of the overall traffic. Injuries sustained by PTW riders tend to be more severe and the council is committed to continuing to improve rider safety. The rate of decrease has also been slowing and the number of PTW riders on our roads continues to grow.

The council is keen to promote safe and assertive behaviour for all PTW riders and will work to further promote BikeSafe and ScooterSafe, two initiatives led by TfL and the Met Police.



People sometimes refer to particular sections of a road as being dangerous. This is generally a misconception because it is almost invariably the way that people use and interpret the road that results in the danger. The street environment should be perceived in such a way that motorists take their cues from their surroundings and drive at an appropriate speed and manner. This means taking a holistic approach to street design by emphasising local activity and a sense of place rather than roads as simply places of transit.

Critical to reducing the danger on Southwark's roads must be the general reduction of vehicle speeds. Overwhelming evidence links the frequency and severity of collisions with speeds for example; a pedestrian struck by a vehicle has a one in five chance of being killed at 30mph; at 20mph, a one in 40 chance.

To reduce the risk on our roads and improve safety the council's aim is to become a 20mph borough. This means that the default speed limit across the whole of Southwark will be 20mph and any roads not covered by 20mph limits will be the exception to this rule, such as red route roads. Safety on red routes is a priority, as many collisions occur on these roads and the council will continue to lobby TfL to apply principles of speed reduction on its own network. Regarding the council's own busy roads, the aim of 20mph will remain the default position however we recognise that in some locations this will be difficult and close working with TfL and innovative approaches to street design will be required to deliver this objective.

The council will employ a variety of methods for achieving lower speeds throughout the borough. These may include:

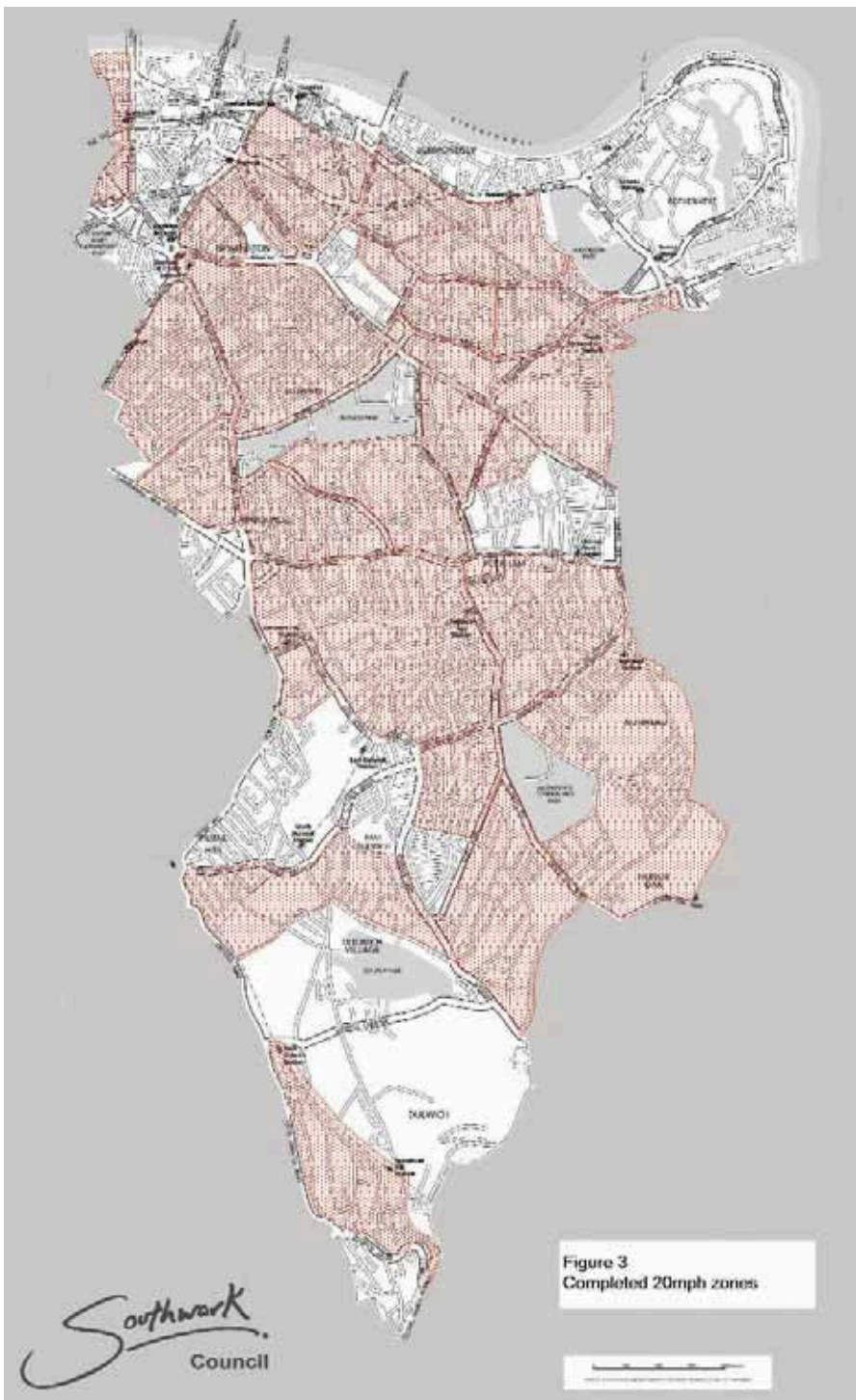
- 20mph zones – The use of terminal signs together with suitable traffic calming measures to provide a self enforcing element. These are not enforced by the police.
- 20mph speed limits – The use of speed limits indicated by entry and repeater signs alone, agreed in consultation with the police. These limits are also enforceable by the police

In addition to these, the council will actively seek to introduce innovative technologies, including average speed cameras that do not require any physical changes to the carriageway; details of these are contained in section 5.3.

5.1 20mph zones

20mph zones are an effective way of reducing vehicle speeds over an area of roads and primarily use physical measures to slow vehicle speeds. The council has successfully delivered 25 zones over the last eight years and they remain a suitable option for achieving casualty reduction on the majority of borough roads. The specific location of these zones is illustrated on the following page.

Figure 3 - Completed 20mph zones



Methods for selection

The council undertakes an annual review to prioritise and rationalise the order in which new 20mph zones are to be implemented. In order to maximise the benefits following implementation, they are progressed according to set criteria:

- Areas where there are high levels of casualties, particularly KSI casualties in vulnerable road user categories including pedestrians, cyclists, PTW riders and children;
- The social deprivation level of the area based on the national index of multiple deprivation for wards;
- The ability to incorporate lower speed limits as part of planned local safety schemes, proposed highway schemes, or as part of wider regeneration initiatives
- The proximity of certain built and natural features such as schools, parks/playgrounds, childcare centres, hospitals and aged care centres.

Options for delivery

The majority of existing 20mph zones have physical measures, such as chicanes and humps alongside entry treatments and raised junctions. These measures have proven to be successful in reducing speeds and will remain the principal tool with which to achieve these reductions.

Any physical measures introduced need to take account of the differing needs of various road users such as cyclists, bus passengers, the mobility impaired and the emergency services. All new zones undergo a safety audit when being designed to ensure the needs of all road users are balanced and any potential for conflict resolved. Extensive consultation is carried out with local residents on the proposed design of new 20mph zones, the results of which are then taken into account in the final design of the zones. The police and the emergency services are also consulted with special consideration given to key emergency services routes.

Monitoring the programme

The council will review existing and newly implemented 20mph zones and the measures used within them to ensure that they remain effective. A programme of improvement to existing zones has been developed and improvements made to a number of zones. This was a response to public feedback and a review of traffic speeds in existing zones. This monitoring ensures that the 20mph zones in Southwark are as effective as possible and remain self enforcing and safer for all road users.

5.2 Speed limits

The council is investigating the possibility of introducing 20mph limits on some Southwark roads to complement existing 20mph zones.

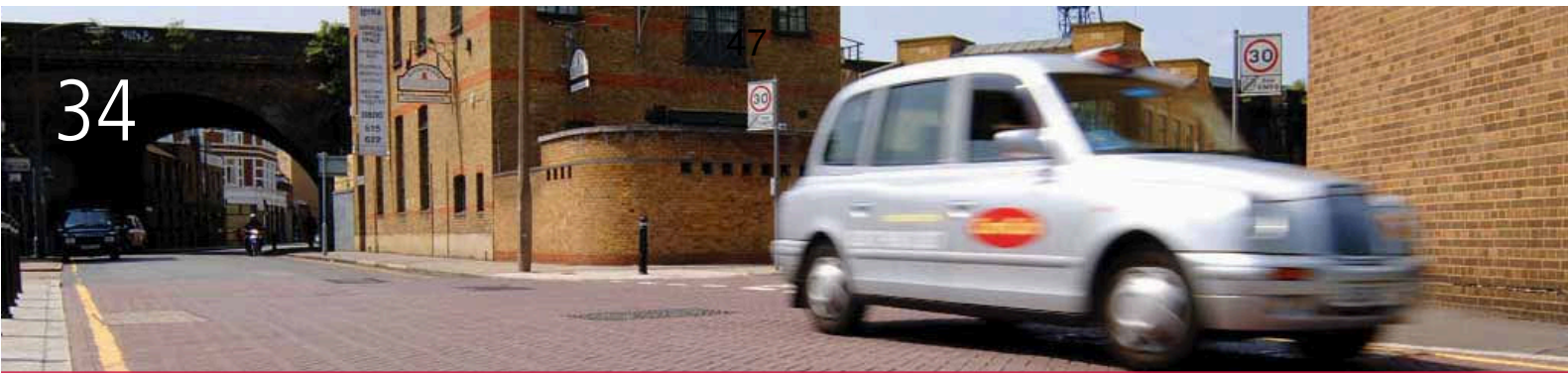
According to DfT guidelines, roads that are suitable for the introduction of 20mph limits, instead of 20mph zones are those with an average speed of 24mph or less. These roads should essentially be suited to lower speeds without the need for enforcement and usually would not require any additional traffic calming measures. Generally, identified roads that are suitable for 20mph limits are then developed in consultation with the Met Police and require approval from the DfT.

5.3 New technology in speed reduction

Vehicle technology continues to improve the safety of road users and new technological methods of speed reduction have the potential to reduce collisions on our roads even further.

The council will remain receptive to new technology and be prepared for the changes in the way and how people travel. Where possible, the council will work to take part in trials to help with develop new technology.

Two such improvements are the introduction of intelligent speed adaptation (ISA) technology and camera enforced 20mph limits. Southwark Council is pleased to be working alongside its partners to help develop and test these new methods and inform and educate the public on the long term benefits of safer roads.



Intelligent speed adaptation (ISA) speed limiters

ISA is a system where a vehicle is aware of a speed limit on the road by obtaining information from a digital speed map. There are then three levels of ISA intervention:

- Advisory, where the driver is informed of the local speed limit (usually displayed on the vehicles dash board);
- Voluntary, where the driver can choose to have the maximum possible speed on the vehicle limited to the road speed limit;
- Mandatory, where the driver is unable to override the system.

The use of ISA technology has the potential to improve road safety through greater compliance with the speed limits but also improve driving patterns for better fuel efficiency and the associated cost reduction. There may also be the benefit of lower vehicle emissions resulting from more controlled vehicle movements and speeds.

Southwark Council has been involved in some of the first trials of the technology in our own fleet vehicles and hopes to install ISA in all council and subcontractor vehicles in future. The council would also encourage the introduction of speed limiters on TfL vehicles, particularly the bus fleet to demonstrate their duty of care to other road users by helping to regulate the speed on London roads to that of the speed limit.

Speed camera technology

Technology makes it possible to enforce 20mph limits with the use of cameras and Southwark Council is pleased to have been chosen for some of the first trials of average speed cameras in London. Cameras are positioned along a stretch of road and monitor the time it takes for vehicles to travel a certain distance, calculating the average speed and reading the vehicles number plate. This type of camera would help prevent the surges in traffic often seen with traditional fixed cameras as vehicles slow down then speed up as they pass the camera site.

It is recognised that on some long, straight stretches of road it is difficult to slow traffic using traditional methods, like cushions and humps and the council welcomes the opportunity to trial the cameras on suitable roads.

Depending on the outcome of the trails and the necessary type approval from the Home Office, the council will seek to implement camera technology as a means of enforcement where appropriate and in partnership with the LSCP.

5.4 Local safety schemes

A local safety scheme is a location specific scheme that introduces physical measure to address an identified casualty trend. A scheme may involve works to remove hazards and may be single site treatment or the treatment of multiple sites along a corridor.

There is limited funding available each year for local safety schemes so it is important that the council is able to prioritise and target the work to maximise the benefit. Because of this, a framework has been established to undertake the annual selection of future schemes and the monitoring of existing schemes.

This framework sets out a sophisticated methodology to prioritise safety works and takes into account a number of factors primarily the history and nature of collisions resulting in injury at the location concerned. Other factors include any planned developments, levels of social deprivation, the presence of schools and shops and the prevailing speed of traffic. Council officers visit the site and assess each situation, observing road user behaviour and interactions before deciding on appropriate measures. In some cases, where the causes are less obvious or more complex, a detailed investigation will be undertaken and a report produced detailing the likely causes of the collisions and any suitable solutions.



5.5 Making local areas safer

Recent studies have looked at the ways that road users interact with their environment and how the design of the public realm can promote better behaviour and safer roads. By creating a quality street environment and improving the way a place feels, a positive shift towards safer roads can be made.

The presence of more pedestrians and cyclists can also have a large impact on the perceptions of drivers/riders and influence them to reduce their speeds. This means building an environment that facilitates and encourages pedestrian and cyclist activity can have a positive impact on road safety for all users.

The council is therefore committed to creating and maintaining high quality street environments where people can travel in comfort and enjoy being in. This includes the development of public spaces where people can stop and chat or take a rest on a conveniently located bench.

An example of this sort of scheme is The Cut in the north of the borough where spaces were created on a widened pavement to allow people to linger in a pleasant environment. The additional pavement space has allowed local cafes and bars to provide outdoor seating which has resulted in a new, revitalised street culture and a lively night time economy. This is called a 'streets for people' scheme.

Streets for people projects aim to introduce a package of measures to reduce vehicle dominance, increase community cohesion, encourage sustainable forms of transport and improve personal security and perceptions of safety. The council is developing a method for prioritising investment and is working to further extend the programme. The schemes tend to be very expensive and require approval and funding from TfL so the way in which they are selected and delivered must be considered very carefully.



Town centres

Southwark's town centres represent the heart of local communities. They are places to meet, to shop and where many local residents work and spend leisure time. People should be able to get to and move around these locations without the fear of vehicles. The success of a local economy is dependent on people wanting to visit and spend money, so the reallocation of street space to be conducive to shopping and social activities can contribute to the viability of Southwark's town centres.

Town centres are often bustling areas where competition for space is high. The local economy relies on vehicle access for servicing and delivery whilst competition for parking space is great. They are often located on major distributor roads with high volumes of traffic and tend to have busy bus stops.

Invariably, it is pedestrians who are most at risk at these locations, although other road users also face potentially unsafe situations. In Southwark the areas that are of particular concern are:

- Peckham town centre
- Lordship Lane
- The Blue
- Camberwell

The council will prioritise where improvements to road safety in town centres can be made and pursue a holistic approach to treating town centre locations. Where funding is available, improvements will be made to reallocated more space to pedestrians and improve safety for all road users. The council will also make visual improvements, reduce clutter and generally make the places more pleasant to be in.

The council's vision for town centres in Southwark is for places where people can go any time of the day and feel safe and comfortable. At night the characteristics of town centres often change and motor vehicle speeds and driver/rider behaviour can become more dangerous. This can be intimidating for other users and deter people using the area outside of the standard shopping hours. By creating safe spaces where pedestrians and cyclists want to visit at night, town centres can be bustling and active at all times, where vehicle speeds are lower, ultimately creating a vibrant, safe town centre.

The Walworth Road project

The Walworth Road has had a history of high numbers of collisions resulting in injury. Pedestrians were particularly vulnerable and this was of major concern to the council. Funding was secured to provide a holistic treatment that would make the road safer, reduce crime, improve perceptions of safety, manage traffic movements and help revitalise the local area.



The town centre is a lively and diverse place but there were major problems with conflict between buses, motor vehicles, cyclists and pedestrians. It is the main shopping precinct for thousands of Southwark residents and the council wanted to deliver a high quality project that reflected the needs of the people who live, work and visit there. Extensive public consultation and traffic modelling was undertaken to determine the best solution to the problems. The final design was chosen by public vote and encompassed the reclamation of space for pedestrians, the installation of additional crossing points, benches, lighting and cycle parking while at the same time providing for the loading needs of local businesses.

The result has been an award winning, renewed high street where people can get around easily and enjoy their shopping experience. The council expect to see a reduction in the overall casualty rate and hopes that pedestrians will benefit greatly from reduced risk of collision and injury. In order to measure this the council will be undertaking detailed post monitoring to carry out comparisons with how the road used to be.

Pedestrian guard railing

The council is currently reviewing the provision of pedestrian guard railing in Southwark. When assessing the safety benefits of such railing, the potential benefit to pedestrians on the footway must be weighed against any negative impacts to vulnerable road users on the carriageway. Guard railing was originally conceived to protect pedestrians from motor vehicles. More recent thinking questions whether the extensive use of barriers between the carriageway and the footway may result in an increase in vehicle speeds, and lead to pedestrians crossing the road in difficult locations.

In addition, the council is committed to providing good pedestrian facilities and improved permeability; part of this is to eliminate street clutter and improve the quality of the streetscape. It is recognised that consideration of the effectiveness of guard railing must be made on a case by case basis, taking into account specific local circumstances. To this end the council is adapting a methodology for the assessment and monitoring of these sites to allow a thorough and consistent set of principles to be applied to identify where removal would be beneficial.

5.6 Managing the road network

Everyone who travels in Southwark is affected by the condition of the road network and the objects on it. This includes all roads, footways, street furniture, lighting, signs and markings on the road. These things help people to travel safely and find their way around so it is of the utmost importance that all elements are maintained in a good order.

Certain aspects of the network, such as yellow lines and parking restrictions contribute to protecting other road users by designating where it is and is not safe for vehicles to be. The council is committed to maintaining and managing the network to a high standard and attending to identified safety hazards promptly.

As well as designing roads that do not cause unnecessary hazards, they should be kept in a good state of repair. For example, the object of creating a cycle lane where cyclists can travel without being impeded by motor traffic will be defeated if it is not clearly marked out or if its surface is so badly damaged that it becomes an obstacle course. A good state of repair also means illuminated bollards, good levels of street lighting, proper signage and a trip-free surface for pedestrians.

The council's asset management plan is being developed so that the limited resources available can be delivered most effectively. Each year, the council surveys and inspects the roads including lighting and street furniture and provides maintenance programmes for servicing, cleaning and repairs. The inspections also form part of the selection criteria for identifying improvements to the road. When carrying out any major improvements the council will remove trip hazards, install dropped kerbs where needed and ensure that levels of lighting on the road are to a safe high standard. This benefits all road users and makes a vital contribution to achieving our road casualty reduction targets.

All road, street lighting or street furniture faults that are reported by the public as dangerous will be repaired or made safe between a period of 1 hour and 24 hours following assessment by staff. This ensures that the risk of a collision because of a dangerous fault is minimised. Routine repairs which are required are carried out in longer timescales but still quick enough to ensure any risk is minimised and the network is properly maintained.



Road works

Temporary road works not only have the potential to disrupt traffic flows, they can also displace pedestrians and cyclists. Apart from being an inconvenience, they can potentially be a risk to road users.

Whilst the council have a duty to coordinate all temporary works, responsibility to ensure such sites are safe rests with the companies carrying out the works. The council works actively with such companies to ensure sites are safe and works completed without undue delay.

Current legislation only permits the council to inspect a random 10% sample of such sites, though if a potentially unsafe site is brought to the council's attention it is fully investigated to make certain remedial measures are taken. This ensures works are undertaken with the minimum of disruption, and to the highest possible safety standards.

Parking

The council has a programme of installing double yellow lines on road junctions and corners where there is an identified problem. A double yellow line means no parking (also known as waiting) at any time and by keeping sight lines clear helps to improve road safety for all road users. This particularly assists safety for pedestrians, especially those with limited mobility or visual impairment. Double yellow lines also assist in providing unobstructed access for emergency vehicles, thereby improving road safety for all road users.

Controlled parking zones (CPZs) assist in rationalising a limited amount of kerb space but also improve road safety by designating where it is or is not safe for motorists to park. CPZs by their very definition control every aspect of the kerbspace either by way of a parking place or a waiting restriction (yellow line). All CPZs will have yellow lines installed at junctions in order to provide unimpeded access and maintain clear sight lines to improve road safety for every road user.

The council will conduct safety audits on all new CPZ designs and implement the recommendations to ensure that the needs of all users are considered. Further details on CPZs can be found in the parking and enforcement plan.

Road user behaviour is the primary cause of most road collisions and education, training and publicity (ETP) play an integral role in changing attitudes and habits towards responsible behaviour and help people to understand and accept road safety measures. Two of the most successful campaigns are drink drive and seatbelt campaigns. Driving while drunk and not wearing a seatbelt are now considered socially unacceptable thanks to nationwide advertising campaigns coupled with support from local authorities and active enforcement, although these messages still need to continual reinforcement.

Research suggests that it will become harder in future to achieve good casualty reductions once all collision black spots are addressed. A coordinated approach to reinforce the message of safe behaviour is needed to continue the success of previous years reductions. This requires working with health, enforcement, safety and education partnerships on a local level to be successful. ETP is playing an increasingly important role particularly for innovative and progressive work and the council has been expanding its programme.

6.1 Education, training and publicity (ETP) in Southwark

The council is working closely with schools, the public and our partners to deliver a coordinated package of measures to help educate and inform the public. We hope that this will create the step change towards safer behaviour for all road users and help us succeed in reducing road casualties. The sort of work that they are involved in includes:

- Free cyclist training for all people who live, study or work in Southwark;
- Developing a dedicated road safety website containing information and downloadable resources;
- Child pedestrian training available to all schools
- Road safety theatre delivered to the elderly and schools
- The loan of road safety resources to schools; and
- Campaigns including fitting child seats, drinking and driving and HGV/cyclists.

The council has been involved in some innovative projects such as working with children with learning disabilities for more tailored and specialised pedestrian training. A road safety DVD has been produced in conjunction with young people from deprived communities and the council will lead on helping other boroughs undertake similar work.

In terms of value for money, a comprehensive programme can be delivered for less when compared to the growing costs of physical interventions, such as 20mph zones. With this in mind, the council will continue to deliver a coordinated package of training and publicity measures. We have to date been successful in expanding the delivery of cycle and pedestrian training programmes.

The safety of children on the road requires special attention as they have particular needs. Encouraging more children to walk or cycle is important for their personal and social development, but these activities have been declining as the car is often the primary mode of transport. This is often as a response to perceived road dangers and concerns about personal security. The number of children killed or seriously injured on Southwark's roads has dramatically decreased over recent years, in 2008 there had been a 78% decrease in child KSI from the 1994-1998 baseline average.

Southwark has carried out a child road safety audit to measure the safety of children in the road environment and to help prepare actions plans that include education and promotion as well as physical works. A review of road safety around all schools is required as part of the council's Lip and is developed alongside school travel plans (STPs). The council has also developed its expertise in road safety and links with schools by appointing a STP officer to work with other education and training staff as outlined above.

Road safety training in schools needs to be given a high priority and the current programme makes pedestrian and cyclist training available to all schools in Southwark. This type of training sets the foundation for responsible behaviour in later life and is most successfully delivered through the education system. The council will seek to develop a wide range of coordinated programmes together with schools, parents, the wider community and other agencies. These programmes are needed to halt and reverse the decline in the numbers of children walking and cycling to school.

STPs are the primary impetus for this and set out various initiatives to encourage walking and cycling such as Walk on Wednesdays and Bike Week. Appropriate training, cycle storage facilities and other measures will complement these campaigns. Local ownership of travel plans will ultimately lead to their success and the council has helped to establish junior road safety officers in schools and directly engages with teachers and parents/carers to achieve this.

Part of this road safety plan is to develop an annual review framework to monitor the progress of the programme as set out in the action plan of this document. This framework will examine existing schemes to monitor their performance against their original objectives. For safety schemes this will involve assessing if there has been a notable reduction in the number of collisions, a change in the severity and patterns of collisions and if one road user (like pedestrian, cyclist etc) has benefitted more than another. From this we will identify successful and failed schemes and develop a lessons learnt log that will help inform future schemes and help achieve value for money.

The council reports on its road safety targets as part of the corporate assessment. This information is made available to the public via the website.



Southwark 2016, sustainable community strategy

The sustainable community strategy ensures the quality of public service and presents a vision for Southwark to make it a better place to live, work and learn.

The road safety plan underpins many of the principals that are contained within the sustainable community strategy including the themes to make Southwark a cleaner, greener and safer place to be and reflects this vision for the borough.

Local development framework

The Planning and Compulsory Purchase Act (2004) introduced a new planning system called the local development framework (LDF). The LDF is a folder of planning documents that set out the policies and guidance for development in Southwark and these will gradually replace the Southwark Plan. The LDF folder includes;

- Development plan documents (such as the core strategy) and supplementary planning documents
- The statement of community involvement which specifies how stakeholders and communities are involved
- A local development scheme sets out details of each of the local development documents will be produced including the timescale and arrangements for production
- An annual monitoring report setting out progress in terms of producing documents and in implementing policies

The core strategy is the key plan within the LDF and this document sets out the overall vision for how Southwark should develop and the strategic objectives needed to address the key issues in the borough. Other development plan documents include area based action plans. Supplementary planning documents do not set new policy but provide further guidance on specific topics or areas. All planning documents must be consulted on in line with the requirements set out in the statement of community involvement which sets out who the council will consult, how they will do this and when. Once a plan or policy has been adopted it is monitored through the council's annual monitoring report to make sure that it is having a positive impact in the borough.



The Southwark plan

The Southwark plan, part of the local development framework was adopted in 2007. In line with government advice, the plan aims to be a spatial development plan and provide a translation of the aims of the sustainable community strategy into actions in the physical environment. It aims to encourage Southwark's objective to be a compact city area with efficient use of land, so that the need to travel by private car is reduced and cycling and walking are much more viable. The plan also supports the neighbourhood renewal strategy in addressing poverty and social exclusion. It contains sections on promoting prosperity, improving life chances and making Southwark cleaner and greener.

The Southwark plan has a profound impact on the design quality of new developments and this should include their performance with regard to achieving better standards of road safety. Where road safety issues arise in the consideration of applications for planning permission the plan provides for the impacts of developments to be taken into account and any adverse effects to be mitigated through planning obligations.

The Southwark plan supports the school organisational education plan in providing for improvements to schools and, where necessary, new schools. New schools and other community facilities need to be carefully located according to a range of criteria including issues of road safety.

Local implementation plan (Lip)

The Lip is a statutory document that sets out how the borough proposes to implement the Mayor of London's Transport Strategy, which was published in 2001. The Lip was approved by the Mayor of London in 2007 and has helped coordinate the delivery of transport improvements and service.

The Lip identifies transport issues and priorities, such as road safety and sustainable travel and demonstrate how they will be addressed. The Lip is the overarching transport strategy for the borough and is supplemented by a series of more detailed documents including this road safety plan, the school travel plan strategy, the parking and enforcement plan and the walking plan and the cycling plan.

The Lip is the framework for funding for the road safety plan and is central to the delivery of transport improvements in Southwark.

The council will develop a comprehensive bidding strategy to seek to take forward all strands of the action plan, which will also be subject to annual review.

Southwark's road safety plan will be implemented using funds from TfL as well as other sources, through its development planning and other regulatory functions and through lobbying and partnership working with other organisations. The main forms of funding for the actions set out in this plan are as follows.

Local implementation plan (Lip) funding

TfL provides boroughs with much of the funding for highway maintenance and improvements including most of the physical measures described in this plan such as local safety schemes and 20mph zones. In addition, funding is available for other measures such as promoting sustainable transport, preparing STPs and implementing their recommendations, and undertaking walking and cycling education and training. Until Boroughs prepare an annual bid guided by a longer term strategy as outlined in the Lip, which sets out priorities for several years ahead and details how.

London Borough of Southwark

The council supports the road safety plan through revenue funding of many of the services involved. The council also has capital programmes, which are coordinated to support a range of objectives flowing from the sustainable community strategy. These include the cleaner, greener, safer programme, which takes into account road safety issues wherever necessary. The council is also responsible for regeneration programmes, which often include general area improvements. There are also Section 106 (S106) planning obligations, which are used to mitigate the effects of developments in a wide range of circumstances, and these may include actions to improve road safety associated with a development. In addition, there is scope to utilise funding from council's parking revenue on various transport initiatives.

Other partnership funding

As part of this road safety plan the council will consider all opportunities to find common interests with partner organisations some of which will be able to provide or augment the funding for certain parts of the programme. These may include organisations involved in health or education provision as well as the police and emergency services.

The Metropolitan Police (Met Police)

The police have a key role in enforcing speed controls and other traffic management regulations. Enforcement must be an integral part of any road safety programme and can lead to significant road casualty reduction. The police deal with the after effects of collisions and are also responsible for collecting data on collisions resulting in personal injury, essential for use in collision analysis. The borough holds liaison meetings with all of the emergency services. In order to provide a better service to London boroughs and the public, the Met Police have a Traffic Operational Command Unit. The unit is specially tasked to work in partnership with local authorities to tackle traffic crime and help to meet government casualty reduction targets. Their major focus over this year will be:

- To play a significant role in reducing road casualties;
- To assist in increasing awareness, through education, of the importance of road safety;
- To assist in the application of engineering solutions to road problems;
- To secure greater compliance with road safety legislation through enforcement.

Transport for London (TfL)

The borough relies on TfL to provide funding and technical advice in working towards the 2010 targets for casualty reduction. In addition, TfL is responsible for strategic roads, the Transport for London Road Network (TLRN), also known as red route roads, which run through the borough and consist of 359 km of roads. These roads generate a large proportion of the casualties within Southwark and we look to continue our association with TfL in helping to reduce casualties on the TLRN. To this end, the borough regularly meets TfL to discuss matters arising on both red route roads and adjacent borough roads. All personal injury collisions involving a motor vehicle on public highway must be reported to the police within 24 hours of the incident. This data is collated by the police and passed on to the LRSU, part of TfL. London boroughs are provided with this information, which is essential in planning our strategies and programme of initiatives aimed at reducing casualties. The council works alongside the LRSU to help them develop new technological solutions to delivering road safety improvements



London Safety Camera Partnership (LSCP)

Following changes in legislation in April 2000, the government formed the LSCP to take a strategic overview on the installation of safety cameras on the TLRN and borough road network in London. Government research into existing camera sites shows that average speeds can be reduced by up to four to five mph and collisions reduced by 28%. Safety cameras also reduce the number of KSI casualties. The members of the partnership are:

- Metropolitan Police (Met Police);
- City of London Police (CoLP);
- London Councils;
- Greater London Magistrates' Courts Authority;
- Transport for London (TfL)

There are 31 fixed speed and red light cameras installed in Southwark. This does not include trial cameras or TfL cameras.

The council intends to continue to work closely with the LSCP to further develop and identify suitable sites for new cameras and will lobby for the general roll out of new camera technology for speed enforcement.

Safer Southwark Partnership (SSP)

The Safer Southwark Partnership (SSP) has been operating since the early 1990s and consists of council, police and other local agency representatives. The partnership exists to make Southwark a safe place to live, work and play by reducing crime and anti-social behaviour, tackling substance misuse and increasing public reassurance across all sections of the community. The Crime and Disorder Act 1998 placed specific responsibilities on the council and police to set up crime and disorder partnerships and to work together and with other agencies to tackle crime and disorder issues. Accordingly, in 2003, the crime and disorder partnership and the drug and alcohol action team formally integrated under the banner of the SSP.

The partnership has developed a new strategy for 2005 to 2008 called the crime and drugs strategy. The strategy recognises the role that the partnership can play in combating road safety and other transport related issues such as drink and drug driving; poor driver behaviour including speeding and illegal manoeuvres; personal safety particularly at transport nodes and rail interchanges; and other anti social issues such as the theft of blue badges. The strategy recognises this road safety plan and accordingly, the two documents are fully coordinated in their approach to delivering road safety improvements in the borough.

Southwark Primary Care Trust (PCT)

Southwark PCT is the local National Health Service (NHS) organisation responsible for all local primary and community care services. In addition, it is responsible for improving the health of local people and tackling health inequalities as well as commissioning hospital services. The road safety plan can assist the PCT in improving the health of the borough by reducing the incidence of personal injury and by making walking and cycling safer. This encourages healthy forms of exercise and can improve the overall health of the population by tackling disease related to inactivity and obesity, such as heart disease and type 2 diabetes.

At the same time, the PCT can work with the council to raise awareness of the health costs of the dangers on our roads and it is already working with us to promote the health benefits of walking and cycling.

South east London transport strategy (Seltrans)

The South east London transport strategy (Seltrans) was established in 1998 as a partnership between the seven south east London boroughs of Bexley, Bromley, Croydon, Greenwich, Lambeth, Lewisham and Southwark, transport providers and operators, and groups representing the interests of businesses and passengers. The broadest objective of Seltrans is to find ways in which an integrated transport system can help enhance London's economic prosperity, environment, promote social inclusion and the quality of life of Londoners.

Southwark works with Seltrans to improve the environment around transport interchanges to improve safety and connectivity. In particular, the council is working in partnership to develop station access schemes at key locations throughout the borough.

Community and stakeholder involvement

Public support and engagement is essential for all of the measures to promote road safety. People need to feel that they have ownership of schemes such as traffic calming in their neighbourhoods and this can help to build respect for speed limits. For example, if they have been involved in the planning of a 20mph zone they are more likely accept this practice themselves and set an example to others.

All engineering schemes undergo extensive public engagement. In addition to this, the council will contact relevant stakeholders such as the emergency services, cyclist and pedestrian interest groups to ensure that all proposals meet their approval.

Appendix A

The action plan

Actions	Main partners	Funding sources	Milestones
Implement local safety schemes and monitor their success.	TfL	TfL, S106, LBS	Ongoing
Implement 20mph zones on all borough roads.	TfL	TfL, S106, LBS	Complete by 20012/13
Provide free cyclist training for all people who live, work or study in Southwark and increase the amount of cyclist training courses available to school students.	TfL	TfL, LBS	Provide cyclist training to all schools, and train 700 people each year
Identify and prioritise area based schemes for progression from step one to implementation. This includes streets for people, stations access and town centre schemes	TfL, Network Rail, TOCs, town centre managers	LBS, TfL, S106	Identify and progress one area based schemes a year
Support the development of STPs, which encourage use of safe and sustainable modes of transport. Review existing plans as required	TfL, schools, parents, teachers	TfL, LBS, DfT	100% of schools to have a STP by 2009.
Implement measures identified in all STPs, consisting of both safety improvements to the roads around schools and resources for schools	TfL, schools, parents, teachers	TfL	Annual programme
Develop coordinated programme of school road safety information through a resource library, available through the central schools library service	Schools, TfL	LBS, TfL	2010

Appendix A
The action plan (continued)

Actions	Main partners	Funding sources	Milestones
Undertake child pedestrian training in Southwark schools and expand programme to include different age groups	Schools	LBS, TfL	Ongoing
Review the road safety plan annually and report on progress.	LRSU, TfL	LBS	Annual programme, July
Deliver a package of improvements to parking provision including the introduction of CPZs and double yellow lines at junctions	TfL	TfL	Ongoing
Undertake specialist cyclist awareness training with drivers of large vehicles (buses, HGVs)	TfL, Met Police	LBS	Ongoing
Work with the Met Police to encourage the effective enforcement of speed limits.	Met Police	LBS	Ongoing
Work with the LSCP to identify locations that qualify for cameras.	LSCP	LBS	Ongoing
Promote the use of new technology including safety cameras to reduce personal injury incidents and publicise the positive effects of these measures.	LSCP, TfL	TfL, LBS	Ongoing
Develop procedures for recording information on the occurrence of collisions and the presence of hazards using GIS. This information will then be correlated with other relevant data.	TfL, LRSU	LBS	Mid 2006

Appendix A

The action plan (continued)

Actions	Main partners	Funding sources	Milestones
Identify suitable locations for town centre improvements, particularly for pedestrian provision.	TfL, town centre managers	LBS	Ongoing
Carry out inspections of sites where collisions causing death take place so that immediate actions to address identified hazards may be carried out.	Met Police	LBS	Ongoing
Undertake safety audits before the implementation of all schemes considering the needs of pedestrians and cyclists and the mobility impaired.		LBS	Ongoing
Undertake child road safety audits taking into account child casualties together with risk factors surrounding journeys to school, traffic volumes and speeds and other factors.	Schools	LBS	2009/10
Carry out child pedestrian training in all Southwark schools.	Schools, TfL	TfL, LBS	Ongoing
Review the provision of pedestrian guard railing and develop a standard for assessment and monitoring	TfL	TfL, LBS	Ongoing
Review pedestrian facilities in town centres and other key locations including the provision of crossings	TfL, town centre managers	TfL, LBS	Ongoing

Appendix A
The action plan (continued)

Actions	Main partners	Funding sources	Milestones
Undertake safety audits on all new CPZs to ensure the quality of design contributes to a safer public realm		LBS	Ongoing
Carry out junction hot spot treatments and improve safety by installing double yellow lines where feasible.		LBS	Ongoing
Establish monitoring framework for 20mph zones and local safety schemes to be undertaken on an annual basis as part of the road safety plan review	LRSU	LBS	Annually

Appendix B**Monitoring framework****20mph zones and limits**

Pre implementation average speeds

Post implementation average speeds

Pre implementation casualties (3 year)

Post implementation casualties (3 year)

Breakdown of casualties

- Pedestrians
- Cyclists
- PTW riders
- Car drivers
- Car passengers
- Children

Local safety schemes

Pre implementation casualties (3 year)

Post implementation casualties (3 year)

Breakdown of casualties

- Pedestrians
- Cyclists
- PTW riders
- Car drivers
- Car passengers
- Children

Appendix C - Abbreviations

BTP	British Transport Police
CoLP	City of London Police
CPZ	Controlled parking zone
DfT	Department for Transport
ETP	Education, training and publicity
GIS	Geographical information system
GLA	Greater London Authority
HGV	Heavy goods vehicle
ISA	Intelligent speed adaptation
KSI	Killed or seriously injured
LBS	London Borough of Southwark
LDA	London Development Agency
Lip	Local implementation plan
LRSU	London Road Safety Unit
LSCP	London Safety Camera Partnership
Mvk	Million vehicle kilometres
NHS	National Health Service
PCT	Primary Care Trust
PTW	Powered two wheeler
RDRF	Road Danger Reduction Forum
S106	Section 106
Seltrans	South east London transport strategy
SPD	Supplementary planning document
SSP	Safer Southwark Partnership
STP	School travel plan
TfL	Transport for London
TLRN	Transport for London Road Network
TOCs	Train operating companies
TOCU	Traffic Operational Command Unit

If you require this document in large print, Braille or audiotape please contact us on 020 7525 5317

সাউথওয়ার্কে যানবাহনের উন্নতির ব্যাপারে এই প্রমাণপত্র বা ডকুমেন্ট। আপনি যদি এর কপি আপনার ভাষায় চান তাহলে অনুগ্রহ করে কাউন্সিলের যে কোন একটি ওয়ান-স্টপ শপে যোগাযোগ করুন

Ce document concerne l'amélioration des transports à Southwark. Si vous voulez en obtenir un exemplaire dans votre langue, contactez l'un des One-Stop Shops de la mairie.

Este documento versa sobre la mejora del transporte en Southwark. Si desea recibir una copia redactada en su propio idioma, sírvase comunicarse con una de las tiendas One-Stop Shop del Concejo Municipal.

此文件針對有關改善 Southwark 區的交通服務。若你想要此文翻譯成你的母語的版本，請聯絡政務會的任何一個一站式服務處（One-Stop Shop）。

Bu belge Southwark'ta ulaşımı iyileştirmekle ilgilidir. Eğer belgeyi kendi dilinizde edinmek isterseniz lütfen belediye'nin One-Stop Shop'larından biriyle irtibat kurunuz

Tài liệu này nói về việc cải thiện tình hình giao thông ở Southwark. Nếu quý vị muốn có một bản bằng ngôn ngữ của quý vị, hãy liên hệ với một trong các One-Stop Shop (công ty cung cấp các dịch vụ cho khách hàng) của hội đồng.

Walworth One Stop Shop
151 Walworth Road
London SE17 1RY

Peckham One Stop Shop
122 Peckham Hill Street
London SE15 5JR

Road safety plan Consultation strategy

The plan

March 2008

www.southwark.gov.uk

Purpose

This document is a consultation strategy for the review of the road safety plan and defines whom will be consulted, the level of consultation, the proposed methods of involvement and the resource implications. The report seeks to provide guidance on the consultation processes and be utilised as a reference document to the report writers and reviewers.

It is important that the communities have a say in the development of council policies and most importantly the community needs to help indicate:

- Who should be involved;
- When they should be involved; and
- How they should be involved.

This document sets out existing and proposed methods of involvement, and seeks initial views from the community on how these methods or processes could be improved, or whether alternative methods of engagement could be used.



The reason this discussion document is being provided at this stage is to provide information and explain the development of the SCI to the wider public.

This strategy has been prepared in liaison with the Executive Member for Environment & Transport, the council's communications team, Community Involvement and Development Unit (CIDU), the Transport Consultative Forum (TCF) and the Equality and Diversity Panel (EDP).

Why review of the road safety plan?

The current road safety plan was approved in (April 2005). The road safety plan has a strategic focus and is influential in provides actions to meet the council's statutory road safety targets as well as supporting the councils annual funding submission to Transport for London for transport funding through the Lip Annual Progress Report process.

The plan also set out its local objectives and priorities and how it intends to action those priorities and in practical terms the plan contains delivery programmes, implementation mechanisms, as well as the planning and co-ordination of activities.

Since the adoption of the plan, London wide road safety reduction targets have been stretched by the Mayor of London. Internally the structure of the transport planning team has changed and there are additional staff resources to deliver a broader road safety programme.

Road safety plan

Consultation strategy

Why consult on the road safety plan review?

The plan contains initiatives and plans that will affect the community as a whole and it is imperative that the community is able to comment and provide input into the document. It is important that all sections of the community are provided with the capability to engage in the consultation process. To enable this, community involvement is to be clear, concise, fair, transparent and efficient.

Like many other consultations, the road safety plan consultation is limited by resources however, it is vital that overall, the communities of Southwark know that the community involvement process is genuine, timely, and reflects the wider public good.

What is the road safety plan preparation timetable?

As indicated below, the final road safety plan shall be completed and approved by autumn 2008. Attached in appendix one is the project plan for the review of the road safety plan which provides a detailed plan of the programme of works.

Table 1 – road safety plan preparation timetable

Milestone	Time
Statistical review of road collisions within the borough	October/November 2007
Establishment of steering group	October 2007
Internal stakeholders workshop	December 2007
Preparation of draft document	February 2008
Approval of Executive Member for public consultation	February 2008
Public consultation	March/April/May 2008
Review of consultation responses	May/June 2008
Preparation of final document	June/July 2008
Approval of road safety plan	September 2008

Assessment of road safety plan and its impact

Equality Impact Assessment

The purpose of the EQIA is to monitor and improve the work of council by making sure all areas of the community are considered in policy development and to promote equality and fulfil our duties under the Race Relations (Amendment) Act 2000 (RRAA). A report outlining how the EQIA has been carried out in the preparation of the road safety plan and components will be available for comment during the formal consultation period.

Road safety plan

Consultation strategy

Delivering the consultation

The formal consultation on the draft road safety plan review is intended to run for approximately 8 weeks in Spring 2008.

In order to fulfil Southwark's vision for community involvement the following principles are to be followed;

- To provide the community with access to information. This includes using the right mediums and ensuring data is available in a range of ways to meet community needs;
- To provide the community with the opportunities to contribute ideas and to feel confident that those ideas will be duly considered;
- To provide the opportunity for the community to take an active part in developing proposals and options;
- To provide the community with the opportunity to comment on formal proposals beyond that ensured by statutory provisions; and
- To provide the community with feedback and progress on issues consulted upon.



To provide this the core consultation practices are:

- Consultation will be conducted in a relevant, friendly and meaningful way that encourages community involvement in consultation;
- Consultation will be an open and honest two way dialogue that seeks to inform consultees as well as obtain their views and opinions;
- Consultation will seek to accommodate the different needs of individuals and groups to ensure they are enabled to have an equal opportunity to contribute to consultation; and
- The beliefs, values, perceptions and experiences of all stakeholders will be equally respected.

Road safety plan

Consultation strategy

Southwark Council has recently undertaken a number of assessments to meet wider corporate responsibilities for equality and freedom of information. The consultation needs to be consistent with general good council practice detailed below.

Translation	The consistent approach and availability for documents to be translated into other languages, large print, Braille or audiotape where necessary. This also involves the provision of interpretation services for meetings and phone conversations where necessary.
Plain English	To ensure that documents use plain English and avoid jargon to ensure they are easily understood.
Format and Styling	To ensure that all documents and consultation material is formatted and styled consistently within department and council guidelines to reduce confusion and establish branding for specific topic areas.
Website	Ensure that the website is easily accessible and user friendly. It is important that all consultation matter and other related material are accessible through the website.
Accessibility	It is vital that all those who wish to access information are able to do so easily by a number of options, including by phone, Internet, written request or by visiting council offices.
Availability	It is important that to ensure transparency and accountability that all documents within the public realm are available to a member of public when requested, if not already widely available on the website or within another source including libraries.

Consultation methodology

Who will be consulted?

The consultation process is open to any member or group of the general public. The council is committed to increasing all practicable engagement and opportunities for the wider community to become involved.

Statutory Authorities

Under Section 145 of the GLA Act, there is a duty to consult various statutory bodies including the “relevant Commissioner(s), (Metropolitan Police Service and City Police), TfL, such organisations representative of disabled people as the council considers appropriate and each other London borough whose area is likely to be affected by the plan.”

Internal Consultation

Plans and proposals included within the road safety plan have bearing on many sections of the council organisation and consultation with officers is imperative to ensure the plan is both practical and achievable in the short, medium and the long term.

Road safety plan

Consultation strategy

Key interest groups

Within Southwark there are specific interest groups that maintain a particular concern in transport matters including, for example, disabled action groups, cyclists groups, criminal justice board, street leaders, community wardens etc. These interest groups will be specifically targeted through a variety of existing forums as outlined below:

Transport Consultative Forum - The Transport Consultative Forum (TCF) is a collective of representatives from community organisations and interest groups. This panel meets on a bimonthly basis to discuss strategic transport issues and is seen as a gateway to consultation to the wider community.

Community councils - Southwark has eight community councils and each has elected councillors as voting members. The community council's enable all local people, of any age, a say about what goes on in their area in respect of some key decisions, as delegated by the Council Assembly and the Executive. community council meetings are held regularly – usually every month.

Area forums - Similar to the community councils, these meetings are based on geographical boundaries and comprise members of the public. However these forums do not have elected members presiding and are not financially supported by council, these forums are community based and run.

As there is some overlap between the Area Forums and the Community Councils, members from Area Forums will be specifically contacted and invited to attend Community Councils to engage in consultation.

Tenant's council - The Tenants' council comprising of annually elected council tenants acts as a link between local area housing forums and the council executive, and advises them both on borough-wide matters that affect tenants. This panel meets on a 6-8 week cycle. Similarly to the Area Forums, members from the Tenants Council will be invited to attend Community Councils to engage in consultation.

Equalities and Diversity Panel - The Equalities and Diversity Panel (EDP) is comprised of a group of community members who meet monthly to discuss and review Council activities and policies. The Panel reviews the council's current and proposed activities in relation to their impact, or potential impact, on the diverse communities resident in the borough. The panel also has an ongoing role in advising council on the development of more inclusive practices in terms of equality and diversity.

Various community and voluntary groups – The community involvement and development unit hold a database of key community and voluntary groups within the borough. This database will be utilised to identify key groups who may be interested in transport related issues.

How will consultees be engaged?

Community engagement and involvement methods should be designed to ensure that the desired persons and groups are reached. The plan will recommend a series of initiatives or programmes and therefore address a wide range of potential audiences. Its consultation will include a variety of methods tailored to meet the specific needs of each audience and to enable the document to reach a broader spectrum of the community.

The proposed consultation methods are discussed below showing what methods are directed at which consultees. However these methods are not exclusively linked to category of consultee and will have some bearing on all consultees.

Road safety plan

Consultation strategy

Statutory Authorities

Consultation with the statutory authorities will encompass the following aspects.

Letter (Hardcopy of all docs) – A letter and a full copy of the document will be sent to each statutory stakeholder, meetings to discuss the document itself may also be held upon request.

Transport Consultative Forum – Each statutory authority will be invited to the Transport Consultative Forum (TCF) as discussed below.

Key interest groups

The following methods will be utilised to make and maintain dialogue with known key stakeholders or interest groups.

Letter (Hardcopy of all docs) – A letter advising of the consultation process and an invitation for involvement will be sent to all key interest groups, with a full copy of the document available upon request.

Transport Consultative Forum – The TCF was established in 2004 and as indicated, its members include representatives from various interest groups such as Southwark Cyclists, Southwark Pensioners, etc. The TCF holds meetings on a bimonthly basis and officers will attend these meetings to brief the group and discuss the key elements of the plan.

Community Councils – The community council meetings are open to the public and are the key opportunity for engagement with the community. They also provide the opportunity for other interest groups such as attendees of the Area Forums and Tenant's Council to have greater participation in the consultation.

Each community council operates independently and has various methods of engagement with its community. In recognising this, the consultation with these groups must be flexible. Preliminary consultation will be undertaken with the chairpersons and the community council clerks to determine what form of consultation is preferred and this will be further developed with each community council.

Equality and Diversity Panel – The Equalities and Diversity Panel (EDP) is comprised of a group of community members who meet monthly to discuss and review Council activities and policies. The Panel reviews the council's current and proposed activities in relation to their impact, or potential impact, on the diverse communities resident in the borough. The panel also has an ongoing role in advising council on the development of more inclusive practices in terms of equality and diversity.

Street leaders – The Street Leader scheme was set up in 2003 and currently has more than 500 local residents supporting the scheme as well as a team of Southwark Council support staff.

StreetLeaders volunteer to keep an eye on the streets they pass through whilst going about their day to day lives. Housing StreetLeaders also keep an eye on the estates or the street housing they live in. They make a commitment to report any envirocrimes and housing envirocrimes such as dog mess, graffiti, lifts and abandoned vehicles.



Road safety plan

Consultation strategy

Supporting community involvement

Consultation with the wider community will also encompass the following aspects.

Media - Local media is a useful method for raising levels of awareness and interest towards decision-making processes as well as advertising further opportunities for involvement. The use of media supplements other consultation methods and can be used for both wider and targeted audiences.



Internet –The council website is of increasing importance for seeking detailed information and an area on the Southwark Council website will be allocated to the road safety plan and will contain information, including proposed initiatives and programmes. A facility to comment on the plans will be designed into the web page as a source of community feedback.

Publications/brochures - The use of media such as publications and brochures are useful in creating awareness and disseminating information about proposed options. These will be utilised in conjunction with other methods such as information for public meetings,

Displaying documents - Documents can be displayed at council offices, libraries and community centres. It should be clear with these documents how and when people should respond. Offices and documents should be accessible to those with disabilities, mobility impairment, or alternative language/translation needs.

Community surveys / questionnaires - The use of surveys can be useful in determining issues and priorities. A variety of surveys / questionnaires will be used to focus on key aspects of the proposals outlined in the road safety plan. These will be made widely available online, at the meetings discussed above, in public buildings and upon request.

Road safety plan

Consultation strategy

Delivering the consultation

The following table details the proposed engagement tools and resources required to deliver the road safety plan review consultation. This is seen as a guide only and will be reviewed and adjusted throughout the development of both the plan and the consultation.

Audience	Action	Materials required	Outcome
Council officers	½ day interactive workshop for internal consultation with LBS Council departments.	Workshop location, presentation materials (flipchart, projector etc).	Understanding among officers of how their work involves or influences road safety.
Community Councils	Consultation meeting with interactive or visual presentation depending on preference of chairperson. Provide feedback on decisions taken following consultation.	Practical location within community, presentation materials (flipchart, projector etc). Information sheet explaining RSP for attendees to take away.	Knowledge of how officers would like to be engaged in future. Increased community awareness about current road safety initiatives and how road safety affects the local area, and of the complexity of road safety issues. Community opinions on RSP expressed. Development of local ownership and responsibility for RSP.

Road safety plan

Consultation strategy

Audience	Action	Materials required	Outcome
Transport Consultative Forum	Regular updates and tailored interactive or visual presentation at meetings, depending on preference of chairperson.	Time slot at meetings, presentation materials (flipchart, projector etc).	Increased awareness about current road safety initiatives and how road safety affects the members of the forum, and of the complexity of road safety issues. Forum opinions on RSP expressed. Obtain forum's input and build capacity for forum to steer RSP.
Transport Consultative Forum Mobility Sub Group	Interactive or visual presentation, depending on preference of chairperson and needs of members.	Time slot at bimonthly meeting, presentation materials (flipchart, projector etc).	Increased awareness about current road safety initiatives and how road safety affects the members of sub group. Forum opinions on RSP expressed. Obtain forum's input and build capacity for forum to steer RSP.
Tenant's Council	Consultation meeting with interactive or visual presentation depending on preference of chairperson.	Practical location within community, presentation materials (flipchart, projector etc). Information sheet explaining RSP for attendees to take away.	Tenants aware of road safety initiatives, details of RSP and complexity of road safety issues. Tenants' opinions on RSP expressed.
Equalities & Diversity Panel (EDP)	Interactive presentation and discussion following submission of written Equality Impact Assessment (EqIA).	Presentation location, presentation materials (flipchart, projector etc).	Feedback received from EDP incorporated into RSP and EqIA.

Road safety plan

Consultation strategy

Audience	Action	Materials required	Outcome
Residents	<p>RSP document made available in local libraries, community centres, one stop shops etc.</p> <p>Electronic version made available on council website.</p> <p>Use of local media including 'Southwark Life' magazine.</p> <p>Awareness and promotion of RSP at council and community events.</p>	<p>Notices, flyers, information and summary sheets, hard copies of document, electronic copies of document.</p>	<p>Residents aware of main points in RSP, where they can find out more and how to voice opinions.</p> <p>Development of local ownership and responsibility for RSP.</p>
Statutory Consultees (Metropolitan Police, LBS Accessibility Officer etc.)	<p>Electronic version of RSP and letter outlining proposals in RSP sent to all statutory consultees.</p> <p>Invitation to meet and discuss road safety plan in greater depth and detail.</p> <p>Provide copy of final road safety plan.</p>	<p>Freepost envelopes, letters, electronic version of document.</p>	<p>Statutory consultees gain knowledge of RSP.</p> <p>Concerns of statutory consultees known.</p>

Road safety plan

Consultation strategy

Audience	Action	Materials required	Outcome
Transport for London (TfL)	Electronic version of RSP and letter outlining proposals in RSP sent to all statutory consultees. Invitation to meet and discuss RSP in greater depth and detail. Provide copy of finalised version of RSP.	Freepost envelopes, letters, electronic version of document.	TfL endorses road safety plan.
Adjacent boroughs	Electronic version of RSP and letter outlining proposals in RSP sent to all statutory consultees. Invitation to meet and discuss RSP in greater depth and detail. Provide copy of finalised version of road safety plan.	Freepost envelopes, letters, electronic version of document.	Adjacent boroughs gain knowledge of road safety plan. Concerns of adjacent boroughs known.
Living Streets	Consultation meeting with interactive or visual presentation depending on preference of chairperson.	Presentation materials (flipchart, projector etc). Tailored information sheet to take away explaining RSP in context.	Living Streets aware of road safety initiatives, details of RSP and complexity of road safety issues. Living Streets opinion expressed.
Community justice board	Consultation meeting with interactive or visual presentation depending on preference of chairperson.	Presentation materials (flipchart, projector etc). Tailored information sheet to take away explaining RSP in context.	Community justice board aware of road safety initiatives, details of RSP and complexity of road safety issues. Feedback obtained from Community Justice Board

Road safety plan

Consultation strategy

Audience	Action	Materials required	Outcome
Southwark Cyclists	Consultation meeting with interactive or visual presentation depending on preference of chairperson.	Practical location within community, presentation materials (flipchart, projector etc). Tailored information sheet to take away explaining RSP in context.	Southwark Cyclists aware of road safety initiatives, details of RSP and complexity of road safety issues. Southwark Cyclists' opinions expressed.
Street Leaders	Consultation meeting with interactive or visual presentation depending on preference of chairperson.	Practical location within community, presentation materials (flipchart, projector etc). Tailored information sheet to take away explaining RSP in context.	Street leaders aware of road safety initiatives, details of RSP and complexity of road safety issues. Feedback obtained from Street Leaders

Road safety plan

Consultation strategy

Audience	Action	Materials required	Outcome
Local businesses including local travel planning groups.	<p>Information dissemination through flyers or similar methods.</p> <p>Invitation to attend Community Council or to hold separate meeting to discuss RSP in greater depth and detail</p> <p>Consultation meeting and interactive or visual presentation held with interested parties (if attendance at Community Council is not possible).</p> <p>Letters and electronic copies of documents sent to town centre managers and local business alliances.</p>	<p>Flyers, information sheets, electronic copies of document.</p> <p>Practical location within community, presentation materials (flipchart, projector etc).</p>	<p>Businesses aware of details of RSP and where consultation/presentation will be held.</p> <p>Businesses aware of road safety initiatives, details of RSP and complexity of road safety issues.</p> <p>Businesses' opinions on RSP expressed.</p> <p>Development of local ownership and responsibility for RSP.</p>

Road safety plan

Consultation strategy

Resource implications

Informative methods require fewer resources and can be widely applied. Participatory methods are more intensive and focus on specific issues or groups.

Monitoring the consultation process

During the course of a consultation period, particular issues and challenges are likely to arise and the people carrying out the consultation have to take on board the changing circumstances and accommodate them in the consultation exercise.

Opportunities to reflect on whether the consultation is engaging all the target groups should be scheduled into the consultation timetable. Key milestones should be built into the consultation programme. This will enable those consulting to:

- Assess progress
- Assess whether the aims and objectives of the exercises have altered
- Identify gaps in terms of groups not being engaged in the consultation process and allow for any necessary readjustments to the consultation process to make it more effective in reaching diverse and excluded communities

Consultation checklist

1.	Identify the clear purpose of this consultation	
2.	Identify specific objectives	
3.	Set out a timetable of actions and events with key milestones	
4.	Check whether a similar consultation exercises been conducted recently or been planned by partner organisations	
5.	Identify specific barriers to engaging diverse and excluded communities	
6.	Identify how to address those barriers	
7.	Identify key contacts and support organisations	
8.	Identify appropriate venues for consultation events	
9.	Produce all documents in plain English and where appropriate with summaries in key community languages and large print	
10.	Provide contact names and details for information and advice	
11.	Publicise in consultation events in advance	
12.	Compile findings from the consultation exercise	
13.	Identify mechanisms for feedback on outcome of consultation	
14.	Complete a post-consultation review to identify the lessons learnt & examples of good practice	

Road safety plan

Consultation strategy

APPENDIX ONE – DESCRIPTION OF STAKEHOLDERS

As well as addressing individuals, consultation structures for planning documents address a number of stakeholder groups reflecting the diversity of Southwark's population. Each group will be briefly outlined, including the relevant skills or information they might hold.

Councillors: Councillors are the democratically elected representatives of their communities and managers of the council. They are able to use their networks to distribute information and proposals to the community and provide feedback to the Council and to constituents.

Voluntary organisations and community groups: The voluntary sector in Southwark is well established and made up of around 18,000 individuals delivering services through 1,200 community groups and voluntary organisations.

Businesses: There are a large number of businesses within Southwark. These range from large international, national and regional companies and establishments to small local and family owned businesses. Business groups and forums established within Southwark cover a range of geographic areas and issue areas. Targeted consultation is required to ensure effective consultation with small business black and ethnic minority groups.

Black and minority ethnic groups: Southwark is an ethnically diverse borough. As a result there are many established groups and organisations that address issues relevant to their communities. It is important that these networks are identified and managed to engage minority or hard to reach groups.

Religious groups: Faith organisations are a valuable consultation link due to their very strong links to local communities either through the practice of that particular faith or through the use of their premises. Faith groups have a contribution to make to social inclusion that is distinct from promoting religion; they are also involved in running community services, community development and representing community interests.

Residents: There are a large number of residents associations established within Southwark. Most are part of the established structure as a forum to consult on documents and undertake ongoing actions to improve the environments that they live in.

Neighbourhood and tenants groups: A large proportion of Southwark housing is owned by the Council. These homes usually have local neighbourhood housing groups and similar organisations that regularly meet to discuss ongoing matters affecting the local area including estate improvements.

Education/young people: Schools, colleges, learning institutions and youth agencies are important aspects of the community, particularly as finding ways of involving young people has been identified as a priority.

Health groups: Health institutes are another core service provider within the community. As such it is important that their structure within the community and formal structures are used to consult and gain feedback from local health organisations on how healthy living issues/requirements might influence or affect future plans.

Transport groups: There are a few smaller localised groups that are interested in the improvement and interconnection with transportation links, due to the importance and effects of transport infrastructure, or particular aspects of transport such as cycling.

Pensioners/older people: Pensioner forums help represent older people's views and are able to represent many local people over particular issues that are affected by planning (e.g. community housing services, local shops, and safety)

Disability forums: This forum helps to identify and get feedback on particular planning issues including safety, access and housing appropriate for the needs of the range of disabled people.

Equalities impact assessment for the road safety plan POLICIES, STRATEGIES AND PLANS

Stage one: scoping

1. What policy, strategy or plan is this assessment addressing?

The revised road safety plan

Southwark Council's road safety plan is geared towards improving road safety and personal security by reducing the incidence and severity of accidents and encouraging a shift to more sustainable modes of transport such as walking and cycling. The plan outlines the borough's approach in reducing the number of collisions involving injury and outlines an action plan to meet the overall objectives.

It is closely related to wider council priorities, including tackling poverty, making Southwark cleaner and greener and improving the health of the borough.

2. Is this a new or an existing policy/strategy?

The road safety plan was adopted in March 2005 and updated before being formally approved by the Mayor's office in June 2006, as part of the borough's adopted Local implementation plan. The revised plan is being developed to meet Southwark Council's annual obligation to update its data and consider whether existing policies are delivering a reduction in accidents. As part of this commitment, the council has decided to rewrite the policy, going beyond the requisite annual update for this year. This enables the council to take a wider view on its progress in delivering road safety initiatives, including those delivered as part of the education, training and publicity, 20mph zones and local safety scheme programmes.

3. If existing, has the policy/strategy already been reviewed under the previous EqlA programme? If so, what were the findings to come out of this and has the agreed action plan been implemented? What has changed since the last assessment was undertaken?

The current road safety plan was not subject to a separate EqlA but was considered as part of the Local implementation plan. In revising the plan, there is an opportunity to take a more focused examination of improving road safety in the borough, particularly in the context of meeting London-wide accident reduction targets.

4. What do you think are the main issues for your policy or strategy in relation to equality, diversity and social cohesion?

The revised plan intends to continue to meet the council's aims of reducing accident trends and vehicles speeds in order to meet the targets set out in the Local implementation plan. There is little evidence to suggest the existing policy is having a differential impact on certain groups, though this is something that is being considered in analysing recent accident trends and will be a core component of the policy's action plan.

In examining these trends, the council will be able to provide a break down by different equality areas, including age, disability, gender, race and ethnicity. Where any differential impact is identified, the council will attempt to procure funding to tackle the problem. This has recently been demonstrated by the road safety team securing funding from Transport for London's road safety unit to examine accidents in the borough's more deprived areas.

To address the policy in relation to equality, diversity and social cohesion, detailed consideration will be given to:

- Impacts created through the road safety plan consultation process
- Impacts created by the implementation of the policy contained in the road safety plan.

The plan will be subject to a consultation strategy, approved by the Executive Member for Environment and Transport.

The consultation process and subsequent implementation will consider the impacts on the six equality groups (age, gender, disability, faith and belief, race and ethnicity and sexual orientation) and on gypsies, travellers, refugees and asylum seekers.

Certain barriers will have to be considered, particularly at the consultation stage later this year. Consultation materials are often better targeted at some groups who tend to engage with the council on a more regular basis, which provides a challenge for the council.

A number of potential barriers that could prevent certain groups from benefiting fully from the revised road safety plan were identified which could create differential impacts on certain groups. These impacts can be split into two categories; impacts created through the production of the road safety plan in terms of public consultation, and impacts associated with the implementation of the plan and objectives it seeks to deliver.

Impacts of public consultation

The revised road safety plan will be developed in line with the council's policies on community involvement and consider its Statement of Community Involvement. However, there are a number of issues that need to be considered to ensure an effective consultation involving all members of the community:

- Certain groups may not be able to access the information and consultation documents as easily as others, for example those who do not have English as their first language, young people, people who are unable to attend consultation meetings due to caring responsibilities, older people and people with disabilities.
- Certain groups may not feel safe attending community consultation events at certain times of the day, such as women and older people.
- Certain groups such as the lesbian, gay, Trans and bisexual community, faith groups, young people, asylum seekers, gypsies and the BME community, may be afraid to express their views in public meetings for fear of discrimination.
- Certain groups may perceive that some groups have more of an influence on council policies and that the council does not take the views of all the groups into consideration. This could create tension between different groups.

Frequently it is the same groups of people involved in consultation exercises. This may discourage other groups of people from becoming involved in consultation due to lack of knowledge of how to get involved or the feeling that their views will not be taken into consideration.

Information may be delivered in a way that engages some groups more effectively than others. For example, consultation material as written documents may not meet the demands of the technological age and engage young people as effectively as older people.

Impacts of implementation and objectives

The overall aim of the revised road safety plan is to continue the council's commitment to tackling accident trends, reducing speeds, and facilitating a shift to more sustainable modes of transport. In putting these aims into action there should be a positive impact for the whole borough and an assessment will take place of equalities issues to ensure certain groups enjoy the benefits of the plan. As part of this approach, the following points have to be considered:

In implementing the physical measures from the plan, the suitability of physical traffic calming measures aimed at reducing speeds will be considered, consulted on, and safety audited. Subsequently, the engineering designs of local safety schemes and 20 mph zones may be constrained by budgetary pressures.

Evidence suggests that ethnic minorities and groups living in more deprived areas are more likely to be involved in an accident. The council will review this on an ongoing basis and feed it into the revised policies in the action plan.

Although education, training and publicity and school travel plans are universally available, certain schools that are less engaged with the council may not wish to participate in delivering the road safety plan. This provides the council with a challenge to ensure appropriate measures are put in place to engage with all schools and provide them with the benefits of promotional materials and training. To this end, the transport planning team continues working to develop its relationship with children's services.

Children schooled outside the traditional system may not receive the benefits of a growing sustainable travel budget or be made aware of the council's services to provide pedestrian training in schools and cycle training for all those who live, work or study in the borough.

It is unlikely that the revised plan will lead to any worsening of community relations between various groups. Where this might be a problem is the zonal approach taken in making the borough a 20mph zone, potentially leading to some residents believing that their streets are being used as a 'rat run' by other vehicles. Any problems with this would however be based on geographical boundaries rather than an issue of age, disability, faith & belief, gender, race & ethnicity and sexual orientation.

Item No. 8	Classification: Open	Date: May 19 2009	Meeting Name: Executive
Report title:		Support for Southwark Businesses in the Recession	
Ward(s) or groups affected:		All Southwark	
From:		Strategic Director of Regeneration and Neighbourhoods	

RECOMMENDATIONS

1. That executive notes the content of this report and agrees the following enhancements to services to support local businesses:
 - i. Promote the small business rate relief scheme, as set out in paragraph 10;
 - ii. Instruct the Supply Southwark Group to develop and implement at the earliest opportunity a method to promote opportunities for Southwark businesses to supply to the council by advertising contracts locally, as set out in paragraph 18;
 - iii. Make best endeavours to accelerate payments to suppliers as set out in paragraph 23; and
 - iv. Permit businesses that are commercial property tenants of the Council to pay rents monthly rather than quarterly, as set out in paragraphs 27 to 31.

BACKGROUND INFORMATION

2. The current economic downturn is requiring local authorities to develop, or promote, solutions aimed at addressing problems residents and businesses may be experiencing. Many of these interventions build on existing schemes, whilst others offer new projects which can be rapidly implemented. This report sets out four measures which seek to support businesses operating in Southwark. These measures are designed to be quick to implement, to ensure businesses can benefit immediately from the council's support. No additional government funding has been allocated for this purpose. However, while wellbeing powers give local authorities the opportunity to direct resources for this purpose, this does place strains on other council services.
3. The measures proposed are:
 - promoting small business rate relief to eligible businesses;
 - promoting opportunities to supply to the council;
 - reducing payment periods of invoices; and
 - reducing rent payment periods from quarterly to monthly.
4. London boroughs and sub-regional partnerships are encouraging discussions on such measures in their broader remit toward support of local business environments. Following discussions with local business community groups and traders, Southwark can be one of the first boroughs to take forward a package of steps to promote existing services and react positively in support of business to the current economic downturn. These measures reflect Southwark's particular circumstances.

5. Other councils are increasingly focusing on promoting 'supply to the council' initiatives. For example, the City of London is developing e-procurement to make contracts more accessible to small and medium-sized enterprises (SMEs). The City is also working with large purchasers to develop links to SMEs. Similarly, in Waltham Forest, a concordat between the council and local business support agency, East London Business Place, has committed the local authority to increase its local purchasing to 51 per cent within three years.
6. Similarly, there are a number of London boroughs beginning to develop publicity on how to claim Small Business Rate Relief (e.g. Barking & Dagenham, Croydon, Havering, Kingston).
7. Southwark will be the first borough outside of the City of London to offer changes to its rental payments to assist businesses during difficult market conditions.
8. Detail on the four measures is set out below. For the purposes of this report, a Southwark or local business is defined as one which is registered at a Southwark address or has a base at a Southwark address, on the grounds that such businesses provide employment opportunities and are likely to contribute to local wealth creation through the multiplier effects of employer expenditure and business-to-business trading.

PROMOTE SMALL BUSINESS RATE RELIEF

9. Eligible small businesses can benefit from rate relief, which offers the opportunity to claim back half of their business rates, to a maximum rateable value of £5,000, with incremental relief thereafter. This is a long-established offer to businesses, but is becoming increasingly well publicised during the downturn. Southwark Council offers business rate relief on its website and enterprise literature.
10. The council shall be undertaking discrete actions in relation to small business rate relief. These include:
 - Writing to all Southwark businesses which may be entitled to relief in late May 2009. This will tie in with the reminder notices for business rates and is therefore expected to have a greater impact;
 - A focus on refunds. There are overpaid credits on the business rates accounts that have not been reclaimed. The council will shortly be commencing an exercise to either off-set these against existing rate liabilities or refund them to businesses;
 - Support through the collection process. Whilst business rates are a statutory duty, some businesses will have difficulty paying and could be subject to enforcement action. The council is keen to engage with businesses and will make greater efforts to contact them before the instruction of bailiffs, which effectively could mean the closure of the business.
11. The government announced on March 31 2009 that it will introduce new measures to assist businesses to pay the increases to their 2009/10 business rates bills. The details of these measures have not yet been released. The scheme is not operational at the moment and will not be until after the necessary legislation is passed which the government aims to do by July 31 2009. A fact sheet has been sent to all businesses advising them of the proposed scheme. There are two important factors that Members should bear in mind regarding the

scheme, firstly, that until further notice, all businesses must continue to pay their business rates in accordance with their current bill. Secondly, this scheme does not provide a reduction in the rates payable for 2009/10 but it will allow businesses the option to defer payment of 60% of the increase until 2010/11 and 2011/12. Once the regulations are in place, officers will consider and implement the scheme as appropriate

12. The council already promotes small business rate relief on its website and in its enterprise literature; therefore it is a higher-profile awareness campaign which is required. This will need to comply with the council's communications guidelines.

PROMOTE OPPORTUNITIES TO SUPPLY TO THE COUNCIL

13. In 2003 Southwark Council began a comprehensive procurement modernisation programme driven forward by the '**National Procurement Strategy for Local Government**', which set out government's expectations on Local authorities to –
 - a) Use Procurement to help deliver corporate objectives including the economic, social and environmental objectives set out in the Community Plan.
 - b) Produce a Corporate Procurement Strategy that demonstrates how the council will achieve its corporate goals through procurement addressing -
 - the relationship of procurement to the community plan, workforce issues, diversity and equality and sustainability
 - how the council will encourage a diverse and competitive supply market, including small firms, social enterprises, ethnic minority businesses and voluntary and community sector suppliers
14. The council has signed up to the **Small Business Friendly Concordat** that commits councils to involving small- and medium-enterprises (SMEs) in the public procurement process. This concordat arises from the acknowledgment of the crucial role that SMEs play in maintaining a healthy local economy.
15. The Market Development Action Group, now renamed Supply Southwark, has been working to develop strategies for engaging smaller local businesses and encouraging the development of local supply initiatives. The group's vision statement is to 'encourage the development of a diverse and competitive local supply market and increase the opportunities for small businesses, ethnic minority-led businesses and third sector suppliers to do business with Southwark Council and other local public sector organisations'.
16. For works contracts, the council requires contractors to register with Exor, a supplier approval system managed by the Experian business rating agency. The council's economic development team (EDT) will run workshops for suppliers to explain these requirements and facilitate registration with the Exor service for relevant firms. EDT will also hold "**Meet the Buyer**" events for construction contracts where small local suppliers can meet with larger suppliers to network and form alliances.
17. Plans for holding an event at Canada Water with BL Canada Quays and Barratt East London are well advanced, with an event due to take place in late Spring 2009.

18. In addition, the council will take the following actions to facilitate SMEs in supplying to the council:
 - Publication of up-to-date contract tender information on the council's website by the end of July 2009;
 - Amend procurement guidelines to include that officers are reminded to ensure that local suppliers are aware of all procurements over £5,000 and less than £75,000;
 - Include a requirement to address local supply and local labour considerations in the contract procurement strategy (through requiring consideration of the issue through the procurement strategy - Gateway One - process), subject to affordability;
 - For other relevant procurements, require officers to advertise opportunities in local press outlets or on the council's website, and encourage the use of the registration of interest system in the use of this database to source tender lists.
19. Contracts will continue to be let on the basis of evaluation criteria that offer best value to the Council
20. The council's developing Supply Southwark policy reflects wider national thinking and strategy, particularly the recent recommendations from the Houghton Review and Glover Report. The latter sets out 12 key recommendations for public sector authorities to engage with SME suppliers. These include a specific recommendation that "tendering opportunities thought especially suitable for SMEs or consortia of SMEs should be flagged by the procurer during the advertising process. Government should provide strategic and detailed guidance for procuring authorities on assessing suitable contracts for flagging, based on risk, value and market maturity."
21. For some goods and services, businesses will still be required to gain approved list status via Exor, particularly for construction services.
22. All advertising will need to be in line with the council's communications guidelines.

REDUCING INVOICE PAYMENT PERIODS

23. It is proposed that best endeavours will be used to enable the standard time period that the council takes to pay suppliers to be reduced from up to 30 days at present to 20 days. This will not apply where there are over-riding contractual terms, and will not involve any changes to the council's terms and conditions.
24. The change in payment periods will apply to all suppliers, rather than only local suppliers, due to constraints within the council's systems and a need to avoid unnecessary administration.
25. The reduction of payment times from up to 30 days to 20 days is in line with recent national government policy, through the Prompt Payment Code, to speed up payments, especially to smaller suppliers.
26. As stated above, there will be no specific implications for the council's financial regulations. However, there will be financial implications for the council, as

discussed in the Finance Director's concurrent at paragraph 45.

AMENDING COMMERCIAL RENT PAYMENT INTERVALS

27. It is proposed that rent due and billed quarterly in advance be accepted calendar monthly in advance instead. This temporary concession will be made available to all tenants of all properties which are within the property division's defined Voluntary Sector Portfolio and all tenants of 'low and medium value shops' which are within the property division's defined commercial portfolio. In this context "shops" means all properties which fall within Class A of the 2005 Town and Country Planning Use Classes Order definition. This will generally include all retailers, offices, restaurants, take-aways and public houses. "Low and medium value" means all those units with an actual rent payable at the start of the scheme with a rent fixed at £50,000 p.a. or less.
28. Allowing "low and medium value shops" as defined above to opt to pay rents monthly should mean fewer closed businesses, more income overall to the council and a better street scene for all. The concession is not means tested or dependent on the success of otherwise of the business nor is it limited to 'small businesses', so that for example multiple retailers with several small often low value units will also benefit.
29. All tenants who wish to apply will need to already have their rent paid up to date and not be otherwise in breach of their tenancy at the date of their application for the temporary concession. If there are breaches of the monthly payment agreement and/or other breaches of the lease during the period of the agreement, the temporary concession will be withdrawn. Consequently, failure to comply with the calendar monthly payment arrangement will be subject to enforcement by the usual means.
30. This temporary concession will be made available after receipt of a prior written request from the individual tenant of each property. It will be available for the quarterly period immediately following the quarter in which the request is received. All temporary concessions will expire and all rent to be up to date on December 23 2010, rent to be due as per the lease terms thereafter. After this date, a decision will be taken to extend the concession or otherwise, and the decision will be taken by the head of property. The concession is temporary, tenants will be invoiced in the normal way and there will be need to vary any of the leases concerned.
31. For those covered by this arrangement billing will still remain quarterly in advance but collection will be monthly during each quarter. In effect each tenant can set up an arrangement, in advance of the due date, to pay late. Currently the substantial majority of tenants who either pay late, or have existing arrangements to pay late, or which are the subject of enforcement action, occupy "shops". The need to monitor and chase rents monthly rather than quarterly, will significantly increase the workload of the commercial rents team as three rather than simply one rental payment will be due each quarter.
32. Consideration will be given should this report be approved to the quickest method of implementation of this temporary facility to ensure that the council's interests in its properties are safeguarded.

COMMUNITY IMPACT STATEMENT

33. Southwark's Active Enterprise Count of all PAYE and VAT registered SME businesses (that is, those with less than 250 employees) indicates that the borough contains 12,485 smaller businesses. 99 per cent of all businesses in the borough are classified as SMEs with 84 per cent being micro-businesses (10 employees or fewer).
34. There is therefore a large business community in Southwark potentially ready to benefit from these proposed operational changes, which will offer important opportunities to enterprises facing challenging market conditions during the economic downturn. The schemes will be available to all relevant businesses.
35. It is recognised that many smaller businesses in the borough serve specific communities and neighbourhoods, and the loss of these businesses would have a significant impact on these communities.
36. The measures proposed will be publicised on a regular basis to ensure that targeted businesses are aware of, and benefitting from, these operational changes. This could include press coverage of local businesses winning council contracts. There will also be a periodic review to estimate the value of local contracts.

RESOURCE IMPLICATIONS

37. Measures to reduce invoice payment periods and rent payment terms are likely to have some resource implications for the council. Cost and cashflow implications are set out in the relevant concurrent reports.
38. There are no specific staffing issues associated with these recommendations.

CONSULTATION

39. Internal consultation has taken place with departments affected by these recommendations, namely regeneration and neighbourhoods; deputy chief executive's department; and financial management services.
40. Consultation has taken place with local business representatives through the chair of Southwark Alliance's Enterprise Partnership. The Partnership welcomes the proposed measures, while maintaining the desire to see them extended further.
41. The chair of the Enterprise Partnership also expressed a desire for close co-operation across all aspects of the council's work in order to maximise support and resources for business and mitigate the worst effects of the recession on the local economy.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

42. Advice from departments affected by the recommendations is set out below.

Strategic Director of Legal and Democratic Services

43. The council has a power to do anything likely to promote the economic, social and environmental well-being of the area; and in exercising that power has to take into account the strategic plan. The report sets out the issues for consideration by the

Executive in coming to a decision on the proposal.

Head of Property

44. Accepting quarterly rent by subsequent calendar monthly instalments from tenants will not involve any changes to leases or billing. Instead it will be addressed by internal arrangement. This will substantially increase the number of current arrangements and increase the scope for potential breaches and need for rent chasing. There will therefore be some increase in workload and cost.

Finance Director

45. The finance director recognises the severe pressure that small businesses are under, in particular, in the light of the recession, and supports these proposals made under the council's power to take action likely to promote the economic, social and environmental well-being of the area, as a means of helping to provide special support. Any support provided must be taken in the context of the wider Medium Term Resourcing Strategy. The finance director considers that the measures proposed within this report are appropriate and need to be contained within existing budget provisions. The major impact is likely to be on council cash flows and these will be monitored closely over the coming months. As a benefit of these proposals it is hoped that any lost interest arising from adverse cash flow will be offset by lower administrative costs.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Contract Standing Orders	Financial Management Services	Jo Anson Ext. 54308
Financial Regulations	Financial Management Services	Jo Anson Ext. 54308
Supply Southwark Terms of Reference and meeting papers	Regeneration and Neighbourhoods	Amanda Lloyd Ext. 55479

AUDIT TRAIL

Lead Officer	Anne Lippitt, Strategic Director of Regeneration and Neighbourhoods	
Report Author	Gordon Mole, Economic Development and Strategic Partnerships	
Version	Final	
Dated	May 8 2009	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director for Legal and Democratic Services	Yes	Yes
Finance Director	Yes	Yes
Head of Procurement	Yes	Yes
Head of Property	Yes	Yes
Executive Member	No	No
Date final report sent to Constitutional/Community Council/Scrutiny Team	May 11 2009	

Item No. 9	Classification: Open	Date: May 19 2009	Meeting Name: Executive
Report title:		Strategic Vision for Elmington Estate	
Ward(s) or groups affected:		Camberwell Green Ward	
From:		Strategic Director of Regeneration and Neighbourhoods	

RECOMMENDATION(S)

1. That executive agree a revised strategy for the regeneration of the Elmington Estate, as follows, thereby amending the executive decision of November 22 2005:
 - i. That officers bring forward a scheme to develop the two cleared sites designated as A & B in Appendix 1 with a mixed tenure housing development.
 - ii. That officers review community provision in the area and that no dedicated community facility or tenants' hall is provided as part of the Elmington sites A and B redevelopment.
2. That executive agree the delegation of decisions on detailed implementation of recommendation 1.i) to the strategic director of regeneration and neighbourhoods and request a report back to executive on the final decision for disposal.
3. That executive agree consideration is given to preparing a Challenge Fund bid to the Homes and Communities Agency (HCA) to build new council homes at part of Site A, and alternative suitable council-owned sites.
4. That executive agree that an option appraisal exercise is undertaken for blocks designated 1-14 in Appendix 1 and Table 2, and that recommendations are reported back to executive by September 2009.
5. That executive note that preparation for investment works at blocks 6,12 and 13 be continued in line with the council's Decent Homes programme, in parallel with the option appraisal exercise.

BACKGROUND INFORMATION

6. This report seeks to set a new strategic direction for the continued regeneration of the Elmington Estate, in response to changed circumstances since earlier decisions were taken. It is proposed that the empty sites remaining following demolition are brought forward for early development of mixed tenure housing to a high sustainability standard. Simultaneously, feasibility work should be undertaken on extending the redevelopment to the remaining low rise blocks at mid-Elmington, of a similar construction type to those blocks already demolished. The relevant blocks are listed in Table 2 at paragraph 31.
7. The original decision to demolish and redevelop the Elmington 4 Towers was taken on the December 7 1999 by the Housing Committee. The area affected by this decision is Sites A and B and the blue shaded areas at Appendix 1.

8. The proposal for the scheme as envisaged is summarised in Table 1 below.

Table 1 – summary of historic development proposals for Elmington

Proposal and approval date	Starting point	Consent granted for	Progress made
Original proposal approved by Executive in 1999.	375 homes to be demolished (including stripped buildings) to create vacant sites. 369 were social rented.	321 new homes (250 Council, 6 RSL and 65 for sale) over three phases consented April 2001. Phase 1: 136 Council homes, 6 RSL homes Phase 2: 89 Council homes Phase 3: 25 Council homes, 65 for sale	375 properties demolished (369 social rent / 6 leasehold) 6 RSL homes completed in 2004 136 Council homes completed in 2005
Revision to proposal approved by Executive in November 2005	Phase 1 complete	Phase 2: Reduce number of Council homes from 89 to 27 to be built on hatched area of Site B. Phase 3: Dispose of remainder of vacant sites to an RSL for development. The number of units and tenure mix to be based on existing planning conditions.	Scheme tendered but held. No progress made on site disposal
Current proposal, under consideration considered by Executive.	Phase 1 complete, sites A and B remain vacant	Phase 2: Initiate development strategy for sites A&B to create minimum of 340 new units, with a minimum 35% affordable homes with flexibility to increase subject to additional grant availability in 2. Option appraisal of broader Elmington area.	

9. The redevelopment was previously to be undertaken in a rolling programme of decant, demolition and new build in 3 phases. It was originally estimated in 1998, that disposal of part of the cleared site for housing for sale would generate capital receipts of £1.1 million, and as Phase 1 progressed it was anticipated that there would be some increase in land values. The capital receipt was to be

recycled into the scheme; all other expenditure was to be met from the housing investment programme.

10. All the blocks scheduled for demolition have been cleared with the exception of two stripped buildings within Sites A and B, which were retained to comply with the former capital receipts recycling rules. The blocks demolished contained 369 council rented homes. 136 LBS units have been built, completing in June 2005. 124 were let to households displaced by the scheme and 12 units were offered to other households in priority need. Following the completion of Phase 1, the proposal for the remainder of the scheme was then revised largely because of financial pressures on the housing investment programme following the decision to pursue the stock retention option.
11. On November 22 2005 Executive agreed that phases 2 and 3 of the development should be amended to provide 27 council units to meet remaining rehousing obligations and to dispose of the remainder of the land to a Registered Social Landlord or developer to create a mixed tenure development. It was proposed that the 27 units would be built in the corner of site B, shaded on the Appendix 1 plan. It was suggested that this development could be at higher density than previously proposed, and that the successful purchaser could develop the site according to standard planning policy, providing a mix of private, social rent and shared ownership units, thus generating more capital receipts. This decision freed up resources to fund the wider investment programme, including delivering the council's Decent Homes obligations.
12. Work was undertaken to develop the revised scheme. The services of the original employer's agent and architect were retained and design drawings and planning applications submitted for the 27 council homes. The scheme was tendered in August 2006 but tender prices were significantly higher than existing budget allowed, and the procurement was halted pending a review of the wider scheme. It was increasingly difficult to arrive at a viable scheme that could produce a sufficient number of affordable homes by use of cross subsidy. This was further complicated by the London Plan requirement for the full re-provision of all affordable housing properties demolished. Discussions have been held with the Greater London Authority (GLA) to seek confirmation that a mixed tenure scheme at Elmington would receive support. In bringing forward a development proposal for each site that is acceptable in planning terms and deliverable in the current housing market, the issues for the GLA are:
 - That the council has a robust argument if the scheme results in a loss of affordable housing.
 - That further details are provided about the development approach, including consideration of sharing development risk by equity partnership or use of a Community Land Trust or a similar asset backed vehicle.
 - That the views of the Homes and Communities Agency (HCA) are taken into account.
13. There has been considerable interest in the stalled redevelopment processes at Elmington during the scrutiny exercise in the Camberwell area. There have been some incidents of anti-social behaviour associated with the two hoarded sites, and there is a clear consensus that progressing the redevelopment will be of considerable benefit locally. The rear gardens of some of the new properties had been left shorter than intended because of the demolition of some of the blocks that was ongoing at the time. It was intended to finish the works as part of the

Phase 2 construction. Given the ensuing delay, it was decided that the work on the gardens should be undertaken separately; this was completed in December '08.

14. In parallel with work on the Phase 2 development strategy, there has also been ongoing consideration of the investment needs of Blocks 1 to 14. Blocks 1 to 6 are considered to be most in need of investment, and there has been a focus on blocks 4 and 5 which are in a particularly poor state of repair. All blocks have very costly investment requirements to bring them up to the Decent Homes standard. Preliminary discussions with residents have also questioned the merit of making that investment rather than pursuing a redevelopment strategy.

KEY ISSUES FOR CONSIDERATION

Early housing Development

15. It was previously estimated that Sites A and B have capacity for approximately 340 new units. Following recent revisions to the Passenger Transport Accessibility Level (PTAL) by Transport for London, it is likely that a higher output will be possible, subject to the development framework established, the mix/size of units required, and the fact that the sites lend themselves to a range of heights. The working assumption is that a development of between 450 and 500 homes may be possible on the land in question. The London Plan currently stipulates that there should be no net loss of affordable housing provision in regeneration schemes. Discussions with the GLA about Elmington have been based on the 340 unit scheme, and a proportion of new affordable homes between 35% and 50%. This would result in a development with 119 affordable homes at the 35% level and 170 affordable homes if developing at 50%. The 340 unit scheme was based on a proportion of 10% family housing; any revised proposal should be worked up based on 25% family housing with gardens as this is the new approach being set out in the emerging core strategy. An increase in development capacity arising from the PTAL revisions would obviously make it possible to develop more affordable homes but the overall scheme, taking into account the 136 council units already built, may result in the development having less affordable housing than was originally in place. Taking into account the issues raised by the GLA at paragraph 12, a case would be made that the new homes would be of significantly higher quality, better mix and would contribute to sustainability by supporting a more mixed and balanced community in the area. It is acknowledged that a range of factors need to be balanced in working up detailed proposals, but it is proposed that marketing of the currently vacant sites for development should be undertaken as soon as practically possible. A development brief will be prepared to invite submissions that meet the council's requirements, including comparison of the different outcomes at both 35% and 50% affordable units, and a strategy for working closely with the Homes and Communities Agency (HCA) in relation to grant funding. Proposals will also need to reflect the requirements of the emerging LDF core strategy eg a mix of 35% 1 bed, 40% 2 bed and 25% 3 bed and larger properties.
16. It was assumed that delivery of the 27 new council homes that the executive agreed in 2005 would be funded by capital receipts generated by disposal of the remainder of sites A and B and therefore would require forward funding from the housing investment programme, subject to the project sequence and timetable, which has yet to be agreed. The GLA initially provided £1.5million of supported capital expenditure to fund the construction of 17 larger homes amongst the 27 units to be built on the shaded area. Following the delay in progressing the

redevelopment, and with agreement from the GLA, this funding has been diverted to a de-conversion programme for 18 larger units in mainly street properties elsewhere.

17. Without supported borrowing or other funding, the scheme would require an estimated £3.2m to deliver 27 new council homes from the council's housing investment programme. The housing investment programme is currently seeking to balance a multitude of competing demands; disposing of the entire site, instead of developing the 27 additional council homes, will enable the council to retain any capital receipt from the disposal of the vacant sites to invest in improvement works to its other housing stock. It is therefore recommended that the development of sites A and B is brought forward based on the assumption that the provider of the affordable housing should be a RSL. However, there have been recent statements from Government, including in the Budget, about local authorities being eligible for funding for new housebuilding. The HCA has subsequently announced that there will be a Challenge Fund for local authorities who wish to build new council properties, that will be funded by 50% capital grant and 50% supported borrowing. Details are due to be released early in May. It is proposed that part of Elmington Site A, and alternative suitable council-owned sites are considered for submission for the Challenge Fund programme.
18. In the current economic climate it is doubtful that a mixed tenure developer-led scheme with even 35% affordable housing would be viable without grant funding. In these circumstances, subject to the necessary economic appraisal, it is likely that a scheme could be viable with the assistance of grant funding from the HCA for the affordable housing. Assuming the affordable component is provided with a RSL, a scheme can be brought forward that would attract core National Affordable Housing Programme funding from the HCA. The bid would need to demonstrate an improvement in mix and quality for the HCA to agree funding for replacement social housing. The affordable homes would be built to higher standards, particularly in terms of space than affordable units normally developed as part of a section 106 agreement. The development of sites A and B would provide useful additional housing capacity for general use as well as the households opting to return, and also any households moving as a result of future decisions about blocks on Elmington Estate. Space standards are one of the key priorities identified by residents in major regeneration schemes who are faced with re-housing, and this proposal will assist in achieving this requirement.
19. Camberwell Area Housing office has identified 15 households requesting to return to the estate. The tenants that have requested a return to the Elmington will be offered the option of a new home provided as part of the provision of affordable housing on sites A and B. It should be noted that during the consultation and rehousing process residents requesting a return to the Elmington site were neither guaranteed a right to return, nor a specific landlord preference. In the suggested proposal, they are likely to be offered new homes provided by a Registered Social Landlord. The 15 households are being consulted about this issue at the time of writing.
20. The original scheme proposed that a new community facility would be constructed to replace Caspian Hall, which was demolished as part of the planned redevelopment of the Elmington Estate. A planning application for the new community hall was refused in July 2007 as the proposed development site on the Benhill road has been identified as a nature garden and open space within the Southwark Plan.

21. The hall was intended to be a community facility, serving groups on the Mid-Elmington and D'Eynsford estates. The Mid Elmington T&RA agreed in April 2007 to use the Owgan Close community room hall which is in close proximity to the estate for its meetings. The TRA, which is now designated as Elmington T&RA is now settled at Owgan Close and has invested in a longer term use by acquiring new equipment etc. This position was reached as a result of meetings held between the T&RA, and officers from the Resident Involvement Team & Housing Investment in the autumn of 2007. The possibility was explored of developing a community hub at the new hall, which would be managed by the T&RA. The conclusion was that the T&RA had neither the capacity nor desire to embark such a challenging project and that it would be more prudent for them to focus on developing the facility at Owgan Close for the foreseeable future. There is therefore no supporting rationale for the development of a new T&RA hall. Moreover, there is no current sustainable business plan and / or management structure proposal for a multi-purpose facility in the voluntary community services (VCS) property portfolio to be developed as part of the Elmington regeneration. It is proposed that the community needs should be considered as part of provision in the wider area.

Progressing Development of Sites A and B

22. If the strategy for sites A and B is agreed, there are a range of factors relating to the delivery to be considered, including how the development may be packaged and sequenced. If the affordable housing component is delivered by a RSL, it is unlikely that RSLs would currently be willing to undertake the whole mixed development including housing for sale. However, it may be possible to undertake the affordable housing relatively early in the overall development timetable and follow through with the market housing later, when it is judged that the development market and borrowing conditions are improved. A crucial aspect of the affordable housing delivery will be the availability of grant funding from the Homes and Communities Agency (HCA). Discussions are being held with the HCA at a senior officer level, with a view to establishing a strategic partnership between the council and the HCA to manage a programme of HCA investment in a number of housing and regeneration schemes in the borough. The Elmington scheme represents a good opportunity for either a conventional RSL-led affordable scheme or a more sophisticated approach with the council and the HCA jointly delivering a cross-tenure development with affordable housing provided by a Registered Social Landlord. There are 3 broad options to pursue the development:
- A site disposal or disposals, with development timetable and standards secured through a planning consent and a development agreement.
 - A development with more detailed requirements, and at variance with standard planning requirements, which even if delivered with a RSL partner would require a EU procurement exercise.
 - A strategic partnership arrangement with the HCA, as part of the wider set of arrangements outlined above.
23. It is considered that the most straightforward approach would be for the development to be pursued as a land disposal, or series of disposals. If appropriate changes are made by the government to the funding arrangements that make it a practical possibility, any development of council homes would require procurement exercises to be undertaken for constructors and consultants.

24. It is anticipated that the two cleared sites on the Elmington Estate will be offered to the market through a full marketing exercise using traditional advertising, direct marketing and a web site. A development brief will set out what the council is expecting from interested parties and will include some planning guidance. Care will need to be taken to ensure that any sale remains a land disposal transaction and does not transgress into procurement issues and therefore proposals need to be largely led by the developers.
25. It is likely therefore that the process of selecting a developer or development partner will be guided to some extent by the responses and proposals submitted. This may require a one or two stage selection process before recommendations can be made to Executive. It is proposed that developers are asked to bid on two bases; one providing 35% affordable homes and the second providing 50% affordable homes on site. Bids may come from developers or housing associations or a partnership of both.
26. Given the current property market and lending constraints, developers and housing associations are likely to seek to avoid committing too much money for the site up front and to make such payments over a number of instalments during the course of the development. There is also the opportunity for the council to take advantage of a future recovery in the housing market by requiring additional payments under overage arrangements if prices recover by the time the finished properties are sold.
27. The council will need to ensure that it obtains best value for its assets in any disposal and this will determine how any deal is structured together with management of risk. The council can seek to minimise its risk and exposure to allowing development to proceed on its land before all the receipt has been paid by devices such as requiring insurance bonds backed by major international institutions.
28. The council and a developer would be able to enter into a development agreement to implement a proposed scheme subject to obtaining planning consent. An overage arrangement would secure any future uplift in value during the course of the development.
29. An alternative, and one that needs to be considered in the current market, would be a joint venture agreement where the council puts its land into the venture and shares in the risk with the developer over the build and sale of the finished properties, subject to a minimum guarantee sum. The council's land receipt would come from a share in the profits of the development. Officers believe, in the light of other recent transactions, that this approach would generate the greatest interest. An additional advantage is that the council will have greater control of development requirements and would assist in achieving delivery of the affordable housing in the first phase.
30. The proposed outline timetable for the development of Sites A&B by others dealt with as a land disposal is as follows:

May 2009	Executive decision to agree strategy
June 2009	Development brief and invitations issued for expressions of interest
August 2009	Return and assessment of expressions of interest

September 2009	Invitation for full submission
October 2009	Submission by developers and assessment
November 2009	Selection of developer
Jan – June 2010	Planning and procurement
September 2010	Development start

Assessment of extending regeneration proposals to Blocks 1-14

31. While the phase 1 development was being progressed and thereafter, interest has been expressed by a number of residents in the remaining blocks of a similar construction at Elmington to those already demolished, whether they would have any opportunities for new housing. It is well known that the original proposal to redevelop originated from the structural weaknesses in the four 11 storey blocks, but the issue has repeatedly surfaced because of the difficulties in preparing a viable investment programme. Table 2 is a schedule of the blocks in question, including numbers designated on the location plan at Appendix 1.

Block	Name	Number of tenanted properties	Number of leasehold properties	Total number of homes
1	1-20 Houseman Way	20	2	22
2	21-29 Houseman Way	9	0	9
3	30-51 Houseman Way	15	7	22
4	29-59 (odds) Benhill Road	9	7	16
5	1-27 (odds) Benhill Road	14	3	17
6	61-91 (odds) Brisbane Street	11	5	16
7	90-106 (evens) Benhill Road	9	0	9
8	1-24 Drayton House	21	3	24
9	30-72 (evens) Lomond Grove	13	9	22
10	1-20 Broome Way	17	2	19
11	1-12 Flecker House	12	0	12
12	1-22 Procter House	18	4	22
13	1-12 Flatman House	12	0	12
14	1-14 Langland House	12	2	14
<i>Refurbished</i>				
15	1-15 Shirley House	12	3	15
16	1-26 Drinkwater House	23	3	26
17	1-47 Caspian (odds)	18	6	24

32. The next 5 year housing investment programme has yet to be agreed. In the last 5 year programme agreed in 2006, blocks 1 to 14 were programmed to be completed by 2010/11. The most recently agreed investment programme is the 2 year programme running up to 2009/10 including blocks 6, 12 and 13. Works had been undertaken to blocks 15, 16 and 17 in 2004/5. Block 6 was determined to be in high need of investment based on its repairs history, information from the Stock Condition Survey (SCS) and survey information previously provided by SBDS. As its location was adjacent to the previously refurbished blocks 16 and 17, it was deemed appropriate to include this for investment. Neighbouring blocks were also assessed, in particular blocks 12 & 13 which were physically attached to the previously refurbished block 16. Again based on SCS information and previously provided SBDS survey information it was deemed that these should be included in the package, to complete the investment cycle in the area around the Phase 1 new build properties.

33. Block 14 was not included at that time, because although its location was close to blocks 12 & 13, the investment need was not considered to be as urgent as the 3 others based on SCS information and investment history.
34. The decision to include these blocks was based on their condition, investment need and their location. However, the preparation for works at blocks 4, 5 and 7 has encountered into considerable difficulty, and highlights potential problems with blocks of a similar construction.
35. Works have been drawn up for blocks 4 and 5 and have been tendered twice since December 2004. The last tenders were returned in March 2007. The average cost to carry out the required works based on the tender returns, was in excess of £40,000 per unit. The reason for the high unit cost is the design and construction of the buildings. Works required include the complete renewal of materials to the front and back elevations, this includes the windows and the asbestos backed cladding panels beneath the windows. The windows cannot be renewed without removing and renewing the cladding panels and frames because the asbestos panels would be disturbed. The cladding panels have seriously deteriorated and are beyond repair. The cost of this work element alone, when last tendered, was over £13,000 per property. In addition to this, the blocks also require extensive concrete repairs and roof renewals in addition to repairs and decorations. Added to this, all blocks require upgrades of the landlord's electrical installation and full internal refurbishment to tenanted properties to bring them up to the Decent Homes standard. The estimated costs of internal works are also high because there is significant amounts of asbestos that will require removing to enable them.
36. Taking this unit cost for the remaining similarly constructed blocks, the overall expenditure for blocks 1-14 would exceed £10 million. Cost estimates include provision for working on leasehold homes, which would be eligible for recharge. Factoring in further deterioration in the condition of these blocks, it is likely that this amount has increased since 2007, although it is commonly considered that blocks 4 and 5 are in the worst condition. Although a lot of information has been collected over time about individual blocks, it is proposed that stock condition should be specifically assessed as part of a more extensive and comprehensive feasibility exercise.
37. As stated in paragraph 32, blocks 6, 12 and 13 have investment works programmed based on their position adjacent to the refurbished blocks. It is suggested that preparation continues for this, without passing the contractual commitment stage, while feasibility work is undertaken. Without pre-judging the feasibility, if the study led to a decision to proceed with the investment works at blocks 6, 12 and 13, these works would therefore not be further delayed and, if extended to block 14, the result would be a defined area of refurbished council blocks adjoining part of the Phase 1 new build and environmental improvements. In a similar vein, whilst the appraisal will include blocks 4, 5 and 7 in Benhill Road, there is a developing consensus that redevelopment would be the most appropriate option.
38. However, given the extensive nature of the investment work required, and the known costs, it is recommended that a review is undertaken of blocks 1 to 14 before embarking on any investment work. As well as the high overall cost of repair, there are competing pressures on the finite resources of the council's housing investment programme. In addition, there should be an assessment of the quality of accommodation that could be offered by these blocks if refurbished,

in comparison to new homes, and whether this represents a worthwhile investment for the council. It is therefore proposed that feasibility work should be undertaken for Blocks 1 to 14, taking account of stock condition, potential for redevelopment and a comparison of costs of options, including rehousing and leaseholder acquisition for redevelopment. Residents of the blocks would be consulted as part of this exercise, including how rehousing would be dealt with. The rehousing process for tenants would be managed through Homesearch, affording Band 1 status to tenants in accordance with the rehousing and redevelopment programme. If agreed, this process would be sequenced with the other rehousing in regeneration schemes to avoid particular demand peaks. Homeowners would need to be bought out in accordance with the practice adopted for other regeneration schemes. Consideration would be given to developing options for homeowners who may not be in a position to buy another property. It would also be necessary to serve Demolition Notices on residents of the blocks in question, to prevent any further Right-to-Buy purchases.

39. It is anticipated that if agreed, the option appraisal process would be undertaken by the end of July 2009, with evaluation and assessment leading to a report back to Executive in early September. If it is decided that the regeneration scheme should be extended, the tenure mix and scale of the new development should reflect planning policy, including London Plan requirements for reprovision of affordable homes. It may be necessary to phase the tenure distribution as outlined at paragraph 22, so that a higher proportion of social homes is provided in the early phase of development at Sites A and B to provide rehousing capacity, and to balance the tenure mix with the later phases, to support a mixed and balanced community.

Policy Implications

40. The proposals outlined above are in line with several of the council's housing priorities as outlined within the current housing strategy - in particular the provision of affordable housing by increasing opportunities for housing development and the improvement of the quality of all homes and neighbourhoods by bringing council homes up to Decent Homes standard.

Community Impact Statement

41. There are two key groups that the proposed variation to the 1999 and 2005 executive decisions will impact on: - households seeking to exercise their option to return to the new development and the wider community in relation to the provision of a community hall.
42. All tenants who were displaced from the estate were given the option of returning to the Elmington area. The majority of these households were re-housed to the newly built council properties developed in Phase 1. 124 of the 136 new properties were let to tenants rehoused as part of the scheme. The remaining tenants who moved away continue to have the option of returning to the site within the revised proposal, albeit to a new RSL property. The 15 households identified have been consulted on the principal of the proposed change to involve an RSL, and will be further consulted in detail about the new development and their housing options.
43. The need for community facilities for residents of the mid-Elmington area will need to be assessed in accordance with work ongoing on an area and borough-wide basis.

44. Generally this proposal will provide a mixed development of housing for sale, shared ownership and affordable units in an area which consists of predominantly council housing, potentially providing a boost to the economic and social environment of the area.
45. The decision to extend the scheme to the low rise blocks, will impact on the residents of those blocks, and detailed consultation will be undertaken as part of the feasibility process.

Resource Implications

46. Works and associated costs to date on the regeneration of the Elmington Estate have been funded from the housing investment programme, to a total of approximately £17m. The programme included further provision of £4.3m for future phases, including £1m for a community hall, £3.3m for phase 2, of which £0.1m has been spent to date, plus an additional borrowing allocation of £1.5m for the creation of larger units within phase 2, which has now been diverted elsewhere within the programme to avoid loss of funding. It had been anticipated that capital receipts of up to £5m would return to the programme for reinvestment elsewhere in the housing stock. While the disposal of sites A and B will achieve the generation of capital receipts, the level of these is uncertain in the current economic climate.
47. There are 192 residents (excluding leaseholders) in blocks 1 to 14 who will be eligible for Homeloss and disturbance compensation. Assuming homeless at a rate of £4,700 per property and a disturbance allowance of £750 per property, this amounts to a cost to the council of £1,046,400.
48. There are currently 44 leaseholders across blocks 1-14. Assuming property valuations of around £150,000 this amounts to a cost to the council of £6.6million to buy out leaseholders, excluding Homeloss payments. This amounts to an overall cost to the council of in the region of just under £7.7million to secure vacant possession, excluding Homeloss payments to leaseholders
49. The proposed costs estimated at £7.7m to secure vacant possession of further blocks will place an additional burden on the investment programme in the short term, although this may be offset in the medium term by a reduced investment requirement to make the properties decent. Should site disposal then be the preferred option, the level of the capital receipts cannot currently be quantified.
50. Any capital receipts generated by disposal should be earmarked for the reimbursement of costs borne by the housing investment programme, as was originally envisaged.
51. Capital receipts may be anticipated as a result of the disposal of Sites A and B. The choice of delivery options, as outlined at paragraph 22 would affect the amounts and timing of receipts.

Consultation

Residents

52. Since 1999, consultation with residents in relation to the development proposals for the Elmington has been regular and ongoing. This has taken the form of

letters, interviews, public meetings and the production of an Information Pack. A project group was also established comprising residents, officers and consultants and met regularly from 2000 to January 2007. Since that time progress reports have been provided to the T&RA. The local housing office has also maintained records of the 15 households who were rehoused from the original blocks and who have requested to exercise their option to return to the new development. As part of a wider consultation with these residents about any possible changes in their housing requirements – in terms of both the size of unit and specific housing needs. They have also recently been consulted by letter on the proposal that the homes to be built will be RSL not council homes. The initial findings are summarised as follows:

- Everyone spoken to still wants to return to a new Elmington home, not remain permanently in their current home.
- General disappointment that there has been such a long interval from the time that rehousing took place to the time that new homes will be ready.
- Unhappiness that the new properties may not be council homes, given that this was the original choice when rehousing was proposed.
- Concern that RSL homes will have higher rents than council ones.
- Feeling that if there is a change in direction to RSL homes that there should be other council rehousing opportunities from what is viewed as a temporary home.
- Most respondents wish to know more about the development proposals and timetable and also about how RSLs.

53. In response to the concerns raised, a follow up letter and an insert outlining the differences between council and RSL tenancies has been sent to the 15 households inviting further comments before the consultation formally concludes on 15 May 2009. The final outcomes of this consultation will be provided as an addendum to this report. More detailed consultation would routinely be undertaken as the development proposals are worked up, with households with the option to return. In the event that these proposals are agreed, it is recommended that work is undertaken with the relevant households to offer reassurance that the development will proceed and on the working of RSLs as landlords particularly concerning tenancy conditions, rents and service charges and resident involvement.

54. Discussions have already been held with the Elmington (previously Mid-Elmington) T&RA residents about the redevelopment of blocks 4, 5 and 7 and there is strong support for this option. It is proposed that as part of the option appraisal exercise, residents of all blocks 1-14 should be consulted about the rehousing process in accordance with the *rehousing in regeneration* part of the lettings policy. If it is decided that any rehousing is necessary before new homes are available on sites A and B immediately, tenants will be rehoused to existing affordable homes through Homesearch and given the option to return to the new homes that are built on sites A and B once they have been completed.

The Wider Community

55. From late summer 2007 discussions have taken place with both Mid Elmington and D'Eynsford T&RA representatives to discuss both a business plan and the capacity of the T&RAs for the development of a new community centre. At a special meeting on 13 September 2007 it was clear that neither the capacity, nor a business plan could be achieved in time to justify the development of a new

community facility. Further discussions are planned with residents about capacity in the wider community, which will take into account any population increased resulting from any new development at Elmington.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director for Legal and Democratic Services

56. Section 105 Housing Act 1985 requires the council to consult with secure tenants on matters of housing management, which in the opinion of the council as landlord represents a change in practice or policy of the authority and is likely to substantially affect either secure tenants as a whole or a group of them.
57. The proposed amendment relating to redevelopment of Site A and B is unlikely to substantially affect secure tenants as a whole. General consultation is not therefore required.
58. The proposed amendment could be seen to affect displaced tenants who have requested/been given an option to return to the Estate; although the amended proposal provides that such tenants will still be offered a property on the site, they are likely to be offered a new home provided by a RSL as opposed to a council property. Tenants of RSLs enjoy similar security of tenure to council tenants, however, there are some differences between council secure tenancies and RSL assured tenancies. The council may not consider the effect on this group of tenants to be 'substantial', and if so, statutory consultation will not be necessary. However, representations made to displaced tenants as to options to return to council properties on the site during the course of consultation on the original proposal may give rise to an expectation of consultation on the proposed changes. To meet legal requirements consultation should:
 - be undertaken when the proposals are still at a formative stage
 - include sufficient reasons for the proposals to allow any interested party the opportunity to consider the proposal and formulate a response
 - allow adequate time for interested parties to consider the proposal and formulate their response;
59. The report sets out the consultation that has taken place. Executive members should take the outcome of consultation into account when the taking a decision on the proposals.
60. The report does not ask members to take a decision to dispose of any land at this point; any such decision will be taken by executive in the future under recommendation 2. At the point of that decision, the executive will consider the rules set out about disposal of properties held for housing purposes under Part II of the Housing Act 1985 which can only proceed in accordance with Section 32 of the Housing Act 1985, for which purposes the consent of the Secretary of State for the Department of Communities and Local Government is required. It is imperative therefore that the council are in a position to satisfy the requirements prior to the disposal of the land referred to in paragraph 2 of this report.

Finance Director

61. It is proposed in recommendations 1 and 2 that a scheme is brought forward for development of existing sites A and B. Expressions of interest would then be

sought from developers and HCA grant funding would be explored. Disposal to developers for an agreed scheme would meet the need to achieve capital receipts from the sites already cleared, in order to reinstate funding of past council new-build and to provide the expected contribution to investment across the HRA. Overage agreements could be used to capture some of any post-sale future rise in value. It is possible, however, that disposal may not generate enough viable interest and some form of arrangement whereby the council offered land in return for future sales proceeds might be considered - this would delay the capital receipts compared with disposal. Community provision is not proposed to be included in the scheme and the need in the wider area will be reviewed - any new facility would require funding to be identified

62. Recommendation 3 is to consider preparing a bid for HCA Challenge Fund grant to assist in funding new council building on part of Elmington A&B and other council owned sites. This would be a separate exercise as an option for delivering some of the affordable housing and would not be an initial requirement in the development scheme. Grant funding is only likely to cover part of the capital cost of new-builds and prudential borrowing for the balance would be difficult to justify as affordable, given uncertainty over HRA subsidy and other income in future years. Under proposed new CLG arrangements council new-builds could be exempted from subsidy clawback and Right to Buy capital receipt pooling - this would give the HRA an extra income stream from these properties of rent in excess of management and repair expenses. If prudential borrowing were not possible and council new-build considered a priority, diverting of other HRA capital resources might be required to meet non-grant-aided capital costs in return for long-term recoupment through the rental stream providing additional annual revenue contribution to capital.
63. Recommendations 4 and 5 concern the feasibility study and options for 14 existing blocks on the estate requiring decent homes investment. The study may recommend demolition of some blocks, in which case there is a revenue impact - the effect of each tenanted dwelling lost is a combination of rent loss, subsidy gain and running cost savings but at average current costs the net average loss per tenanted property is around £2,000 p.a., so if all blocks were developed (192 tenanted and 44 leasehold dwellings) a £384,000 p.a. eventual loss, reduced pro-rata if only some of the blocks were demolished. Any long term loss would need to be met from future HRA revenue savings, yet to be identified, and at a time when redevelopment elsewhere, particularly of Aylesbury Estate, may require an even larger saving. During decant there would also be additional management, welding and security costs, again needing to be met from savings elsewhere unless voids arising from the decants could be used for temporary accommodation to provide short-term rental income. Capital effects of any demolitions would include the cost of buying out leaseholders and in paying home loss and disturbance allowances to residents - around £7.7 million for all fourteen blocks, less pro-rata if fewer were demolished. Not retaining some of the blocks would enable capital receipts to be generated to help fund investment work and would also reduce the need for major decent homes investment, which would otherwise total approximately £10m for all the blocks, part of the borough-wide decent homes investment programme, which is not fully funded. Given the revenue and capital impact of any solution it may be advisable to continue letting and not finally approve any new redevelopment until there is a positive indication - from the sale of the existing Elmington redevelopment land - that significant receipts can be achieved from later sites.

Concurrent from the Head of Property

64. The current economic climate has made it more difficult to secure a development partner able to finance a scheme of this size. However there are few opportunities of the calibre of Elmington and this, subject to the development agreement reached, should attract a good response.
65. It will most likely be necessary to structure any redevelopment proposal/disposal in a way which reflects these difficulties. This can be achieved in a number of ways but primarily include the council entering into a joint venture with a development partner or a phased payment structure within a development agreement with overage payments to capture expected uplift in values.
66. Managing the risk to the council of such arrangements is important and this can be achieved in a number of ways including insurance bond guarantees.
67. Neither private nor affordable housing is selling at the prices or volumes of a couple of years ago. Grant will be required to support the S106 housing and it is worth investigating the option of further HCA funding in an attempt to increase the viability of redevelopment proposals, whether in a conventional way of as part of a strategic partnership.
68. There may be some advantage in delivering the social housing element of any scheme first as this could provide a secure receipt ahead of the private market for sale.
69. Only when further work has been carried out on the details of any redevelopment scheme and the likely planning density of the site will it be possible to carry out a worthwhile valuation appraisal.
70. The estate could be redeveloped in a phased manner allowing units to be built on the cleared sites that could be used to decant people from the existing blocks that require the most urgent attention. Part of the cleared sites to the north could provide valuable private housing to help fund further development of the estate.
71. Many of the units on the Elmington Estate have at least 3 bedrooms and gardens and this potential re-provision along with a number of other issues will have to be factored into the planning of any development.
72. There are multiple leaseholders in the various blocks that constitute the Elmington Estate and it will be necessary to acquire their interests prior to re-development. It is likely that this would cost several million pounds to achieve and could cause delays in the development timetable especially if Compulsory Purchase Orders are required. However without vacant possession of the blocks it will not be possible to commence re-development of the remaining Elmington blocks.
73. To enable the council to consider acquiring the leasehold interests in any block that may be deemed suitable for redevelopment it will be necessary to have complete and watertight grounds to justify the use of any compulsory purchase under the Housing Act. The council will have to demonstrate conclusively that redevelopment rather than refurbishment is the appropriate route to follow.
74. Until more detailed proposals are drawn up it is not possible to give an accurate timetable for development however once approval is given to take the cleared

sites to the market, it is estimated that a report could be bought back to executive detailing the interest, basis of offers and making recommendations, within 5 to 6 months of the instructions to proceed.

Planning policy

75. The London Plan (consolidated with alterations) 2008 and the Southwark Plan (2007) form Southwark's development plan. Planning decisions should normally be made in accordance with the development plan. London Plan Policy 3A.12 (Loss of housing and affordable housing) states that UDP policies should prevent the loss of housing, including affordable housing, without its planned replacement at existing or higher densities. This means that usually there should be no loss of housing, including no loss of affordable housing.
76. Southwark's Affordable Housing Supplementary Planning Document (2008) provides more guidance on Southwark's existing approach to the replacement of affordable housing on estate redevelopment. When there is a net increase in the amount of housing provision through estate redevelopment, normal policy requirements for affordable housing do not usually apply to any additional housing that is built on the sites. Therefore, requirements for the provision of additional affordable housing in estate regeneration schemes is done on a case by case basis in consultation with the GLA and needs to be informed by a financial appraisal.
77. The Southwark Plan will be replaced by the emerging Core Strategy in 2010. The draft document is looking at not requiring 100% replacement of social rented housing on estate regeneration schemes.
78. Southwark's Residential Design Standards Supplementary Planning Document (2008) sets out the standards of design required from all new housing. This includes room sizes, requirements for Lifetimes Homes and Wheelchair housing. These standards apply to all new housing.

BACKGROUND DOCUMENTS

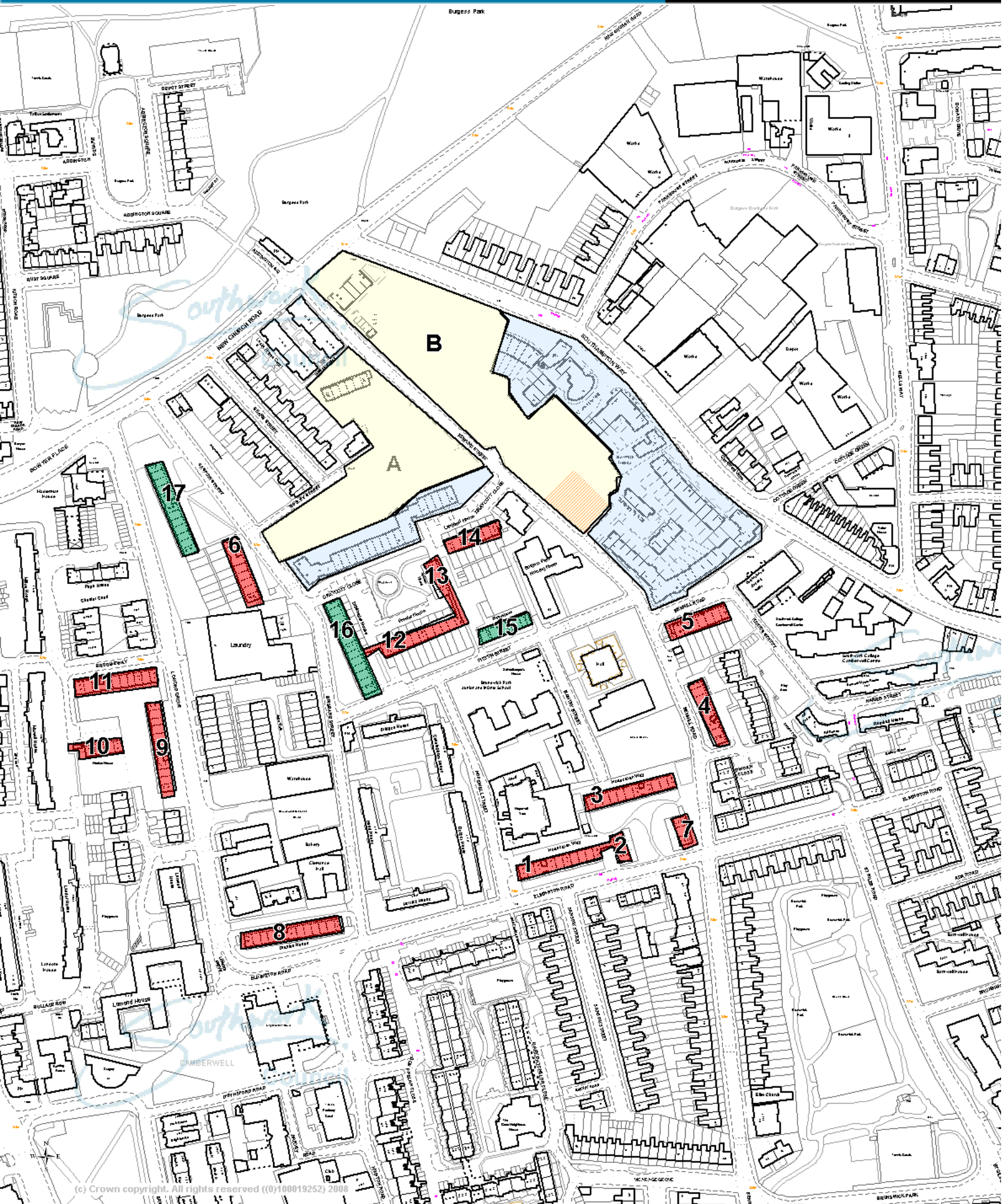
Background Papers	Held At	Contact
No applicable documents		

APPENDICES

No.	Title
Appendix 1	Elmington Estate – site map

AUDIT TRAIL

Lead Officer	Patsy Aduba, Head of Housing Strategy & Regeneration	
Report Author	Maurice Soden, Regeneration Initiatives Manager	
Version	Final	
Dated	May 8 2009	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director for Legal and Democratic Services	Yes	Yes
Finance Director	Yes	Yes
Head of Property	Yes	Yes
Executive Member	Yes	Yes
Date final report sent to Constitutional/Community Council/Scrutiny Team		May 11 2009



Item No. 9a	Classification: Open	Date: May 19 2009	Meeting Name: Executive
Report title:		Addendum to: Strategic Vision for Elmington Estate	
Ward(s) or groups affected:		Camberwell Green Ward	
From:		Strategic Director of Regeneration and Neighbourhoods	

PURPOSE

1. To update executive on the outcome of consultation with the 15 tenants rehoused from Phase 1 and who still have the option to return. (See paragraphs 42 and 52 of the "Strategic Vision for Elmington Estate" report).
2. To update executive on the release of guidance for the Challenge Fund to build new council homes.

BACKGROUND

3. On May 5 2009, letters were sent to the 15 households explaining the proposal under consideration to pursue the next stage of the Elmington scheme with a RSL providing the new affordable housing rather than the council. The letters also requested that the tenants respond to the following questions:
 - a. Do you still wish to return to a new home on the Elmington Estate?
 - b. Would you be interested in returning to a new home at Elmington if it was provided by a housing association?
 - c. I would like to discuss this idea with the council before answering the questions.
 - d. Do you have any other thoughts that you would like the council to know as we develop our proposals to redevelop the vacant Elmington sites?
4. The letters were followed up with phone calls. The majority of responses to the questions were received via the telephone follow up.
5. As many of the respondents' concerns were about the scope of the proposal and difference between housing associations and the council, a second letter was sent with a housing association fact sheet attached and offering to make available copies of the report. The letter also encouraged initial or additional responses and comments before the consultation concluded on May 15 2009.

CONSULTATION OUTCOME

6. Nine out of the 15 tenants responded to the questionnaire.
7. All of the respondents wished to return to the estate. However, only 3 were willing to return as housing association tenants, whilst 3 wanted to remain council tenants and 3 were unsure.
8. Eight of the respondents want to discuss the idea further before committing to an option and, of the eight, 5 requested additional information.
9. Additional comments from the respondents are summarized as follows:

- a. Didn't sign up for returning to a housing association home, wants to retain the Right to Buy.
- b. Wants more information on housing associations. Is not happy on current estate, wouldn't mind moving to another council property if it had 4 bedrooms as have just had new granddaughter and current property is too small. Has concerns about rents.
- c. Would like to know more about disturbance payments (only got £1,500 when others got £3k); also what housing options are available if not returning to the site.
- d. Would not mind not returning to the Elmington; want a house with a garden, storage space and amenities
- e. Feels very let down by the entire process - returning to a Housing Association home is not what he agreed to. Wants to know what other options are.
- f. Wants further information about options - bed need has increased since was moved off the Elmington.

BUILDING COUNCIL HOMES

10. Since the report was finalised, the HCA have issued the guidance on the Challenge Fund. The two bidding rounds have extremely challenging timescales, with submission required by 31st July and 30th October respectively. These do not compare favourably with the development timetable for Elmington outlined at paragraph 30 of the report, and would require that a twin track process was put in place for part of Site A, ie a competitive funding bid, and inclusion in the disposal process for the wider sites. This may be a further unwelcome degree of complexity for a scheme that is already relatively complicated. If it is felt appropriate to make a Challenge Fund bid to build new council homes, it is not likely that the best chance of success would lie with Elmington. It is recommended that efforts should be concentrated on other suitable council-owned sites.
11. It is proposed that Recommendation 3 be amended to:

That executive agree that consideration is given to preparing a Challenge Fund bid to the Homes and Communities Agency (HCA) to build new council homes on alternative suitable council-owned sites but not on the Elmington estate.

AUDIT TRAIL

Lead Officer	Patsy Aduba, Head of Housing Strategy & Regeneration	
Report Author	Maurice Soden, Regeneration Initiatives Manager	
Version	Final	
Dated	May 14 2009	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director for Legal and Democratic Services	Yes	No
Finance Director	Yes	No
Head of Property	Yes	No
Executive Member	Yes	No
Date final report sent to Constitutional/Community Council/Scrutiny Team	May 15 2009	

Item No. 10	Classification: Open	Date: May 19 2009	Meeting Name: Executive
Report title:		Core Strategy Preferred Options	
Ward(s) or groups affected:		All	
From:		Strategic Director of Regeneration and Neighbourhoods	

RECOMMENDATIONS

1. That members agree the Core Strategy Preferred Options (appendix A) with any changes (set out in table 1 and 2) for consultation.
2. That members comment on the consultation plan and report (appendix B and C).
3. That members comment on the draft Sustainability Appraisal (appendix D).
4. That members comment on the Equalities Impact Assessment (appendix E).

BACKGROUND INFORMATION

5. The Core Strategy will provide the overarching planning framework for the borough. It will be a spatial plan which delivers the vision and objectives for Southwark set out in Southwark 2016. Looking forward to 2026, it will set out the kind of place we want Southwark to be, showing the areas in which growth will be expected to occur, those areas Southwark wishes to protect, such as open spaces, locations for employment uses, and Southwark's approach to maintaining a stable and balanced community through the delivery of schools, affordable housing and leisure facilities. Like all development plans, the Core Strategy must be consistent with national planning guidance and in general conformity with the London Plan. It must show how Southwark will deliver its regional housing target, as well as targets set for the opportunity areas (Elephant and Castle and London Bridge/Bankside) and areas for intensification (Canada Water). It will also need to focus on implementation and show when development in strategic areas will be delivered. It will also need to address how the transport and social infrastructure such as schools, which are needed to support growth, will be provided.
6. The programme for preparing development plans (the Local Development Scheme) has been agreed by the Secretary of State. We are currently at the second stage of preparing the plans. The first stage involved consulting on an issues and options report, we are now deciding the approach for the Core Strategy by consulting on a preferred option.
7. The process for preparing the Core Strategy is slightly different from preparing a unitary development plan. Under the new planning system, the council must consult on options prior to consulting on the draft plans themselves. Following consultation on the draft plans, they are submitted to the Secretary of State who will appoint a planning inspector to hold a public examination of the Core Strategy and AAPs.
8. At preferred options stage, the council must consult on our approach for the Core Strategy. These options must establish our distinct and viable approach for future growth and development. It is important that at this stage the council recognises that it is not starting from scratch. In a number of respects, Southwark's strategy has already been tied down. The Elephant and Castle regeneration is already

underway, as is the regeneration of Bermondsey Spa. The preferred options are not turning back the clock and must focus on those alternatives which are genuinely still open. The preferred option is accompanied by interim sustainability appraisals (the full appraisals are prepared at the preferred options stage), equalities impact assessments and consultation plans. These documents are available to view on the internet.

9. The publication/submission version will be brought back to members in November for adoption for consultation and submission to the Secretary of State.

CONSULTATION

10. The Planning and Compulsory Purchase Act 2004 (as amended by the Planning Act 2008) and the council's Statement of Community Involvement require consultation at preferred options stage to be ongoing and informal. To guide the overall approach to consultation on the Core Strategy and the AAPs, the council has prepared overarching consultation strategies for each of the documents. At each stage in preparing the documents, the council will also prepare detailed consultation plans.
11. The council will consult over a period of 12 weeks (until July 10 2009), in line with the requirements of the SCI, the second half of this period will comprise a period of formal consultation. All documents will be available on the internet, in council offices, libraries and area housing offices. Adverts will also be placed in the press.
12. It is important to recognise that a considerable amount of consultation has taken place over the last few years. The council aims to build on this process and demonstrate that previous comments have been taken into account to try and avoid consultation fatigue.

KEY ISSUES FOR CONSIDERATION

13. We are faced with many challenges in making sure the Core Strategy meets the needs of our diverse population and environment. These include:
 - How we can achieve sustainable development by balancing environmental, social and economic needs to ensure a good quality of life for now and in the long term.
 - How we can build more housing and how it can meet the needs of such a diverse population. This includes how we can provide family housing, housing for first time buyers, social rented housing and different types of housing such as flats and houses.
 - How we can balance the need for more housing with other demands on the land such as for community facilities, open spaces, new offices and leisure centres
 - How we can continue to develop our economy and link local people to jobs.
 - How we can make sure we provide space for new small businesses and creative industries
 - How we can continue to improve the accessibility of Southwark including safeguarding land for possible new public and river transport and improving walking and cycling routes.
14. Based on the feedback we received on our issues and options report, we have decided to take forward mainly the growth areas approach, with some ideas from the housing led approach, as our preferred option.

15. We will prioritise development in the growth areas:
- Central Activities Zone
 - Elephant and Castle opportunity area
 - Peckham and Nunhead action area
 - Canada Water action area
 - Bankside, Borough and London Bridge opportunity area
 - Aylesbury action area
 - West Camberwell housing regeneration area
 - Old Kent Road regeneration area.
16. Most new development will happen in the growth areas. We are aiming to balance providing as many homes as possible with growth of other activities that create successful places such as places to work, leisure, arts and culture, sports, health centres and tourist activities. We will encourage developments to focus on the strengths of places that make the different areas of the borough distinctive.
17. The policies that we use to implement our growth areas approach will be based on themes and objectives in the Sustainable Community Strategy 2016. These are:
- Sustainable development to make sure that all developments balance up the benefits and drawbacks of development. We want to make sure that all new development is sustainable with the best development for each place based on an assessment of social, economic and environmental needs. We will retain requirements for sustainability assessment to measure this.
 - Sustainable transport to make Southwark very accessible so that people can get around the borough and to destinations outside the borough very easily. In particular, we want to make Southwark accessible by sustainable types of transport, such as walking, cycling and public transport where possible, rather than the car. This approach will reduce congestion and pollution and make places easier to get to and around. We also want to improve our town centres so that people do not need to travel far to get to shops, libraries, open spaces, health and leisure centres. We will retain requirements for transport assessments to measure this.
 - Shopping, leisure and entertainment to make sure we have a network of successful town centres which have a wide range of shops and services and things for people to do. Our centres will be well used because they are vibrant, easy to get to, friendly and safe. We will retain requirements for larger and busier developments to go into the town centres.
 - Places to learn and enjoy, to make sure we have enough community facilities, such as schools, libraries, health centres and faith premises to help meet people's needs. These facilities can improve people's lifestyles, make places unique and help create areas which are friendly and safe. We want to ensure that larger facilities are located in town centres and places which are easy to travel to. Smaller facilities that only serve the local community can be located anywhere. To do this we need a more joined up approach to how we will use our existing community buildings, schools and facilities. Along with building new schools and improving existing schools (Southwark Schools for the Future) to provide education for children in Southwark, we will continue to ask for payments for community facilities and schools that new people living in an area will use.

- Provide new homes to help meet the housing needs of people who want to live in Southwark and London by providing high quality new homes in attractive environments, particularly in our growth areas. We will encourage new housing, as long as the local character, the environment, open spaces and Southwark's heritage are not harmed. We will do this by developing housing on sites we own, including sites in Elephant and Castle, Bermondsey Spa, Canada Water and Peckham, through our regeneration programmes. Ensuring that development is of the right size and character (density) for the area so that we can build as many homes as possible while creating attractive places which fit well with their surroundings. We have changed some of these areas from the designations in the Southwark Plan. We have put more of the borough within the suburban zone to make sure that we build homes and developments that are a similar size to those already there, in places where there will be little development. We will no longer allow higher density in areas just because they have high levels of public transport accessibility. Instead we will only allow high densities in the opportunity areas and core action areas as this is where we want to focus the majority of our new development.
- We have set out the sites that could be available for the development of housing. This is to consult on sites that could help meet our housing targets. This does not mean that we consider housing to be appropriate on all of these sites. This is an early consultation stage. We will be setting out more detail about the type of development and how much development could go on each site at the next stage of consultation.
- Homes for people on different incomes by providing homes that are affordable for people on a wide range of incomes including social rented, intermediate and private housing.
- Family homes with 3 or more bedrooms for people on all incomes to help make Southwark a borough which is attractive for families. We will ask for developments of 10 or more units to have at least 65% of homes with 2 or more bedrooms, 25% to have 3, 4 or 5 bedrooms and a maximum of 35% of homes to have 1 bedroom. A minimum of 50% of homes with 2 or more bedrooms must have two double bedrooms and a maximum of 5% of homes will be allowed to be studios and then only for private housing. The only exception is the Elephant and Castle opportunity area where 10% of homes in a development must have 3 bedrooms or more.
- Student homes which meet the needs of local communities whilst ensuring that they enhance areas and that we have enough sites on which to build other types of homes including affordable homes.
- Gypsies and travelers site provision which endeavors to meet the Mayor's targets.
- Increase the numbers of jobs in Southwark and reduce the barriers that prevent local people from finding people work. To achieve this we need to maintain and encourage a wide range of businesses within an environment so that they can thrive. The main places for this will be the Central Activities Zone, town centres, the core action areas and strategic cultural centres. We will protect and encourage small business units, tourist facilities, culture and creative industries and preferred industrial locations. We are proposing also to protect the Parkhouse Street industrial area for a tram or alternative depot and to remove protection of industrial uses as the Tower Industrial Estate to allow a wider range of uses. We will also target new jobs and

training to local people through planning obligations. Hotels may be becoming dominant in particular areas so we are considering restricting them in these places and encouraging them where they would enhance areas.

- Protection and improvement of open space to make places attractive and popular and provide sport and leisure opportunities. We will protect metropolitan open land, borough open land and other open space. We will protect nature reserves, woodlands, wildlife and trees. We will protect allotments and sports grounds. We will ask for new open spaces with developments, create and improve outdoor sports facilities., review open spaces to find out if more need protection and protect some spaces as part of the green chain walk. We will also ask for payments for improving open spaces, access to open spaces, sports facilities, trees and nature conservation from developments so that we can try to create more and improve open spaces especially in dense areas where there is lots of development.
- High standards of design to create distinctive places which are attractive and fit well with their surroundings, which are safe, easy to get around and feel comfortable to live, work, study and relax in. We are also trying to make sure that Southwark's places of historic value, including its conservation areas, listed buildings, archaeological priority zones and monuments, are protected or improved.
- High environmental standards to achieve positive designs to improve the quality of places, provide higher living and working standards, improve the environment and reduce the impacts on climate change. To achieve this will introduce a policy for the highest possible standards for all development and we will set code for sustainable homes and BREEAM levels as standards. We will also allocate a site to process our waste.
- A number of changes to the planning committee version have been suggested. These are set out in tables 1 and 2 and a track changes version of the preferred options is available as appendix . This are attached at the back of this report.

Community Impact Statement

18. The purpose of the Core Strategy and the AAPs is to facilitate regeneration and deliver the vision of Southwark 2016 in a sustainable manner ensuring that community impacts are taken into account.
19. In preparing the preferred options report, the council has also completed Equalities Impact Assessment (EqIA) scoping reports (available on the website). These highlight a number of key issues that need to be addressed in preparing the Core Strategy and 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 Core Strategy and AAPs are open and accessible to all members of the community. To help address this issue the council has prepared consultation strategies which set out the principles of how it will consult and the importance of reducing barriers to consultation. These emphasise that particular needs such as access, transport, childcare and translation need to be considered, as well as a strategy to broaden the appeal of taking part in consultation and make it attractive to a diverse range of people and groups. At each stage, participation will be monitored and analysed to see whether any particular groups have not been engaged and whether this can be addressed at the next stage.

20. Other issues which the EqIAs highlight include access to housing for all groups. There are particular groups, such as BME communities, who are affected by the size of housing available and have a need for more family sized units. We also need to consider the benefits of regeneration of areas versus improvements to tenants homes to ensure that we consider the needs of current residents in addition to how areas can be improved. It will also be important to ensure that homes are adaptable and meet lifetime homes needs, and that homes which can be easily adapted to wheelchair use are provided. The latter are important considerations for the elderly and people with disabilities. The council has a statutory duty to provide for Gypsies and travelers, and this needs to be taken into account in allocating sites in the plan. It will also be important that the plans help reduce barriers to work which are experienced by those with low skills, single parent families, and people with disabilities in particular. This will have implications for a number of the council's equalities target groups, including the young and older people, people with disabilities and people in BME communities whose first language is not English.
21. Other important issues include access to facilities, to shops, jobs, schools etc. It will be important to ensure that provision is located in areas which are accessible. This can be particularly important for groups who are less likely to have access to cars, including the young and elderly. While it will be important to improve access to public transport and reduce parking requirements, it should be borne in mind that some groups rely on cars, particularly families and the elderly.
22. Draft sustainability appraisals have been prepared to ensure the wider impacts of development are addressed. Both the sustainability appraisals and the EqIAs will be taken forward and revised at publication/submission version stage.

Resource/Financial Implications

23. None at this stage, however, the team will work closely with colleagues in FMS over the coming months to identify and evaluate any financial impact arising from the development of the Core Strategy.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Legal and Democratic Services

24. The Core Strategy is a development plan document (Regulation 7 of the Town and Country Planning (Local Development) (England) Regulations 2004 ("the Regulations")) and a draft Core Strategy will be subject to independent examination once the Preferred Options has been developed, post consultation, into a submission draft Strategy.
25. The Core Strategy Preferred Options, the accompanying consultation plan, the consultation report, the interim Sustainability Appraisal and the Equalities Impact Assessment, together with comments of members of Planning Committee, are presented to the Executive for approval of the Preferred Options for consultation prior to the preparation of a submission draft document.
26. The Core Strategy Preferred Options sets out which of the options from the Core Strategy Issues and Options Report (October 2008) are being pursued.

The Consultation Plan/Consultation Report

27. The production of the Core Strategy is required to follow principles for community engagement in planning. In particular Regulations 24 and 25 of the Town and Country Planning (Local Development) (England) Regulations 2004 ('the

Regulations') require the council to consult with the community and stakeholders during the preparation of the preferred options and publish an initial sustainability report. Regulation 26 and Section 19(3) of the Planning and Compulsory Act 2004 ("the Act") specifically require local planning authorities to comply with their adopted SCI.

28. Where the SCI exceeds the consultation requirements of the Regulations, it must be complied with. The involvement of the public and stakeholders across different sectors in preparing the Core Strategy must follow the approach set out in the council's SCI. This means that the Council is required to undertake timely and effective consultation. The approach outlined in the attached consultation documents is legally compliant and appropriate.
29. We will use a questionnaire to gather responses on the Core Strategy Preferred Options report. A draft of the questionnaire is included within the document in appendix A, and we have inserted consultation questions throughout the document. These questions and the questionnaire will be set out more clearly in the final version of the Core Strategy, before it goes out for formal consultation.

The Core Strategy Preferred Options

30. In devising its Core Strategy the council is required to be consistent with national policy and in general conformity with the London Plan. This means that the choices made regarding, for example where growth should take place should follow national and regional policy.
31. The Core Strategy is key to delivering corporate and community aspirations. Therefore the key spatial planning objectives for the Southwark area should be in alignment with priorities identified in the SCS.
32. The Core Strategy must be justifiable. It must be founded on a robust and credible evidence base and should be the most appropriate strategy when considered against the reasonable alternatives.
33. The ability to demonstrate that the plan is the most appropriate when considered against reasonable alternatives delivers confidence in the strategy. It requires the council to seek out and evaluate *reasonable* alternatives promoted by themselves and others.
34. The Core Strategy must be effective. This means that it must be deliverable, flexible and able to be monitored.
35. Deliverability is demonstrated by showing how the vision, objectives and strategy for the area will be delivered, by whom and when. This includes making it clear how infrastructure which is needed to support the strategy will be provided and ensuring that what is in the plan is consistent with other relevant plans (such as other DPDs) and strategies relating to adjoining areas.
36. Flexibility is demonstrated by showing that the Core Strategy can deal with changing circumstances. Core strategies should look over a long time frame – 15 years usually but more if necessary.
37. It is important to note that it is not always possible to have certainty about the deliverability of the strategy. In with a strategic approach to community involvement.
38. In these cases the Core Strategy should show what alternative strategies have been prepared to handle this uncertainty and what would trigger their use.

39. A Core Strategy must have clear arrangements for monitoring and reporting results. Monitoring is essential for an effective strategy and will provide the basis on which the contingency plans within the strategy would be triggered. The delivery strategy should contain clear targets or measurable outcomes to assist this process.

Soundness of the Core Strategy

40. Under the Planning and Compulsory Purchase Act 2004 S 20(5)(a) when the Core Strategy is finalised and submitted to the Secretary of State, an Inspector will be charged with firstly checking that the plan has complied with legislation and is otherwise sound. Section 20(5)(b) of the Act requires the Inspector to determine whether the plan is 'sound'. The 'soundness test' includes in particular ensuring that the plan:

- a) has been prepared in accordance with the Local Development Scheme
- b) is in compliance with the Statement of Community Involvement and the Regulations;
- c) has been subject to Sustainability Appraisal;
- d) has regard to and is consistent with national policy;
- e) conforms generally to the Spatial Development Strategy, namely the London Plan;
- f) has regard to other relevant plans, policies and strategies such as other DPDs which have been adopted or are being produced by the Council;
- g) has regard to any sustainable community strategy for its area; and
- h) has policies, strategies and objectives which are coherent, justified, consistent and effective.

41. These are the overarching principles that should be in members' minds when approving the documents before them.

42. On the basis of the evidence that has been reviewed there is no reason to believe that a Core Strategy based on the present Preferred Options will not be sound. However, prior to the finalisation of the submission draft further issues will need to be considered and developed further. These include:

- a) the relationship between the Core Strategy and the policies of adjacent Boroughs where there are cross boundary implications;
- b) how the Core Strategy addresses the three Area Action Plans (AAPs) that are emerging;
- c) how the Core Strategy will be flexible enough to accommodate changes in policy within the London Plan;
- d) as indicated in the Preferred Options document, how the proposals will be implemented and, in particular, the infrastructure implications. A clear strategy for delivering (and paying for) the required infrastructure will need to be developed;
- e) the mechanisms that will be used to monitor the implementation of the CS and what approaches will be taken to address changes in circumstances.

Sustainability Appraisal

43. The Planning and Compulsory Purchase Act 2004 requires a Sustainability Appraisal (SA) to be prepared for all emerging development plan documents and therefore this applies to the Core Strategy. A strategic environmental assessment (SEA) is required by the Environmental Assessment of Plans and Programmes Regulations 2004 and this normally forms part of the Sustainability Appraisal.

44. The Sustainability Appraisal required by section 19(5) of the Planning and Compulsory Purchase Act 2004 should be an appraisal of the economic, social and environmental sustainability of the plan.
45. The Sustainability Appraisal should perform a key role in providing a sound evidence base for the plan and form an integrated part of the plan preparation process. Sustainability assessment should also inform the evaluation of alternatives. It will also provide a means of proving to decision makers, and the public, that the plan is the most appropriate given reasonable alternatives.
46. The interim Sustainability Appraisal that has been provided is legally adequate to support the Preferred Options. When consultation responses have been received and the submission draft of the Core Strategy is prepared further work will be carried out to ensure that it addresses alternative options, delivery issues and the implications of other elements of the development plan that are already being progressed. It will also make clear those elements of the document that are intended to meet the requirements for Strategic Environmental Assessment.

Equality Impact Assessment

47. The council published its Equality Scheme 2008-2011 in May 2008. This sets out the council's overall policy for addressing equality, diversity and social cohesion in the borough. This policy recognises that people may face discrimination, or experience adverse impact on their lives as a result of age, disability, ethnicity, faith, gender or sexuality.
48. The carrying out of an EqIA in relation to policy documents such as the Core Strategy improves the work of Southwark by making sure it does not discriminate and that, where possible, it promotes equality. The EqIA ensures and records that individuals and teams have thought carefully about the likely impact of their work on the residents of Southwark and take action to improve the policies, practices or services being delivered. The EqIA in respect of the Core Strategy needs to consider the impact of the proposed strategies on groups who may be at risk of discriminatory treatment and has regard to the need to promote equality among the borough's communities.
49. The submitted EqIA meets the reasonable requirements for this stage of the Core Strategy.

Human Rights Considerations

50. The policy making process potentially engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant. In the case of the Core Strategy Preferred Options, a number of rights may be relevant:
 - **The right to a fair trial (Article 6)** – giving rise to the need to ensure proper consultation and effective engagement of the public in the process;
 - **The right to respect for private and family life (Article 8)** – for instance the selection of preferred options from a number of alternatives could impact on housing provision, re-provision or potential loss of others. Other considerations may include significant impacts on amenities or the quality of life of individuals;
 - **Article 1, Protocol 1 (Protection of Property)** – this right prohibits interference with individuals' right to peaceful enjoyment of existing and future homes. It could be engaged, for instance, if the delivery of any plan necessitates CPOs;

- **Part II Protocol 1 Article 2 Right to Education** – this is an absolute right enshrining the rights of parents’ to ensure that their children are not denied suitable education. This will be a relevant consideration in terms of strategies in the plan which impact on education provision.
51. It is important to note that few rights are absolute in the sense that they cannot be interfered with under any circumstances. ‘Qualified’ rights, including the Article 6, Article 8 and Protocol 1 rights, can be interfered with or limited in certain circumstances. The extent of legitimate interference is subject to the principle of proportionality whereby a balance must be struck between the legitimate aims to be achieved by a local planning authority in the policy making process against potential interference with individual human rights. Public bodies have a wide margin of appreciation in striking a fair balance between competing rights in making these decisions.
52. This approach has been endorsed by *Lough v First Secretary of State* [2004] 1 WLR 2557. The emphasised that human rights considerations are also material considerations in the planning arena which must be given proper consideration and weight. However, it is acceptable to strike a balance between the legitimate aims of making development plans for the benefit of the community as a whole against potential interference with some individual rights.
53. The approach and balance between individual and community rights set out in the Preferred Options is within justifiable margins of appreciation.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
London Plan	Planning Policy Team Chiltern House	Tim Cutts 020 7525 5380
Southwark Statement of Community Involvement	Planning Policy Team Chiltern House	Tim Cutts 020 7525 5380
Southwark Local Development Scheme	Planning Policy Team Chiltern House	Tim Cutts 020 7525 5380
Southwark Plan 2007	Planning Policy Team Chiltern House	Tim Cutts 020 7525 5380

APPENDICES

No.	Title
Appendix A	Core strategy Preferred Options (available with report)
Appendix B	Core strategy preferred option consultation plan <i>(available on the internet)</i>
Appendix C	Core strategy preferred option consultation report <i>(available on the internet)</i>
Appendix D	Core strategy preferred option interim Sustainability Appraisal <i>(available on the internet)</i>
Appendix E	Core Strategy preferred option Equalities Impact Assessment <i>(available on the internet)</i>
Appendix F	Core strategy Preferred Options with tracked changes <i>(available on internet)</i>
Internet link for appendices	http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/planningpolicy/localdevelopmentframework/corestrategy.html

AUDIT TRAIL

Lead Officer	Anne Lippit, Strategic Director of Regeneration And Neighbourhoods	
Report Author	Julie Seymour, Head of Planning Policy	
Version	Final	
Dated	May 8 2009	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Legal and Democratic Services	Yes	Yes
Executive Member	Yes	No
Date final report sent to Constitutional Support Services	May 11 2009	

TABLE 1 RECOMMEND THAT EXECUTIVE CONSIDER AND DO NOT MAKE THE FOLLOWING CHANGES

This table sets out issues that we do not consider need changing. We would like Executive to take a decision on whether they would like these suggestions for changes to be made. These changes are all shown in appendix F as a track changes version of the core strategy which is available on the internet and on request.

WHOSE COMMENT	CHANGE SUGGESTED BY PLANNING COMMITTEE, MEMBERS OR OFFICERS	WHY NO CHANGE SHOULD BE MADE	EXECUTIVE YES OR NO TO CHANGE
Planning Committee	Section 3.1 Policy 2 – Sustainable transport. Do we want to say we will protect the tram route further than the TfL route into Peckham. Do we want the tram route on the proposals map at all when there is no money to build the scheme?	We think that the tram route should be included as set out by TfL as this is the only scheme that could be implemented. We should continue negotiating with TfL until the publication/submission version as it may need to be removed if a supported, funded scheme can not be identified.	
Planning Committee	Section 3.1 Old Kent Road and policy 3 Concerns re Old Kent Road and whether we want to continue to leave it outside the retail hierarchy.	We do not consider Old Kent Road to meet the criteria for a town centre. Therefore it should not be protected.	
Planning Committee	Lordship Lane – put some more information in about community centres and facilities.	Community facilities policy 4 provides this information. There is no need to repeat this in the area section as there are no special Lordship Lane features that single this out for a mention.	
Planning Committee	Section 3.1 Objectives Insert a reference to reducing demand for carbon-based energy and maximising the proportion of energy needs met from renewable sources	This would repeat information already set out in policy 13	
Planning Committee	Policy 7 Look at rewording the sentence on minimum of 50% of homes with 2 bedrooms or more. This should either remove the requirement for larger homes because they are not needed or change the emphasis to require larger homes in another way.	We consider the policy necessary to provide a balanced approach to providing homes of different sizes to meet different needs.	

WHOSE COMMENT	CHANGE SUGGESTED BY PLANNING COMMITTEE, MEMBERS OR OFFICERS	WHY NO CHANGE SHOULD BE MADE	EXECUTIVE YES OR NO TO CHANGE
Planning Committee	Policy 10 Suggestion that we should protect more employment sites than just within the CAZ, town centres, core action areas, strategic cultural areas and preferred industrial locations. Suggestion that could add in that could add in a sentence to say "Other areas identified in the local development framework" to protect more areas. Executive to consider whether they want to protect more business space than currently in policy 10.	We consider the policy to protect employment sites in the growth areas to be the most effective strategy. This means that employment sites are protected in main areas of activity with good transport links. They are not protected in predominantly residential areas. We do not consider there to be a need to protect all employment sites in the borough wherever they are located. There is no demonstrated need for all of these sites and their locations can make them inaccessible. This could also reduce our ability to meet out housing targets as there will be fewer sites for housing development.	
Planning Committee	Live-work units. Add in to say that we will not favour live work developments	This is too specific for the core strategy. We will consider this in the development management planning document.	

TABLE 2 RECOMMEND THAT EXECUTIVE CONSIDER AND MAKE THE FOLLOWING CHANGES

This table sets out the changes we think should be made to the document based on Planning Committee, Members and officer comments. We would like Executive to make a decision on whether they think these suggested changes should be made. These changes are all shown in appendix F as a track changes version of the core strategy which is available on the internet and on request.

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
Planning Committee	Section 1.1. What is the Core Strategy? Fourth bullet point. Add faith centres and community centres to our important issues.	Changed as suggested	
Planning Committee	Section 2.1. Southwark today Reword the last sentence about population changes and diverse populations.	Amended text to say "The borough is very diverse and the population is growing".	
Planning Committee	Section 2.1 Southwark today Fourth bullet point. Clarify whether we are the 19 th largest economy in England.	Changed to text to read "...being one of the largest in England"	

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
Government Office for London	Section 2.1 Southwark today. This section could be expanded to show any cross boundary issues/relationships with areas in neighbouring boroughs; Suggest expand the bullet points detailing key issues being faced by the borough – possibly drawing information from Appendix E.	Changes have been made to the map to show the links. The bullets have been expanded to detail more issues from the community strategy and cross boundary relationships	
Government office for London	Section 2.2 What has already been agreed You refer to your UDP being adopted after 7 years of consultation. During this time there may have been changes to national and regional policy; also change in local circumstances. Are you confident that none of the issues that have been agreed need updating? Do you have up to date evidence to confirm this stance?	Changes have been made to remove the reference to not changing relevant policies as this was incorrect.	
Government office for London	Section 2.3 Southwark in the future Overall strategy for the borough – where you want Southwark to be by 2026 – does not come through here. What are the linkages between the areas classed as growth areas and are there any areas within the borough that you want to preserve/see little change?	The vision has been reworded to say how Southwark should be in 2026. A reference has been put in to provide a link to the area details.	
Planning Committee	Reference to students throughout the whole document should not say that we are going to direct them away from busy areas. It should say that we are going to limit them if they are having negative impacts.	Changes made throughout the document.	
Planning Committee	Section 3.1 Vision Needs some refinement. e.g. London is an important place, we are part of it etc. Plus make it clear that it is the vision.	Amended vision and made it more clear in the document that it is our vision for the whole of Southwark.	

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
Officers	Section 3.1 Input the other areas in London covered by the Central Activities Zone.	Added in the other 9 boroughs	
Planning Committee	Section 3.1 River Thames Add in that Chambers Wharf has potential for development and is underway now.	Changed the text to read: "There is little potential for development in the riverside sites from Shad Thames along to Rotherhithe, except for Chambers Wharf which is being developed at the moment"	
Planning Committee	Section 3.1 Objectives Reword all the objectives to be more consistent	We have reworded some of the objectives to make them consistent.	
Planning Committee	Section 3.1 Elephant and Castle Add in South Bank University when we refer to the university	Changed the text to read "We will support London South Bank University" ...	
Officers	Section 3.1 Elephant and Castle. Explain how our SPD and SPG link to the Core Strategy	Added text to say "There is an mentalPlanning Guidance for the central part of the Elephant and Castle and an Supplementary Planning Document for the enterprise zone. We will need to review these once the core strategy has been prepared to find out if there is any guidance that needs updating. As the Elephant and Castle is an Opportunity Area in the London plan, we will need to work with the Mayor to make sure that we have a framework for development and meeting targets in this area."	
Planning Committee	Section 3.1 Peckham and Nunhead Add in that Peckham will be a centre for creativity and commercial activity.	Changed the text to readas a centre "for creativity and commercial activity" ...	
Planning Committee	Section 3.1 Peckham and Nunhead. Add in that we will work with landlords to bring accommodations above shops back into use.	Added in text to say "including bringing accommodation above shops into use".	
Planning Committee	Section 3.1 Peckham and Nunhead. Reword about Bermondsey Street to be clear that conservation areas do not prevent regeneration.	Amended text to read "This could has positive impacts like the interesting, modern new buildings on Bermondsey	

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
Executive Member for Regeneration	Section 3.1 Borough and Bankside Produce an A4 map to show just this area as there is so much happening in this area.	Street, which shows how conservation areas can be used to stimulate regeneration. Inserted a map to show the Borough and Bankside area in more detail	
Executive Member for Regeneration	Section 3.1 Borough and Bankside and the Blue. Need more information on improving the quality of retail	More information added for both on doing this. 'Borough market provides a popular, unique shopping experience. Borough High street has some great cafes and local shops and is used by residents, office workers and some tourists. However many of the shops are not providing local services so we are preparing a strategy to improve the quality of shopping.'	
Planning Committee	Section 3.1 The Blue Add in some further information on this.	Added in further text to say 'The Blue has a market place and the potential for a busy local shopping area along Southwark Park road. There are high vacancies and a lack of local shops for residents. We will be preparing a strategy to improve the quality of the shops and services for local people to encourage them to use the Blue. We need to find niche shops that will build up momentum for rejuvenating the area and that will encourage other more mainstream local shops and services to start up. We will be improving the quality of the environment and links into and around the area to encourage people to walk through and use the area. We will be increasing the numbers of homes in the Spa and other areas around the Blue which will increase	

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
Planning Committee	Section 3.1 Camberwell Add in that need to improve traffic and transport and that we are working with TfL to do this.	the number of potential shoppers. Added in text. We will work with Transport for London to improve the traffic congestion, safety and accessibility to and within Camberwell by bike, foot and public transport.	
Executive Member for Regeneration	Section 3.1 Camberwell. Widen out Camberwell town centre to include the Green and shops in the surrounding area.	The boundary has been changed on the map and guidance included for the Green and leisure centre. 'We will continue to improve Camberwell Green as an important open space within the town centre. We will work to improve the leisure centre to provide local services.'	Do this please
Executive Member for Regeneration	Section 3.1 Old Kent Road Add in information about the new businesses that could locate along the Old Kent Road and widen out job opportunities for residents.	Added in 'We want to exploit the expected significant growth in innovative industries in this area. Particularly new sectors in green manufacturing, bio-sciences and the knowledge economy. These could provide a range of jobs for Southwark residents from highly skilled research to call centres'.	
Government Office for London	Section 3 : Vision and objectives Vision is not locally distinctive though it is noted that you provide information on all of the areas within the borough - it would be helpful to the reader if you explained the linkages between the two; Only some of the areas consider the type and quantum of development being proposed. Suggest that where possible, you provide this detail for all areas. For example in relation to Peckham, you could explain that this is currently out to consultation and then set out in broad terms the proposed growth scenarios. However, you	The vision has been reworded to be more locally distinctive. The linkages have been explained. The number of homes and jobs has been provided where we have targets for areas. The key diagram shows where the areas are within the borough. The key diagram and proposals map are now 2 maps, the suggestions have been included.	

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
<p>Officers Government Office for London</p>	<p>should ensure that the Core Strategy is not being led by the AAPs, as the Core Strategy should set the framework for the AAPs;</p> <ul style="list-style-type: none"> • Suggest you insert a diagram to show where the areas mentioned are within the borough; • Key diagram/proposals map – this needs to be separated into 2 maps. In relation to the key diagram, suggest you include Southwark's relationship with neighbouring boroughs/key centres; broad locations for growth; key infrastructure/transport routes; strategic sites. 		
	<p>Add in need to attract teachers into objective 1B</p> <p>Section 4: the preferred options</p> <ul style="list-style-type: none"> • It would be helpful to briefly set out the justification for each preferred option – for example what came out of your issues and options consultation and SA; you could also explain the linkages to the documents referred to; • Within the policy options section you have taken the approach of only putting forward one preferred option within each policy area. With this approach you will need to show through your evidence base that there is only one realistic option for each policy remaining at this stage and that you have not closed off other possible options which would have benefited from further consultation; 	<p>Added in. We have included this information in the background papers and evidence base.</p>	

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
Planning Committee	Figure 1. Key diagram/proposals map Remove the blue urban zone where it is not needed.	Key diagram and proposals map amended and made more clear	
Planning Committee	Policy 2 Mention possible tube extensions as something that we may need to safeguard	Amended text to add in a bullet point on tube extensions.	
Planning Committee	Policy 3 or within fact box on town centres need to add toilets as one of the uses.	Added toilets to fact box on town centres	
Executive Member for Regeneration	Fact box: Town and local centre hierarchy Add in figures for how much retail, leisure etc is suitable for each of the three types of centres in the hierarchy. Provide more definitions on what is meant by each level.	Added in descriptions of each of the three types of centres. Added in the figure of 50,000 sqm of retail space for major town centres (as from the London Plan and PPS6). The other centres have no defined figures.	
Executive Member for Regeneration	Policy 4 Add in about how if community facilities are going to be successful they need to be able to be afforded by local groups. Also local groups need to be ready to use them or they will be built and then stay empty.	It is important that new community facilities have identified users that can afford to pay the revenue costs to upkeep and rent the centre. If community groups can not be found to use centres, they can become empty buildings that nobody uses.	
Members	Policy 4 Change wording about the PCT.	We have provided clarity about the role of the PCT.	
Planning Committee	Policy 5 Reword 4 th bullet point on short term lets to be more clear.	Removed this sentence	
Executive Member for Regeneration	Policy 5 Put the London Plan housing target into the first section of "we are trying to"	Amended first section of "we are trying to" to say "Meet our targets set out in the London Plan, which is a target of building 31,000 new homes between 1997 and 2017"	
Officers	Policy 5	Added in text to say "We have set out the	

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
	Refer to possible sites for future housing development.	sites that could be available for the development of housing in appendix B. This is to consult on the boundaries of strategic sites that we may put on the proposals map at the publications/submissions stage. This could help meet out housing targets. This does not mean that we consider housing to be appropriate on all of these sites. This is an early consultation stage, we will be setting out more detail about the type of development and how much development could go on each site at the next stage of consultation”	
Planning Committee	Fact box: Density Make it clear that density zones link to parking standards	Added in sentence to explain that the density zones link to parking standards and the detail will be in a later planning document.	
Officers	Fact box Density Change the urban density range to remove the distinction between medium and lower density and to have the whole of the urban zone within the range 200-700 habitable rooms per hectare.	Changed as suggested	
Planning Committee	Fact box Affordable housing Reword point 1 of affordable housing to have a better definition	Amended definitions of affordable housing within the fact box to make it more clear.	
Planning Committee	Figure 2 Affordable housing map. Make it clear of what the percentages as different tenure types relate to. Input information on what is required in the Aylesbury action area.	Amended the affordable housing map (figure 1) to show this. Inserted percentages for Aylesbury action area	
Officers	Figure 2 Affordable housing map Elephant and Castle affordable housing area have policies for affordable housing and private housing/	Shown on figure 2 on affordable housing.	

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
Officers	Figure 3 Affordable housing map Add the Lane ward and all of the Old Kent Road regeneration area to the areas where we will require a minimum of 35% of major developments to be private housing.	Affordable housing map has been amended to reflect this.	
Planning Committee	Policy 7 Insert fact box on bedroom room sizes	Amended fact box on habitable rooms to also include minimum double bedroom size (12sqm) and single bedrooms (7sqm). Also explained that the number of habitable rooms are used to measure density, affordable housing and family housing.	
Executive Member for Regeneration	Policy 7 Change to the requirement for 3 bedroom plus housing from 25% to 30% Change the requirement for 2 bedroom housing to 60%	Have changed the text accordingly. This may have viability issues so will need careful consideration in the publication/submission version.	
Officers	Policy 7 Add to text that we want 50% of 3 bedrooms plus dwellings as private.	Amended text to read "50% of 3, 4 or 5 bedroom units to be private housing"	
Executive Member for Regeneration	Policy 10 Further information needed on green manufacturing.	Added in that we are enabling growth in new sectors such as green manufacturing. Explained reasons why. 'Protecting industrial and warehousing and enabling growth in new sectors such as green manufacturing and technology in the following strategic and local preferred industrial locations.' 'As part of a world city, we will continue to be an attractive location for innovative industries. We will use that dynamism to improve employment and business opportunities for local people.' 'London's economy is changing fast.	

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
		<p>Although traditional manufacturing has declined, new sectors are emerging in green manufacturing, biosciences and the knowledge economy. Clusters of industrial and warehousing activities should be protected to meet existing needs and to enable Southwark's economy to diversify into emerging sectors. These sectors provide a range of job opportunities from highly skilled research jobs, to call centre jobs. Diversifying the range of job opportunities in the preferred industrial locations, into new sectors would benefit local people.'</p>	
Executive Member for Regeneration	<p>Fact box: Archaeological Priority Zones Need to change names to make it clearer where they are and number the APZs.</p>	<p>Names changed and APZs numbered to make it more clear</p>	
Executive Member for Regeneration	<p>Add in part of Cross Bones Graveyard to be protected open space.</p>	<p>Added to the proposals map as new open space.</p>	
Planning Committee	<p>Policy 12 Need to show clearly on a map where the tall building area is. Need to check whether we allow tall buildings in Aylesbury</p>	<p>We have included a Tall Buildings area on the proposals map. Added a link to the proposals and Bankside maps.</p>	
Planning Committee	<p>Fact box Tall buildings Describe height of tall buildings in number of storeys as well as metres.</p>	<p>Add in text to say "30 metres is the height of approximately a 10 storey residential development or a 7-10 storey commercial development"</p>	
Planning Committee	<p>Policy 13 Add in that we also encourage the use of carbon reduction and renewable energy technologies for existing buildings.</p>	<p>Added into policy under we will do this by to state: "Encouraging the use of carbon reduction and renewable energy technologies for existing buildings"</p>	

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
Executive Member for Regeneration	<p>Policy 13 Add in Code for Sustainable Homes level 3 or 4, depending on how feasible it is.</p>	<p>Added in "Residential development should exceed Code for Sustainable Homes Level 3. We will investigate how feasible it is to ask for all major residential development to achieve Code Level 4. This would provide very high reductions in carbon dioxide emissions but would be technically and financially harder to achieve than Code Level 3"</p>	
Officer	<p>Policy 13 Waste – add in reference to waste management once new sites are occupied. Suggest adding that a waste strategy is required to show how waste is to be managed once the site is occupied.</p>	<p>Added into text apportionment target, recycling targets and information about Joint Waste Technical Paper and explained that we have a site allocated.</p>	
Government Office for London	<p>Policy 13 Waste Need to add in apportionment target, safeguarding of sites and a information about the Joint Waste Technical paper.</p>	<p>Added into text apportionment target, recycling targets and information about Joint Waste Technical Paper and explained that we have a site allocated.</p>	
Planning Committee	<p>Figure 3 Need to add in some text to explain the purpose of the map.</p>	<p>Text added to document to explain purpose of all maps</p>	
Government Office for London	<p>Section 9: Delivery and implementation</p> <ul style="list-style-type: none"> Given that this is a further regulation 25 consultation we would expect to see much more detail here – including who you are working with, how and when you aim to deliver your vision and objectives, including any issues arising from this. The Planning Inspectorate's 'Local Development Frameworks: Lessons Learnt Examining Development Plan Documents' says that "DPDs should be 	<p>Our delivery section sets out the context for the detail that will be included at the publication/submission version. All of our preferred options have been tested to ensure they are deliverable. We have set out targets with each policy and sections with each policy saying what we are trying to achieve and how we intend to go about achieving it. We will provide a detailed plan once we have the final policies that we will be implementing.</p>	

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
Government Office for London	<p><i>firmly focused on delivery. Thus the implementation and monitoring section of a DPD is of equal importance as the policies in the DPD."</i></p> <p>Section 10: Reviewing progress</p> <ul style="list-style-type: none"> This section states that you will set targets for the Core Strategy and regularly monitor whether the plan is working through your AMR. The Plan Making Manual says "It is not sufficient to defer the issue of monitoring within the core strategy by simply saying that it will be dealt with in the annual monitoring report. The core strategy itself requires a framework for the annual monitoring report by identifying key targets and indicators against which the council can measure the effectiveness of the strategy, policies and proposals. Implementation and delivery targets must be clearly set out and relate to policy considerations. For example, affordable housing targets need to have a parent affordable housing policy and need to be firmly rooted in a proper understanding of the likelihood of funding for affordable housing. The targets should be properly explained and supported by evidence and it should be clear in their relationship to the strategy". 	<p>We have added 'These will be based on national, London and local indicators using figures already being measured through local area agreements and best value along with new local indicators.'</p> <p>We have set out our key targets with each policy. Our annual monitoring report sets out a framework of national, London and local indicators to measure how we are meeting our targets. We are doing the activities requested in our annual monitoring report along with other measuring mechanisms as added above. This is linked to our evidence base and will be further detailed in our implementation section.</p>	
Government Office for London Proposals map	<p>Strategic Sites in the Core Strategy The Core Strategy should be a strategic document that "makes clear spatial choices</p>	<p>We are consulting on the boundaries of all strategic sites set out in the SHLAA map. We will then put the details suggested</p>	

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
	<p>about where development should go in broad terms" (PPS12 para 4.5). Strategic sites may be allocated in the Core Strategy, but the expectation is that there will not a large number of these sites.</p> <p>PPS12 para 4.7 indicates that strategic sites should be those sites that "<i>are central to the achievement of the strategy and where investment requires a long lead-in.</i>" The expectation is that where sites have been allocated in the Core Strategy, they will not need a further DPD to bring them forward. Therefore, pre-publication consultation on the boundaries of the sites is essential. However, as you are preparing several AAPs for the main areas of change in the borough, will the AAPs effectively allocate your strategic sites, or will there be a need to identify other sites outside the AAP areas?</p> <p>For any strategic sites that are not covered by the AAPs, we advise that you include a policy in the Core Strategy for each strategic site. Set out below are the sort of matters that it would be advisable to cover for each strategic site:</p> <ul style="list-style-type: none"> • A clear statement of what is expected to be achieved on the site, and why it is central to the delivery of the Core Strategy • Site constraints, and where applicable, how it is intended to mitigate or overcome the constraints • The type and scale of land uses to be 	<p>and policies for the large strategic sites in the core strategy publication/submission version. We will ensure that all of the information set out in the bullets is provided in the publication/submission version for each strategic site.</p>	

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
	<p>delivered on the site</p> <ul style="list-style-type: none"> • The infrastructure required to support the development, with the expected phasing and details of who is expected to fund and deliver it. Any infrastructure that is a pre-requisite for development should be identified • Whether an SPD will be prepared to provide further details • Expected timescale for delivery, for example an indication of the dates for submission of a planning application, commencement, phasing of development, together with a risk assessment if the expected delivery is not achieved • The boundaries of the site should be identified on an OS-based Proposals Map. 		
Government Office for London Proposals map	<p>Level of detail in the Core Strategy Some of the type of sites that you referred to are designations rather than allocations, and could be linked to policies in the Development Management DPD. If the Core Strategy sets out the high level policies, this coupled with the saved UDP policies, and London Plan policies, will provide the development plan basis for development management until the subsequent Development Management DPD is adopted. Whether these sites are critical to the delivery of the Core Strategy is a matter for you to determine.</p>	The strategic sites have been allocated on the proposals map. We are consulting on the boundaries of all sites set out in the SHLAA map. We will then put the details suggested and policies for the large strategic sites in the core strategy publication/submission version.	

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
	<p>PPS3 para 53 refers to LDDs containing "policies and strategies for delivering the level of housing provision, including identifying broad locations and specific sites that will enable continuous delivery of housing for at least 15 years from the date of adoption." There is no specific requirement to identify all sites in the Core Strategy, and PPS3 should be read in conjunction with PPS12, which is quite clear on the Core Strategy being the strategic planning policy document that should be accompanied by a key diagram or, where essential for delivery of the strategy, strategic sites that are shown on an OS-based Proposals Map.</p> <p>The identification of a large number of non-strategic sites in the Core Strategy may detract from the overall focus of the document. Your SHLAA will be part of the evidence base for the Core Strategy. One possibility may be to consider the inclusion of a policy for housing sites outside the AAP areas in the Development Management DPD, if you consider that a Sites DPD is not required for the Borough. You should also consider the requirements for Sustainability Appraisal.</p> <p>The priority should be to progress with the Core Strategy, to provide you with a framework for development management and future growth and investment in the borough. We would therefore suggest that only strategic sites are included in the Core Strategy and that any potential strategic sites are rigorously assessed to ensure that only those essential for the delivery of the Core</p>		

WHOSE COMMENT	CHANGE SUGGESTED	CHANGE MADE	EXECUTIVE YES OR NO TO CHANGE
	Strategy are included in the plan.		

CORE STRATEGY
DRAFT PREFERRED OPTIONS

April 2009 Executive Version

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SECTION 1: INTRODUCTION

1.1 What is the Core Strategy?

The Core Strategy is a planning document that sets out how Southwark will change up to 2026 to be the type of place set out in our Sustainable Community Strategy (Southwark 2016).

The Core Strategy will affect everyone living, working and visiting Southwark and so it is important that you let us know what you think of this plan. Within this document we set out the kind of place we want Southwark to be in the future. We set out our approach to many important issues including:

- What different places in the borough, such as Elephant and Castle, Bankside, London Bridge, Peckham, Canada Water, Dulwich and Aylesbury should be like in the future
- How much affordable and private housing we will require in different areas
- How much family housing we will require
- Where new shops, schools, health centres, faith centres, community centres and leisure facilities should be
- Where we will protect employment areas and where new jobs will be created
- Where we will continue to protect open spaces and where we will create new open spaces
- Transport including walking, cycling, public and river transport, and driving
- How we will make sure new development is environmentally friendly

This document is also our Site Allocations Development Plan Document. Within this document we will allocate important sites for future development.

CONSULTATION QUESTIONS

What do you like about Southwark? What do you think should be changed? What do you think should stay the same?

We received many comments on our issues and options Core Strategy, and it is now really important that you comment on this preferred options Core Strategy.

You can use the response form in appendix D to make your comments.

1.2 What other important documents do you need to know about?

National and regional documents

The Core Strategy sets out our approach to development and planning in Southwark. It also links to many other documents and must not go against national policies and regional policies. Appendix F provides further information on national policies through Planning Policy Statements and other similar documents, and regional policies through the London Plan.

Other Southwark planning documents

We are also producing a number of other planning documents. These are set out in Appendix G.

Supporting documents for the Core Strategy

We have a number of supporting documents providing background information including:

- **Background paper (the evidence base):** This report provides more information on the preferred option, sets out all the research, evidence and statistics we have collected to help prepare the Core Strategy. This includes looking at why we chose the preferred options instead of the alternatives in the issues and options paper.
- **Sustainability Appraisal:** This tests the preferred options we are looking to take forward to make sure it has positive social, environmental and economic impacts.
- **Equalities Impact Assessment:** This examines how the Core Strategy meets the needs of the whole community and makes sure that the Core Strategy does not disadvantage anyone in the community.
- **Consultation Plan and Strategy:** These explain how and when we will consult the community in preparing the Core Strategy.
- **Statement of Consultation and Officer Responses:** The statement sets out a summary of the consultation on the previous stages of the Core Strategy. The officer responses set out all the representations we received at the Issues and Options stage and on the Scoping Report and how we have taken the comments into consideration when writing the preferred options.

1.3 Finding your way around this report

- This document first sets out the vision and objectives for the Core Strategy in Section 2.
- Section 3 is the policies for the borough with reasons why these are our policies. The links sections within the policies, sets out key documents informing the policy and lets you know whether any of our maps link to the policy.
- Section 4 provides information on how we will implement, deliver and monitor the Core Strategy.
- Within the document there are five maps. Figure 1 is the key diagram, which shows the main strategic areas of activity in Southwark and town centres in neighbouring boroughs. Figure 2 show Borough and Bankside in more detail. Figure 3 shows our requirements for affordable and private housing across the whole borough. Appendix A is the Core Strategy proposals map which shows the designations for different land uses and where different policies apply. Appendix B shows all potential housing development sites over 0.25 hectares. Strategic sites will be on the proposals map with detailed information about quantities of development and implementation at the publication/submission stage.

- Throughout the document are some consultation questions to help you to think about whether you agree or disagree with the preferred options we are suggesting. Appendix D provides a form for you to give us your comments.
- The appendices provide further background information.

SECTION 2: WHAT TYPE OF PLACE SHOULD SOUTHWARK BE?

2.1 Southwark today

Although Southwark is described as an ‘inner city’ borough it really covers a huge range of areas. The borough includes areas of ‘leafy suburbia’, fashionable riverside flats, Victorian terraces, modern offices and open spaces and conservation areas. The borough is very diverse and the population is growing.

Appendix H provides further interesting facts and information on Southwark at the moment.

We are faced with many challenges in making sure the Core Strategy meets the needs of our diverse population and environment. These include:

- How we can achieve sustainable development by balancing environmental, social and economic needs to ensure a good quality of life for now and in the long term.
- How we can continue to reflect our diverse cultures positively in places.
- How we can reduce the inequalities between people and communities through creating successful places.
- How we can build more housing and how it can meet the needs of such a diverse population. This includes how we can we provide family housing, housing for first time buyers, social rented housing and different types of housing such as flats and houses.
- How we can balance the need for more housing with other demands on the land such as for faith centres, new offices and leisure centres
- How we can continue to develop our economy to keep Southwark as a player on the world stage, which despite being one of the largest in England, also has huge differences between the wealthy areas and the more deprived areas
- How we can make sure we provide space for new small businesses and creative industries and encourage innovative industries to move to Southwark.
- How can we invest in children through improvements to schools, youth provision, play spaces links to jobs and provision of good quality homes.
- How we can continue to improve the accessibility of Southwark including safeguarding land for possible new public and river transport and improving walking and cycling routes.
- How we can make the south of Southwark to see little change.
- How we can protect historic areas and ensure well cared for and used open spaces.

- How we can work with Lambeth, Lewisham and boroughs to the south of Southwark to make sure our growth and opportunity areas complement each other.
- How we can work with Lambeth and other boroughs in the Central Activities Zone to improve the north west of Southwark as a central London place.

CONSULTATION QUESTIONS

Do you agree that these are the main challenges facing our borough? Is there anything missing?

2.2 What has already been agreed?

We are not starting from scratch in producing the Core Strategy as our Southwark Plan was only adopted in 2007 after 7 years of consultation. We have already agreed the regeneration of some areas of the borough, such as Borough, Bankside and London Bridge, Elephant and Castle, Aylesbury and Bermondsey Spa, and much of this is already well under way.

2.3 Southwark in the future

In our consultation on the issues and options stage of the Core Strategy we offered two options for development: a growth areas approach or a housing led approach. The growth areas approach focused on development in town centres and areas with good public transport, whilst the housing led approach focused on housing across the whole borough.

Based on the feedback we received on our issues and options report, we have decided to take forward mainly the growth areas approach, with some ideas from the housing led approach, as our preferred option. We set out the reasons why we have chosen this option in our background papers and consultation report.

We will prioritise development in the growth areas

- Central Activities Zone
- Elephant and Castle opportunity area
- Peckham action area
- Canada Water action area
- Bankside, Borough and London Bridge opportunity area
- Aylesbury action area
- West Camberwell housing regeneration area
- Old Kent Road regeneration area.

Most new development will happen in the growth areas, particularly in the core action areas and the opportunity areas. The proposals map (appendix A) shows where these are. We are aiming to balance providing as many homes as possible with growth of other activities that create successful places such as places to work, leisure arts and culture, sports, health centres and tourist

activities. We will encourage developments to focus on the strengths of places that make the different areas of the borough distinctive.

We are currently preparing area based planning documents to provide more detailed policies and guidance on each area to meet the needs of each local community. We have agreed supplementary planning documents/guidance for the Elephant and Castle core opportunity area and also the Enterprise Quarter. We are preparing three area action plans for Aylesbury, Canada Water and Peckham and Nunhead action areas. We are preparing two supplementary planning documents for Borough, Bankside and London Bridge opportunity area and also Dulwich. We will be preparing more guidance for Camberwell and the Old Kent Road after the core strategy is adopted.

CONSULTATION QUESTIONS

Do you agree with our growth area approach, focusing development in town centres and areas with good public transport? Do you think there are any other areas that should be growth centres? Do you think any of the identified growth centres should not be growth centres?

SECTION 3 : VISION AND OBJECTIVES

3.1 What do we want places in Southwark to be like?

Southwark is an exciting, diverse place with lots of development. Nearly half of the residents are from ethnic minorities and there are lots of young people and people who only live here for a few years. The level of poverty is very high in some places such as Peckham, Elephant and Castle and Aylesbury and the level of wealth is very high in other places such as Herne Hill, Dulwich, London Bridge and Bankside. The southern part of Southwark has more open space and conservation areas. Less development takes place here. The middle and northern part of the borough has a number of different places where development is planned and is taking place. There are very successful developments along the river in Bankside, Borough and London Bridge. These are tourism and office areas. There are also changing areas such as Elephant and Castle, Bermondsey and Canada Water where regeneration is taking place.

This is our vision for the whole of Southwark.

Southwark as an ambitious, diverse place where people who live, learn, work and have fun here can benefit from the vibrancy of our cultures and communities. Southwark as a place of fast paced change with more than 25,000 new residents and thousands of new businesses since 1991 and more than 25,000 homes and thousands more businesses anticipated by 2017. Southwark as a borough is made up of lots of different identities and localities so we have set out unique visions to show the successful places that we want them to be.

The section below provides more detail on what types of places we want in different areas.

Central Activities Zone

We have targets from the Mayor for over 8, 500 new homes and 34, 200 new jobs by 2026.

We will continue to support the regeneration of the area and there are opportunities for a considerable amount of new development. We will support new homes, businesses and tourism and other services, improved streets and spaces and community facilities. New hotels and student accommodation are changing the character of some areas. We are considering limiting these where they have negative impacts and encouraging them where they can benefit local areas. We will facilitate improvements to the stations, public transport, walking and cycling infrastructure as these are important to enable people to get to and around the area. It is particularly important to link the Elephant and Castle with Borough, Bankside and London Bridge. We will also facilitate local employment and training schemes which are needed to make sure that local people can access jobs.

The River Thames, Elephant and Castle opportunity area and Borough, Bankside and London Bridge opportunity area are all within the Central Activities Zone. The Central Activities Zone covers parts of the London Boroughs of Camden, Westminster, City, Tower Hamlets, Islington, Hackney, Kensington and Chelsea, Wandsworth and Lambeth.

River Thames

We will continue to protect and improve the Thames policy area to maintain the characteristics that help make it a special area. These characteristics include a diverse range of activities in many parts, the Thames Path, historic conservation areas, and some of London's finest panoramas and views. We will continue to encourage the many different types of development using the central activities zone and strategic cultural areas policies. These include tourism such as the Tate in Bankside and offices in London Bridge mixed in with new homes. There is little potential for development in the riverside sites

from Shad Thames along to Rotherhithe, except for Chambers Wharf which is being developed at the moment.

Also the Thames can act as a barrier to attracting businesses into Southwark and for residents travelling into central London for work. We will encourage river transport to increase use of the Thames and we will continue to link the south of the river with the City to ensure continued and improved access. The height of tall buildings is lower than in the rest of Southwark in the Thames policy area at 25 metres. This is to provide more control of developments next to the riverside to make sure the character is retained. We will continue to require all new developments along the Thames to provide access to the river walk as there are still some areas where people cannot walk along the river.

Elephant and Castle opportunity area

There is an Supplementary Planning Guidance for the central part of the Elephant and Castle and an Supplementary Planning Document for the enterprise zone. We will need to review these once the Core Strategy has been prepared to find out if there is any guidance that needs updating. As the Elephant and Castle is an Opportunity Area in the London plan, we will need to work with the Mayor to make sure that we have a framework for development and are meeting his targets.

We have targets from the Mayor for over 6,000 new homes and 4,200 new jobs.

Elephant and Castle has lots of potential for redevelopment and we will be transforming it into an attractive part of central London. It will become a desirable place for high density living, shopping, leisure and study that is very accessible from other places in Southwark and London. We will use our land at the heart of the area to stimulate development of up to 75,000 sqm of new shops community, health and leisure facilities and 6,000 new homes. We will support London Southbank University to grow and there will be up to 12,000 sqm of more offices, hotels, small businesses, cultural, creative and other activities that will increase vitality and create 4,200 jobs especially in the Enterprise Zone and Core Area. We will protect a route for a tram or public transport corridor, to pass through the centre. Public transport will become more accessible with increasing capacity on the Northern line and new connections for pedestrians between the Bakerloo and Northern lines at surface level. This will be linked up and improved with a new street pattern that will make it easy and safe to get around. The Elephant will lead the way on sustainability with a decentralised network of heat, power, green water and data services. New open spaces will be created.

Borough, Bankside and London Bridge opportunity area

We are preparing a supplementary planning document for Borough, Bankside and London Bridge opportunity area. We will be consulting on this from September 2009.

We have targets from the Mayor to provide over 2,500 new homes and 30,000 new jobs by 2026.

Borough and Bankside

We will continue to maintain the character which helps make Borough and Bankside a unique location, facilitating positive change that combines the area's historic character with the best attributes of new developments. We need to achieve this in the context of significant pressure for development. We will protect and facilitate growth of businesses, culture, arts and tourism along with allowing new housing. We will also encourage provision of new community and youth facilities. Although these activities are important for the area to thrive, we need to balance growth with protection of the area's historic character and improvements to support increased population living and working in the area. To achieve this we will not support tall buildings except at the northern end of Blackfriars Road. Design excellence will be required to make sure developments enhance this varied and interesting place. We will also focus on improvement of current open spaces to provide essential areas for relaxation and play and we will continue to make the area easier to get around by enhancing cycling routes and the public realm. New hotels and student accommodation are changing the character of some areas. We are considering limiting these where they have negative impacts. Borough market provides a popular, unique shopping experience. Borough High street has some great cafes and local shops and is used by residents, office workers and some tourists. However many of the shops are not providing local services so we are preparing a strategy to improve the quality of shopping.

Figure 2 shows the area in more detail.

London Bridge

We will continue to create a more cohesive and vibrant London Bridge within the context of the area's historic character through new developments. Although already busy, there are a number of large development sites that could contribute to more thriving activity through new homes and businesses mixed with the hospital, health organisations and tourism. We will be supporting excellently designed tall buildings to add interest to the skyline, increase the capacity for homes and jobs and to provide local landmarks. We will improve the public realm within a strategy for improving access around the area by walking and cycling. This development strategy to continue to increase office workers, residents and tourists will protect and encourage new shops along with providing a wider range of shops and services and filling the high number of vacancies.

Canada Water (and Rotherhithe) action area

We are preparing an area action plan for Canada Water. We finished consulting on the issues and options stage in February 2009 and will be consulting on the preferred options stage from June to August 2009.

We have targets from the Mayor to build at least new homes and new jobs in Canada Water by 2026.

Over the next 15 years, we will work with landowners and the local community to transform Canada Water into a town centre. It will have a much more diverse range of shops than at present, including a new department store and independent shops. These will be accommodated in generally mixed use developments with new homes above. As well as shops and homes, the centre will have leisure and civic facilities, offices, restaurants and cafes. The centre will have a distinctive identity which reflects its unique location around the former dock basin. It will have an open environment with a high street feel, and high quality public realm and open spaces. Car parking will be shared between town centre uses. The centre must reach out to the wider area, ensuring that it is accessible, particularly on foot, by bicycle and by public transport. In conjunction with this, we will work with Transport for London to improve the road network around Lower Road.

Outside the town centre and core area of the AAP, development will be less dense and should reflect the leafy and suburban character of much of the AAP area.

Across the AAP area, development will contribute to achieving a great network of parks and open spaces, which together with the docks and the River Thames, can help make Rotherhithe known as an attractive destination to visit, relax in and have fun. It will provide a good range of quality homes and successful schools to help make Rotherhithe a desirable place to live, particularly for families.

Peckham and Nunhead action area

No targets, growth planned to be set out at publication/submission stage

Peckham town centre is the largest in Southwark and will continue to play a major role and provide a mix of activities. We are preparing an area action plan covering Peckham that will help regenerate the area and build on its growing role as a centre for creativity. Consultation on the issues and options closes on the 25th May 2009.

There are a number of development opportunities in Peckham. We will work with landowners to bring forward key sites for development, including bringing accommodation above shops into use, that will have knock-on benefits for the area so that it becomes a safer place with a healthy community. This will include providing more housing to provide choice for people on a range of incomes. Also and a mix including shops, cafes, businesses and culture and leisure. We are currently consulting on what could be built on particular sites in and around the town centre, this includes the possibility of creating a new public square in front of Peckham Rye Station. There is also the opportunity to extend the town centre so that exciting new spaces and activities are provided in and around the railway lines and Copeland Road industrial land.

There will be an improved environment so that the area looks better, including more trees and improvements to parks. New developments will build on Peckham's history but there will be a mix of historic buildings and exciting new architecture, such as the Peckham Library. We are consulting on whether to have a new conservation area in the town centre as this could help regenerate Peckham. This could have positive impacts like the interesting, modern new buildings on Bermondsey Street, which shows how conservation areas can be used to stimulate regeneration. The scale of development would stay much the same except in the town centre where there could be some taller buildings and more intense development on some sites. We are consulting on these options through the area action plan. Shop fronts will be improved and new development will need to make sure it does not impact on the residential areas which immediately surround the town centre.

There will be huge improvements to transport if the tram or a similar scheme comes to Peckham. There are other improvements planned even if the tram does not arrive such as the East London Line Extension. Also we will look at how traffic can flow better through the area and alternatives to the tram to create faster journeys to central London.

Nunhead

No targets or growth planned.

We will protect the character and scale of development in Nunhead so that it continues to be mostly low density housing. There will not be much new development apart from small infill housing development. There are local shopping areas in Nunhead that will be protected and will be improved through streetscape and shop front schemes.

Nunhead has a number of important large open spaces including Nunhead Cemetery which will continue to be protected.

Aylesbury action area

We have prepared an area action plan for Aylesbury. This will be submitted to the Secretary of State in May for Examination before final agreement by the council.

Planned growth 4,200 new homes.

We will use the guidance in the Aylesbury Area Action Plan to achieve a phased redevelopment of the Aylesbury Estate between 2009 to 2027. This will deliver a new community with different types of housing and far better living conditions. The Plan will deliver quality private, intermediate, and social rented housing. There will be lots of family homes with 23% houses, together with all the facilities needed by families, to make sure that the whole area is family-friendly. The new development will be safer and easier to travel around with attractive streets. The new homes will overlook the streets and spaces so

that there will be much better natural security. Good urban design and high quality architecture will enable us to provide homes for 4,200 households, many more than at present. These will benefit from the accessible position of the Aylesbury area with its good transport links to the centre of London and the emerging centre at Elephant and Castle. Design excellence will be at the core of the redevelopment and we will emphasise and control design quality at each stage of the project to create a varied and interesting new residential neighbourhood. To reinforce its image as a place for families to live, the Plan will also deliver an excellent range of quality public and private open spaces, and will provide new local opportunities for shopping and employment in Thurlow Street and East Street, as well as supporting existing town centres.

Herne Hill town centre

No targets and no growth

Herne Hill is partly in Lambeth and partly in Southwark and there are few development sites in the Southwark area. We are consulting on a Dulwich supplementary planning document until June 2009 which includes the Southwark part of Herne Hill. This will inform the next stage of the core strategy. We will also be contributing to a master plan for the whole area.

We will continue to protect shops and services to keep the range of independent shops, art galleries, bars and restaurants that give Herne Hill character. We will support development of the railway arches into niche businesses or other activities that provide vibrancy to the town centre. We will work with Lambeth to tackle traffic congestion.

Camberwell town centre

No targets and no growth

We will continue to protect this successful town centre which has many small and medium sized businesses. Many of them are independently run which helps to give Camberwell a special character. Butterfly Walk is the only large development site and there are few small sites, so the emphasis is on protection rather than development. We will also facilitate Camberwell as a creative place with artistic influences clustering around Camberwell College of the Arts. We will also support large health institutions as they add to the vibrancy of the area and provide employment. We will work with Transport for London to improve the traffic congestion, safety and accessibility to and within Camberwell by bike, foot and public transport. We will continue to improve Camberwell Green as an important open space within the town centre.

The Blue

No targets and no growth

The Blue has a market place and the potential for a busy local shopping area along Southwark Park road. There are high vacancies and a lack of local shops for residents. We will be preparing a strategy to improve the quality of the shops and services for local people to encourage them to use the Blue. We need to find niche shops that will build up momentum for rejuvenating the area and that will encourage other more mainstream local shops and services to start up. We will be improving the quality of the environment and links into and around the area to encourage people to walk through and use the area. We will be increasing the numbers of homes in the Spa and other areas around the Blue which will increase the number of potential shoppers.

Dulwich town centre

No targets and no growth

We are consulting on a Dulwich Supplementary Planning Document until July 2009. This will inform the next stage of the core strategy.

We will continue to protect Dulwich Village as a historic area for homes, shops, local services and open spaces that retains an original shopping street and nearly all of its original 18th and 19th century buildings.

Lordship Lane town centre

No targets and no growth

We are consulting on a Dulwich Supplementary Planning Document until June which includes Lordship Lane. This will inform the next stage of the core strategy.

We will continue to protect Lordship Lane as a distinct and vibrant area with a variety of shops, cafes and bars providing amenities for the local residents. This is to retain the interesting character of this popular area created by the specialist businesses, cafes and unusual shop fronts.

Old Kent Road regeneration area

No targets – we will provide housing and jobs figures at the publication/submission stage

We will prepare an area action plan to facilitate regeneration of the Old Kent road. We will set out an integrated plan for housing and employment and small, local shops to complement the multiple retailers already there. We want to exploit the expected significant growth in innovative industries in this area. Particularly new sectors in green manufacturing, bio-sciences and the knowledge economy. These could provide a range of jobs for Southwark residents from highly skilled research to call centres. We want to create a stronger sense of place at a scale that is comfortable to walk around. We would like new homes to overlook new streets and spaces so that there will be much better natural security. The area will benefit from good urban design and high quality architecture to change the image to a place rather than a busy road. These must be within a strategy for improved accessibility for

pedestrians, cyclists and public transport users, and an enhanced public realm.

West Camberwell housing regeneration area

No targets- we will provide housing figures at the publications/submission stage.

West Camberwell is a large area of council housing, with a few small businesses. This could be developed as a catalyst for regeneration taking advantage of the good transport links. Although we are not proposing to plan out this regeneration in the short term, there is potential for growth so we are setting this up in the core strategy.

Bermondsey Spa

No targets, no further growth to that set out in the Southwark Plan.

Bermondsey Spa was an action area in the Southwark plan. This was because there was a large housing regeneration project taking place. Most of the housing has been built or projects are underway. There are only a few sites left to develop so this area no longer needs to be described as an action area with targets and an implementation plan as the regeneration is nearly complete.

CONSULTATION QUESTIONS

Do you agree with our vision for Southwark?

Do you agree with the visions for each of the areas?

3.2 What are we trying to achieve (objectives)

We will achieve our vision by implementing the objectives set out below through our policies. These objectives are based on those in our Sustainable Communities Strategy, Southwark 2016. Within each policy we have shown the objectives it helps to implement.

Theme: Improve individual life chances

Objective 1A. Create employment and link local people to jobs

Southwark as a prosperous, inner London borough providing a wide range of employment opportunities that facilitate regeneration. The Central Activities Zone will contain a mix of tourism, cultural and creative industries, finance and office jobs. Local centres will provide retail, services and local employment whilst preferred industrial locations provide places for small businesses and industry. Southwark without concentrations of poverty and with good opportunities because there is good access to these jobs as residents have the training and skills needed by businesses.

Objective 1B. Achieve educational potential

Southwark schools, universities, pre-schools and colleges as places where children and young people can achieve and gain the knowledge and skills to

gain a job and have a positive future by building, redeveloping and improving schools. Improving Southwark, will help to attract good teachers to work in the borough. All of the community has access to good educational facilities.

Objective 1C. Be healthy and active

Southwark's community is healthy and active. High quality sports and leisure centres are located across the whole borough and everyone has access to them. Open spaces are protected and the local community enjoys using these spaces, including parks and nature reserves. Good quality and accessible health facilities are located across the whole borough. Southwark will be without concentrations of people with poor health because everyone has access to good health, sports and leisure facilities, and open spaces.

Objective 1D. Culture, creativity and diversity

Southwark as a prosperous, inner London borough providing a wide range of activities and facilities for the diverse community. Southwark will contain successful creative industries. There will be a wide range of arts and cultural facilities for Southwark's multicultural and very diverse community.

Objective 1E. Be safe

Southwark as a safe place for people to live, visit and work. Everyone feels safe at all hours of the day.

Theme: Make the borough a better place for people

Objective 2A. Create mixed communities

People want to live in Southwark. The whole of the borough has a good mixture of different types of housing, jobs, shops, schools, community facilities, health centres, libraries, faith centres and leisure facilities. People choose to live in Southwark because we have all the facilities and types of housing needed by a diverse community.

Objective 2B. Promote sustainable use of resources

Southwark as a green borough. New developments are built to high environmental standards to reduce the impact on the environment and climate change. New housing is located near to community facilities, shops, offices and leisure facilities. This encourages walking, cycling and public transport to reduce pollution and congestion, and the need to travel far.

Objective 2C. Provide more and better homes

The whole of the borough will offer more housing of a range of different types to meet the needs of the community. All the housing will be built to a high quality of design. There will be a choice of housing types including more family housing, housing for students and more affordable housing.

Objective 2D. Create a vibrant economy

Southwark as a successful and profitable place. The town centres will offer a range of shops and services, along with offices, tourism and cultural facilities. The Central Activities Zone, opportunity areas and action areas will have lots of different activities as well as housing.

Objective 2E. A liveable public realm

It will be easy to get to and around places on foot and by bike with excellent public transport links.

Objective 2F. Conserve and protect historic and natural places

Southwark's historic buildings will be protected and improved particularly in conservation areas and listed buildings. Open spaces and biodiversity will be protected, made more accessible and improved.

Theme 3: Deliver quality public services*Objective 3A. Accessible, customer focused, efficient and modern public services*

Public services will be easily accessible by all members of the community including being accessible by walking, cycling and public transport.

Theme 4: Making sure positive change happens*Objective 4A. Provide enough funding for regeneration to positively transform the image of Southwark.*

We will work with landowners and developers to achieve regeneration, continuing to make Southwark a place that people aspire to be and that developers and landowners want to invest in. We will have a clear and flexible plan to make sure the right investment decisions are made and that regeneration happens on time.

CONSULTATION QUESTIONS

Do you agree with our objectives? Is there anything we have missed out?

Figure 1: Key diagram

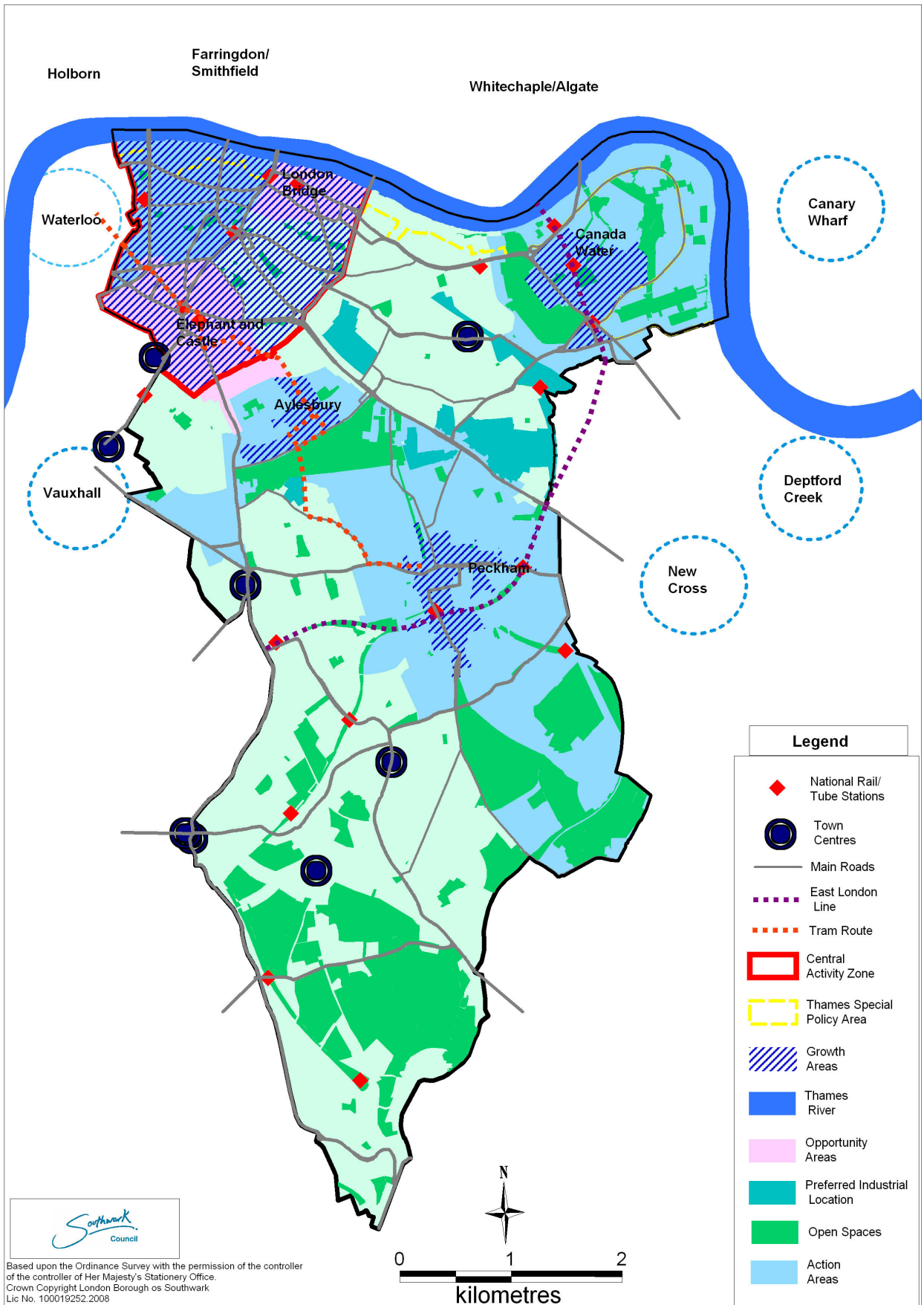
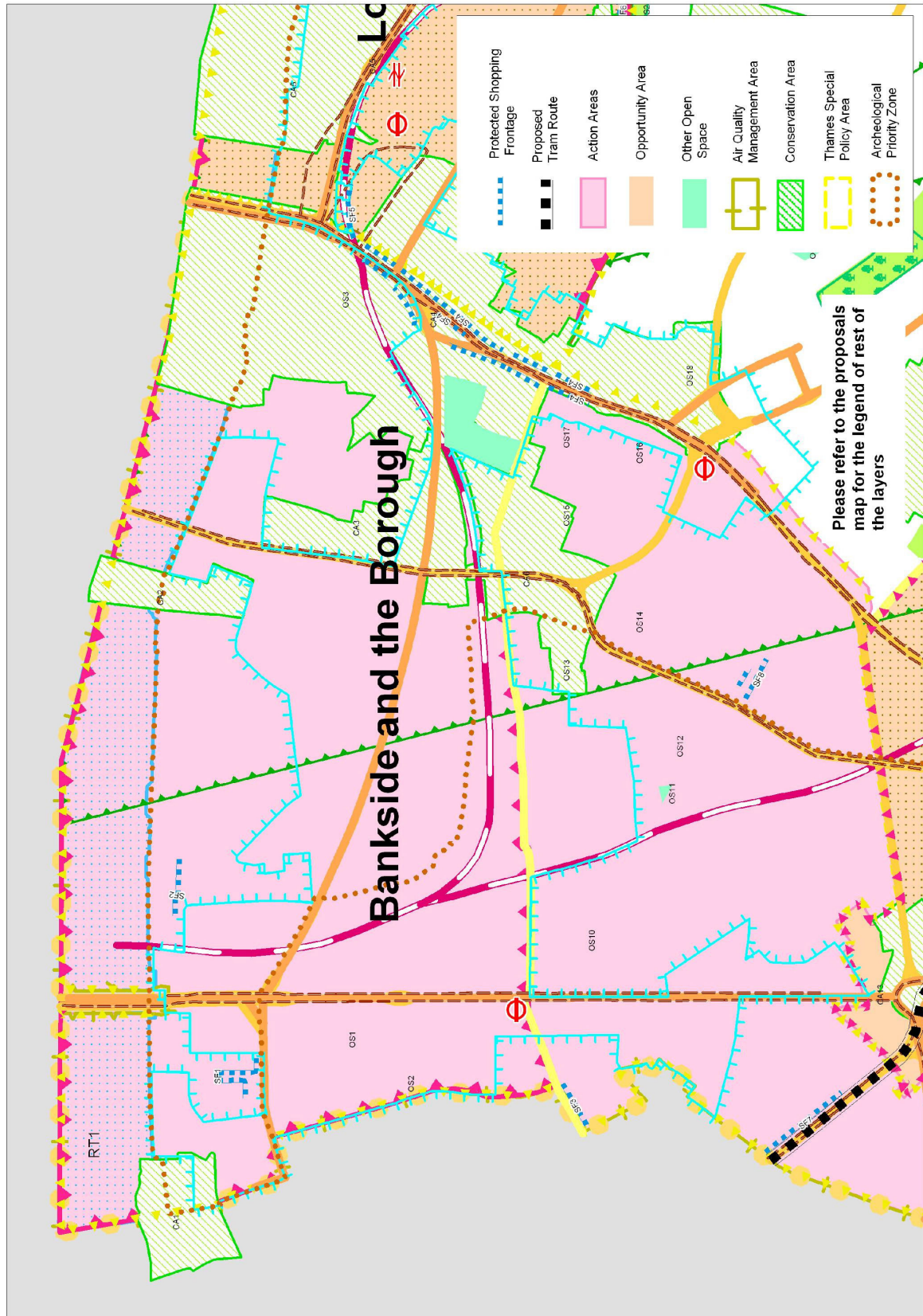


Figure 2: Borough and Bankside
 Tall buildings area to be updated as on proposals map.



SECTION 4: THE PREFERRED OPTIONS

Policy 1 – Sustainability assessment

Core Strategy objectives: 1A, 1B, 1C, 2A, 2B, 2F

We are trying to

Make sure that all developments balance up the benefits and drawbacks of development. We want to make sure that all new development is sustainable with the best development for a place based on an assessment of social, economic and environmental needs.

We will do this by

- Regenerating areas like the Aylesbury, Elephant and Castle and Canada Water to very high standards.
- Requiring a sustainability assessment for all major applications. This must look at the economic, environmental and social impacts of the application, including the impact on equalities target groups.
- Testing the impact of our planning documents by carrying out sustainability appraisals and equalities impacts assessments and consulting on them widely.
- Expecting developers to involve local residents early in the design and application process and explain how they have done this in a design and access statement.
- Requiring payments for schools, community centres, transport, open spaces, health facilities, employment training and other local facilities, to make sure that the facilities which are needed to support development can be put in place.

We are doing this because

We need to make sure that the most beneficial approach is put forward for each proposal. By assessing the environmental, economic and social impacts of the development, the most beneficial approach can be developed.

CONSULTATION QUESTIONS

Do you agree with our approach to sustainability assessments?
Is there anything else we should require?

Links

Sustainable Community Strategy 2016

http://www.southwark.gov.uk/Uploads/FILE_25753.pdf

Sustainable Design and Construction Supplementary Planning Document

http://www.southwark.gov.uk/Uploads/FILE_40484.pdf

Sustainability Assessments Supplementary Planning Document

http://www.southwark.gov.uk/Uploads/FILE_40422.pdf

Design and Access Statements Supplementary Planning Document
http://www.southwark.gov.uk/Uploads/FILE_30463.pdf

Fact box: Major development

Any residential or mixed use development of 10 or more dwellings, or if that is not known where the site area is 0.5 hectares or more.

For other types of development, a major development is where the floorspace is 1000 square metres or more, or the site area is 1 hectare or more.

Fact box: Equalities target groups

Southwark has an equalities and human rights scheme that sets out how it will meet its legal obligations to overcome discrimination and to recognise and value difference whilst also holding on to what we all have in common.

In particular we need to make sure that people are not disadvantaged because of their gender, ethnicity, faith, age, sexuality or disability.

Policy 2 - Sustainable transport

Core Strategy objectives: 2A, 2B, 2E, 3A, 4A

We are trying to

Make Southwark very accessible so that people can get around the borough and to destinations outside the borough very easily. In particular, we want to make Southwark accessible by sustainable types of transport, such as walking, cycling and public transport where possible, rather than the car. This approach will reduce congestion and pollution and make places easier to get to and around. We also want to improve our town centres so that people do not need to travel far to get to shops, libraries, open spaces, health and leisure centres.

We will do this by

- Focusing large housing, employment, shopping and entertainment developments that attract lots of people in areas that are easy to get to by public transport, cycling and walking.
- Safeguarding large public transport improvements that may happen in the future. These include:
 - Cross River Tram (or public transport corridor)
 - East London Line extension
 - Thameslink 2000
 - Bus priority network
 - Tube extensions
- Requiring transport assessments for all major applications and minor applications where they may have a transport impact. This must look at

making sure people can walk, cycle and use public transport to get to the place as well as how much parking is needed.

- Asking for payments for transport improvements when developments are going to increase travel so that people can get there using walking routes, cycle routes and public transport, including river transport.

We are doing this because

People need to get to places for work, living, shopping and other activities. So new developments mean that more people need to travel. We need to make sure that this is in places that people can walk, cycle or take public transport to. They need to be friendly and safe. We also need to try to minimise the need to travel long distances by putting housing and employment close to local facilities in the town centres, opportunity and core action areas.

We also need to save land for important new public transport improvements so that these improvements can easily be made and so that transport services can keep up with increased development.

CONSULTATION QUESTIONS

Do you agree with our approach to sustainable transport?

Is there anything else we could do to make Southwark more accessible?

Links

Southwark Local Implementation Plan

<http://www.southwark.gov.uk/YourServices/transport/lip/>

Sustainable Transport Supplementary Planning Document

http://www.southwark.gov.uk/Uploads/FILE_37530.pdf

Appendix A: Proposals map

Fact box: Town centres

Town centres act as a focus for both the community and public transport by providing a range of facilities. These include shops, restaurants, bars, leisure facilities, offices, toilets, cultural facilities and tourism facilities. The retail hierarchy sets out town centres based on their size and the scale and type of facilities they should include. Major town centres include the broadest range of town centre facilities and look to attract more people to the centre, whilst local centres act as more of a focus for the local community.

Fact box: Opportunity Areas

Opportunity Areas are locations within London suitable for large scale development and change. They are designated in the London Plan. They are areas where there will be lots of new employment and housing, typically more than 5000 new jobs or 2500 new homes, or a mix of the two, all with good public transport accessibility. We have two opportunity areas in Southwark : Elephant and Castle, and London Bridge, Borough and Bankside

Fact box: Action Areas

Action Areas are locations where we plan lots of change and development. We are in the process of preparing three area action plans for the areas we have designated: Peckham and Nunhead, Canada Water and Aylesbury. Within each of these planning documents we have identified the overall action area and a core action area which is where the majority of the new developments will be focused.

Policy 3 - Shopping, leisure and entertainment

Core Strategy objectives: 1A, 1D, 2A, 2D, 3A

We are trying to

Make sure we have a network of successful town centres which have a wide range of shops and services and things for people to do. Our centres will be well used because they are vibrant, easy to get to, friendly and safe.

We will do this by

- Setting out a hierarchy of town and local centres which reflects the size and role of the centres. See the town and local centres fact box.
- Improving our largest centres by providing additional leisure and shopping space at the Elephant and Castle / Walworth Road, Canada Water (Canada Water would move up the hierarchy to become a major centre), and Peckham.
- Directing all large shopping, leisure and entertainment developments into the town and local centres. These developments will only be allowed on out-of centre sites where developers demonstrate that no town centre, or edge-of-centre sites are available (the sequential test) and that the proposal will not harm other centres.
- Protecting and enhancing our centres by ensuring that the scale of new development is appropriate to the character of our centres, that a balance of different uses, including shops, bars, restaurants and cafes, is maintained, and that we keep and encourage markets.

We are doing this because

Town centre activities, including shops, leisure and entertainment facilities can have a big impact on the environment as many people visit. It is important these activities are located in places which are easily accessible by sustainable types of transport, including walking, cycling and public transport as this helps reduce the need to use cars.

Although Southwark residents generally do their food shopping in the borough, most people do not shop for things like clothes, shoes, music and books in Southwark. Our strategy is to improve the choice available in our centres, particularly at Elephant and Castle/Walworth Road, Canada Water and Peckham which have the most capacity for growth. As well as improving choice, this should reduce the number of trips made to places further away outside the borough and also boost the local economy.

We want to maintain our strong tradition of markets in the borough because they provide a variety of shops in our town centres. They also provide a route into setting up small businesses.

Restaurants, bars and cafes can add to the vitality and life of town centres but can also have negative impacts on the community such as noise until late at night. We have licensing saturation policies in some areas so we need to make sure our decisions about bars, cafes and restaurants are linked in with these.

CONSULTATION QUESTIONS

Do you agree with the town and local centre hierarchy?

Do you think we should direct all large shopping and leisure developments to these centres?

Should we continue to protect important shopping parades?

Links

Appendix A: Proposals map

Fact box: Town and local centre hierarchy

Southwark has a variety of centres which have different levels of importance and which provide different ranges of services. We have arranged the centres into a hierarchy which is based on the number and types of shops in the centre, and the distances people will travel to visit them.

Southwark's hierarchy of centres is set out below:

Major Town Centres:

There are important shopping and service centres. They have a mixture of different types of shops, and usually some leisure and entertainment facilities. Generally they serve people from across the borough and possibly outside the borough, and can have over 50,000 sqm of retail floorspace.

- Elephant and Castle (including Walworth Road)
- Peckham
- Canada Water*

District Town Centres:

These provide shops and services for more local communities. They can contain groups of shops with at least one supermarket and a range of non retail services such as banks, building societies and restaurants. They usually also include local public facilities such as a library.

- Bankside and Borough
- London Bridge
- Camberwell
- Lordship Lane
- Herne Hill**

Local Centres:

There provide shops for the local community and cover a smaller catchment area than district centres. They usually include a small supermarket, newsagent and pharmacy,

- The Blue
- Dulwich Village
- Nunhead

* Canada Water is listed as a district town centre in the Southwark Plan

** Herne Hill is listed a local centre in the Southwark Plan. Herne Hill is shared between Lambeth and Southwark and we have moved it up the hierarchy to reflect its size and to be consistent with its classification in Lambeth's Core Strategy.

Policy 4 – Places to learn and enjoy

Core Strategy Objectives: 1B, 1C, 1D, 1E, 2A, 3A

We are trying to

Make sure we have enough community facilities, such as schools, libraries, health centres and faith premises to help meet people's needs. These facilities can improve people's lifestyles, make places unique and help create areas which are friendly and safe. We want to ensure that larger facilities are located in town centres and places which are easy to travel to. Smaller facilities that only serve the local community can be located anywhere.

We will do this by

- Having a more joined up approach to how we will use our existing community buildings, schools and facilities.
- Protecting all community facilities unless the developer can prove they are not needed.
- Encouraging new community facilities, where local groups can show that they have the revenue to run them, particularly in the opportunity and action areas and town centres.
- The Primary Care Trust are identifying places for new health facilities. This may include health centres in Canada Water, Peckham, Elephant and Castle, Aylesbury and Dulwich.
- Building new schools and improving schools (Southwark Schools for the Future) to provide education for children in Southwark.
- Asking for payments for community facilities and schools that new people living in an area will use.

We are doing this because

We need to make sure that there are enough places for local community activities for the increasing number of people. We need to make sure local groups have access to facilities that meet their needs, including good quality schools, health facilities and community centres. It is important that new community facilities have identified users that can afford to pay the revenue costs to upkeep and rent the centre. If community groups can not be found to use centres, they can become empty buildings that nobody uses.

CONSULTATION QUESTIONS

Should we continue to protect existing community facilities?

Should we encourage new community facilities?

Is there anything else we can do to have an improved partnership to how we use our existing community facilities?

Links

Southwark Schools for the Future
www.southwark.gov.uk/ssf

Transforming Southwark's NHS

<http://www.southwarkpct.nhs.uk/a/4349>

Fact box: Community facilities

Community facilities are all those facilities used by the local community. These are:

- Buildings used by voluntary sector groups
- Libraries or public reading rooms
- Social Service and Day Centres
- Places of public worship or religious instruction
- Medical or health services, and Healthy Living Centres (except for the use of premises attached to the residence of the consultant or practitioner)
- Facilities for youth provision
- Sport, leisure and -Recreational facilities
- Arts and Culture facilities
- Crèche, day nurseries or other childcare facilities
- Ancillary community uses

Policy 5 – Providing new homes

Core Strategy objectives: 1A, 1C, 1D, 2A, 2C,2D, 2E, 2F, 4A

We are trying to

Help meet the housing needs of people who want to live in Southwark and London by providing high quality new homes in attractive environments, particularly in our growth areas. Meet our targets set out in the London Plan, to build more than 31,000 new homes between 1997 and 2017. We will encourage new housing, as long as the local character, the environment, open spaces and Southwark's heritage are not harmed.

We will do this by

- Developing housing on sites we own, including sites in Elephant and Castle, Bermondsey Spa, Canada Water and Peckham, through our regeneration programmes.
- Focusing large developments (over 0.25 ha) in the opportunity areas and core action areas.
- We have set out the sites that could be available for the development of housing in appendix B. This is to consult on the boundaries of strategic sites that we may put on the proposals map at the publications/submissions stage. This will show how we intend to meet out housing targets. This does not mean that we consider housing to be appropriate on all of these sites. This is an early consultation stage, we will be setting out more detail about the type of development and how much development could go on each site at the next stage of consultation

- Ensuring that development is of the right size and character (density) for the area so that we can build as many homes as possible while creating attractive places which fit well with their surroundings.
- Allowing housing to be built on employment or industrial sites that are no longer needed. This does not include those protected in policy 10.
- Working with landlords to make properties that have been empty for a long time into places where people can live.

We are doing this because

Our sustainable community strategy, Southwark 2016 highlights the need to provide more and better homes in the borough, whilst conserving open spaces and making best use of existing housing.

By focusing housing in growth areas that are being regenerated and have good accessibility we can continue to protect our open spaces and the character of all of the different places in Southwark.

Setting density ranges for areas means that:

- In opportunity and core action areas we can continue to transform areas to successful places for people to live
- In areas with little change we can make sure that the new homes are a similar size to those already there to keep our attractive places.

Applying these measures should enable us to meet Southwark's housing target in the London Plan.

Target

The London Plan has set us a target to build at least 31,000 new homes between 1997 and 2017. We have to plan out where we think our new homes will be built until 2026 so we have kept the same target as we have at the moment. The target may change in the publication/submission Core Strategy if the Mayor sets us a new target. Or we find new evidence from our consultation, or if we find out that our numbers are too optimistic or pessimistic from all of our research.

CONSULTATION QUESTIONS

Should we focus large development in all of the opportunity areas and core action areas?

Do you agree with the boundaries on the strategic sites we have identified as possible housing development?

Do you agree with the density ranges and the areas they apply to?

Links

Southwark Housing Strategy

<http://www.southwark.gov.uk/YourServices/HousingandHomes/strategyandstatistics/>

Appendix B: Possible housing sites

Fact Box: Density

Density is the measure of the amount (intensity) of development. It is calculated by dividing the number of habitable rooms in a development by the net area of the site (measured in square metres).

Different areas in the borough have different density ranges depending on their location, access to public transport, their character and planned future development. We have set out the different ranges for each area density zone below, and show the areas on maps 1 and 2. The different density zones also have different parking standards. More detail on our parking standards will be provided in our Development Management Development Plan Document.

- Central Activities Zone – 650 to 1100 habitable rooms/hectare
- Urban Zone- 200 to 700 habitable rooms/hectare. This is only if the new suburban zones north and middle are introduced.
- Suburban Zones – North, Middle and South – 200-350 habitable rooms/hectare

Within the opportunity areas and core action areas, density may exceed 700 habitable rooms /hectare when the following criteria are met:

- a. An exemplary standard of design, as set out in our Residential Design Standards Supplementary Planning Document
- b. An excellent standard of living accommodation, as set out in our Residential Design Standards Supplementary Planning Document
- c. A significant contribution is made to environmental improvements in the area, especially for pedestrian, cycle and public transport movement, safety and security and improvements to the public realm.

We have changed some of these areas from the designations in the Southwark Plan. We have put more of the borough within the suburban zone to make sure that we build homes and developments that are a similar size to those already there, in places where there will be little development.

We will no longer allow higher density in areas just because they have high levels of public transport accessibility. Instead we will only allow high densities in the opportunity areas and core action areas as this is where we want to focus the majority of our new development.

Policy 6 - Homes for people on different incomes

Core Strategy objectives: 2A, 2C, 3A, 4A

We are trying to

Provide homes that are affordable on a wide range of incomes, including social rented, intermediate and private housing.

We will do this by

- Asking for different amounts of affordable and private homes in different areas. This is set out on Figure 3.

- We will be setting out a target of how many affordable homes will be built up to 2026

We are doing this because

Our monitoring shows that at the moment we have most social housing in Peckham, Camberwell and South Bermondsey and that this is also where most new social housing is being built. Also we have most private housing in Bankside where most private housing is being built.

We want to provide a choice of homes in all different areas. We are investing in many council estates to improve the quality of accommodation and choice of homes.

CONSULTATION QUESTIONS

Do you agree with an area based approach to affordable and private housing?

Do you agree with the areas we have set out on figure 3?

Do you agree with the tenure split within the affordable housing?

Links

Southwark Housing Strategy

<http://www.southwark.gov.uk/YourServices/HousingandHomes/strategyandstatistics/>

Fact box: Affordable and private housing

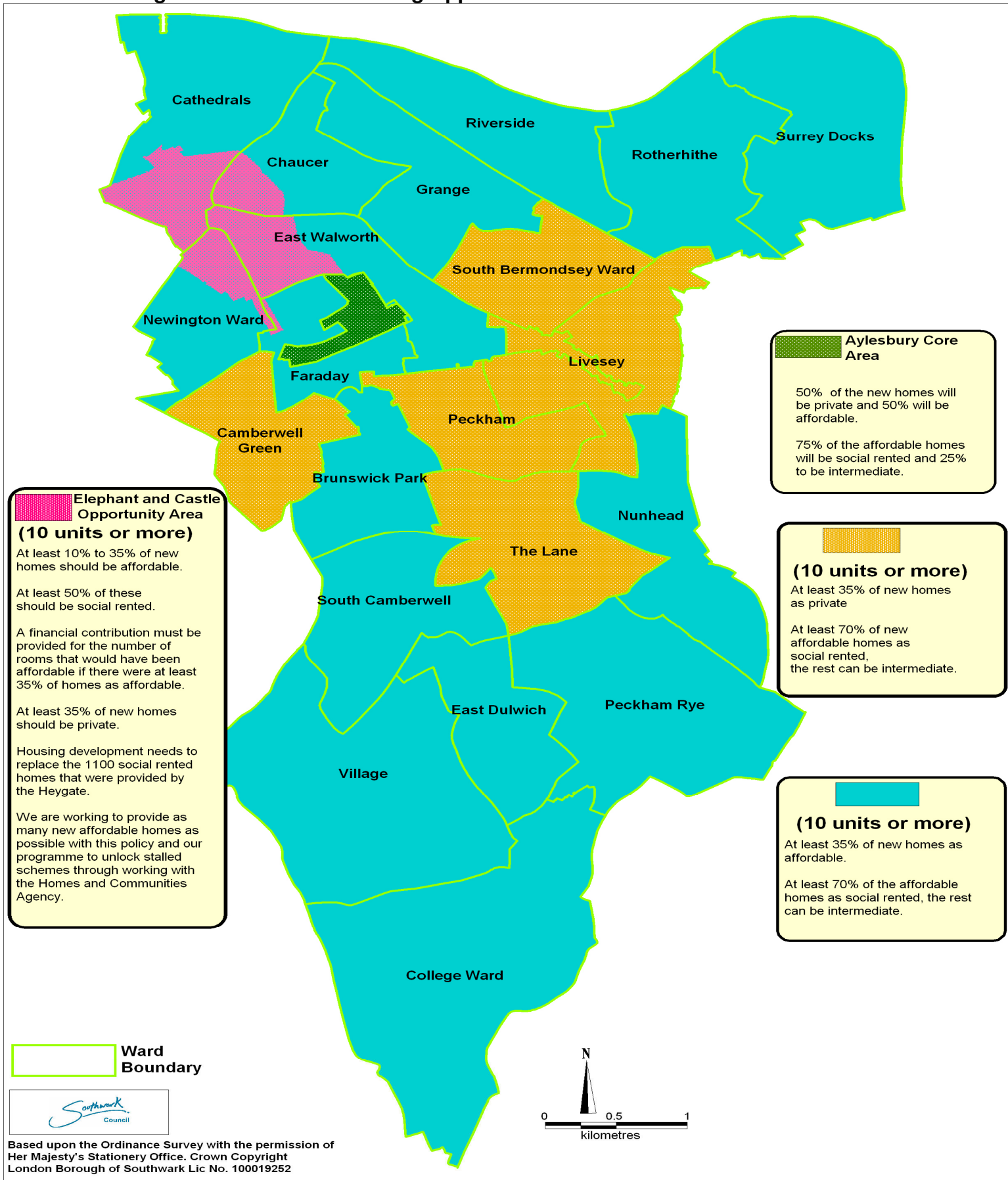
There are two types of housing:

1. Private (or market) housing that is available to either buy or rent privately on the open market
2. Affordable housing that is accessible to those households who cannot afford to buy or rent private housing that meets their needs.

There are two types of affordable housing:

1. Social Rented Housing is housing that is available to rent either from the council, a housing association (known as Registered Social Landlords or other affordable housing providers). Access to social housing is based on housing need.
2. Intermediate affordable housing is housing at prices and rents above those of social rented but below private housing prices or rents. It can include part buy/part rent, key worker housing and intermediate rent housing.

Figure 3: Affordable Housing Approach



Policy 7 – Family homes

Core Strategy objectives: 2A, 2C

We are trying to

Provide more family housing with 3 or more bedrooms for people of all incomes to help make Southwark a borough which is attractive for families.

We will do this by

- Asking for developments of 10 or more units to have homes with different numbers of bedrooms. These are:
 - At least 60% of homes in a development to have 2 or more bedrooms
- At least 30% of homes in a development to have 3, 4 or 5 bedrooms
 - Around 50% of 3, 4 or 5 bedroom units to be private or intermediate and 50% social rented housing
 - A maximum of 35% of homes in a development to have 1 bedroom
 - A minimum of 50% of homes with 2 or more bedrooms must have two double bedrooms.
 - A maximum of 5% of homes will be allowed to be studios and only for private housing.
 - There is a different approach in the Elephant and Castle Opportunity Area where 10% of homes in a development must have 3 bedrooms or more.

We are doing this because

Traditionally it is more profitable to build higher amounts of 1 and 2 bedroom flats so we need to have strong controls to make sure the right mix of housing is built to meet the community's needs. At the moment many people live in overcrowded housing or have to move out of Southwark when they have children. We need more family housing for people on all incomes especially in growth areas where there will be more development.

We are not asking for as much family housing in the Elephant and Castle opportunity area because this would mean lots of families would need to live in tower blocks and would not have a garden.

CONSULTATION QUESTIONS

Do you think we should require more family housing?

Do we require the correct percentages of each types of housing?

Links

Housing Strategy

Fact box: Family Housing

A self-contained housing unit containing three or more bedrooms. Rooms must meet our minimum room sizes and the location of the family unit within the development, along with the provision of amenity space should meet the requirements as set out in the Residential design standards supplementary planning document.

Fact box: Bedroom sizes and habitable rooms

A habitable room is a room that could be used for sleeping, whether or not it is. It includes bedrooms and living rooms. We measure things such as density, number of family units and affordable housing based on the number of habitable rooms in a development.

Rooms must meet our minimum room sizes set out in the Residential Design Standards Supplementary Planning Document. The minimum standard for a double bedroom is 12 sqm.

Policy 8 - Student homes

Core Strategy objectives: 1B, 2A, 2B, 2C, 2D

We are trying to

Encourage new student homes which meet the needs of local universities and colleges. However, we have to balance building student homes with ensuring we have enough sites on which to build other types of homes, including affordable homes.

We will do this by

- Allowing student homes when they are for local universities or colleges. They should be located in areas with good access to public transport or where they are close to the university or college with which they are linked.
- Requiring student homes to provide an element of affordable housing.
- Asking for money to overcome the negative impacts of development as we do for other types of housing.
- We will limit the amount of student housing that can be built in particular areas through applying a saturation policy. We will set this out at the next stage of consultation.

We are doing this because

We have the second largest number of student homes in London. We want to welcome students but we need to make sure that we do not provide so many student homes that we can not provide housing for all income groups especially affordable housing.

At the moment developers do not have to meet our affordable housing policies when they build student housing. We are changing this to help us build more affordable housing.

CONSULTATION QUESTIONS

Do you agree with our approach of linking local universities with student homes?

Should we require an element as affordable housing?

Should we ask for money to overcome the negative impacts of development?

Should we limit student accommodation? Where should we allow it?

Links

Section 106 SPD

http://www.southwark.gov.uk/Uploads/FILE_29686.pdf

Policy 9 – Homes for Gypsies and travellers

Core Strategy objectives: 2A, 2C

We are trying to

Give careful consideration to the needs of Gypsies and travellers and will endeavour to meet the targets which the Mayor of London sets us for providing sites for Gypsies and travellers, when these are published.

We will do this by

- Setting out in the publication/submission version how we will try to meet the need for Gypsy and traveller pitches within Southwark.

We are doing this because

The Government says that we need to find out what the need is in Southwark for Gypsies and travellers. We are waiting for the Greater London Authority research to set out the Mayor's view and any targets that may be suggested for Southwark. Once we have this we need to consider how we can try to meet this need in Southwark in the publication/submission Core Strategy.

Links

Planning Circular 01/06, *Planning for Gypsy and Traveller Caravan Sites*

<http://www.communities.gov.uk/publications/planningandbuilding/circulargypsytraveller>

Policy 10 -Numbers and places for people to work

Core Strategy objectives: 1A, 1B, 1D, 2A, 2D

We are trying to

Increase the number of jobs in Southwark, reduce the barriers that prevent people from finding work, and create an environment in which businesses can thrive. We want to maintain and encourage a range of types of business space to suit a variety of users, including small and medium sized enterprises (SMEs). We will also try to ensure that local people benefit from new jobs which are generated when development is being built and also when businesses move into the development.

We will do this by

- Providing new business space as part of big council regeneration schemes, including: Elephant and Castle and Canada Water.
- Protecting existing business space and encouraging further business space in:
 - The Central Activities Zone
 - Town centres

- The core action areas
- Strategic Cultural Area
- Protecting small business units in the locations listed above.
- Protecting industrial and warehousing and enabling growth in new sectors such as green manufacturing and technology in the following strategic and local preferred industrial locations:
 - Bermondsey (we will change the boundary of the existing preferred industrial location by taking out the Tower Industrial Estate on St James' Road).
 - Old Kent Road ;
 - Parkhouse Street (which will also be protected for a possible depot for trams or alternative forms of public transport); and Mandela Way
- Protecting arts, cultural and tourist facilities in Southwark and encouraging them, particularly in strategic cultural areas.
- Restricting hotel growth in some areas to prevent them becoming too dominant and encouraging them in other areas where they will have positive impacts.
- Targeting new jobs and training opportunities which arise from development towards local people, through s106 planning obligations.

We are doing this because

As part of a world city, we will continue to be an attractive location for innovative industries. We will use that dynamism to improve employment and business opportunities for local people. We are expecting significant growth in jobs in the coming years, particularly in financial and business services and also in cultural industries. It is important that these are located in areas with good public transport as many of these jobs are office based.

London's economy is changing fast. Although traditional manufacturing has declined, new sectors are emerging in green manufacturing, biosciences and the knowledge economy. Clusters of industrial and warehousing activities should be protected to meet existing needs and to enable Southwark's economy to diversify into emerging sectors. These sectors provide a range of job opportunities from highly skilled research jobs, to call centre jobs. Diversifying the range of job opportunities in the preferred industrial locations, into new sectors would benefit local people.

SMEs make up over 99% of the total number of businesses in Southwark. In addition to providing a valuable source of employment for local people they also help make the local economy more resistant to changes in the global economy.

Arts, cultural and tourism activities have flourished in Southwark in the last decade, particularly in the Strategic Cultural Areas. London Bridge, Bankside and The Borough have also seen strong growth in hotels, apart-hotels and short-term residential lets. While these help meet a need, this needs to be

balanced against our aim of fostering a stable residential community and further growth in hotels will be restricted where there is evidence that it is harming our communities.

Although the number of jobs in Southwark has grown significantly since the 1990s, we still have high rates of unemployment and many people dependent on benefits. We have successfully been using schemes such as Building London Creating Futures to help ensure that job and training opportunities created by development are targeted towards local people through s106 planning obligations and will continue to do so.

CONSULTATION QUESTIONS

Do you agree with where we are going to protect existing business spaces and encourage more?

Do you agree that we should continue to the preferred industrial locations and take out Tower Industrial Estate?

Should we protect Parkhouse street as a tram depot?

Should we continue to protect arts, cultural and tourist facilities in special areas?

Should we restrict the building of hotels?

Links

Southwark Employment strategy

http://www.southwark.gov.uk/Uploads/FILE_22421.pdf

Southwark Enterprise strategy

<http://www.southwark.gov.uk/YourServices/RegenerationSection/ecodev/Enterprise.html>

Appendix A: Proposals map

Policy 11 - Open spaces and wildlife

Core Strategy objectives: 2B, 2E, 2F

We are trying to

Protect and improve open and green spaces in Southwark as this makes places attractive and popular and provides sport and leisure opportunities. We want new development to create gardens, encourage wildlife and improve green spaces.

We will do this by

- Protecting a network of open spaces of various types and sizes, including large spaces of importance to all of London (Metropolitan

Open Land) and smaller spaces of more local and borough-wide importance (Borough Open Land and Other Open Space).

- Protecting nature reserves, woodlands, wildlife and trees.
- Protecting allotments and sports grounds.
- Asking for new open spaces with developments.
- Creating and improving outdoor sports facilities.
- Asking for payments for improving open spaces, access to open spaces, sports facilities, trees and nature conservation from developments so that we can try to create more and improve open spaces especially in dense areas where there is lots of development.
- Reviewing open spaces to see if there are any more we should protect.
- Protecting some of the open spaces in Dulwich and Peckham as part of the South East London Green Chain.

Fact Box : South East London Green Chain

The aim of the Green Chain is to link together open space across south east London to form a 20 mile long chain of green spaces. Although these open spaces are already protected, showing them on the proposals map will make sure that planning applications take account of them and may help get more funding in the future to improve them.

The proposed Green Chain are shown on the proposals map in appendix A..

Protecting more open spaces as Sites of Importance for Nature Conservation such as:

- Warwick Gardens,
- Durand's Wharf,
- Cherry Gardens,
- Green Dale,
- Long Meadow,
- Deal Porters Walk,
- King Stairs Gardens,
- Nursery Row,
- Bermondsey Spa Gardens
- Surrey Canal Walk.

We are doing this because

Open spaces are important for relaxing, sport, wildlife, and to break up built-up areas and add to the character of places. They also help control flooding and keep built-up areas cool.

CONSULTATION QUESTIONS

Do you think we should protect any other open spaces?

Do you think we should designate some of our open spaces as Green Chains?

Are there any other open spaces we should designate as Sites of Importance for Nature Conservation?

Links

Southwark Tree Review

http://www.southwark.gov.uk/Uploads/FILE_36470.pdf

Southwark Biodiversity Action Plan

http://www.southwark.gov.uk/Uploads/FILE_28648.pdf

Appendix A: Proposals map

Fact box: Sites of Importance for Nature Conservation (SINCs)

SINCs are open spaces considered very important for nature conservation due to their wildlife and biodiversity.

Fact Box: Different levels of open space protection

We value our large open spaces and we want to protect and improve them so we do not allow development except where it is necessary to improve the use of the open space. There is a hierarchy of open spaces. There are large open spaces which are important to all of London. These are protected by the Mayor and are called Metropolitan Open Land. These have the highest level of protection and must be kept open in nature with development only in exceptional cases. There are also smaller spaces which we protect. Some of these are important to all people in Southwark. They are called Borough Open Land and we give these strong protection. Small open spaces that are important at a neighbourhood area are protected as Other Open Space.

Policy 12 - Design and conservation

Core Strategy objectives: 1E, 2B, 2C, 2F

We are trying to

Achieve high standards of design to create distinctive places which are attractive and fit well with their surroundings, which are safe, easy to get around and feel comfortable to live, work, study and relax in.

We are also trying to make sure that Southwark's places of historic value, including its conservation areas, listed buildings, archaeological priority zones and monuments, are protected or improved.

We will do this by

- Introducing the highest possible design standards for our developments of housing, schools, shops and other buildings and places.
- Requiring design and access statements which explain and justify the design of development.

- Making sure that developments protect or improve conservation areas, archaeological priority zones, listed and locally listed buildings and monuments.
- We are updating our plan to show new conservation areas which have been agreed since we adopted the Southwark Plan and also adding to and extending our archaeological priority zones (see fact box).
- Encouraging tall buildings in the right locations in the opportunity and core action areas where they make a positive contribution to regeneration and have exceptional design quality. These areas are shown in our proposals map in appendix A.
- Not allowing tall buildings in the rest of Southwark.

We are doing this because

By making sure all new development is built to a high quality of design, we will improve how Southwark looks and make sure people continue to enjoy living, visiting and working here. We will also continue to protect our heritage and to create unique places with a local character. We are creating more archaeological priority zones as more archaeological remains, mainly from Roman times have been found.

Tall buildings can help make the best use of land and signify the regeneration of an area. They can also help create a more interesting skyline, and create places which are more varied, which are easier to find your way around, and which have a more distinctive character. However, in the wrong locations tall buildings can be overbearing and out of character and create overshadowing or wind tunnel effects. Tall buildings also need very good access to public transport to support the numbers of people who live and work in them. For these reasons, we are focussing tall buildings in particular locations.

CONSULTATION QUESTIONS

Do you agree with the APZs we are designating and extending?

Do you agree with the areas we have designated for tall buildings?

Fact box: Tall buildings

Tall buildings are those which are higher than 30 metres (and 25 metres in the Thames Policy Area) or significantly taller than surrounding buildings. 30 metres is the height of approximately a 10 storey residential development or a 7-10 storey commercial development.

Fact box: Archaeological priority zones

These are areas where there is significant potential for archeological remains. It is important that proposals in sites in APZs assess any remains which may be on site.

The APZs are:

1. Borough, Bermondsey and Rivers** (Bankside, Borough High Street, Bermondsey, Rotherhithe and Thames Riverside)
2. Kennington Road and Elephant and Castle
3. Walworth Village (Central Walworth Road)
4. Old Kent Road** (Watling Street)
5. Camberwell Green
6. Peckham Village (Peckham Hill Street, Peckham High Street and Rye Lane)
7. Dulwich Village
8. Bermondsey Lake** (Willow Walk, South Bermondsey and Livesey)
9. London Bridge to Lewis Street* (Asylum Road, Queens Road Station and Ivedale Road)

* These are new APZs that we are designating in the Core Strategy

** These are existing APZs that we are extending in the Core Strategy

Links

Appendix a: Proposals map

Policy 13 - High environmental standards**We are trying to**

Achieve high standards and positive designs to improve the quality of places, provide higher living and working standards, improve the environment and reduce the impacts on climate change.

We will do this by

- Introducing the highest possible standards for all developments, measured by the Code for Sustainable Homes or BREEAM.
- Requiring a sustainability assessment to measure the environmental impacts of all major developments.
- Saving a strategic site for a waste management facility on the Old Kent Road.
- Building a state of the art waste centre so that we can process more of our waste in Southwark and increase recycling.
- Working jointly with 4 other London Boroughs (Bromley, Bexley, Greenwich and Lewisham) to meet our waste targets, increase recycling and recovering heat and power from waste as set out in the Joint Waste Technical Paper.

- Requiring a waste strategy with applications for new development to show how waste has been minimised during construction and operation of the building.
- Requiring all new development to be designed and built so that it minimises the amount of energy used and carbon dioxide emissions. All applications will require an energy assessment explaining how this has been done.
- Expecting all major developments to set up and / or connect to local energy generation networks where possible.
- Requiring developments to use renewable sources of energy.
- Encouraging the use of carbon reduction and renewable energy technologies for existing buildings
- Requiring developments to use less water and connect to a local water supply where possible.
- Setting high standards for reducing air, land and noise pollution and avoiding amenity and environmental problems.
- Allowing developments to occur in the protected Thames flood zone where they are designed to be safe.
- Requiring developments to help reduce flood risk by reducing water run-off and using sustainable urban drainage systems.

Fact Box: Energy and Carbon Dioxide

Most scientists agree the earth's temperature is getting warmer due to human activity. Rising levels of carbon dioxide (CO₂) in the atmosphere from burning fossil fuels to produce electricity, drive transport, construct and heat buildings and produce goods, contribute to this effect. Energy use in buildings is responsible for a large amount of CO₂ emissions in Southwark.

To reduce the amount of CO₂ produced in Southwark all development must be designed to minimise energy consumption and carbon dioxide emissions. This is achieved through good design minimising the development's energy needs, making the most of energy efficient heating and cooling systems and finally using renewable sources of energy for the building.

We are doing this because

We want Southwark to be a leader for environmental design and performance. This is also important to reduce the impacts of development on climate change and the environment. As some climate change is unavoidable we need to make sure that buildings are designed and ready for hotter drier summers and warmer wetter winters.

The London plan requires us to be able to manage 85% of the apportioned waste for Southwark by 2020. This is 133,000 tonnes municipal waste and 246,000 tonnes commercial and industrial waste.

The London plan also requires us to minimise the levels of waste generated, and exceed levels of recycling and composting in municipal waste of 35% by 2010 and 45% by 2015; and 70% for commercial and industrial waste by 2020.

Targets

Residential development should exceed Code for Sustainable Homes Level 3. We will investigate how feasible it is to ask for all major residential development to achieve Code Level 4. This would provide very high reductions in carbon dioxide emissions but would be technically and financially harder to achieve than Code Level 3.

All non-residential development should exceed BREEAM “very good”.

All new health facilities must achieve BREEAM “excellent”.

Major development should achieve a 25% saving in carbon dioxide emissions above the building regulations from energy efficiency, efficient energy supply and renewable energy generation. Where we require developments to meet Code Level 4 they will need to achieve a 44% saving over the Building Regulations..

Major development must achieve a reduction in carbon dioxide of 20% from using on-site or local renewable energy generation.

Major development must reduce surface water run-off by more than 50%

Major housing developments must achieve a potable water use target of 105litres per person per day.

We must manage 85% of the apportioned waste for Southwark by 2020.

We must minimise the levels of waste generated, and exceed levels of recycling and composting in municipal waste of 35% by 2010 and 45% by 2015; and 70% for commercial and industrial waste by 2020.

CONSULTATION QUESTIONS

Do you agree with the standards and targets we have set?

Do you agree with the designation of our waste site on Old Kent Road?

Links

Sustainable Design and Construction Supplementary Planning Document
http://www.southwark.gov.uk/Uploads/FILE_40484.pdf

Sustainability Assessment Supplementary Planning Document
http://www.southwark.gov.uk/Uploads/FILE_40422.pdf

Fact Box: Code for Sustainable Homes (CfSH) and BREEAM

Code for Sustainable Homes is a national standard for measuring the impact of a new building on the environment. The Code gives a rating to development which ranges from 1 to 6. The higher the rating the more sustainable a home is. The assessment looks at things like how much energy and water will be used, how much pollution will be released, and how much waste will be created.

For other types of buildings, a tool known as BREEAM (the Building Research Establishment Environmental Assessment Method) is used. This is similar to the Code for Sustainable Homes, but gives a rating of Poor to Excellent.

SECTION 5: DELIVERY AND IMPLEMENTATION

At the next stage of consultation in November we will include a delivery and implementation plan. We have started doing this in our policies where we set out ways in which we deliver the policies. The next stage will provide more information on how the things we propose in the Core Strategy will actually happen. This will include information on the following:

- Who will be expected to deliver the vision and objectives of the Core Strategy. This will include the council, Registered Social Landlords, Homes and Communities Agency, private developers, the Primary Care Trust, utilities companies, Transport for London and the Mayor of London.
- The ways in which we will make land available for development. If necessary this may involve using compulsory purchase orders.
- Infrastructure. This will include information on how we will make sure the supporting infrastructure is in place for the scale of the development proposed in the Core Strategy, such as waste, water and energy infrastructure.
- How we will continue to use our planning obligations policy from the Southwark Plan and our section 106 supplementary planning document. Together these set out how we require planning obligations from developers for things such as affordable housing, transport improvements, open space improvements and health facilities.

SECTION 6: REVIEWING PROGRESS

We will set targets for the Core Strategy and regularly monitor whether the plan is working how we want it to and, if not, what can be done to put it back on track. These will be based on national, London and local indicators using figures already being measured through local area agreements and best value along with new local indicators. We will do this through our Annual Monitoring Report.

APPENDICES

Appendix A: Core Strategy Proposals Map

The proposals map designates certain parts of the borough for different types of land use and identifies where particular planning policies apply.

This is available on our website or please contact us if you would like a hard copy.

Appendix B: Possible housing sites

We have set out the sites that could be available for the development of housing. This is to consult on sites that could help meet our housing targets. This does not mean that we consider housing to be appropriate on all of these sites. This is an early consultation stage, we will be setting out more detail about the type of development and how much development could go on each site at the next stage of consultation.

This is available on our website or please contact us if you would like a hard copy. There is also a spreadsheet on our website, detailing the addresses of all these sites.

Appendix C: Changes to the Southwark Plan Proposals Map

This appendix sets out the changes that the Core Strategy makes to the Southwark Plan proposals map. The new Core Strategy proposals map in appendix A shows the new designations.

Density Zones

We have removed the Public Transport Accessibility Zones.

We have changed the boundaries of the urban and suburban zones.

We have introduced a suburban zone north, suburban zone middle and renamed the suburban zone suburban south.

We have removed the subdivision to the urban zone.

Preferred Office Locations

We have removed the preferred office location designation.

Open Spaces

We have designated the following as open spaces (in addition to our existing open spaces):

Calyпсо Park

Sumner Park

Surrey Walk

Central Venture Park

Part of Cross Bones Graveyard

We have corrected the boundary of Western Street (OS20) Borough Open Land.

Sites of Importance for Nature Conservation

We have designated the following as Sites of Importance for Nature Conservation (in addition to our existing Sites of Importance for Nature Conservation):

- Warwick Gardens,
- Durand's Wharf,
- Cherry Gardens,
- Green Dale,
- Long Meadow,
- Deal Porters Walk,
- King Stairs Gardens,
- Nursery Row,
- Bermondsey Spa Gardens
- Surrey Canal Walk.

Archaeological Priority Zones

We have designated two new archaeological priority zones and extended two archaeological priority zones. These are:

- New:
 - Bermondsey Lake (Willow Walk, South Bermondsey and Livesey)
 - London Bridge to Lewis Street (Asylum Road, Queens Road Station and Ivedale Road)
- Extensions:
 - Borough, Bermondsey and Rivers (Bankside, Borough High Street, Bermondsey, Rotherhithe and Thames Riverside)
 - Old Kent Road (Watling Street)

Green Chains

We have designated some of our open spaces as Green Chains. These are:

Dulwich Upper Wood
 Dulwich Wood
 Sydenham Hill Wood
 Dulwich Park
 Camberwell Old Cemetary
 One tree Hill
 Camberwell New Cemetary
 Nunhead Cemetary
 Iydale Fields
 Peckham Rye Park and Common
 Homestall Road Sports Ground
 Acquarius Golf Course
 Brenchley Gardens
 Dawsons Heights
 Belair Park
 Cox's Walk
 Dulwich Picture Gallery and Gardens
 Dulwich and Sydenham Golf Course

Waste site

We have changed the boundaries of the Old Kent Road Gas Site.

Proposed Tram/Public transport route

We have changed the route of the proposed tram/public transport route.

Tall buildings

We now show an area within the proposals map where tall building will be allowed.

Appendix D: Consultation Questionnaire and demographic monitoring form

CORE STRATEGY PREFERRED OPTIONS QUESTIONNAIRE

Use this questionnaire to respond to the Core Strategy preferred options report.

All documents can be found at www.southwark.gov.uk/corestrategy. You can also use our online questionnaire.

Copies are available at libraries, One Stop Shops, the Town Hall or by contacting the planning policy team on **0207 525 5471**.

You need to respond by 5pm Tuesday 21 July 2009.

You can also email this questionnaire to corestrategy@southwark.gov.uk

Or you can mail a paper copy to **Planning Policy, Regeneration and Neighbourhoods Department, Freepost SE19/14, London, SE17 2ES**, or fax a copy to **0207 084 0347**.

Your name and address:	If you are submitting a representation on behalf of someone other than yourself, please state your client's name and address:
Postcode: Telephone: Email:	Postcode: Telephone: Email:
Organisation you represent (if applicable):	Organisation you represent (if applicable):

CORE STRATEGY PREFERRED OPTIONS QUESTIONNAIRE

1. Do you agree with the main challenges we think are facing the borough?

(See Section 2.1 of the preferred options report)

Yes

No – there are others we should consider

If you answered no, please tell us what other issues you think we should consider:

2. Do you agree with our growth areas approach?

(See section 2.3 of the preferred options report)

Yes
approach

No –we should consider a different

If you answered no, please tell us what approach you think we should consider

3. Do you agree with our overall vision for Southwark and our area visions?

(See section 3, of the preferred options report)

Yes

No

If you answered no, please tell us what approach you think we should consider

4. Do you agree with our objectives? Yes No

If you answered no, please tell us how we should change our objectives

5. Do you agree with policy 1 – sustainability assessment? Yes No

Do you agree with our approach to sustainability assessments?
Is there anything else we should require?

6. Do you agree with policy 2 – sustainable transport? Yes No

Do you agree with our approach to sustainable transport?
Is there anything else we could do to make Southwark more accessible?

7. Do you agree with policy 3 - Shopping, leisure and entertainment?

Yes No

Do you agree with the town and local centre hierarchy?
 Do you think we should direct all large shopping and leisure developments to these centres?
 Should we continue to protect important shopping parades?

8. Do you agree with policy 4 – Places to learn and enjoy?

 Yes No

Should we continue to protect existing community facilities?
 Should we encourage new community facilities?
 Is there anything else we can do to have a more joined up approach to how we use our existing community facilities?

9. Do you agree with policy 5 - Providing new homes?

 Yes No

Should we focus large development in the opportunity areas and core action areas?
 Do you agree with the boundaries on the strategic sites we have identified as possible housing development?
 Do you agree with the density ranges and the areas they apply to?

10. Do you agree with policy 6 - Homes for people on different incomes?

 Yes No

Do you agree with an area based approach to affordable and private housing?
 Do you agree with the areas we have set out on figure 3?
 Do you agree with the tenure split within the affordable housing?

11. Do you agree with policy 7 – Family homes?

Yes

No

Do you think we should require more family housing?
 Do we require the correct percentages of each types of housing?

12. Do you agree with policy 8 – Student homes?

Yes

No

Do you agree with our approach of linking local universities with student homes?
 Should we require an element as affordable housing?
 Should we ask for money to overcome the negative impacts of development?
 Should we limit student accommodation? Where should we allow it?

13. Do you agree with policy 9 - Homes for Gypsies and travellers?

Yes

No

14. Do you agree with policy 10 – Numbers and places for people to work?

Yes

No

Do you agree with where we are going to protect existing business spaces and encourage more?
Do you agree that we should continue to the preferred industrial locations and take our Tower Industrial Estate?

Should we continue to protect arts, cultural and tourist facilities?

Should we restrict the building of hotels?

15. Do you agree with policy 11 – Open spaces and wildlife?

Yes

No

Do you think we should protect any other open spaces?

Do you think we should designate some of our open spaces as Green Chains?

Are there any other open spaces we should designate as Sites of Importance for Nature Conservation?

16. Do you agree with policy 12 – Design and conservation?

Yes

No

Do you agree with the APZs we are designating and extending?

Do you agree with the area we have designated for tall buildings?

17. Do you agree with policy 13 – High environmental standards?

Yes

No

Do you agree with the standards and targets we have set?
Do you agree with the designation of our waste site on Old Kent Road?

18. Do you agree with how we are going to implement and deliver the Core Strategy?

Yes

No

Is there anything else we should do to make sure we can implement the Core Strategy?

19. Do you agree with how we are going to monitor the Core Strategy?

Yes

No

Is there anything else we could do?

20. Do you have any other comments?



Demographic Monitoring Form

Southwark Council is committed to making sure that the consultations we carry out are done so in a fair and non-discriminatory way. We would be grateful if you could complete the following table. This information will be treated as confidential.

Gender	Age group (Please tick one)	Do you have a disability?
Male <input type="checkbox"/>	Under 16 <input type="checkbox"/> 36 -55 <input type="checkbox"/>	Yes <input type="checkbox"/>
Female <input type="checkbox"/>	16-24 <input type="checkbox"/> 56 and over <input type="checkbox"/>	No <input type="checkbox"/>
	25-35 <input type="checkbox"/>	

Ethnicity (Ethnic group refers to people with the same cultural background and national identity. It does not always mean where you were born). Please tick one box.		
A) White		
	British	<input type="checkbox"/>
	Irish	<input type="checkbox"/>
	Other White Background (Please specify)	<input type="checkbox"/>
B) Mixed		
	White and Black Caribbean	<input type="checkbox"/>
	White and Black African	<input type="checkbox"/>
	White and Asian	<input type="checkbox"/>
	Any other mixed background (Please specify)	<input type="checkbox"/>
C) Asian or Asian British		
	Bangladesh	<input type="checkbox"/>
	Indian	<input type="checkbox"/>
	Pakistani	<input type="checkbox"/>
	Any other Asian background (Please specify)	<input type="checkbox"/>
D) Black or Black British		
	Caribbean	<input type="checkbox"/>
	African	<input type="checkbox"/>
	Any other Black background (Please specify)	<input type="checkbox"/>
E) Chinese or other ethnic group		
	Chinese	<input type="checkbox"/>
	Other	<input type="checkbox"/>

Southwark Council is registered as a data controller under the Data Protection Act 1998.

We have a legal requirement to keep your information safe and secure. We will not share your data with any external parties without your consent, unless we are required by law to do so.

Appendix E: Useful council contacts**PLANNING POLICY**

Regeneration and neighbourhoods
LBS Planning Policy
0207 525 55471

PLANNING APPLICATIONS

Regeneration and neighbourhoods
LBS Duty Officer
Helpline
020 7525 5403

Section 106

Regeneration and neighbourhoods
LBS S106 Monitoring Officer
020 7525 5443

PLANNING COMMITTEE CLERK

Strategic Services
LBS Committee Clerk
0207 525 7055

EDUCATION

Education Department
LBS Education Planning Officer
020 7525 5018

EMPLOYMENT

Regeneration and neighbourhoods
LBS Economic Development
0207 525 5676

TRANSPORT

Regeneration and neighbourhoods
LBS Group, Transport
020 7525 5564

OPEN SPACE

Environment and housing
0207 525 2000

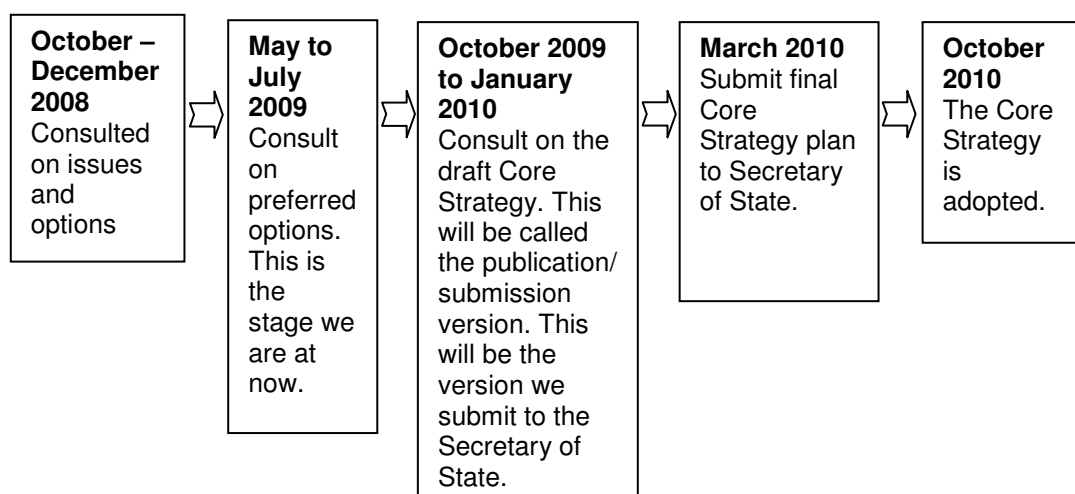
Appendix F: More information on the Local Development Framework

How will the Core Strategy be prepared?

The Core Strategy will be prepared over a number of stages. The document you are now reading is the second stage of preparation and is called the preferred options report. This sets out how we think growth in the borough should happen and is based on your responses to the issues and options consultation and recent information from research reports and statistics.

We will use your responses to this preferred options consultation to prepare the next stage, which is writing the draft Core Strategy. The draft Core Strategy will be consulted on from late 2009 to early 2010. The figure below includes the dates of the future stages of consultation in preparation.

How does the Core Strategy link to other planning documents?



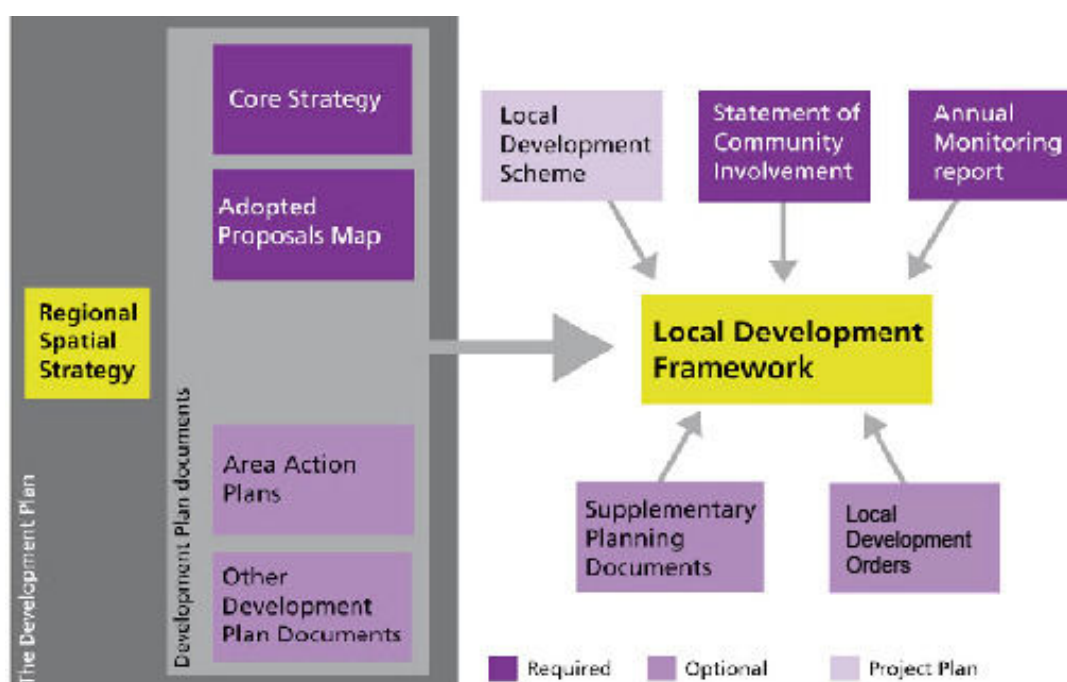
The main document which is currently used to guide development in Southwark is the Southwark Plan which was adopted in 2007. We also have a number of supplementary planning documents which provide extra advice and guidance on particular topics, such as how to make new buildings more environmentally friendly.

In 2004 the Government made changes to the planning system and required all councils to produce a new set of planning documents, called the local development framework (LDF). The local development framework contains a number of different planning documents and is illustrated below.

The local development framework will eventually replace the Southwark Plan. The Core Strategy is one of the most important documents in the local development framework. It will set out the overall vision and strategy for future development in the borough and identify where new housing and jobs will be provided up to the year 2026. The Core Strategy will cover the entire borough.

Once adopted, the Core Strategy will be used to assess planning applications in Southwark.

All other LDF documents need to be consistent with the Core Strategy and there are a number of other planning documents that are currently being prepared alongside the Core Strategy. These include the Peckham and Nunhead Area Action Plan, the Aylesbury Area Action Plan and the Canada Water Area Action Plan.



The Core Strategy also needs to follow national planning guidance and be consistent with the London Plan, which is the planning strategy for all of London.

The Core Strategy will also take into account Southwark 2016, our Sustainable Community Strategy and other council plans and strategies.

We have set out below further information on each of these important documents. Along with these, the Core Strategy background paper explains other important research and policy documents.

Planning policy statements

The Government produces planning guidance on a number of issues such as housing, heritage conservation and open spaces. Planning Policy Statement 1 sets out the Government's vision for planning. The main aims are:

- promoting regeneration and economic development,
- creating healthy, safe and crime free places,
- encouraging land to come forward for development for uses that will benefit communities the most,

- making sure that land is used efficiently, with higher densities in areas with good transport and access community facilities, employment and shops,
- reducing the need to travel.

The Core Strategy will take forward these aims in Southwark.

The London Plan

This sets out guidance for all development in London and its aims are to:

- make London a better city to live in,
- accommodate a growing population whilst protecting the green belt and open spaces,
- achieve economic growth and prosperity,
- regenerate deprived areas to give everyone the opportunity for a good quality of life
- improve accessibility and green spaces.

The London Plan is available at www.london.gov.uk/thelondonplan/

The Southwark Plan (UDP)

The Southwark Plan was adopted in 2007 and sets out the planning policies for the borough. As this document was recently adopted not all the policies will be changing. A detailed explanation of which policies we intend to carry through and keep the same is provided in the Core Strategy background paper.

For more information go to

www.southwark.gov.uk/YourServices/planningandbuildingcontrol/planningpolicy/southwarkplanudp/

The Sustainable Community Strategy (Southwark 2016)

The Sustainable Community Strategy (Southwark 2016) sets out how the council and other organisations such as the PCT and police will work together to improve life in Southwark. Key aims of the Sustainable Community Strategy are:

- Improving individual life chances for Southwark's people to achieve economic well-being, better health, housing and access to leisure
- Making the borough a better place that has mixed communities, more quality homes, a vibrant economy and safe, well-cared for streets and open spaces
- Delivering quality public services that are accessible, efficient and modern

The objectives for the Core Strategy come from the Sustainable Community Strategy.

For more information go to www.southwark.gov.uk/Uploads/FILE_25753.pdf

Annual Monitoring Report

This is published every year and explains if our planning policies are working as they should. It does this by looking at what sort of development has taken

place and how this matches the aims and objectives of our planning documents.

The annual monitoring report will be used to keep track of how effective the Core Strategy is.

You can see the latest annual monitoring report at www.southwark.gov.uk/Uploads/FILE_40026.pdf

Neighbouring boroughs' local development frameworks

Development in Southwark can affect surrounding areas and vice versa. We therefore need to be aware of the UDPs, Core Strategies and Area Action Plans of other London boroughs, particularly our neighbours: Lambeth, Lewisham, Bromley, Tower Hamlets and City of London.

Appendix G: Useful Links to Related Documents

National

Planning Policy Statement 1: Delivering Sustainable Development (PPS1) (31 January 2005)

<http://www.communities.gov.uk/planningandbuilding/planning/planningpolicyguidance/planningpolicystatements/planningpolicystatements/pps1/>

Planning Policy Statement 3: Housing (PPS3) (29 November 2006)

<http://www.communities.gov.uk/publications/planningandbuilding/pps3housing>

Planning Circular 01/06 (ODPM): Planning for Gypsy and Traveller Caravan Sites (2 February 2006)

<http://www.communities.gov.uk/publications/planningandbuilding/circulargypsytraveller>

The Code for Sustainable Homes: Setting the standard in sustainability for new homes (27 February 2008)

<http://www.communities.gov.uk/publications/planningandbuilding/codesustainabilitystandards>

BREEAM

<http://www.breeam.org/index.jsp>

Regional

The London Plan (consolidated with Alterations since 2004) (February 2008)

<http://www.london.gov.uk/thelondonplan/>

Local

Sustainable Community Strategy (Southwark 2016) (2006)

<http://www.southwark.gov.uk/YourCouncil/SouthwarkAlliance/WhatSouthwark2016.html>

The Southwark Plan (Unitary Development Plan) (2007)

<http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/planningpolicy/southwarkplanudp/>

Annual Monitoring Report (AMR) (April 2007 – March 2008)

<http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/planningpolicy/localdevelopmentframework/annualmonitoringreport.html>

Statement of Community Involvement (SCI) (Jan 2008)

<http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/planningpolicy/localdevelopmentframework/SCI.html>

Southwark Housing Strategy 2005 to 2010 (November 2005) **and Related Documents**

<http://www.southwark.gov.uk/YourServices/HousingandHomes/strategyandstatistics/>

Southwark Local Implementation Plan (LIP) – Transport (2006)

<http://www.southwark.gov.uk/YourServices/transport/lip/>

Southwark Schools for the Future

www.southwark.gov.uk/ssf

Southwark Employment Strategy (June 2006)

<http://www.southwark.gov.uk/YourServices/RegenerationSection/ecodev/employmenthomepage.html>

Southwark Enterprise Strategy (June 2006)

<http://www.southwark.gov.uk/YourServices/RegenerationSection/ecodev/Enterprise.html>

Southwark Biodiversity Action Plan (April 2006-2010)

<http://www.southwark.gov.uk/YourServices/ParksSection/biodiversity/southwarkswildlife.html>

Transforming Southwark's NHS

<http://www.southwarkpct.nhs.uk/a/4349>

Peckham and Nunhead Area Action Plan (PNAAP) (March 2009)

<http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/planningpolicy/localdevelopmentframework/PeckhamAreaActionPlan.html>

Canada Water Area Action Plan (November 2008)

<http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/planningpolicy/localdevelopmentframework/canadawaterareaactionplan.html>

Aylesbury Area Action Plan (January 2009)

<http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/planningpolicy/localdevelopmentframework/aylesburyareaactionplan.html>

Section 106 Supplementary Planning Document (SPD) (July 2007)

<http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/S106/>

Design and Access Statements Supplementary Planning Document (SPD) (September 2007)

<http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/planningpolicy/SPDsandSPGs/DesignandAccessSPD.html>

Affordable Housing Supplementary Planning Document (SPD)

(September 2008)

<http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/planningpolicy/SPDsandSPGs/AHSPD.html>

Sustainability Assessment Supplementary Planning Document (SPD)

(February 2009)

<http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/planningpolicy/SPDsandSPGs/sustainabilityassessmentsupplementaryplanningdocument.html>

Sustainable Design and Construction Supplementary Planning Document (SPD) (Feb 2009)

<http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/planningpolicy/SPDsandSPGs/SustainableDesignandConstructionSPD.html>

Residential Design Standards Supplementary Planning Document (SPD)

(September 2008)

<http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/planningpolicy/SPDsandSPGs/rdsspd.html>

Sustainable Transport Supplementary Planning Document (SPD) (August 2008)

<http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/planningpolicy/SPDsandSPGs/transportspd.html>

Elephant and Castle Enterprise Quarter Supplementary Planning Document (SPD) (August 2008)

[http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/SPDsandSPGs/ElephantandcastleenterprisequarterSPD.html](http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/SPDsandSPGs/ElephantandcastleenterprisequarterSPD.html)

123 Grove Park Supplementary Planning Document (SPD) (September 2007)

[http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/SPDsandSPGs/123GroveParkSPD.html](http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/SPDsandSPGs/123GroveParkSPD.html)

Walworth Road Supplementary Planning Document (SPD) (September 2008)

[http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/SPDsandSPGs/walworthroadsupplementaryplan.html](http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/SPDsandSPGs/walworthroadsupplementaryplan.html)

Dulwich Supplementary Planning Document (SPD) (March 2009)

[http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/SPDsandSPGs/dulwichspd.html](http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/SPDsandSPGs/dulwichspd.html)

Southwark Tree Review (March 2008)

http://www.southwark.gov.uk/Uploads/FILE_36470.pdf

Retail capacity study 2009 (February 2009)

[http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/researchandinformation/](http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/researchandinformation/)

Strategic Flood Risk Assessment (SFRA) (February 2008)

[http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/researchandinformation/](http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/researchandinformation/)

Southwark affordable housing valuations research (January 2005)

[http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/researchandinformation/](http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/researchandinformation/)

Southwark Density Survey (January 2005)

[http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/researchandinformation/](http://www.southwark.gov.uk/YourServices/planningandbuildingcontrol/plannin
gpolicy/researchandinformation/)

Appendix H: Southwark today – interesting facts and information

The area includes more jobs than it has workers, that is more employees commute in to the borough than need to go outside to work. The biggest concentration of businesses is around London Bridge and Elephant and Castle. These include major financial services firms, publishers and lawyers. Education (e.g. South Bank University) and health (Guy's Hospital) are major employers, along with the council itself and the G.L.A. In recent years many successful tourism and culture attractions have opened along Bankside such as the Tate Modern Gallery, Shakespeare's Globe, and Vinopolis.

The growing population increasingly values access to high quality green spaces nearby. About 20% of Southwark is open spaces of various kinds, protected by the planning system – including parks, sports grounds, nature reserves and woodlands. Increasing appreciation of the heritage of the built environment means that 22% of the borough is covered by conservation areas.

The total population of Southwark is 274, 000. This has risen by well over 50,000 since 1981, New residents are mainly workers in their 20s and 30s.

Although the total amount of social housing (council rented plus other registered social landlords) has fallen from its peak of nearly 70% in the 1970s (still 53% in 2001). However, it is still around 46% of homes, which is nearly three times the national average and the highest of London boroughs. In 2001, 31% of homes were owner occupied. This is still well below even the inner London 40% average let alone the 70% national figure. Private renting, previously marginal here, has risen to 15% of all households. These changes reflect both 'right to buy' purchases and the construction of extensive private housing schemes since the 1980s

Over 51% of residents are women. In 2001, around 10% of households were headed by lone parents (one of the highest levels in the country); about 38% were single persons, which is less than the average for Inner London (but well above the 30% national figure) and only 28% of households included any under 16s. The under 16s make up around 20% of all residents, similar to the national average and very different to the ageing profile of the 1970s. In contrast, the over-65s have fallen from 14% to under 10% of residents since 1991 (they are 16% of the population nationally). Many new homes, including large student hostels, are occupied by students and other younger residents on a short term basis.

The population grows by "natural increase", with over 3 local births for every death each year (3000 net growth p.a.). However, this is partly offset by net migration since many families and older residents move out of the area though younger single people move in (also, households are getting smaller).

From the 1990s, African communities, now estimated at around 16% of residents, overtook the Caribbean group (now around 7%): Southwark has the largest African population of any authority in Britain,. They are mainly from

Nigeria and other parts of West Africa; The South Asian and Chinese groups together are around 6.5% of the population (compared to 11% in Inner London).

In 2001 12.6% (an eighth) of residents claimed to have a 'limiting long term illness' (used in the Census as a proxy for disability) but this is below the English average, reflecting a "young" population;

At 108, the Standardised Mortality ratio is well above the national average still, reflecting widespread deprivation; however, health may be improving. From 2001 to 2006 alone, life expectancy in Southwark rose by 3 years (men) and 1.7 years (women) to 76.6 and 81.6 years respectively.

Over a third (35%) of working age residents in 2001 had higher qualifications (degrees etc), which is nearly double the national norm; however the proportion of those with no qualifications at all (at 24%) was above the London average. In 2001, around 12% of residents were managers or senior professionals – 50% above the national figure, but less than in Inner London.

In 2007, Southwark had an estimated 165,800 jobs. Of these, 5.7% were in manufacturing, 3.7% construction, 14.6% retail/ hospitality, 5.5% transport/ communications, 42.4% finance and business services, 21.2% public administration/ education/ health, and 6.5% 'other services'. Compared to London as a whole, this represented more jobs in manufacturing and finance, and rather less in retail and transport occupations.

In 2007 the number of VAT registered businesses alone (which excludes the smallest firms) rose by 475 to 9,670.

In general, Southwark residents tend to be on the move. In 2001, 2% of residents were newly arrived from abroad plus 7.5% from elsewhere in Britain (in the previous 12 months). This 'churn' makes it harder to understand their needs and the services we should provide...

Southwark in 2001 was home to 18,800 full time students (a proportion almost double the national average, and the third highest in London), and 18,500 unpaid carers.

Though changing definitions and demographic trends have led to Southwark moving down the league table of poverty, the most recent government estimates (2007) show it still in 18th position nationally for the extent of deprivation (out of 354 councils);

Unemployment (claimant count) remains nearly double the national average, and the equal 7th highest borough in London. A few years back it was the 4th highest; the improvement may reflect more professional employees joining the local workforce as well as the success of social inclusion policies in Southwark.

Appendix I: Glossary

Action Area An area expected to undergo significant changes in the coming years. These include Peckham and Nunhead, Canada Water and Aylesbury. We are preparing area action plans for these areas to make sure that development happens in the most beneficial way.

Affordable housing Housing designed to meet the needs of households who can't afford to decent and appropriate housing on the open market. Affordable housing includes both social and intermediate housing.

Annual Monitoring Report This is produced every year as part of the local development framework. It sets out how well our planning policies are performing based on a range of different indicators.

Archaeological Priority Zones These are areas identified in the Southwark Plan and the Core Strategy where there is potential for significant archaeological remains. Planning applications within these areas must be accompanied by an archaeological assessment and evaluation of the site, including the impact of the proposed development.

Area Action Plans These set out planning policies for action areas to make sure development happens in the most beneficial way. They should: stimulate regeneration, protect areas sensitive to change, resolve conflicting objectives in areas subject to development pressures, or focus the delivery of area based regeneration initiatives.

Area for Intensification An area identified in the London Plan that can accommodate more housing and jobs. They have good public transport links. Canada Water is the only area identified as an Area for Intensification in Southwark.

Biodiversity The diversity or variety of plants and animals and other living things in a particular area or region. It includes landscape diversity, ecosystem diversity, species diversity, habitat diversity and genetic diversity.

Central Activity Zone (CAZ) The Central Activity Zone is the area within central London where there high levels of public transports and a lot of finance, specialist retail, tourist and cultural activities. This includes Borough and Bankside, London Bridge and Elephant and Castle.

Community facilities These are

- Buildings used by voluntary sector groups;
- Libraries or public reading rooms;
- Social Service and Day Centres;
- Places of public worship or religious instruction;
- Medical or health services, and Healthy Living Centres (except for the use of premises attached to the residence of the consultant or practitioner);
- Facilities for youth provision;
- Sport, leisure and recreational facilities;

- Arts and culture facilities;
- Crèche, day nurseries or other childcare facilities; and
- Ancillary community uses.

Conservation Areas An area of special architectural or historic interest whose character or appearance is protected. They have to be formally designated under the provisions of the Planning (Listed Buildings and Conservation areas) Act 1990.

Core Strategy The key document in the local development framework. It sets how future growth will be accommodated including where new housing and business space should be built.

Creative industries Include businesses in the following sectors: visual art including painting and sculpture, crafts and creative design activities; performance based art; audio visual, encompassing interactive media, advertising and music; books and press, including publishing.

Development As defined by Section 55 of the Town and Country Planning Act 1990, development means carrying out building, engineering, mining or other operations in, on, over or under land, or changing the use of buildings or land.

District Centres Smaller than a major centre but larger than a local centre, these are medium sized centres providing a mix of shopping, businesses and services. They are identified in the local development framework.

Disabled Persons The Disability Discrimination Act (DDA) 1995 defines a disabled person as someone with a 'physical or mental impairment which has a substantial and long term adverse effect on his/her ability to carry out normal day-to-day activities'.

Diversity The differences in the values, attitudes, cultural perspective, beliefs, ethnic background, sexuality, skills, knowledge and life experiences of each individual in any group of people. This term refers to differences between people and is used to highlight individual need.

Employment uses Uses falling within Class B1, Class B2 and Class B8 of the Use Classes Order. These include offices, factories and warehouses(See Use Classes Order).

Energy Efficiency Using as little energy as possible and avoiding wasted energy when heating buildings, making electricity, using appliances, transporting and manufacturing goods.

Environment Surrounding area or conditions in which something exists or lives.

Equalities Impact Assessment Planning documents must be assessed to confirm whether they would be likely to have any unfair impacts on groups in

the community, such as people of different gender, ethnic group, age, religion, sexual orientation or disability.

Growth Areas These are areas best able to accommodate major growth in jobs and housing and include the opportunity areas of London Bridge, Borough and Bankside, Elephant and Castle, and the core action areas of Canada Water, Aylesbury and Peckham. These areas have better infrastructure, especially transport links.

Habitable Rooms Density standards for housing are measured by habitable rooms per hectare. A habitable room is defined as one that could be used for sleeping, whether it is or not (i.e. bedrooms and living rooms; not kitchens, bathrooms or hallways).

Hierarchy of town centres This is a ranking of town centres based on size. It is used to ensure that the largest developments are directed to major centres that have the infrastructure to accommodate them, rather than smaller district or local centres that serve more local communities.

Heritage The evidence of the past, such as historical sites, buildings and the unspoilt natural environment, considered collectively as the inheritance of present-day society.

Infrastructure This includes transport, health, schools and social services facilities as well as energy and water supply. Major developments should not go ahead without the necessary infrastructure to meet the needs of new residents or workers.

Intermediate Housing Housing which costs more than the maximum social housing rents, but is cheaper than housing on the open market. At the moment this is reserved for households on incomes of between £17,600 and £58,600 (as at August 2008 to be reviewed annually to reflect changes in lower quartile house prices).

Local Centre A small group of shops and services serving the needs of the local community. They typically have shops like newsagents, off-licenses, general grocery stores and post office and occasionally a pharmacy, a hairdresser and other small shops of a local nature.

Local Development Framework (LDF) This contains all the documents and policies adopted by council in order to decide planning applications. It is made up of a range of documents including the Core Strategy, area action plans, supplementary planning documents, annual monitoring report, Statement of Community Involvement and the Local Development Scheme.

Local Development Scheme (LDS) This sets out the council's timetable for preparing planning documents over a three year period. It also explains what each document is.

London Plan Sets out planning guidance for London and is prepared by the Greater London Authority.

Major town centre These are the largest town centres which provide shopping and services of importance to people from a wide catchment area. They contain shops and facilities not available in smaller centres.

Mixed Use Development that includes a mix of uses and activities within the same building or site, or across sites in close proximity to one another.

Mobility Impaired Includes any person who may or may not be disabled, but has an impaired ability to access buildings, structures, or move within public areas. This can include those using child prams/buggies or shopping trolleys.

Nature Conservation Protecting and managing plants and green spaces so that they have the most benefit for biodiversity and protect important species. This includes the creation of wildlife habitats, and letting parts of parks grow naturally.

Open Space Open land that is not built on except for small buildings needed to help the open space function. Most commonly parks, open spaces can include playing fields in schools, cemeteries, rivers and lakes, and public squares. They can be publicly or privately owned and are not always open to the public.

Opportunity Areas Locations within London capable of accommodating large scale development to provide substantial numbers of new employment and housing, typically more than 5,000 jobs and/or 2,500 homes, with a mixed and intensive use of land and assisted by good public transport accessibility. In Southwark, London Bridge and Bankside and the Elephant and Castle have been identified as Opportunity Areas.

Planning Obligations These are also called planning gain or section 106 contributions. Applicants for major developments are usually required to provide payments to offset the impact of their scheme and make it acceptable. This may include improved transport, environment, employment, housing or recreation facilities. They could also be built as part of a development rather than provided as a payment.

Potable water Drinking water.

Planning policy guidance notes / planning policy statements (PPG / PPS) These are written by the Government and set out national policies on various planning topics such as housing, biodiversity, transport, retail and sustainable development. Councils must take their content into account in preparing development plans and deciding planning applications.

Preferred Industrial Location (PIL) These are areas with a concentration of employment uses, particularly light industry (Class B1), general industry (Class B2) and warehousing (Class B8), which are of importance to London's

or Southwark's economy. These areas are protected from being developed for other uses.

Protected Shopping Frontages A frontage of shops, usually with 10 or more units that provides important shopping facilities. There are controls on how the shop units can be used.

Public Realm The space between and within buildings that is publicly accessible or visible, including streets, squares, forecourts, parks and open spaces.

Regeneration Areas Areas being invested in to bring lasting improvements to their economic, social and environmental conditions to overcome deprivation.

Renewable Energy Energy derived from a source which is continually replenished, such as wind, wave, solar, hydroelectric and energy from plant material. Although not strictly renewable, geothermal energy is generally included.

Residential Social Landlords [RSLs] Organisations accepted (by the Homes and Communities Agency) as fit to provide affordable housing for those unable to afford open market accommodation. They are usually housing associations or trusts, but could be private companies.

Saturation policy In some cases it is considered a particular type of use (e.g. night clubs, bars or hotels for instance) has become too dominant in a particular area and controls are put in place to stop this getting worse.

Sites of Importance for Nature Conservation A site that provides valuable habitat and opportunities for experiencing nature. These are important in helping local plant and animal species to survive. Sites are classified according to whether they have London-wide, borough-wide and local importance.

Small Business Units Business units with a floorspace under 235 square metres.

Social Rented (Social Housing) Affordable housing which is affordable by all those in housing need. This is typically provided as rented accommodation through the local authority or a Registered Social Landlord and rents that can be charged are set by the Government.

Statement of Community Involvement This sets out how the council will consult people on the preparation of planning documents and on planning applications.

Strategic Cultural Areas. Parts of the borough thought most suitable for new art, cultural, and visitor attraction uses to be created.

Strategic Flood Risk Assessment (SFRA) This looks at how Southwark is at risk from flooding, including from the River Thames and drainage overflowing.

Strategic Housing Land Availability Assessment The SHLAA is a major piece of work being carried out by the GLA with the help of the boroughs. It aims to identify potential housing sites that could be brought forward over the next 20 years to enable councils to meet their obligations to increase the housing stock and meet housing need. It covers all sites over 0.25 hectares

Studios and bedsits Homes with only one main room, i.e. no separate bedroom. They are not seen as suitable for meeting general housing needs.

Supplementary Planning Guidance / Documents (SPG / SPD) These explain how current planning policies in the Southwark Plan, Core Strategy, area action plans, and other local development documents will be applied. They also contain background information applicants may find useful when preparing their planning applications.

Sui Generis uses Land uses which do not fall neatly into any particular use class

SUDS Sustainable Urban Drainage Systems. These aim to reduce and slow down rainwater run-off from developed sites. This helps to keep pressure off drains and avoid flooding. It also helps to stop pollution entering rivers and water bodies. Examples include soft landscaping, green roofs and storage tanks.

Sustainability Balancing social, environmental and economic factors to ensure development provides a good quality of life to everyone in the community and does not prevent future generations from meeting their needs.

Sustainable Transport Alternative modes of transport to the low-occupancy private car, including walking, cycling, public transport, car sharing, water transport and city car clubs.

Thames Special Policy Area (TPA) An area along the River Thames identified in the local development framework. Special policy requirements apply in this area to make sure new development protects and improves the river and the character and quality of the public realm along the river.

Town Centres City, town and suburban district centres which provide a broad range of facilities and services and act as a focus for both the community and public transport. It excludes small parades of shops of purely local significance. Town centres are classified according to their size and the role they play in the local area and London-wide.

Transport Assessments Major developments need to provide an assessment of the likely increase in traffic or pedestrian/ public transport movements arising from the scheme and what measures will be taken to mitigate any negative effects, e.g. congestion or pollution. A Travel Plan,

outlining sustainable transport objectives, targets and initiatives will be expected to be included within all Transport Assessments.

Unitary Development Plans (UDPs) Before the local development framework system was introduced, the UDP was the main local planning document used to decide planning applications. In Southwark the UDP is known as the Southwark Plan.

Waste Management Facilities Facilities where waste is processed including sorting, composting, recycling, and biological treatment.

Item No. 11	Classification: Open	Date: May 19 2009	Meeting Name: Executive
Report title:		Motions Referred from Council Assembly	
Ward(s) or groups affected:		All	
From:		Strategic Director of Legal and Democratic Services	

RECOMMENDATION

1. That the executive considers the motions set out in the appendices attached to the report.

BACKGROUND INFORMATION

2. Council assembly at its meeting on Wednesday, April 8 2009 agreed a number of motions and these stand referred to the executive for consideration.
3. The executive is requested to consider the motions referred to it. Any proposals in a motion are treated as a recommendation only. The final decisions of the executive will be reported back to the next meeting of council assembly. When considering a motion, executive can decide to:
 - Note the motion; *or*
 - Agree the motion in its entirety, *or*
 - Amend the motion; *or*
 - Reject the motion.

KEY ISSUES FOR CONSIDERATION

4. In accordance with council assembly procedure rule 2.9(6), the attached motions were referred to the executive. The executive will report on the outcome of its deliberations upon the motions to a subsequent meeting of council assembly.
5. The constitution allocates responsibility for particular functions to council assembly, including approving the budget and policy framework, and to the executive for developing and implementing the budget and policy framework and overseeing the running of council services on a day-to-day basis.
6. Any key issues, such as policy, community impact or funding implications are included in the advice from the relevant chief officer.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Motions submitted in accordance with council assembly procedure rule 2.9 (6).	Town Hall, Peckham Road, London SE5 8UB	Lesley John Constitutional Team 020 7525 7228

LIST OF APPENDICES

Number	Title
Appendix 1	Cross River Tram
Appendix 2	Youth Provision
Appendix 3	Bus Route 42
Appendix 4	A Borough-Wide Food Strategy
Appendix 5	Council Housing for Southwark
Appendix 6	Surrey Canal Road Station
Appendix 7	Fuel Poverty Bill

AUDIT TRAIL

Lead Officer	Ian Millichap, Constitutional Team Manager	
Report Author	Lesley John, Constitutional Officer	
Version	Final	
Dated	20.4.09	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Chief Officer	Yes	Yes
Executive Member		
Date final report sent to Constitutional Support Services		11.5.09

Cross River Tram

At council assembly on Wednesday April 8 2009 a motion on the cross river tram was proposed by Councillor Paul Noblet and seconded by Councillor Caroline Pidgeon. The motion was subsequently amended and the amended motion stands referred to the executive as a recommendation.

Recommendation

1. That council notes the continuing cross-party support in Southwark for the cross river tram and reiterates its disappointment that the Mayor of London has chosen not to support the project by removing a commitment to develop the project from the Transport for London business plan.
2. That council believes that the tram would increase access to employment for people from some of London's most deprived areas, support the regeneration of Elephant and Castle, Aylesbury and Peckham and provide construction jobs, while providing a clean, green transport solution for one of the few areas in central London without a tube line.
3. That council assembly welcomes the decision to kick-start the East London Line extension 2B, which with the cross river tram would transform transport options in Southwark.
4. That council further notes the chancellor's announcement in his 2008 pre-budget report of £20bn in fiscal stimulus to be brought forward before April 2010.
5. That council notes that the leader of the council wrote to transport minister Lord Adonis, seeking funding for the cross river tram from this fiscal stimulus and that the response said that the cross river tram does not currently qualify for money from the pre-budget report fiscal stimulus, where existing funding is brought forward, because spending on the project is not currently part of Transport for London's business plan: It further notes, however, that the response also said: 'Should the Mayor [of London] decide to fund the project, we would be happy to discuss with him the possibility of delivering it expediently.'
6. That council assembly therefore calls on the executive to write to the Mayor of London asking him to make the cross river tram project part of Transport for London's business plan.
7. That council assembly calls on the executive to write to the Chancellor asking him to review the decision to only bring forward existing funding in the fiscal stimulus, and make provision for the funding of the tram as part of the fiscal stimulus package.
8. That council assembly notes the executive member for regeneration's assertion at the January council meeting that he would "continue [to seek] funding sources for the project, be they public or private, through a variety of forums such as Cross River Partnership.
9. That council assembly calls on the executive member for regeneration to continue to seek such funding sources in his role as chair of the Cross River Partnership and update members on his current progress before council's annual meeting.

Comments of the Strategic Director of Regeneration and Neighbourhoods

In November 2008, the Mayor of London announced that he was unable to support unfunded projects and withdrew funding to progress the cross river tram to transport and works act approval.

Alongside the announcement, the Mayor also stated that there would be an investigation of alternatives to the tram. This work will continue through 2009, however terms of reference have yet to be agreed. Officers are lobbying that any alternatives proposed respond to both the transport, economic and regeneration needs of the borough.

Youth Provision

At council assembly on Wednesday April 8 2009 a motion on youth provision was proposed by Councillor Althea Smith and seconded by Councillor Peter John. The motion was subsequently amended and the amended motion stands referred to the executive as a recommendation.

Recommendation

1. That council assembly notes that in the Liberal Democrats' 2006 election manifesto the party pledged to carry out a full audit of youth facilities in the borough. Council notes that in July 2007, the executive agreed a report entitled 'Activities for Young People – Things to do, places to go, someone to talk to in Southwark' which reported the results of the audit that had been undertaken.
2. That council assembly notes that the audit informed the creation of the Children and Young Peoples Partnership's Things to do priority areas and resulted in a rebalancing of spending on youth services and facilities across Southwark, compensating for historic under-investment in parts of the borough.
3. That council assembly notes that in last year's joint area review the council's youth services were given only an 'adequate' or two star rating.
4. That council assembly notes that in the 2008 residents' survey, youth facilities were the services that residents thought were most important and also the services that they were most dissatisfied with. It notes that the same was true in the 2006 residents survey and that despite massive government grants for children and young people and significant capital investment in youth facilities by the council, residents' satisfaction with youth facilities has not significantly improved.
5. That council notes that as a result of the government's failure to take account of the significant additional pressures placed on the council's budget by the recession, the executive was forced to identify £17.3m of savings in the 2009-10 budget. Council notes that £381,000 (4.5%) of the savings were from the youth service budget, and that this amount equates to approximately 0.3% of the budget for 11-19 year old and youth services division.
6. That council notes that the £381,000 savings identified from youth services will be generated from the modernisation and integration of the division and will not involve cuts in front-line services in the youth service. Council further notes that £150,000 of new funding was allocated to the youth service from the WNF programme for work-based learning sites.
7. That council acknowledges that Southwark has unacceptably high levels of teenage conceptions and child obesity and recognises these are key shared strategic priority for Young Southwark, the primary care trust and the executive. Council notes the coordinated activities undertaken by these agencies to address these problems, including:

- a) The roll out of a healthy schools accreditation which has seen 65% of Southwark Schools attain Health Schools status.
 - b) The recent "Team Around the Issue" event on March 11, where officers came together to discuss approaches to the 5 priority areas, including childhood obesity.
 - c) The Teenage Pregnancy Summit on March 23 2009 which looked at new approaches to tackling this issue.
8. That council assembly notes that Southwark's levels of young people not in employment, education or training (NEETs) were the third highest in London in 2007, but notes that the number of Southwark young people in NEET has fallen from 875 in 2004 to 395 (54.8% fall) as a result of coordinated work by the council, including:
- a) Targeted work with those with poor attendance at end of Year 11 (e.g. 5 hot spot schools targeted and being support).
 - b) Development of Foundation 2 Work programme in Southwark College where 40 young people NEET have been enrolled since Jan'09 and therefore off the NEET register.
9. That council assembly notes the children's services and education scrutiny sub-committee's youth provision review, which was discussed by the executive in December last year. It notes that at that meeting, the executive agreed to ensure that the findings of the review would be taken into account in the current review of youth services across the borough. Council notes that officers checked this course of action with the chair of children's scrutiny and agreed with him that the executive would report back as part of that review process in April 2009.
10. That council assembly notes that the youth service is currently being reviewed and restructured, with a view to meeting government demands for an integrated and targeted youth support service. Council notes that the restructure is aimed at streamlining management structures and will not affect front-line staff or services.
11. That council assembly expresses concern that residents' satisfaction with youth facilities remains low and that teenage pregnancy, obesity and the number of young people not in education, employment or training remain serious challenges for the borough.
12. That council therefore endorses the review of youth services offered by the council which is currently being undertaken and calls on the executive to report back to council assembly on the outcome of the review, given its overwhelming importance to all members.

Comments of the Strategic Director of Children's Services

To follow.

Bus Route 42

At council assembly on Wednesday April 8 2009 a motion on bus route 42 was proposed by Councillor Toby Eckersley and seconded by Councillor James Barber. The motion was subsequently amended and the amended motion stands referred to the executive as a recommendation

Recommendation

1. That council assembly believes that the extension of the route of the 42 bus from North Dulwich to Sainsbury's via East Dulwich Grove to Sainsbury's on Dog Kennel Hill would benefit Village, East Dulwich and South Camberwell wards.
2. That council assembly notes the cross party work over many years to promote the proposed new route.
3. That council assembly welcomes the planning consent obtained by Sainsbury's to accommodate the turn-round on their premises providing a proper terminus for this route with facilities for drivers and standstill space for the buses as presently the buses terminating in Sunray Avenue cause noise and inconvenience to residents.
4. That council assembly regrets the previous delays by Transport for London(TfL), and welcomes a recent undertaking to review the business case.
5. That council assembly notes the widespread support for the extension evidenced by the responses to the recent Village ward councillors' questionnaire and the interest shown by "Southwark News".
6. That council assembly therefore requests the executive to ensure that the council as a whole promotes the extension with vigour and that the executive member for environment writes to London Mayor Boris Johnson requesting that the re-routing proposal be given high priority.

Comments of the Strategic Director of Strategic Director of Environment and Housing

Currently the Sainsbury's turnaround area is only used by the low frequency P13 which runs from Streatham via Dulwich and Lordship Lane through Bellenden to Peckham and thence to Sainsbury's at New Cross Gate..

The campaign for the 42 to enter Sainsbury's predates the new facility.

In October 2008 council officers and ward members met with officers from TfL who committed to review the business case for a service extension in 2009.

A successful business case has been made to extend the service to Goose Green Roundabout which requires one extra bus to maintain service frequency and the current good service reliability. However this extension has not been implemented due to the lack of a suitable layover. The extension to Sainsbury's requires a second vehicle to maintain frequency and reliability and as yet TfL have not managed to balance the additional cost against increased service users. Ward members have been active in canvassing local residents and in approaching the PCT for information as to how the Dulwich Hospital proposals could generate additional passengers.

On April 9 2009 officers responded to TfL's initial consultation on the service review programme for 2010/2011 and included the following regarding the 42:

“There is ongoing disappointment that, other than for the low frequency P13, it has not proved possible to find a service to make use of the bus standing area provided at Sainsbury’s on Dog Kennel Hill and thus improve access to this recently expanded facility. It is considered that there is potential for the 42 and 484 to provide complimentary links. In the case of the 42 by extending the route from its current terminal in Sunray Avenue past Dulwich Hospital and for the 484 to be diverted on its journey along Dog Kennel Hill, both these routes currently appear relatively short. This review should also consider whether rerouting the 42 could provide relief to the 343 and a link from the north of the borough to the town hall. This could generate additional passengers which would enable the extension to Sainsbury’s to be funded”

A Borough-Wide Food Strategy

At council assembly on Wednesday April 8 2009 a motion on a borough-wide food strategy was proposed by Councillor Jenny Jones and seconded by Councillor Richard Thomas. The motion was subsequently amended and the amended motions stands referred to the executive as a recommendation.

Recommendation

1. That council assembly:
 - a) Notes the vitality, vibrancy and diversity of Southwark's food industries and cultures.
 - b) Notes that the production, processing and manufacturing, transport, storage and distribution, sale, purchasing, preparation, consumption and disposal of food within and beyond Southwark has significant implications for health, environmental, economic, social/cultural and security issues across the borough.
2. That the council notes the value of allotments to the production of sustainable and healthy and local food in the borough, and asks the executive to adopt the following action:
 - a) Improve the quality of information available to residents, by improving the council's website.
 - b) Look for ways to increase the borough's allotments, as some of the allotments in the borough are on waiting lists only.
 - c) Engage with the London Food Board to look at practical ways in which food can be grown sustainably.
 - d) Provide an undertaking that the council will not close any allotments, and ensure rents are affordable by the many, not the few."
3. That this council therefore invites the executive to undertake the development of a borough wide food strategy with a view to:
 - a) improving the health and reduce the health inequalities of people living and working in Southwark
 - b) reducing poverty and deprivation
 - c) reducing the negative environmental impacts of Southwark's food system
 - d) supporting a vibrant food economy
 - e) celebrating and promoting Southwark's food culture
 - f) enhancing Southwark's food security
 - g) Encouraging health eating in schools.
4. That council assembly asks the executive to report back to council assembly within 6 months on progress in developing the strategy.

Comments of the Strategic Director of Environment and Housing

We recognise and value Southwark's food culture and industry and we are already delivering the key points for the Mayors strategy. We are now a fair-trade borough, have a healthy schools programme, support markets and traders, offer advice, support local food production and have a range of annual food festivals.

However I do agree that it would be advantageous to create a formal food strategy as proposed, but with further emphasis on delivering health benefits to residents by promoting access to affordable foods, tackling obesity and encouraging healthy eating for families. I would also like to stress the environmental impact that food production, transportation and consumption can have within the borough and ensure that our strategy is sustainable in the widest sense.

I am perusing the adoption of a new markets strategy to ensure that their vibrancy, commercial success and contribution to Southwark's economy is secure, and although the council does not own or directly manage allotment spaces, we do offer them strict protection under our planning regulations. I will be looking for further areas and projects to encourage allotment usage and local food production.

Council Housing for Southwark

At council assembly on Wednesday April 8 2009 a motion on council housing for Southwark was moved by Councillor Nick Statnon and seconded by Councillor Kim Humphreys. The motion was agreed and stands referred to the executive as a recommendation.

Recommendation

1. That council welcomes the announcement by the Prime Minister in a speech in January 2009 that: "...if local authorities can convince us that they can deliver quickly and cost effectively more of the housing that Britain needs, and if local authorities can build social housing in sustainable communities that meets the aspirations of the British people for the 21st century, then we will be prepared to give you our full backing and put aside any of the barriers that stand in the way of this happening."
2. That council believes that Southwark is a local authority which has proven its ability to build sustainable communities and to deliver quickly and cost effectively and notes that there are three barriers to the council building new council homes:
 - a) the fact that the council is unable to access grant from the homes and communities agency (HCA) to support the cost of building new homes.
 - b) the high interest rate applying when the council borrows money under current prudential borrowing rules, which set the effective interest rate at an average of historic rates, rather than the current public works loan board (PWLB) rate.
 - c) uncertainty over the future of housing revenue account (HRA) subsidy during the joint CLG/Treasury review, which has not yet issued any proposals.
3. That council notes with concern that despite past commitments and promises from senior Labour politicians, including the current Deputy Leader of the Labour Party, about the 'fourth option' and council home building, these three barriers have remained in place.
4. That council therefore calls on the government to use the next budget to make provision for Southwark and other councils to access grant from the Homes and Communities Agency (HCA) and to amend borrowing rules to take account of current low interest rates, thereby allowing us to build new council homes.
5. That council calls on the executive to write to the Prime Minister with immediate effect seeking a clear and unequivocal guarantee that his January announcement will be followed by genuine action, rather than repeating the empty promises of the past, which have left so many across the country trapped on housing waiting lists.

Comments of the Strategic Director Regeneration and Neighbourhoods

To follow.

Surrey Canal Road Station

At council assembly on Wednesday April 8 2009 a motion on Surrey Canal Road station was proposed by Councillor Barrie Hargrove and seconded by Councillor Richard Livingstone. The motion was subsequently amended and the amended motion stands referred to the executive as a recommendation.

Recommendation

1. That council assembly welcomes the joint funding of £60 million from the Department for Transport and £15 million from Transport for London (TfL) to complete Phase 2 of the East London Line Extension (ELLX).
2. That council assembly notes that funding for a new station at Surrey Canal Road, just over the border in Lewisham, has not yet been secured as part of the scheme. It notes the considerable local demand in South Bermondsey and North Peckham for a new station there and the strong regeneration case for the station.
3. That council assembly calls upon the leaders of all the political groups to write jointly to the Mayor of London and the Transport Secretary urging them to fund this vital piece of public transport infrastructure as part of the planned Phase 2 works. It calls on the executive to work with the Mayor of Lewisham to effectively lobby for the new station.
4. That council assembly notes the strong support for a station at Surrey Canal Road from Millwall FC and calls on the leaders, in their letter to the Mayor, to request that TfL officers meet with Millwall representatives to discuss the proposals and ways to involve the club.
5. That council assembly calls upon the leader of the council to also support Lambeth Council in any bid made for a Brixton ELLX stop, for a better linked inner south London.

Comments of the Strategic Director of Environment and Housing

In February 2009, the funding package for the delivery of the East London Line through to Clapham Junction was announced. Within this announcement, it was stated that construction of a new station at Surrey Canal Road would be considered as part of a regeneration scheme and will be dependant on a value for money study. This study will be prepared in conjunction with both Lewisham and Southwark and has recently commenced.

Through the boroughs continuing involvement in the East London Line Group (ELLG), officers continue to lobby for improvements to the line and services. In 2008, Lambeth Council rejoined the East London line group and this has been the catalyst for a renewed focus of the ELLG to lobby for a Brixton High Level station of which the group have been supporting.

Fuel Poverty Bill

At council assembly on Wednesday April 8 2009 a motion on the Fuel Poverty Bill was proposed by Councillor Ian Wingfield and seconded by Councillor Susan Elan Jones. The motion was subsequently amended and the amended motion stands referred to the executive as a recommendation.

Recommendation

1. That this council notes that 418 MPs supported the Warm Homes Act during its passage through Parliament.
2. That council further notes that a recent high court judgment ruled that the targets in the Warm Homes Act 2000 were not targets but merely “aspirations”.
3. That council believes that urgent action is needed to help the 4 million people living in fuel poverty in the UK.
4. That council therefore supports David Heath MP’s Fuel Poverty Bill (introduced into Parliament with cross-party support on January 21 2009) which seeks to reinstate the statutory duty to end fuel poverty and focuses on increasing the energy efficiency of the housing stock of the fuel poor. It also requires energy suppliers to provide social tariffs to vulnerable customers in the short-term.
5. That council is therefore disappointed to note that on Friday March 20, the bill failed to proceed beyond second reading as a result of a lack of support in parliament, with only 91 MPs voting for the bill to proceed to its next stage.
6. That council notes that the Labour climate change minister, Joan Ruddock MP spoke against the bill, the Labour chief whip voted against the bill and that 58 Labour MPs who signed an early day motion (EDM) supporting the bill – including 4 with constituencies in London – failed to attend and support the bill.
7. That council further notes that neither of the borough’s Labour MPs attended parliament to vote for the bill to proceed and therefore calls on the executive to write to the MP for Camberwell and Peckham, urging her to use her position as Leader of the House to make parliamentary time available to debate this crucial bill.

Comments of the Strategic Director of Environment and Housing

To follow.

ITEM 11 – MOTIONS FROM COUNCIL ASSEMBLY APRIL 8 2009**Appendix 7 - Fuel Poverty Bill - Comments of the Strategic Director Environment & Housing.**

It is noted that the Fuel Poverty Bill did not succeed. The overall aim of the Bill in promoting the eradication of fuel poverty by increasing the energy efficiency of domestic premises; identifying households in or at risk of fuel poverty and targeting assistance to households in or at risk of fuel poverty is in line with existing Council policy objectives.

The Council already works to tackle fuel poverty. For example:-

- Southwark Council is required under NI 187 to take an annual survey of the percentage of low income households (measured by receipt of Council Tax Benefit) occupying 1) a dwelling with SAP rating less than 35 (band F) and 2) a dwelling with SAP rating over 65 (band D).
- The Council works with its partners to promote existing programmes to tackle fuel poverty and to promote these directly to households at risk of fuel poverty or vulnerable to the negative impacts of fuel poverty.
- The Council runs a number of grant and support schemes whose overall objectives are to help bring residents out of fuel poverty by increasing the energy efficiency of vulnerable people's homes, and to help maximise income levels of households by helping them identify benefits that they are entitled to.
- The Council supports the aim of getting energy suppliers to offer vulnerable households social tariffs so that they are not exposed to high energy prices. A household is defined as being in fuel poverty if they have to spend 10% or more of their income on domestic fuel bills. This is therefore dependent on the energy efficiency of their home (insulation levels, heating system efficiency and efficiency of appliances etc), energy prices and income levels. At the moment, energy prices are dropping but so are income levels.
- The Council, as part of the South East London Housing Partnership, manages a thermal comfort scheme providing heating, loft, cavity and solid wall insulation and solar water heating to vulnerable households. We continually review opportunities to engage with energy suppliers and generators to ensure Southwark benefits from the finance available to improve domestic energy efficiency and tackle fuel poverty. The council will continue to undertake measures to attempt to reduce the number of its residents living in fuel poverty.

ITEM 11 – MOTIONS REFERRED FROM COUNCIL ASSEMBLY – COMMENTS OF THE STRATEGIC DIRECTORS

APPENDIX 2 YOUTH PROVISION

Comments of the Strategic Director of Children's Services

1. The Executive received the Officer response to the Youth Review on 28 April 2009 and a scrutiny report on the Youth Offending Team. The Youth Review is completed and ongoing work is being done which will be presented to a future meeting of the Executive.

APPENDIX 5 - COUNCIL HOUSING FOR SOUTHWARK

Comments of the Strategic Director of Regeneration & Neighbourhoods

2. Following the Budget announcement, the Homes and Communities Agency (HCA) has confirmed a Challenge Fund of £100m for local authorities to develop new properties. The funding is available over the next 2 years - £30m in 2009-10 and £70m in 2010/11. The HCA have issued the guidance for applications to the fund which is a subset of the National Affordable Housing Programme. There will be two bidding rounds, the first requiring bids by 31st July 2009 with results in September, and the second with submission of bids by 30th October, with results being announced in December. The first round is for schemes that authorities consider can move swiftly through the planning process.
3. The HCA guidance sets the following conditions:
 - The funding will cover the cost of development and the increase in public borrowing arising from consequential prudential borrowing.
 - Rental income will be outside the current HRA subsidy system.
 - Council land will be contributed at nil value.
 - New homes will be for social rent only.
 - New homes will need to be additional, not diverted from another delivery mechanism.
 - New homes will need to be built to Code for Sustainable Homes (CSH) Level 3 at least but there is strong encouragement to aim higher.
 - Authorities will need to pre-qualify as an investment partner through the HCA.
 - The assessment criteria will be the same as for the HCA's National Affordable Homes Programme (NAHP). The four key criteria are value for money, deliverability, strategic fit, design and quality.
4. Officers are currently in discussion with the HCA on the means for bringing forward housing schemes in the borough. Work is being undertaken to assess the guidance in detail and to analyse the impact for the council of developing council homes on the terms established by the guidance.
5. In addition, it is recommended that officers identify suitable sites where a development may be brought forward in one or other of the bidding rounds, and also make an application for pre-qualification to the HCA.

Item No. 13	Classification: Open	Date: May 19 2009	Meeting Name: Executive
Report title:		Voluntary and community sector asset management strategy	
Ward(s) or groups affected:		All wards	
From:		Strategic Director for Regeneration and Neighbourhoods	

RECOMMENDATION(S)

That the executive:

1. Approves the Asset Management Strategy for the Voluntary and Community Sector (VCS) Property Portfolio (Appendix 1)
2. Approves the Asset Management Plan for the VCS Property Portfolio.
3. Approves the Asset Transfer Policy and Protocols.
4. Re-affirms the Rent and Lettings Policy and agree it will not be reviewed until the VCS strategy has been in place for at least two years.

BACKGROUND INFORMATION

5. The executive approved 'Community Buildings: Next Steps' in October 2007. This report approved the creation of a centralised portfolio made up of council owned property in VCS occupation and Tenants and Residents Association (TRA) Halls, with property acting as managing agent and social inclusion acting as client for the portfolio.
6. The 2007 report required that an asset management strategy, asset management plan, asset transfer policy and asset transfer protocols were developed and presented for executive approval.
7. The 2007 report itself was initiated by the findings of the wider VCS Review which was set up to examine all aspects of the council's working relationship with the VCS. This review identified particular and significant issues with regard to property and it was felt that these warranted further exploration.
8. Both the reviews of the VCS portfolio and the TRA estate were cliented by social inclusion which enabled a joined up view to be taken of both estates. Housing management has now taken on both operational and strategic management for the TRA estate and will continue to consider opportunities for making TRA halls available on a sessional basis for VCS and statutory service delivery, thereby broadening service provision within the community and the accommodation offer to the VCS.
9. Housing management have assessed that they will achieve greater efficiencies by retaining operational management of the TRA estate and that the strategy should sit beneath the overall strategy for Housing assets. Housing Management will ensure that the strategy for TRA halls links to the October 2007 report (Community Buildings: Next Steps) and the VCS Strategy in order that synergies

across these groups of assets can be realised where there is an opportunity to do so.

KEY ISSUES FOR CONSIDERATION

10. This VCS Strategy is based upon the principles for managing and increasing access to community buildings agreed in the 2007 report.
11. In summary, the implementation of the recommendations within this report and the implementation of the VCS Strategy itself and appended documents will:
 - improve the borough-wide accommodation offer to the VCS
 - provide a clear structure of key council personnel for external organisations, members and officers to contact in relation to VCS property issues
 - provide a consistent management approach to council owned property in VCS occupation
 - address a range of liabilities which are currently sitting within this portfolio
 - provide a consistent process for dealing with asset transfer requests
 - build upon the partnership that is developing between the council and the borough wide VCS to develop options for facilities such as hot-desks for VCS organisations, a VCS resource centre and so forth

Current and future management of the portfolio

12. The wider VCS Review and the 2007 report both identified that there is a lack of consistency in approach to VCS occupation of council owned property. This is largely due to ad hoc arrangements over the occupation of properties being made between departments and external organisations in the past. The result can be informal occupation agreements and exceptions from adopted policies such as the Rent and Lettings Policy. The result is two fold: an external perception has developed that an inequality of opportunity is being fostered and the council often finds it hard to take enforcement action where there is no formal occupation agreement in place.
13. As there is no clear lead for VCS property issues tenants, members and officers have no central point of contact.
14. This lack of designated personnel also exacerbates communication issues between property and funding/commissioning departments. This often leads to problems such as rent reviews and funding applications being out of sync so that the potential to include increases in rents in those applications is missed.
15. The lack of centralised control also increases the risks that properties are not kept in good repair and that statutory legislation and regulations with regard to health and safety are not complied with.
16. Centralising the properties into one portfolio with property acting as management agent and social inclusion as client will help to resolve these issues.
17. Additionally it needs to be acknowledged that this is a specialist area within property management. A specialist team can build relationships with the VCS, build up a robust knowledge of the portfolio and current property issues within the VCS, and work with tenants, where appropriate, to make external grant

applications for capital improvements.

18. The VCS currently delivers a range of services within the borough including provision which satisfies the council's statutory obligations (for example youth clubs, adult day centres etc). A specialist team will better understand the complicated linkages between the VCS and Council departments and be better equipped to resolve problems when they occur.
19. It is envisaged that a VCS portfolio manager will be employed within the property department and a VCS liaison officer will be employed to act as client within social inclusion.
20. This model has been temporarily trialed during the review and strategy development stages and has proved to be much more successful than the previous ad hoc arrangements. Relationships between Property and members, the VCS and other departments have improved and a common approach to enforcement issues is evolving.
21. The VCS Strategy also outlines changes that will be made to the everyday management of the VCS portfolio such as information sharing between property and funding/commissioning departments with regard to rent reviews, lease renewals, grant funding, compliance monitoring etc.

Quality of the VCS portfolio

22. The 2007 executive report required officers to commission both a compliance audit and basic condition survey for each council owned property in VCS occupation to establish the level of risks and liabilities across the portfolio. The information collected has been used to inform the Asset Management Strategy, Asset Management Plan and the disposal and investment recommendations contained within this report.
23. The condition surveys suggested that whilst the buildings within the portfolio were in a generally adequate state of repair structurally (with some notable exceptions) there is a significant backlog of repairing obligations, some of which are urgent.
24. The risk to the council is that these outstanding repairs leave its property assets open to an increased risk of disrepair and /or dilapidation which will have an impact on the value and utility of those assets.
25. A compliance audit (which measures the property's compliance with statutory health and safety legislation and regulations) has been completed and a programme of works has commenced to address those gaps which were identified during the audit.
26. Any risk to the health and safety of people working in or otherwise accessing the buildings should be ascribed in the occupation agreement to either the council as landlord or to the tenant. Where the occupation agreement is untraceable or unclear it is sensible for the purposes of risk management to assume that the risk falls to the council. It is also likely that where a tenant is technically responsible but is not making sure the property is compliant, and the council is not taking enforcement action, that there is a risk to the council. The strategy therefore sets out how these various risks will be discharged.

27. There is no doubt that it is difficult to keep up to date with statutory legislation and regulations with regard to health and safety and it should be noted that all the tenants had some certification in place but that none satisfied every requirement. The council has specialist staff and it is suggested that although enforcement is a necessary last resort, the council will work CAS to provide information and support to tenants, such as annual updates and possibly training. This is set out in detail in the strategy.
28. It is difficult to make generic statements about whether the portfolio as a whole is 'fit for purpose'. The VCS is made up of a wide variety of organisations that have very different requirements and generally this assessment should rest with those tenants. However, there are properties within the portfolio which are not fit for purpose on grounds such as they are largely inaccessible to the mobility impaired and the investment required to rectify this would be excessive, that the property offers restrictive accommodation and is largely unadaptable to modern requirements, or that the investment required to meet relevant legislation such as the Children's Act would be excessive.

Rent and Lettings Policy

29. At the October 2007 meeting the executive agreed that the current Rent and Lettings Policy would remain in place at least until the completion of the centralisation of the properties into the VCS Portfolio.
30. This report recommends that the Rent and Lettings Policy should not be reviewed until the VCS strategy has been in place for at least two years.
31. This does not fetter the council from exercising discretion over individual cases to enable the council to take account of exceptional circumstances, where appropriate.
32. The intention is to create a sustainable portfolio of properties. Market rental income allows for a proportion of the income to be re-invested into the portfolio and the specialist team of officers required to manage it successfully.
33. The national emphasis in recent years has been on VCS organisations developing sustainable business plans with less dependency on grant income. Providing subsidized accommodation is income foregone and is, therefore, a form of grant support.
34. Additionally, due to an adverse financial settlement the council has less funds available to support the work of the VCS in the borough. In these circumstances it is essential that competition for the funds which are available is transparent and open to all. Subsidized rents favour those already in council owned accommodation and the reality is that of the 1,800 or so organisations based in, or operating within, the borough only the minority occupy council owned property.

Asset transfer policy and asset transfer protocols

35. The VCS Strategy contains the asset transfer policy and protocols.
36. Asset transfers will generally be 25 year leaseholds at market value. Longer leaseholds will be considered where there is a compelling business case but

there is a presumption against freehold transfers unless the disposal is both at market value and in line with the council's Corporate Asset Management Plan.

37. The asset transfer policy and protocols sit beneath the council's Corporate Asset Management Plan and therefore all decisions taken must be compliant with the Corporate AMP.
38. The council has completed many asset transfers in the past and will continue to do so in appropriate circumstances. However, it should be noted that the council manages its assets on behalf of all the residents in the borough and that there must always be a clear, demonstrable benefit in transferring the asset *over and above the benefit to the recipient organisation*.
39. It should also be noted that it is reasonable for the council, *as a matter of general principle*, to maximise the revenue it receives from its assets and to dispose of assets via the open market as all revenue and/or capital received supports Council services.
40. In addition, the ambition of the VCS Strategy is to develop a self sustaining portfolio with a range of permanent assets that allow for future flexibility and adaptation to changing VCS needs, therefore the asset management plan aims to protect the VCS portfolio against:
 - fragmentation of the VCS portfolio
 - the loss of strategically important assets
 - any disposals which limit future options and flexibility
 - the retention of assets which represent a disproportionate drain on the available resources
 - 'cherry picking' of the portfolio's best assets
41. The asset transfer protocols provide a clear and transparent process within which the Council will consider all asset transfer requests.
42. The process includes criteria which recipient organisations must meet. These include basic criteria such as the applicant organisation must meet the council's conditions of grant aid, the applicant must have sufficient resources to maintain the asset and that the applicant must have a robust business plan in place.
43. Asset transfers will not be considered where the primary aim of the transfer is to provide financial leverage for the applicant organisation.

POLICY IMPLICATIONS

Corporate Plan

44. Like its predecessor, the council's Corporate Plan 2009 - 2012 (draft) fully acknowledges the importance of active and effective community engagement and close partnership working with the Voluntary and Community Sector to the borough.
45. This includes helping communities to support themselves, making services more accessible and responsive to community needs, promoting participation at community level, and building strong communities.

46. The right portfolio of assets, managed in a way that allows for future change in Southwark's communities and their aspirations will provide the platform to achieve these objectives in a way that makes the best use of the council's scarce resources.

Corporate Asset Management Plan

47. The corporate Asset Management Plan approved by executive on May 20 2008 sets the council's overarching approach to the management of its property assets, how these assets can most effectively be arranged in support of Southwark's core objectives and in helping to deliver key corporate outcomes. The VCS Asset Management Strategy has been developed directly from the principles established in the corporate Asset Management plan.

Community Impact Statement

48. This report and the attached VCS Strategy and related documents set out to introduce clarity, consistency and equity in the way the council uses its property portfolio to support the VCS in Southwark.
49. It aims to support the VCS in the borough whilst also ensuring that the employees, visitors and users of VCS services based in council owned properties can be assured that those properties are compliant with statutory legislation and regulations with regard to health and safety.
50. The implementation of the VCS Strategy, attached documents and the recommendations within this report will improve the accommodation offer to the VCS in the borough.
51. Measures have been included to mitigate against any negative impact upon specific VCS organisations.
52. The transition to market rent for community nurseries in council owned accommodation could, in some circumstances, impact upon the service users (e.g. parents) as the nurseries may decide to pass the increase in costs on to parents. Community nurseries often provide affordable childcare for those with low income and no recourse to public funds and an immediate increase in childcare costs would cause hardship for this group of parents. It has therefore been agreed that any change from nil rent to market rents for community nurseries will be staggered over a reasonable period of time (not less than 3 years) during which the organisation will receive business support from children's services officers. It has also been agreed that a project team of Property and children's services officers will be established to support this process.
53. Officers will consider how the council can best support its VCS tenants to meet their own outstanding repairing liabilities and duties under statutory legislation and regulations and revert to the Executive.
54. Officers will also consult with the VCS via the Southwark VCS Infrastructure Group: Premises Sub-group (serviced by Community Action Southwark) to establish how the council can support the VCS in the borough to develop a voluntary sector resource centre, including hot desking space and shared office accommodation for smaller groups, and revert to the executive.

RESOURCE IMPLICATIONS

Affordability

55. The proposals set out in this report seek to deliver a cost neutral operating model for the VCS portfolio..
56. There are immediate liabilities within the portfolio, such as the outstanding repairs highlighted in the condition surveys. Subject to the agreement to this strategy, officers will need to consider potential funding opportunities for any such investment, including potential income generation and earmarked receipts from disposals
57. This strategy requires a dedicated portfolio manager to manage the VCS portfolio. It is proposed that this be funded from a 7% management fee (slightly higher than the 5% charged on the commercial portfolio). Additional management costs will need to be resourced from additional income, efficiencies within the property services division or elsewhere or from existing budget provision. Officers will continue to confirm more precisely this funding source.
58. A new post of VCS liaison officer within social inclusion as the client is also proposed. This will be funded from existing social inclusion budgets.
59. It is also proposed that a charge of 15% will be made to pay for repairs and maintenance of buildings in this portfolio. This will help to ensure that buildings are kept in good order. Further detailed analysis is required to identify existing budget provision within departmental budgets. Any shortfall will need to be met from additional rental income or from other sources.
60. Detailed financial analysis is already underway with the support of strategic directors and any changes to budget provision will be reported to the executive.

Consultation

61. Consultation on property issues began within the wider VCS Review.
62. Representatives from SAVO and SCCF (now both merged to form Community Action Southwark) and representatives from a range of Council departments sat on the wider VCS Review Project Board and the VCS Review Implementation Group. CAS was then consulted on the 2007 Community Buildings: Next Steps report and made a supportive deputation at the committee meeting. Officers from both property and social inclusion have regularly attended the VCS Infrastructure Group: premises Sub-group which is serviced by CAS and this group is generally supportive of the contents of this report and attached documents. This group has also worked with officers to distribute and analyse the questionnaires which have been sent to all VCS groups within the borough known to the council and/or CAS and has also provided feedback on current VCS property issues within the borough.
63. The VCS Infrastructure Group: Premises Sub-Group and CAS have fed back that they are supportive of the strategy and would like to see its recommendations enacted. However, they are disappointed that the section on asset transfer includes a general presumption against the transfer of council assets. They agree that asset transfer should only occur where there is a robust recipient

organisation and demonstrable evidence that the transfer will produce increased service benefits for residents of the borough, but would nevertheless like the wording of the policy to be more positive.

64. Officers from property and social inclusion have consulted regularly with the executive member for citizenship, equalities and communities and the member for resources.
65. Officers have consulted with other council departments.
66. The draft strategy was presented to CMT on February 3 2009 and again on March 25 2009.
67. Officers will continue to attend the Voluntary Sector Infrastructure Group: Premises Sub-group as part of the on-going management regime of the portfolio and to provide support to the development of the VSC Resource Centre, where necessary.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Finance Director

68. The recommended strategy involves the creation of a centralised portfolio of council owned properties in VCS occupation under the management of property services within the regeneration and neighbourhoods department. It is proposed that income from the retained estate will be used to fund the management and general maintenance of the portfolio and it is a requirement that the strategy is cost neutral to all council directorates and to the Housing Revenue Account.
69. The resource implications in the report identifies that further work is required to identify the precise sources of funding for the additional management fees and for a higher level of repairs and maintenance. Any budget issues arising from the analysis in progress will need to be reported to the Executive as necessary.
70. The finance director supports the consistent move towards market rent for all council properties and recognises the need for consideration of the wider impacts of voluntary sector grants.

Strategic Director for Legal and Democratic Services

71. With regard to asset transfer, where properties are held within the commercial property portfolio the council's disposal power is contained in Section 123 of the Local Government Act 1972 which permits a local authority to dispose of land without ministerial consent provided it is for the best consideration reasonably obtainable.
72. Properties held under the council's housing portfolio are subject to the terms of Section 32 of the Housing Act 1985 which provides that such land can only be disposed of with the Secretary of State's consent. A number of general consents have been issued under the General Housing Consents 2005.
73. The council has the power to acquire new leasehold or freehold properties by virtue of Section 120 of the Local Government Act 1972 which provides that a local authority may acquire by agreement any land for the purposes of any of

their functions or the benefit, improvement or development of their area, notwithstanding that the land is not immediately required for any such purpose, and that until such time, it may be used for the purpose of any of the council's functions.

74. In addition, the council has general "well-being powers" under Section 2 of the Local Government Act 2000 which enables it to do anything it considers is likely to achieve the promotion or improvement of the economic, social or environmental well-being of its area.

Strategic Director of Children's Services

75. The strategic director of children's services (DCS) welcomes the outcome of this review. In particular, the proposal to rationalise support for the VCS with regard to accommodation issues so that there is a single team with clear accountability is welcomed. Additionally, the proposal to bring all VCS groups onto a common footing in respect of their rent and leaseholder agreements is supported strongly.
76. The DCS does have some concerns about the potential impact of the changes on a small number of VCS providers who fall within the category "community nurseries". These were set up many years ago with a specific remit to provide low cost childcare to disadvantaged families. The legislative framework for provision of early learning and childcare has changed radically and the "community nurseries" need to change to fit this new framework but this takes time and any destabilisation of these groups has the potential to lay additional responsibilities and therefore costs onto the council. I note the provisions within the community impact statement and welcome the fact that vulnerable groups will be supported during this transition time. This is particularly so where the council is provider of last resort for a children related service and therefore may need to step in to provide where others go out of business and no alternative provider can be found.
77. In agreeing this proposal, the council needs to recognise the need to revise its policies in respect of support provided for VCS groups across the council. This is likely to mean that within children's services, the policy of supporting groups through grant funding will need to be fully replaced with the practice of commissioning places at full cost for those least able to afford fees. This in turn will mean that VCS providers will need to charge a full recovery fee for all children irrespective of their family circumstances. Families with no recourse to public funds could be affected adversely by this change.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
N/A		

APPENDICES

No.	Title
Appendix 1	Strategy For the Future Management of Council Owned Properties Occupied by the Voluntary and Community Sector

AUDIT TRAIL

Lead Officer	Richard Rawes, Strategic Director of Regeneration and Neighbourhoods	
Report Author	Pascale Rosenbloom, Projects and Partnerships Manager	
Version	Final	
Dated	May 8 2009	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director for Legal and Democratic Services	Yes	Yes
Finance Director	Yes	Yes
Strategic Director of Children's Services	Yes	Yes
List other officers here		
Executive Member	Yes	Yes
Date final report sent to Constitutional/Community Council/Scrutiny Team	May 11 2009	

APPENDIX I

STRATEGY FOR THE FUTURE
MANAGEMENT OF COUNCIL
OWNED PROPERTIES OCCUPIED
BY THE VOLUNTARY AND
COMMUNITY SECTOR

April 2009

DRAFT

Southwark
Council

DRAFT

1. INTRODUCTION

Valuing diversity and encouraging active citizenship are central themes in Southwark Council's aspirations to improve the life chances of its residents and sit at the heart of the borough's Corporate Plan. By deploying the real property assets that make up its Voluntary and Community Sector Estate optimally, the Council seeks to support and develop the important contribution third sector organisations make to the wellbeing of the borough.

Purpose

This document sets the Asset Management Strategy framework for Southwark's portfolio of Council owned properties that are occupied by the Voluntary and Community Sector (VCS).

It describes the baseline position for the estate as it stands currently, the Council's objectives in holding the assets concerned and examines the drivers that are likely to influence the development of the portfolio into the future. The paper also explains the review processes that have been undertaken to inform the development of the strategy.

In so doing the strategy sets the framework that will direct the future "hands on" management approach to the estate and gives the over-arching principles for formulating the detailed management arrangements that must now be put in place to deliver this.

Critical success factors in the implementation of the strategy are identified and provide the basis of a performance management system for the estate and its management.

The document concludes with an Executive Summary of the detailed Asset Management Plan for VCS Assets set out as Appendix I, and a draft Asset Transfer Policy & Protocol in Appendix II.

Strategic Context

The VCS Asset Management Strategy derives directly from the Council's Corporate Asset Management Plan 2008 (AMP 2008) and underpins this key strategic document with an additional tier of detail.

AMP 2008, which was approved by Executive on 20th May 2008, establishes the Council's overarching approach to the management of its property assets and how these can most effectively be arranged to ensure that the Council can achieve its core objectives and deliver key corporate outcomes.

DRAFT

2. THE VOLUNTARY & COMMUNITY SECTOR ESTATE

The Existing Portfolio

The VCS estate currently comprises 73 assets, ranging from lock-up shop units to large, Victorian multi-let properties. Whilst the variety of property held in the portfolio is diverse, the assets share some common characteristics and for the purposes of this paper the composition of the estate can broadly be categorised as follows:

- Properties whose use is restricted to community use through legal implements such as covenants.
- Properties which the council has historically reserved for use by the VCS which are let to a single VCS tenant.
- Properties which the council has historically reserved for use by the VCS which are divided into units and let to multiple tenants.
- Properties held in the commercial estate which have been let to VCS tenants which will return to the commercial estate when the tenancy ends.

A fuller description of the assets on a property by property basis is provided in a detailed Asset Management Plan.

Out of Scope

Those properties which are primarily operational are not included within the VCS estate. This is to enable service departments to develop effective business plans for these properties. Examples include Childrens Centres, parks, extended schools etc where separating the rental income from the management of the property could result in the building becoming financially unviable. Any occupation of an operational building by a third party must still be regulated by a formal occupation agreement negotiated by the Council's Property team on the service department's behalf.

In addition the Housing Department is retaining operational management responsibility for the Tenants and Resident Halls (TRA) estate and has decided that Social Inclusion will not act as client for these properties. Nevertheless, a strategic view over this group of assets and the VCS portfolio will be maintained in order that synergies and co-location opportunities can be realised where there is the potential to do so.

It is recommended that the TRA estate is managed in a manner which would enable the sessional use of the properties by providers from both the VCS and statutory sector as this could enable valuable service delivery to take place within the community.

Responsibilities for the Estate

Under existing arrangements the management responsibility for these 73 assets mostly sits within the Commercial Property Portfolio managed by Southwark Property. The assets are managed by a range of portfolio surveyors who report to the Portfolio Manager, who reports to the Head of Property within the Regeneration Department. However, there are exceptions and some of these properties are let and managed by other departments.

The tenants of these assets have working links to a number of departments. They may be grant recipients, they may deliver council services under a contract or they

may be key local stakeholders across a range of projects, steering boards and so forth. Officers in all departments would therefore benefit from having key personnel in place with specific responsibilities for VCS assets.

The Executive Members with a day to day interest are the Members for Citizenships, Equalities and Communities, the Member for Resources and the Member for Housing with the member for Regeneration having an interest in provision within areas of major physical or socio-economic development schemes. However, the VCS delivers services across the borough, some of which are contracted statutory provision and therefore other Executive members such as the member for Children's Services will also have a particular interest in individual cases. In addition, it would be fair to say that issues around VCS property arise frequently in all wards and are of interest to all members.

It could not therefore be said that currently there is a consistent approach or that properties concerned are held as a unique estate. This can be problematic given that there are approximately 1800 VCS groups operating within the borough and that access to property is such a significant issue for many of these groups.

This strategy has been developed to provide a clear, cohesive management structure which would direct all parties to defined points of contact.

Stakeholders & Consultation

There are a range of stakeholders:

- The VCS organisations within the borough
- Council departments
- Members
- The users of VCS services

Consultation with the VCS on property issues started within the remit of the overall VCS Review and has continued. Officers attend the VCS Southwark Infrastructure Group: Premises Sub-group which is serviced by Community Action Southwark (CAS) and are building good working relationships with CAS and the new CAS Property Adviser. This group and CAS are best seen as critical friends to the process and they will be given the opportunity to consider the strategy and consult with their members before providing feedback to officers and subsequently the Executive.

The current tenants of the assets have been written to with information about the asset management review and the component parts of the strategy in the letters requesting access for the contractors.

Additionally, all the VCS organisations in the borough registered with either the council or CAS have received a letter and a questionnaire.

Officers have consulted other departments, CMT and Executive members.

3. OBJECTIVES FOR THE VCS ESTATE

The Council's Objectives

The Council's objectives for the VCS estate can be summarised in broad terms as improving communities and better local services delivery.

At its meeting of October 2007 (report entitled 'Community Buildings: Next Steps') the Council's Executive resolved that its overall objective for the VCS estate was:

"to improve the management, access to and use of the council's community buildings."

More specifically:

- i. Effective management of the council's Voluntary and Community Property portfolio in ways that encourage and support a healthy and vibrant voluntary and community sector.
- ii. Supporting VCS organisations, including TRAs, to work together in shared or linked premises and to maximise efficiencies in the use of activity spaces and back office functions.
- iii. Supporting VCS organisations, including TRAs, to operate out of sustainable premises, and where appropriate, to operate without recourse to council funding.
- iv. A transparent, equitable corporate and strategic approach across the council in respect of access to and cost of council owned premises that are occupied by, or offered as available to VCS organisations, including TRAs, as either a permanent base, or for sessional hire.
- v. Maximising opportunities for the VCS, in Southwark, to access and use quality premises - this should take account of opportunities arising from regeneration schemes, including Southwark Schools For the Future, development of community hubs/local service provision, the extended schools programme and the rationalisation of council office accommodation.
- vi. Maximising opportunities to provide new and emerging VCS organisations access to appropriate premises, for example hot-desking space, to start up at low cost and low risk.
- vii. Maximising opportunities for new and existing premises occupied by VCS organisations, including TRAs, to be under direct community management where appropriate and sustainable.
- viii. Jointly with the VCS and TRAs, developing a long-term capital investment plan to enable improvement to buildings occupied by the VCS and TRAs.

What Does the VCS Want to See Happen?

Many smaller VCS organisations need space to operate from, including office and service delivery space, but are not able or ready to rent property in their own right. They would like to see hot-desking, shared facilities and delivery space developed in the borough.

The voluntary sector in Southwark, through the VCS Southwark Infrastructure Group: Premises Sub-group, has expressed its wish to develop a voluntary sector resource centre in the borough run by the VCS for the VCS. This would include hot-desking space and shared facilities such as meeting rooms and IT and operate in much the same way as the current CAS office runs.

The VCS would also benefit from clearer points of contact within the council with regard to property matters.

CAS is keen to work with professionals in the council to develop joint training opportunities within the council. For example, regular training and/or briefing material on complying with statutory legislation and regulations.

Asset Transfer

The VCS would like the council to adopt an asset transfer policy and protocols to follow when reaching a decision about individual requests.

Asset transfer may take a number of forms, including local management arrangements, the grant of a lease, or transfer of the freehold either by sale or gift (or a progression through all three). Generally the benefits to the VCS can be summarised as:

- Building community confidence.
- Securing the longer term future of the premises they occupy and the services they deliver against alternative use or redevelopment.
- Providing a basis by which to lever in funding and financing by using buildings as security.
- Creating opportunities to generate income from rents, fees etc for reinvestment into the organisation and its services.

Where asset transfer is viable in asset management planning terms it will be essential for the VCS to acknowledge that the proposition is a complex one, requiring legal, financial and technical property expertise from the feasibility study stage onwards to ensure that good ideas do not become liabilities in practice.

4. CHALLENGE – WHY HOLD THE ESTATE?

The Council is firmly committed to supporting the third sector in the borough and believes that it should use its asset base in an appropriate way to achieve this.

Inevitably the most appropriate overall asset solution may change in the future and changes in the composition of the portfolio should be expected according to demand, changes in the operating environment, etc.

If the Council is to continue to direct its assets and management resources in to the direct provision of accommodation for VCS organisations (rather than to withdraw, or take a facilitating or commissioning role, for example) it is imperative that the chosen management model continues to demonstrate value for money. Performance management and monitoring arrangements will ensure the basis of keeping the selected approach under review.

Alternatives Considered

In arriving at its preference to directly provide accommodation for the VCS the Council has appraised and discarded the following option. Therefore it is not considered further for the purposes of this review or the development of the estate management strategy:

Arms length management of the VCS estate: officers were asked to discuss arms length management models with the VCS. Initial feedback from the VCS Southwark Infrastructure Group: Premises Sub-group is that there is no appetite to become estate managers. Whilst it may be possible to find a commercial operator willing to take on the management of the estate it would be more pragmatic to make sure the estate was in good order, overall, before developing this idea further.

Agenda for Change - Issues the Management Strategy Must Address

Whilst the VCS estate has contributed much to date it can deliver more if past organisational and management obstacles are now worked through. The cumulative impact of these issues has been a diminished offer to the VCS and lost opportunities for the Council to achieve corporate outcomes, as the result of delayed decision making, inaction, additional costs and confused messages about the objectives for the estate:

- Creating an appropriate portfolio of assets: accepting that the portfolio will need to evolve if this is to be achieved and constructively working towards the best way to do this. Change happens – and there will be some difficult decisions to be made around it!
- Strategic Planning: the portfolio has been assembled over a period of many years. However, this has generally arisen in a piecemeal manner, without any clear guiding principles aligned to the achievement of corporate objectives;
- Management & Ownership of the Estate: key players in the VCS portfolio need to understand their roles and how they fit together within a defined structure. A strong asset management lead and a **consistent** approach will be needed to drive through the implementation of the strategy and to continue effective management thereafter and dedicated staff will need to be allocated.

- Communications and a Common Language: there has been an absence of common ground (and sometimes understanding) in the dialogue between internal stakeholders, property advisors, etc. Over the course of the work on a strategy for the management of the estate there here have been step-improvements in the way that officers and members communicate on VCS issues and in the outcomes achieved. It is essential that this momentum is not dissipated (and see “Management & Ownership” above).
- Resources & Value for Money: The Council’s resources are scarce, and demand-side pressures on their allocation are high. Using resources in a “smarter” way is part of the answer. A cultural shift amongst the VCS will be needed to accommodate this change. In short the Council cannot afford to operate in the same way that it has in the past.

A budget-neutral investment strategy is needed, with clear criteria covering revenue and capital investment decisions. Generally investment in the portfolio has been reactive rather than proactive. This is particularly reflected in the relative inertia in the composition of the estate and its condition.

- Risk management

The estate must be put into good order and kept in good order. Any outstanding repair poses a risk to the value of the asset itself and as the assets will be managed and financed as a coherent estate, an outstanding repair also poses a risk to the portfolio as a whole.

The assets within the estate must be compliant with all relevant statutory legislation and regulations. Non-compliance poses a risk to the health and safety of the employees, volunteers and users of an asset and this is therefore a risk to the council.

5. DRIVERS ACTING ON THE DEVELOPMENT OF A STRATEGY FOR THE VCS ESTATE

The wider context against which the VCS management strategy has been developed, and will now be implemented, needs to be briefly explained and its impacts assessed. This operating environment can be summarised in terms of external and internal business drivers.

External Drivers

Policy

The 2006 Local Government White Paper "Strong and Prosperous Communities" laid down the basis for a new relationship between local government and its communities.

Published in 2007 Barry Quirk's "Making Assets Work; the Quirk Report", looked at Community Management and Ownership of Assets, concluding that Community organisations can realise tremendous potential by taking on the management and ownership of community assets. The Review examined potential barriers to more communities managing and owning assets and proposed ways to create an environment to encourage more community management and ownership of assets.

Quirk's review proposed routes and recommended the development of the necessary skills base to enable communities who wish to take over management or ownership of a local asset through the "Councillor Call for Action". It is accompanied by negligible capital funds to give local authorities financial support in refurbishing facilities that would be transferred to the community.

The Council is clear that the Quirk proposals do not intend the circumvention of Best Value / Best Consideration principles, nor to detract from the prudent stewardship of the Council's property portfolio. Instead the proposals aim to support these imperatives. Nevertheless, the asset transfer proposals have raised a number of questions that are pertinent to our asset management planning, particularly around capacity, finance, and the risk of strategically fragmenting the portfolio. Therefore this strategy seeks to ensure that any proposal is consistent with the overall vision of the authority and with the principles of the Council's corporate asset strategy, and is based on sound asset management practice.

Legislation

The body of legislation dealing with occupier and owner obligations continues to expand, and the cost of compliance to escalate. In some cases the discharge of these obligations falls upon the Council as landlord, and in others upon the building occupier under the terms of its tenancy. Examples include fire risk assessments and water testing. Condition and Compliance Surveys (see below) undertaken to establish the baseline position for the VCS estate have found that the estate requires some immediate investment and will require on-going revenue to keep in it a good state of repair and compliant with statutory legislation and regulations.

Financially the council is statutorily governed to obtain best consideration in the context and operation of s123 of the Local Government Act 1972 and Housing Act 1980.

Economy, Regeneration & Development

Southwark contains some of the poorest places it is possible to live in London, and the VCS is a potential means of directing services to deprived areas and those undergoing regeneration.

The Council's ambitious programme of regeneration covers in the region of 40% of the borough and needs to be viewed both as a potential "taker" of VCS accommodation, and the means by which new and better assets can be created.

The level of regeneration activity, or perhaps more accurately when that regeneration might happen, needs to be considered in conjunction with the wider condition of the property market. Some opportunities based on the prudent use of assets - including sale and re-investment - that would have been available as recently as a year ago are no longer feasible where there is a high dependency on the residential development market, or will be indefinitely on hold pending an improvement in the market.

The above is particularly true of lower quality and marginal residential development properties. However, it is important to remember that some buildings within the portfolio will be attractive to non-residential purchasers, in the same way that the Council is seeing good interest and concluding deals on assets being released from its offices portfolio.

Internal Drivers

Capital Resources

The Council operates an extensive, prioritised capital programme. There is a close inter-relationship between this programme, the authority's Revenue Programme, and the rationalisation of the Council's asset holdings.

Pressures to generate capital receipts (especially given prevailing market conditions) at best consideration and reduce pressure on Council Tax levels, are likely to cause the Council to seek out disposals at best consideration, and this may mean alternative, non-VCS use.

Equally it should be anticipated that any change or capital investment in the estate will need to demonstrate that it is self-financing if it is to be considered affordable.

Revenue & Other Resources

Pressures on revenue budgets arising from an unfavourable financial settlement from central government, coupled with the scale of the Council's financial operations present a clear risk to resourcing the management of the VCS portfolio.

However, over the 12 months that this strategy has been in development closer working arrangements between Social Inclusion and Property officers has yielded clear improvements in the way VCS matters are handled within the Council. This

momentum and investment would be lost if those roles do not continue to be adequately resourced.

There are immediate recruitment issues to be addressed, whether it is favourable in the existing climate to recruit externally or use internal staff resources to deliver the strategy.

Interaction with Other Asset Programmes

The Council has an active and extensive asset management programme, and this includes major corporate projects that are bringing about the transformation of its offices estate.

Subject to affordability the Council has resolved to retain the **Three Town Hall's** buildings – 151 Walworth Road, 31 Peckham Road and 19 Spa Road. There may be opportunities in each for an element of community use. There is additional scope for future community provision through the **Local Service Delivery Project**, either through incorporating community use in these locality bases, or through the strategies developed around buildings to be vacated.

Elsewhere in this paper it is recommend that the **Tenant and Resident Association Halls estate**, which has been reviewed concurrently with the VCS estate, should be managed in a manner which would enable the sessional use of the properties by providers from both the VCS and statutory sector as this could enable valuable service delivery to take place within the community.

Regeneration across the borough, the **Extended Schools Programme** and **Southwark Schools for the Future** are similarly changing Southwark and the range of accommodation opportunities available to the VCS.

6. BASELINE POSITION

The completion of a baseline review has been the first step in establishing exactly which properties are used by the VCS and gathering the information about the assets, and how they are occupied by the VCS.

In terms of identifying VCS occupation we have adopted the definition of the VCS used by the Home Office:

"Registered charities, as well as non-charitable, non-profit organisations, associations and self-help groups and community groups. Must involve some aspect of voluntary activity, though many are also professional organisations with paid staff, some of which are of considerable size. Community organisations tend to be focused on particular localities or groups within the community; many are dependent entirely or almost entirely on voluntary activity."

Occupation Arrangements

Most tenant organisations within the VCS estate occupy property under a fully repairing and insuring lease. This form of lease leaves responsibility for the upkeep of the structure of the property with the tenant.

However, many of the VCS tenants are not carrying out necessary on-going repairs.

Asset Condition

Pellings Ltd were commissioned to undertake basic condition surveys of the properties within the VCS estate.

The surveys categorised works according to priority.

The priority works were further categorised by officers into tenant responsibility and landlord responsibility. This was done with reference to the individual occupation agreement for each property and where this was missing or an agreement did not exist the responsibility was defaulted to the landlord.

Compliance

Cyril Sweett was commissioned to undertake an audit of compliance certification and a visual inspection for all properties in the VCS estate.

The results were categorised according to risk with no properties being able to evidence 100% compliance with the relevant statutory legislation and regulations.

The obligations with regard to compliance were further categorised by officers into tenant responsibility and landlord responsibility. This was done with reference to the individual occupation agreement for each property and where this was missing or an agreement did not exist the responsibility was defaulted to the landlord.

7. ASSET MANAGEMENT STRATEGY FOR VCS ESTATE - RECOMMENDATIONS

Recommendations – Key Points

1. Improving provision by achieving a smaller, affordable, portfolio of better quality assets that are fully utilised
2. Preserving the value of individual assets through appropriate repair and maintenance and of the wider estate by avoiding strategic fragmentation (linked to the Council's corporate asset objectives)
3. Develop ways of working with the VCS to achieve better utilisation of retained assets
4. Funded solutions that are budget neutral or better (including covering management costs and the cost of discharging landlord obligations)
5. New management models for multi-let properties to ensure fitness for use
6. Centralising management of VCS assets, underpinned by strong management lead, using the right people and building on existing communication structures
7. Agreement and implementation of a detailed performance management and reporting system, covering both the assets and their management
8. Regularisation of occupation and effective management including rent review, lease renewal, and enforcement
9. Transitional arrangements to assist the VCS in adjusting to the new management regime
10. More and better information flows internally to join up the property management approach, funding/commissioning officers and the VCS
11. Agree policy and protocol on asset transfer

Improving Provision

Through the adoption of the strategy it is acknowledged that creating a portfolio of fit for purpose assets will require the composition of the portfolio to change, for the number of assets to be reduced, and for activity to be consolidated in those that are retained.

This strategy recommends that work, to be led by the VCS Portfolio Manager (VCSPM - see below), continues with the VCS via the VCS Southwark Infrastructure Group: Premises Sub-group to develop hot-desking, shared facilities and a VCS resource centre. The solution(s) will need to be budget-neutral: there will be no capital or revenue available from current council resources.

The Tenants and Residents Halls estate could provide sessional delivery space to VCS organisations in the borough.

Multi-let properties

There are a number of multi-let properties in the borough such as the Sojourner Truth Centre. The majority are managed via the Peckham Programme but there are other examples in other parts of the borough. The VCSPM will review existing management models and where necessary develop new ones for these properties which better ensure that they are kept in proper condition and are compliant with statutory legislation and regulations.

Centralising & Managing VCS Properties in a Single Portfolio

Management of the council owned properties in VCS occupation is already being centralised into one portfolio to ensure a consistent approach is taken to these properties and their tenants.

Portfolio Manager & Liaison Officer

The successful implementation of the strategy envisaged in this document will depend on the appointment of two permanent members of staff: the VCS Portfolio Manager in Property and the VCS Liaison Officer in Social Inclusion to act as client for the estate.

Given the complex issues at play in the VCS estate, and nature of its contribution to the borough, it is considered that direct recruitment to an in-house role will be more successful than outsourcing the management of the estate (although the latter should not be precluded).

Support & Systems

In the short term the VCS Portfolio Manager will need administrative support to input the information collated during the asset management review and from the asset management plan into the Property IT systems. This support does not need to be permanent.

Manhattan, the Property database, will need some changes made to store the information and produce the relevant reports.

Regularising occupation

The asset management review identified a number of properties where there appears to be no valid formal occupation agreement in place.

The VCS Portfolio Manager will negotiate terms with these tenants in line with policy such as market rent.

Rent & Lettings Policy

The Council's current policies on rent and lettings to VSC groups were approved by the Council's Executive at its meeting of 4th November 2003. This policy was re-affirmed at the meeting of the Executive on 16th October 2007.

In particular, it was resolved that all occupations must be formalised by an appropriate written lease or tenancy agreement, reserving the appropriate open market rental value for the property. Transitional arrangements are allowed for at rent review, lease renewal etc.

The 2007 report also agreed that the current rent and lettings policy remains in place at least until the VCS asset management strategy has been completed.

Lettings

When properties in the commercial portfolio become vacant they will continue to be advertised in the normal manner and the best tenant will be found for the building. When the best tenant is from the VCS the property will then sit within the VCS portfolio whilst that tenant remains in occupation but will not be moved permanently into the VCS portfolio.

Those commercial properties currently within the VCS estate will return to the commercial portfolio when the property becomes vacant and will also be advertised in the normal manner.

The process will open up a greater range of properties to the VCS and prevent a gradual asset creep from the commercial portfolio to the VCS portfolio.

Maintaining the Estate and Managing Repairing Obligations

The Baseline Review found significant levels of disrepair and non-compliance across the estate.

It is understood that many VCS organisations do not have the necessary expertise to maintain the structure of a property and can not afford the high costs of buying in the necessary professional skills to inspect the property on a regular basis.

Addressing Maintenance Backlog

It is essential that the council as landlord addresses any urgent works immediately. Over the longer term a programme will be developed to address the non urgent works.

Where the tenant is liable they will be notified and the council will then expect notification back from the tenant within a specified period that works have been completed.

Many VCS tenants will find it difficult to fund urgent repairs from existing cash flows. In this instance the council could offer to carry out the urgent works and charge back the tenant at a negotiated rate. Alternatively, the council could offer the tenant the option to surrender their tenancy. This is best dealt with on a case by case basis in liaison with Social Inclusion as client, any relevant grant giving department and members. It is not possible to leave urgent repairs unaddressed as urgent outstanding repairs will pose a threat to the structure of the property and/or to the people using the building.

Where the negotiation described above fails to reach a mutual agreement, or the tenant fails to carry out the works after such an agreement has been made, or fails to pay the re-charge for such works, or fails to allow access to the properties to council staff or contractors, enforcement action will be taken against the tenant.

The council could decide to launch an amnesty for urgent repairs on the entire VCS estate and fund the works. However, there are many tenants who have kept the properties they rent in good order and an amnesty would effectively penalise these tenants.

In the longer term the VCSPM will commission regular condition surveys of the properties within the VCS estate to monitor future condition issues. It is suggested

that basic condition surveys are carried out on 20% of the estate each year. Revenue will be needed for regular inspections of the properties.

Compliance Issues

It is essential that the council as landlord addresses any issue with regard to non-compliance in properties where it bears responsibility immediately. The alternative is to close the building.

Where the tenant is liable they will be notified and the council will expect notification back from the tenant within a reasonable period that inspections have been carried out and that any works have been completed. This process has already started.

The council will work with the VCS via the VCS Southwark Infrastructure Group: Premises Sub-group to provide training and support for those tenant organisations that do not have the relevant expertise to make their properties compliant.

As with urgent repairs, it is likely that many VCS tenants will find it difficult to fund immediate inspections with and works from existing cash flows. In this instance the council could offer a package which tenants could buy into, whereby the relevant inspections are 'bought in' from the contractors used to manage the operational estate.

All incidents of non-compliance in a council owned property are a risk to the council. More importantly the properties themselves are a risk to those who occupy or access them. It is not a viable option to permit any non-compliance to continue on the grounds that it is the tenant's responsibility.

Where the negotiation described above fails to reach a mutual agreement, or the tenant fails to carry out the works after such an agreement has been made, or fails to pay the re-charge for such works, or fails to allow access to the properties to council staff or contractors, enforcement action will be taken against the tenant.

In the longer term the VCSPM will set up a system which alerts the council of the due date of all compliance certificates for properties in the VCS estate.

Where tenants bear responsibility they will be required to notify the council when certificates are achieved and should they fail to do so, the council will take enforcement action.

Where the council as landlord bears responsibility compliance certification will be kept up to date by the council.

Repairing Obligations in New Agreements

New occupation agreements are likely to leave the responsibility for the upkeep of the structure of the properties, particularly external upkeep, with the landlord, with repairs being charged back to the tenant. This will keep the estate in good order.

This should be a welcome change for many VCS organisations. However, where an organisation would prefer to retain responsibility for repairs they may be able to negotiate this if they can evidence that they have previously discharged this responsibility effectively.

Enforcement

Where it is clear that a tenant is not meeting repairing obligations, or any other terms of an occupation agreement, the VCS Portfolio Manager and the VCS Liaison Manager will contact relevant officers and members to discuss possible options prior to taking enforcement action.

The VCS Portfolio Manager and the VCS Liaison Manager will also seek to predict these events and bring the relevant officers and members together to discuss options when necessary.

The VCS Portfolio Manager and the VCS Liaison Manager will attend the Commissioning Officer Group and regular meetings with departments such as Children's Services to review cases where needed.

Where efforts to reach an alternative solution fail, enforcement action will be taken. The intention is to develop a self-sustaining VCS estate of properties in good condition. This will not be possible if all individual occupation agreements are not adhered to.

Transitional Arrangements

The aim of this strategy is to improve the offer made to the VCS.

Where a lease is renewed or a first rent review takes place between October 2007 and October 2011 which results in a significant increase in rent the organisation will benefit from transitional protection.

20% of the increase will be required in the first year rising to 40% in the second year, 60% in the third year, 80% in the fourth year and only 100% in the fifth year.

This transitional protection will not automatically apply where tenants were already in breach of their occupation agreement prior to October 2007 or to those occupiers who have been refusing to agree new terms for a period of 6 months prior to October 2007. *The transitional protection mechanism is not intended as an amnesty to all VCS occupiers of Council owned property.*

Option Appraisal Disposals and Alternative Use

Factors considered in the Council's detailed option appraisal methodology for assets include:

- Contribution to strategic rationalisation of portfolio
- Contribution to sustainability and greening of property holdings
- Reducing levels of maintenance required
- Compliance with legislation (DDA etc)
- Reducing revenue spend / improving value for money
- Improving facilities for service delivery, accessibility, usage
- Improving space utilisation
- Support for cross-service working, co-location, partnership working
- Support to modernisation and new working practices
- Potential to generate capital receipts

The VCSPM will undertake further work, in partnership with Housing, to assess the use of a number of residential flats and houses as VCS accommodation. In light of the compliance issues presented by converted residential units used for non-residential purposes it may, in some instances, be more appropriate to decant tenants and return the units to residential use via the Hidden Homes initiative.

Asset Transfer Policy & Protocol

The suggested asset transfer policy, to be approved via this strategy, is to adopt a transparent asset transfer protocol against which all requests will be considered.

This asset transfer policy and protocol is outlined in Appendix II.

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8. ESTATE MANAGEMENT ARRANGEMENTS

VCS Portfolio Manager

The 'Community Buildings: next steps' Executive report approved in October 2007 firmly envisaged the recruitment of a VCS Portfolio Manager, with a specialist knowledge of VCS property issues who would work in partnership with Social Inclusion on individual cases. Social Inclusion will act as client for this new portfolio.

This VCS Portfolio Manager post has not yet been recruited to on a permanent basis but has been covered on a temporary basis since October 2007.

The role calls for an unusual skills-set, since the post holder will need to combine general estate management skills with a thorough understanding of VCS organisational issues, the interdependency of local authorities and the local VCS in terms of delivering services and meeting statutory obligations and must be able to recognise the value many residents place on the VCS organisations within the borough and the "social capital" they generate.

Social Inclusion has had a temporary post holder working on the VCS review, the asset management review, plan and strategy whilst also working on individual cases with the temporary post holder in Property. The postholder in Social Inclusion must have an understanding of grant programmes within the council, corporate policy, corporate business planning and council structures as well as a working knowledge of VCS organisational issues in order to act as client for the VCS portfolio.

Community Action Southwark has recruited a permanent member of staff to advise the VCS in the borough on property matters.

Completing the Team

There has been a significant improvement in the internal relationships between council departments and the external relationship the council has with the VCS as a result of these three post holders working together.

The three post holders provide easy to find points of contact both internally and externally and are able to use their various areas of expertise to develop more flexible approaches to developing new provision and problem solving when issues arise with regard to individual properties.

The level of expertise within both departments is increasing and a more consistent approach to VCS premises issues is evolving.

Given the complexities of assessing requests for asset transfers, which will require a thorough understanding of the Corporate Plan as well as various service departments statutory obligations and may also require the ability to cost social capital and/or benefit, having the two post holders working together will be particularly important with regard to asset transfers.

Therefore the strategy will be to permanently recruit both a VCS Portfolio Manager within Property and a VCS Premises Manager in Social Inclusion.

Communication & Information

Feedback gathered before the completion of 'Community Buildings: next steps' suggested that improvements were needed in the collection and dissemination of information related to properties occupied by the VCS.

Due to the interdependent relationship between the council and the VCS the VCSPM needs a more detailed knowledge of properties within this portfolio than it needs to effectively manage the commercial portfolio. Much of this information has been gathered via the asset management review and it will be kept up to date by the new VCS Portfolio Manager. This will enable the council to provide up to date information to other officers and members, and the VCS where appropriate. It will also enable the council to map which organisations are operating from which properties and to identify where space may be available.

More importantly it will enable the council to make sure that these properties are all safe environments for those who work in and access services in these properties.

Improvements under the strategy will include monthly monitoring of rent payments that will provide immediate alerts to the VCS Portfolio Manager and the VCS Premises Manager if a tenant falls into arrears.

There also needs to be better information available to grant making officers and commissioning officers about events such as lease renewals, rent reviews, enforcement issues and any other event which could affect a tenancy. Similarly, there needs to be better information coming from grant making and commissioning officers of any change in funding levels which could affect a tenant's ability to pay their rent.

A first step will be to establish an internal bulletin board on The Source which will identify all VCS properties due to have a major event such as a lease renewal or rent review within the next 18 months. This will enable all grant making and commissioning officers to check on immediate changes which may have an impact.

Grant making and commissioning officers will also be able to contact the VCS Portfolio Manager to discuss the longer term issues connected to the VCS properties.

Grant making and commissioning officers will therefore be able to predict whether there will be changes to the funding levels needed and make relevant provision.

The VCS Liaison Manager based in Social Inclusion will take a pro-active role developing links with the grant making and commissioning officers and the tenant organisations themselves to insure they all understand current policy with regard to rent and lettings and the actions they will need to take to protect against rent increases, repairing liabilities etc. This post holder will work directly with the VCS to develop training days etc and to disseminate information to the VCS in the borough on property issues.

Vacant property is currently advertised on the Southwark website. This will continue but where properties are particularly suitable for VCS tenants the page will highlight this and provide links to relevant information such as the council's rent and lettings policy.

The majority of the leases the VCS organisations have with the council prohibit sub-letting. This is a legal safeguard to prevent tenants creating secure tenancies within

the council's estate. However, it is possible to amend these prohibitions to permit tenants to share space. The council will make these amendments where appropriate as it is understood that many VCS organisations depend upon sharing space to generate income and meet overheads.

With this in mind the council is working with CAS to set up an on-line notice board to alert VCS organisations of any available space to share in VCS properties in the borough.

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9. FINANCIAL POSITION - RESOURCES

The total income for the VCS estate is approximately £800,000 per annum. This presumes that all tenants pay all their rent and service charges.

The income should increase as unregularised tenancies are regularised.

The VCS Portfolio Manager will be expected to meet the same target income for the estate as the managers of the commercial estate.

The increase in income from the VCS Portfolio will balance the increase in expenditure on the additional resources needed.

The next call on the income will be for necessary repairs or improvements to the estate.

The properties will all fall within either the newly created VCS holding account or the HRA account. The income from either account will not be used for repair costs for properties in the other, in accordance with regulations.

It is possible that there will be surplus income in some years. The council can treat this as general revenue or use this income to support the VCS within the borough.

This income is unlikely to be of a consistent amount year to year as properties become vacant, tenants default on their rent etc. Therefore the strategy can no commit to a set amount for the surplus income.

The intention is not to reap the most possible profit from the VCS estate but to ensure there is sufficient income to keep existing properties in good repair and develop innovative additional models of provision such as hot-desking space.

APPENDIX I**ASSET MANAGEMENT PLAN FOR VCS ASSETS
EXECUTIVE SUMMARY**

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ASSET MANAGEMENT PLAN FOR VCS ASSETS EXECUTIVE SUMMARY

The information gathered in a Baseline Asset Review has been used to develop a draft Asset Management Plan for VCS Assets. This provides basic information on each individual property such as who occupies it, whether there are restrictions on the property in terms of use, if the property would remain in the VCS estate if vacant, the capital and market rental value, etc. This basic information also includes an assessment of the benefit the council derives from retaining the property and a description of its role within the VCS estate.

The Asset Management Plan is in draft form as it is expected to be updated over the next three to six months as the VCS estate is centralised and linked work on the Local Service Delivery Project, Community Hubs and Tenants and Residents Halls is completed. It includes a description of the assets on a property by property basis.

Upon adoption the Asset Management Plan will be central VCS estate management arrangements. Integral to this will be a detailed performance management system. Specific performance indicators are outlined below. Corresponding output and outcome based targets will be settled in the course of developing a detailed implementation plan for the VCS Asset Strategy.

Key Findings

The VCS estate has a valid contribution to make to the overall wellbeing of the borough and in so doing, help the Council achieve its corporate objectives.

By centralising the portfolio and taking a holistic approach to its management there is scope to improve the economic and social return from the estate in an affordable way:

- Regularisation of all occupation and lease events (rent review, lease renewal, etc) to ensure income to the portfolio is maximised
- Rationalisation through disposals
- Sustainable and affordable investment to achieve sustainability in the retained estate

Performance Management & Monitoring

Effective arrangements for managing and monitoring the performance of both the VCS Strategy and the VCS portfolio will be a key element in the implementation of the Asset Management Plan.

The objective of introducing a Performance Management System is to track the progress of the VCS Asset Strategy and its implementation. Measuring the performance of the assets asks (and through a carefully selected set of metrics, answers) the key question “what difference is the strategy making?”

Integral with the gathering of these data will be the ability to interpret and judge the

message they relate, and the implementation of robust reporting arrangements.

OBJECTIVE	CRITICAL SUCCESS FACTOR	INDICATOR
Financial Stability & Sustainability of Resources	Completion of a corporate VCS asset management strategy	Approval by Executive Option appraisal methodology established and used in decision making about assets including reinvestment strategy Detailed review of potential assets for disposal including valuation Disposals identified of not fit-for-purpose buildings for reinvestment in the remaining portfolio Sustainable models of future provision identified with appropriate governance arrangements
	Potential for alternative use of assets	Undertake review in partnership with Housing Department, to assess the use of e.g. residential flats and houses as VCS accommodation / return to residential use Co-location / joint use / community use criteria incorporated in other asset options appraisals
	Establish current use and capacity for expansion or redevelopment.	Completion of baseline review
	Rent collection in line with Policy (consistent with investment portfolio performance targets)	Collection/debt levels / rent review and lease renewal targets

OBJECTIVE	CRITICAL SUCCESS FACTOR	INDICATOR
Maintaining the Retained Estate	New leases to place the responsibility for structural repair on the landlord, with costs charged back to the tenant.	Review standard form of lease
	Establish condition, compliance/non-compliance of assets	Completion of baseline review
	Arrangements in place for condition monitoring programme	Commission 20% rolling programme of condition monitoring surveys
	Repairs by landlord or tenant according to lease obligations / agreement developed from findings of prioritised condition survey	Programme in place, monitored, and progress reported
	Achieving compliance etc	System of alerts in place

Proposal for Detailed Maintenance and Condition Indicators

The following indicators are the National Property Performance Management Initiative (NPPMI) performance indicators dealing with maintenance and condition.

They are used in the Council's main Asset Management Plan, and are provided here in order that the Council can review them and decide whether their adoption will

provide useful additional perspective on the performance of the VCS estate in these key areas:

No.	Indicator	Category/Level
PMI. 1 A	% Gross Internal floor space in condition categories A-D	Cond. Cat A
		Cond. Cat B
		Cond. Cat C
		Cond. Cat D
PMI. 1 B(i)	Required maintenance as total cost In priority levels 1-3	Priority Level 1
		Priority Level 2
		Priority Level 3
PMI. 1 B(ii)	Required Maintenance as a % in priority levels 1-3	Priority Level 1
		Priority Level 2
		Priority Level 3
PMI. 1 B(iii)	Overall cost per square metre GIA	-
PMI. 1 C	Annual percentage change to total required maintenance figure over previous year	-
PMI. 1 D(i)	Total spend on maintenance in previous financial year	-
PMI. 1 D(ii)	Total spend on maintenance per square metre GIA	-
PMI. 1 D(iii)	Percentage split of total spend on maintenance between planned and reactive maintenance	-

OBJECTIVE	CRITICAL SUCCESS FACTOR	INDICATOR
Effective Management of the Council's VCS Portfolio.	Centralising council owned properties occupied by the VCS within one portfolio.	Identification of all assets to be held in the portfolio Confirmation of management responsibility Resourcing & recruiting dedicated Estate Manager at senior level Support recruitment of VCS Liaison Officer Develop and implement communications plan confirming and communicating all other responsibilities
	Capturing and managing performance of the strategy, its implementation and the management of the estate.	High level performance Indicators agreed Corresponding detailed indicators in workplans Reporting arrangements in place for performance of VCS strategy and portfolio
	Programme for regularising occupation, rent review and lease renewal position	All lease events diarised in Manhattan and incorporated in workflow procedures An internal bulletin board on the source which will identify all VCS properties due to have a major event such as a lease renewal or rent review within the next 18 months.
	Effective enforcement / intervention where deemed necessary	Protocol and communications agreed and in use

OBJECTIVE	CRITICAL SUCCESS FACTOR	INDICATOR
Improving the offer to VCS Organisations	Alerting VCS organisations to available accommodation	Advertise potentially suitable LBS property on LBS letting site Provide links to relevant information such as the

		council's rent and lettings policy. On-line notice board to alert VCS organisations of any available space to share in VCS properties.
	Asset transfer approach defined	Asset transfer policy / protocol in place

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APPENDIX II

ASSET TRANSFER POLICY & PROTOCOL

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ASSET TRANSFER POLICY & PROTOCOL

“Asset transfer refers to local communities’ ability to acquire land and buildings, either at market value or at a discount, in order to deliver services that meet local needs. It is seen as one way in which local authorities (in particular) can support the development of social economy organisations, and thereby meet their wider strategies for renewal and improved delivery of local services”

Asset Transfer Final Report ; Pulse (2004)

The government is keen to encourage local authorities to review their asset holdings and transfer these assets to VCS organisations where it is appropriate to do so. The Quirk Review recommended that local authorities develop an asset management plan for the properties they own which are occupied by the VCS. This sets a context against which requests for an asset transfer can be considered.

Asset Transfer Policy - The Council’s Perspective

The council has transferred a variety of assets to VCS use and supports asset transfer where appropriate. Nevertheless, this strategy report highlights reasons why it will be advantageous for the assets to be retained in the majority of cases provided they are properly managed, and that function is properly resourced by innovative methods.

The Council will need to reconcile asset transfer opportunities, and having the powers to do this, against internal considerations including the generation of capital receipts.

Considerations will include:

- Wider asset strategy considerations and the strategic integrity of the estate - a business case showing that the transfer is the best use of the asset according to the Council’s own asset management planning process;
- Social return against investment return – value for money and a compelling argument that the transfer will result in significant social benefit to residents of the borough;
- Whether there are cases that warrant an alternative to the capital generation presumption
- Whether VCS organisations can present purchase/investment packages that warrant excluding full market exposure when land sales are being explored
- Robust evidence that the applicant meets all the necessary criteria and has the capacity to look after the asset in the long term

Council assets will not be transferred simply to provide organisations with economic leverage.

Asset transfers will generally be granted as a 25 year lease at Market Value (Market Value can include rent discounted against capital improvements). Longer leases may be negotiated but there is a general presumption against freehold transfers.

Asset Transfer Protocol

The Council will publish its policy on the corporate website with clear guidance on how to make a request for the transfer of a particular asset. This will include the Asset Transfer Pack which includes a formal process via which applications and decisions will be made.

All applications will be considered in the context of the Corporate Asset Management Plan, the Voluntary Community Sector (VCS) Asset Management Strategy and the VCS Asset Management Plan.

All requests must be made via the Property Department who will process the application in consultation with Social Inclusion as client for the VCS Portfolio. The decision making body for the first stage of the process is the Asset Management Review Board and any viable requests will then be subject to the normal Council decision making processes.

Asset Transfer Pack

A draft of the Asset Transfer Pack is attached as an Appendix.

The process has two main stages. The first involves an application for asset transfer which will gather basic information about the applicant and its proposal, and allow the Council to decide whether to progress the transfer request further. At the next stage there will be a detailed feasibility and business case appraisal.

Note on Legal Background to Asset Transfer

Section 2 of the Local Government Act 2000 allows the Council to undertake actions that can be expected to achieve the economic, social or environmental well being within the borough.

The Local Government Act 1972 as amended by the General Disposals Consent (England) 2003 circular sets out the specific circumstances in which assets may be transferred, and requires Secretary of State approval to asset disposals at less than best consideration.

Amongst its other provisions the 2003 circular permits the transfer of assets from public bodies to community organisations at less than best consideration without requiring Secretary of State approval, where the difference between the unrestricted value of the interest and the consideration accepted is £2 million or less.

Schools disposals require separate approval.

Leases

Under certain circumstances the Council has powers to grant leases of premises at less than market rents, although unless the lease relates to premises to be used for

recreational purposes this applies only to agreements of seven years or less duration.

Compulsory Purchase & Planning Powers

The Council has a range of compulsory purchase powers to bring about the acquisition or disposal of land for specific purposes. Most commonly this will be under Section 226(1) of the Town & Country Planning Act 1990.

Section 106 of the same Act (as substituted by the Planning & Compensation Act 1991) provides that local authorities can procure planning obligations from developers in mitigation of the impact of new development, and this may include the creation of community facilities.

Imposing Restrictions

Where assets are transferred the Council may consider it appropriate to impose restrictions on how the asset can subsequently be dealt with. This may include the use of restrictive covenants requiring the preservation of the asset and the value it represents for the benefit of the community.

Alternatively the Council may choose to retain the freehold in the asset and maintain control through the contractual position set out by the lease granted.

DRAFT ASSET TRANSFER PACK

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Asset Transfer Pack [heading]

[following in text box on front of form]

You will need to read the information in this pack.

Your organisation must be able to satisfy the Conditions of Grant Aid included in the pack. All VCS organisations in receipt of financial support from the Council must satisfy these conditions.

If, after reading the pack and taking note of the information and documentation we require from you, you still wish to make a formal request for the transfer of a particular asset to your organisation, you need to complete section 1, section 4 and section 5 of the 'asset transfer request form' and return it to the address below with all the documentation requested.

If the Council is satisfied that your organisation meets all the necessary criteria and that you have returned all the required documentation the Council will complete section 2 and section 3 of the form.

Based on the information collated an officer will then make a recommendation to the Asset Review Board. The Asset Review Board will then decide to either progress your request to the next stage or to inform you that your request has been rejected.

If the decision is made to progress to the next stage an officer in the Council's Property Department will carry out a feasibility study, including a business case. **Your organisation will be expected to supply much of the information and documentation needed and your request will not be successful if you fail to do so.** The Head of Property and Head of Social Inclusion will then decide if there is a good case for progressing your request further. If they recommend progressing, it will then be subject to the normal Council decision making processes and delegated powers.

Officers will endeavour to deal with your expression of interest quickly. The onus will be on your organisation to complete section 3 and section 4 of the form and supply the required documentation. Officers will only be able to provide basic advice on how to complete the form.

Completing the form correctly doesn't guarantee a favourable decision. In most cases the Council will retain the asset.

If your request is rejected the Council will provide an explanation. There is no obligation on the Council to transfer its assets out of its ownership or management and you should not treat the explanation as grounds for appeal. There is no appeal process.

Stage 1: Asset Transfer Request Form

[to be formatted as an application form]

[assume that those in italics indicate that this information is critical and may be enough on their own to determine the application. Eg: an asset in the commercial portfolio will not be transferred]

Section 1: details

[to be completed by the applicant]

Address of the asset

[box for officer to complete with manhattan ref etc]

Name of the applicant organisation

Name of the director

Name of the contact person for the purposes of this application

Address of the applicant organisation

Telephone number s/b

Telephone number direct line

Email

Section 1: background information on the asset

[to be completed by officer]

1. Note: VCS portfolio
 Commercial portfolio
 Operational estate
 Disposal register

2. Does the council have a sufficient title or interest to transfer the asset?

(nb: if 'no' the officer must establish if this can be overcome at the beginning of stage 2, or if any doubt this must also be established at beginning of stage 2)

3. Are there any legal restrictions on use?

4. If yes, are there any absolute prohibitions against proposed use or disposal?

5. *Is there a reasonable expectation that the prohibition could be removed without expending an unreasonable level of resources?*

6. *Is there an absolute directive / obligation supporting the current or proposed use?*

7. Are there any planning restrictions on use?

8,8,10. repeat q 4, 5, 6 in planning context.

11. is the asset currently fit for purpose for the proposed use?

12. *If not fit for purpose for the proposed use, does the proposal include adequate measures to make it fit for purpose for the proposed use?*

(this can include a robust strategy on part of the applicant and evidence that they have the right personnel and/or experience to implement this strategy)

Section 2: Corporate Asset Management Considerations

[to be completed by officer]

1. *Is the impact of the proposed transfer on the VCS portfolio / operational estate's business plan sustainable? (eg %age of overall income lost etc)*
2. *Is there a preferred operational use for this asset that could not be achieved more effectively and/or cost efficiently by using another asset?*
3. *would the transfer be consistent with other Council strategies?*

[nb officer completing assessment can/should refer this to the asset review board to answer]

4. would the preferred use be compliant with the UDP?
5. *is there a reasonable expectation that a robust planning argument could be made to overcome non compliance with the UDP?*

Section 3: the applicant

[to be completed by the applicant]

1. please confirm that you satisfy the Council's 'Condition of Grant Aid' criteria included in this pack or identify the criteria you do not satisfy.
[condition of grant aid currently draft document]

2. Which of the following describes your organisation:

- registered charity
- company limited by guarantee
- unincorporated association
- other – please describe

3. bank account name

4. please provide copies of the following:

- constitution
- memorandum/articles of association
- audited accounts or financial statement
- management committee membership details

- latest annual report
- equal opportunities policy

Section 5: the applicant's property history

This section is to be completed by the applicant. At this stage the council is compiling background information only to help it decide whether to progress the request for the transfer of the asset to the next stage.

1. Do you currently occupy a property?

Yes: go to section 5 q 3

No: go to section 5 q 2

2. The Council would generally require evidence at this point that your organisation has the experience and capacity needed to manage a property asset. However, there are case studies of organisations with no previous experience of building management having successfully transformed an asset into a thriving facility. Use this space to tell us why your organisation has the potential to manage this asset?

TEXT BOX HERE

3. On what basis do you occupy your current property?
4. If your organisation does not own the freehold of the property you occupy, please provide details of the building owner / landlord so that we can approach them for a reference.
5. Please confirm that you are happy for us to conduct a site visit to your current property and that we should contact the person named in section 1 to arrange this.

Stage 2: feasibility study

The feasibility study should consider the impact of transferring an asset from the point of view of the Council, the organisation to whom the property would be transferred and the residents of the borough. An impact can be negative or positive and in some rare circumstances it could be determined that there is no impact.

There must be a cogent business case to transfer the asset. This can not simply be a business case written from the point of view of the recipient organisation. The business case must also present the benefit the Council receives from transferring the asset.

The organisation making the request will be expected to supply the officer with information as and when required. If they fail to do so, the request will not progress.

Please note that assets will not be transferred simply to provide the applicant organisation with financial leverage. Assets must also be protected via the transfer arrangements from being used simply to generate revenue funding for the applicant organisation via resale, letting etc. The applicant must demonstrate that intend to occupy the asset in the long term and that they intend to deliver services from the asset.

A good business case would cover and/or include as a **minimum**:

- Would the transfer necessitate or depend upon Council capital or revenue for seed and/or match funding, fees, refurbishment, building repair, fit out costs, on-going core costs, future services etc
- Has the applicant made a definitive statement that it will not require such contributions from the Council?
- Is it clear how any capital costs will be met?
- Is it clear what the overall capital costs will actually be?
- The impact on the Council, including specific departments and/or services, of the loss of the asset itself or of any revenue income.
- The impact, if different from the above, on current or future services contracted by the Council.
- The impact on the Council of the loss of any capital receipt that could potentially be receivable in the future.
- The implication for the Council's capital and revenue programmes.
- The benefit to the Council of transferring the asset.
- The benefit/disbenefit to residents of the borough.
- Any identifiable benefit or disbenefit to the VCS in the borough as a whole and the VCS in the immediate vicinity.
- Where the applicant is not the existing tenant, the impact on the existing tenant(s) and the users of the services they provide.
- The financial capacity and/or sustainability of the applicant organisation.
- The building management capacity and track record of the applicant organisation.
- The applicant's history as a tenant of the Council and/or other landlord (if applicable).
- Evidence that the asset transfer will result in improved services of increased provision for residents of the borough (this may relate to a specific interest group).
- Evidence that the services provided fit with the Council's priorities.

- The current accounts, budget, cashflow, business plan of the recipient organisation.
- The proposed budget, cashflow, business plan of the recipient organisation after transfer.
- Evidence of funding sought and received for the past 5 years and the next 3 years (this must be itemised).
- The duration left of any secured funding.
- Current income generation of the applicant organisation.
- Proposed income generation of the applicant organisation after transfer.
- How the applicant would meet legislation relevant to the services they intend to deliver (eg Ofsted, Childrens Act etc).
- How the asset could be made fit for purpose if it does not currently suit the proposed use.

The case officer will inform the applicant of the information which they need to provide and the onus will be on the applicant to provide it within a reasonable timescale and in a legible format.

Item No. 14	Classification: Open	Date: 19 May 2009	Meeting Name: Executive
Report title:		Action Plan in response to the report and recommendations prepared by Professor Derek Gardiner into the circumstances surrounding the death of Mrs E Lambert	
Ward(s) or groups affected:		All	
From:		Strategic Director of Health & Community Services	

RECOMMENDATION

1. That the Executive receive the action plan prepared in response to the independent report into the circumstances surrounding the death of Mrs E Lambert, as agreed at the meeting on 10 February 2009.

BACKGROUND INFORMATION

2. The independent report prepared by Professor Gardiner has been presented to the Executive and Scrutiny in February. In addition, the Action Plan in response was considered by Health & Adult Care Scrutiny Committee on 18 March 2009.

KEY ISSUES FOR CONSIDERATION

3. The following are the matters which the Coroner identified following the inquest at the Southwark Coroner’s Court on 17 November, and which Professor Gardiner was directed to address in his independent report:
 - I. Further training on what the eligibility criteria mean and where the gap is between ‘critical’ and ‘life-threatening’ circumstances, including clearer examples of what circumstances meet the criteria in each level and a clearer indication that such lists are neither exhaustive nor definitive.
 - II. Better communication of the objective means by which a decision is reached – a recommendation made on the basis that the decision-maker was not available to give evidence before me but the person who did give evidence was not able to discern why certain decisions had been made.
 - III. Better investigation and enquiry into circumstances where information is lacking – one of the key characteristics of this case was that Mrs Lambert had not been seen for some days and therefore crucial information as to the extent of risk was not there and was not sought.
 - IV. Clearer investigation into and responses to issues raised by external agencies or individuals.
 - V. A clearer distinction between medical decisions and social work responses. It appears both from the criteria and the actions in Mrs Lambert’s case that, despite providing services that are quite distinct from those provided by the medical profession, some of the criteria for care are based on medical needs and, in this particular case, a decision was made to contact Mrs Lambert’s

GP rather than to visit her. This suggests a reliance on clinicians to deal with social needs or using clinical needs to define social care needs. The two are distinctly different and, whilst one might inform the other, they cannot be confused as a means of assessing any individual's need for social care.

4. The Action Plan (Appendix 1) lists the six key recommendations made by Professor Gardiner. The actions taken or being taken are then listed with clarity with respect to the responsible role within the Council and the timescale. The Executive Member for Health and Adult Care will monitor progress as part of the regular meetings with the Strategic Director of Health and Community Services.

The initial Action Plan was endorsed by the Health & Social Care Scrutiny Committee. Following further consideration, it has been slightly amended, in relation to Rec. 4, in respect of the multi-agency protocol, and Rec. 6, in respect of a wider ranging review of duty systems.

5. A number of key actions have already been put in place following an internal review of the circumstances:
 - All staff and managers have been instructed to apply the protocol which relates to situations if a service user does not respond to service provision (a same-day response escalating to involving the Police) to any part of the referral and assessment process;
 - Training seminars have taken place for staff and managers to reiterate the crucial difference between a maximum 48-hour response time to begin assessments and the application of eligibility;
 - Ongoing case file audit to assure standards;
 - Chronologies consistently used in teams;
 - Systematic review of file records during supervision – which is embedded in the supervision policy;
 - Acknowledgement and feedback to referrers of proposed actions;
 - Updating the Social Care Practice Guidelines to systematically contain all of the above;
 - Include learning and development actions (including induction) in the programme for 2009-10.
6. Work is underway to complete the remaining actions, which are:
 - Clear procedures and protocol for the whole Council in responding to cases involving the Coroner's Court;
 - Multi-agency protocol to respond to issues of concern relating to older people not in receipt of care services;
 - Review of duty arrangements –
 - (i) initial check of processes;
 - (ii) more wide ranging considerations.

Strategic Director of Legal & Democratic Service

7. The Executive is being asked to receive the action plan prepared in response to the independent report into the circumstances surrounding the death of Mrs E Lambert.

The action plan sets out what is being done to address the recommendations made by Professor Gardiner.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Report to Executive 10 February 2009	Constitutional Support	Everton Roberts
Independent Report into the circumstances surrounding the death of Mrs. E Lambert	Health & Social Care	Susanna White
Action Plan in response to the independent report (Appendix 1)	Health & Social Care	Susanna White

AUDIT TRAIL

Lead Officer	Susanna White	
Report Author	Rod Craig / Susanna White / Edwina Morris	
Version	3	
Dated	8 May 2009	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director for Legal and Democratic Services	√	√
Finance Director	No	
List other officers here		
Executive Member	Cllr. David Noakes	
Date final report sent to Council/Scrutiny Team	May 11 2009	

APPENDIX 1

ASSESSMENT INTO THE CIRCUMSTANCES SURROUNDING THE DEATH OF MRS E. LAMBERT – ACTION PLAN IN RESPONSE TO THE REPORT AND RECOMMENDATIONS PREPARED BY PROF. DEREK GARDINER

RECOMMENDATION	ACTION	RESPONSIBLE ROLE	TIMESCALE	UPDATE
<p>1. Training of all staff (including temporary or agency staff) should involve the urgency of a case as well as eligibility for services. This will include recording.</p>	<ul style="list-style-type: none"> • The existing protocol for responding if a service user is not in or does not arrive at a service (same day response escalating to involving the Police) has been applied to all similar situations during or as part of referrals or assessments. All staff have been reminded of their responsibilities with respect to this protocol. • Social Care Practice Guidelines are being updated to: <ul style="list-style-type: none"> ○ Include the update to this protocol ○ Improved guidance that clarifies risk analysis, management, recording and decision making. • Develop easy reference guide for unqualified staff • Training seminars for all staff to ensure complete familiarity with: <ul style="list-style-type: none"> ○ 48hr maximum response time to begin assessment ○ Implications of new eligibility post-assessment using lessons learnt from this case. • Ongoing audit of case file standards and case work 	<p>Director of H&SC PS. Director of CGC.</p> <p>Director of H&SC PS. Transforming ASC Lead. Interim Head of OP Services.</p> <p>As above</p> <p>As above</p> <p>Director of H&SC PS. Director of CGC.</p>	<p>In place</p> <p>By 31.3.09</p> <p>By 31.3.09</p> <p>In place and ongoing</p> <p>In place and ongoing</p>	<p>Working draft in place, to be finalised by end June 09</p> <p>Achieved</p>

	<ul style="list-style-type: none"> • Chronology pro-forma consistently in use across teams • Systematic review of file records during supervision – embedded in supervision policy. • Review learning and development, and staff induction training modules, to include lessons learnt from this case and above actions. This is to include critical role of induction at divisional, service and team level. 	<p>Interim Head of OP Services. Transforming ASC Lead.</p> <p>As above.</p> <p>As above.</p> <p>As above and including and Head of L and D (H&SC).</p>	<p>In place and ongoing</p> <p>In place</p> <p>By 31.3.09</p>	<p>Achieved</p>
<p>2. There should be clear procedures setting out action to be taken by staff in cases involving the Coroners Court and guidance in preparing written reports for Inquests so that staff can provide the reports needed to support the court in its work. A pre-case review by the Coroner would help to identify what preparatory work needed to be done by the Council.</p>	<ul style="list-style-type: none"> • Senior managers to review lessons to be learnt from current process and this case. • Establish short-life working group to develop: <ul style="list-style-type: none"> ○ Procedures and Protocol ○ Guidance on reports ○ Interaction with courts ○ Designation of SM to review / ensure all information included • CMT sign off 	<p>Strategic Director of Health and Community Services.</p> <p>Strategic Director of Legal and Democratic Services.</p> <p>As above.</p> <p>As above - and including CEO.</p>	<p>1.4.09</p> <p>1.6.09</p> <p>30.6.09</p>	<p>Sill in progress</p>
<p>3. Consideration should be given to designating a senior manager</p>	<ul style="list-style-type: none"> • As for recommendation 2 	<p>See above</p>	<p>See above</p>	

<p>who will review cases to ensure all information about an individual is brought together prior to an Inquest hearing.</p>	<p>4. A protocol should be drawn up setting out how to deal with cases of older people living alone who have not been seen for a period; the protocol should include indications of how multiple expressions of concern for someone's well being increase the urgency of a case even when no other new evidence is available, and that a visit to the client's home is the appropriate response in such situations. The protocol should be agreed with other local agencies and a referral made to the SMART service to introduce a secure supplied service and to reduce future call outs.</p>	<ul style="list-style-type: none"> The existing protocol for responding if a service user not in or does not arrive at a service (same day response – escalating to involving the Police) has been applied to all similar situations during or as part of referrals or assessments. All staff have been reminded of their responsibilities with respect to this protocol. Social Care Practice Guidelines are being updated to: <ul style="list-style-type: none"> Include the update to this protocol Improved guidance that clarifies risk analysis, management, reviewing and decision-making. Develop multi-agency protocol to respond to issues of concern re older people who are not in receipt of services. 	<p>See above (as for recommendation 1)</p> <p>Director of H&SC PS. Transforming SC Lead. Interim Head of OP Services.</p> <p>Director of H and SC PS. Older Person's Partnership Board. DSM – Community Housing Services.</p>	<p>In place</p> <p>1.4.09</p> <p>30.06.09</p>	<p>Working draft in place, to be finalised by end June 09</p>
<p>5. New procedures need to ensure the proper receipt and acknowledgement of referrals from other agencies and individuals; within the framework of client confidentiality the referrer should get an indication of the actions to be taken.</p>	<ul style="list-style-type: none"> Procedures already include both acknowledgement and feedback to referrers of proposed actions. Staff and managers have been reminded of the crucial importance of this aspect of the referral and assessment process. Social Care Practice Guidelines are being updated with greater detail as to this aspect of the referral and assessment process. 	<p>TASC Group. Transforming SC Lead.</p> <p>TASC Group. Transforming SC Lead.</p> <p>Director of H and SC PS. Transforming SC Lead. Interim Head of OP Service.</p>	<p>In place</p> <p>In place</p> <p>31.3.09</p>	<p>Working draft in place, to be finalised by end June 09</p>	

	<ul style="list-style-type: none"> Regular audit of case files to ensure compliance with above. 	As above.	From 1.4.09	Achieved
6. A review of the operational arrangements for the duty team should take place.	<ul style="list-style-type: none"> Initial review by the TASC group – analysing all aspects of duty tasks function, operation, interfaces, proformas, workload, etc. Develop broader review in line with the Personalisation agenda and the Council's Customer response. 	Director of H&SC PS. Interim Head of OP Services. As above.	Report to be received by SMT by 1.6.09 31.8.09	

Glossary

Director of H and SC PS – Director of Health and Social Care Provider Services
 Director of CGC – Director of Client Group Commissioning
 Interim Head of OP Services – Interim Head of Older People Services
 Transforming ASC Lead – Transforming Adult Social Care Lead
 Head of L and D (H and SC) – Head of Learning and Development, Health and Social Care
 Strategic Director, Health and Community Services
 Strategic Director, Legal and Democratic Services
 CEO – Chief Executive Officer, Southwark Council
 TASC Group – Transforming Adult Social Care Group

Item No. 12	Classification: Open	Date: May 19 2009	Meeting Name: Executive
Report title:		Revenues and Benefits Strategic Approach	
Ward(s) or groups affected:		All	
From:		Deputy Chief Executive	

RECOMMENDATION (S)

1. That the Executive note the existing contractual arrangements with Liberata UK Ltd for the Revenues & Benefits service have not been extended. The contract has a termination period which expires on 31st March 2011 at which time new arrangements will need to be in place.
2. That the Executive note that consideration needs to be given to what the arrangements will be following termination an alternative service needs to be arranged and that a range of options including those outlined in this report will be analysed prior to a Gateway 1 Report being presented to the Executive.
3. That the Executive agrees to receive a Gateway 1 Report outlining the preferred option for approval in autumn 2009.

BACKGROUND INFORMATION

4. The Council let the Revenues & Benefits contract originally in 1998 to Cipfa Services Ltd (CSL) now known as Liberata UK Ltd. In 2003 the Executive approved the renewal of the contract with a 2 year rolling contract period which has been extended year on year since then. Additional efficiencies and changes to the bonus structure were included in the contract in 2007.
5. The contract consists of the administration of the Housing & Council Tax Benefits scheme, collection of Council Tax, Business Rates & Sundry debts for a number of service areas.
6. The Housing Benefit caseload is the largest in London with 37,000 claimants. The net collectable debit for Council Tax is £90m, and for Business Rates is £150m. In addition Sundry debts of £23m are billed in-year. Arrears for outstanding Council Tax currently equates to £26m, for Business Rates £23m and Housing Benefits Overpayments £12m.
7. The existing Liberata contract determines that following a decision not to renew the contract at 31st March in any year a two year transition period ensues. At the Council Assembly meeting of 28th January 2009 the Executive Member for Resources addressed members concerns on performance. The decision not to extend was taken following the partnership board on 31st March 2009; therefore the current contract will end on 1st April 2011.
8. The main contract to deliver customer services is let to Vangent. Liberata UK Ltd has a sub-contract with Vangent to deliver customer services for the Council in relation to the Revenues & Benefits element of the Contact Centre. They also oversee the provision of these services within the One Stop Shops. These parts of the service will continue under the CSC contractual arrangements for the life of the contract with Vangent regardless of the options pursued. The Vangent contract runs to 1st June 2015.

Performance

9. Performance is outlined in the table below. It should be noted that Council Tax collection is at one of the lowest collection levels across England. In addition, although housing benefits performance has shown improvement over recent years the Audit Commission issued a report in February 2009 confirming the service as 'Fair' with uncertain prospects for improvement.

Year	C.Tax In Year Target	CTax Performance Achieved	NNDR In Year Target	NNDR Performance Achieved	Benefits New Claim Target	New Claims Achieved	Benefits Change of Circs Target	Change of Circs. Achieved
2005/6	94.0%	93.0%	98.5%	98.4%	35	41 days	16	16 days
2006/7	93.5%	92.3%	98.5%	98.6%	35	35 days	15	26 days
2007/8	93.0%	92.5%	98.5%	97.0%	29	38 days	18	21 days

Reason for reviewing service delivery options

10. The pressures on funding arrangements for local authorities mean that Southwark faces increasing financial constraints in future years resulting in the need for a robust efficiency programme coupled with a review into how additional income can be generated. Every additional 1% that could have been collected in council tax in 2008/09 would have equated to a further £940,000 in income for the Council.
11. The Audit Commission has stated Housing Benefit performance has uncertain prospects for improvement. As this is a measurement of future outcomes for our benefit customers the Council must consider a strategy to introduce a service that is capable of delivering year on year improvements.
12. The existing funding arrangements for local authorities have meant that Southwark faces increasing financial constraints in future years resulting in the need for a robust efficiency programme coupled with a review into how additional income can be generated.
13. The Council undertook a Revenues & Benefits best value & market appraisal assessment in 2007; this resulted in a reduction in the base contract price and additional efficiencies. It would be prudent to review the existing contractual arrangements at this stage to determine whether more efficient ways of operating the service are now available to the Council.

Service Delivery Options

14. There are a number of options to be considered each of which may provide full or partial solution for service delivery. A full options evaluation will be undertaken. All resource implications for delivery of any individual option (or combination) above will be included in the full option appraisal.
15. These will be reviewed concurrently with the understanding that a combination of options may be required to achieve an efficient service provision.

Developing the Business Case

16. A programme team has been established including internal and external expertise, with knowledge and experience of outsourcing, procurement, shared services and market trends. The development of the Programme Plan, Governance Structure and identification of all work streams has commenced in order to meet the requirements of the whole programme and for delivery of the Gateway 1 options report. During the period between now and the production of the Gateway 1 report the team will be developing and evaluating all of the potential options. These findings will be presented within the Gateway 1 report.

17. The options appraisal will highlight the most efficient option available to the Council in terms of service delivery, customer outcomes and value for money.
18. The Council monitors and retains some operational elements of the service within the Client Services Division, the cost of the client side equates to £1.4m.
19. The Council upgraded and now has ownership of the core processing system associated with the service (i-world); this will be taken into consideration when reviewing the options.

Market considerations

20. An analysis of the market relating to potential bidders was undertaken in 2008. There are relatively few major contractors in this area and there are high barriers to entry. However, this is an emerging market for many large contractors interested in expanding the range of services they provide. The availability and suitability of likely contractors will be reviewed as part of the options appraisal process.

Identified risks and how they will be managed

21. There are significant service risks associated with changes to the service. However; an exit management strategy is contained within the existing contract to assist in the transition of the service. In addition a contingency plan has been developed to address the risk of an early exit.
22. A Transition Project Board has been set up to oversee developments in the approach to service delivery, this is chaired by the Deputy Chief Executive with service specialist support and representatives from Legal, Procurement and HR.
23. A transformation programme is currently in place to transform the customer experience for revenues & benefits. This project is addressing how to improve performance in the transition period and established better working practices for the future.

KEY ISSUES FOR CONSIDERATION

TUPE implications

24. There are significant TUPE implications with each option. These will be reviewed as part of the options appraisal process.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Head of Legal Services

25. At this stage there are no specific legal implications relating to the report. Officers in the Contracts Section of Legal and Democratic Services have been advising on the necessary processes required under the contract to bring the Revenue and Benefits contract to an end on 31 March 2011, and will continue to advise throughout the transition and termination period.
26. The nature and value of this service will require the procurement strategy for the future provision of the service to be approved by the Executive, and it is intended that a Gateway 1 report should be presented to the Executive in autumn 2009.

Finance Director

27. This report sets out clear justification on the need for a change in the way the Revenues and Benefits service is provided. The preferred option must be able to deliver improved performance, on both the customer service and revenue collection aspects of the service.

28. As stated in paragraph 11, Southwark is operating in an increasingly constrained financial environment. There is an ongoing need to find savings in the budget, alongside which we are set challenging efficiency targets by government. As such, it is crucial that in developing the options for the Revenues and Benefits service that efficiencies are sought wherever possible. The full cost of each option will need to be evaluated and reported to Executive in the Gateway 1 report; and the cost of each option, and its value for money, should be a key factor in coming to a decision on the option to be pursued.
29. There is sufficient budget held to fund the business case work in 2009/10.

BACKGROUND PAPERS

Background Papers	Held At	Contact
<i>Revenues & Benefits service contract</i>	<i>Legal Services</i>	<i>Karen Moore x57646</i>

AUDIT TRAIL

Lead Officer	<i>Eleanor Kelly, Deputy Chief Executive</i>		
Report Author	<i>Dominic Cain/Mike Lynch</i>		
Version	<i>Final 1.1</i>		
Dated	<i>8 April 2009</i>		
Key Decision?	<i>yes</i>	If yes, date appeared on forward plan	<i>09/04/09</i>
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER			
Officer Title	Comments Sought	Comments included	
Head of Legal Services	<i>yes</i>	<i>yes</i>	
Finance Director	<i>yes</i>	<i>yes</i>	
Head of Procurement	<i>no</i>	<i>no</i>	
Executive Member	<i>yes</i>	<i>no</i>	
Date final report sent to Constitutional Support Services			<i>8/05/2009</i>

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