

Executive

Tuesday October 20 2009
7.00 pm
Town Hall, Peckham Road, London SE5 8UB

Membership

Councillor Nick Stanton
Councillor Kim Humphreys
Councillor Paul Kyriacou
Councillor Linda Manchester
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
Culture, Leisure and Sport

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paula.thornton@southwark.gov.uk
Webpage: <http://www.southwark.gov.uk>

Members of the committee are summoned to attend this meeting

Councillor Nick Stanton

Leader of the Council
Date: October 12 2009



Item No.

Title

Page No.



Executive

Tuesday October 20 2009
7.00 pm

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.

Item No.	Title	Page No.
5.	MINUTES	1 - 9
	To approve as a correct record the minutes of the open section of the meeting held on September 29 2009.	
6.	SOUTHWARK COMPACT	10 - 38
	To endorse the revised Southwark Compact attached as appendix 1 to the report and to make a commitment to fulfilling the council's undertaking.	
7.	POLICY AND RESOURCES STRATEGY 2010-11 TO 2012-13 - SCENE SETTING	39 - 64
	To note the context of the business and budget planning round and instruct the finance director to report back to the executive meeting on December 15 2009 on the Local Government Settlement 2010/11. Additionally to note the continued uncertainty of local government financing arrangements for 2011/12 and beyond not least with regard to the economic climate looking forward and to agree initial changes to a refreshed medium term resources strategy.	
8.	ACCESS TO SPORTS FACILITIES IN PECKHAM RYE PARK - REPORT FROM SCRUTINY SUB-COMMITTEE A	65 - 76
	To consider the comments of the strategic director of environment and housing in response to the recommendations of scrutiny sub-committee A.	
9.	TIME FOR CHANGE BURGESS PARK - REPORT FROM SCRUTINY SUB-COMMITTEE A	77 - 90
	To consider the comments of the strategic director of environment and house in response to the recommendations of scrutiny sub-committee A.	
10.	CORE STRATEGY PUBLICATION/SUBMISSION VERSION	91 - 191
	To agree the core strategy publication/submission version (appendix A to the report) and to recommend to council assembly for agreement. To consider the changes as set out in the report and to make the necessary changes to the core strategy/submission version.	
11.	DISPOSAL OF FORMER OFFICES, PECKHAM ROAD SE5	192 - 198

Item No.	Title	Page No.
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To agree that West House, Central House, East House and South House, Peckham Road and 29 Peckham Road London SE5 shown on the plan to be sold to the party identified in the closed report.

To note that the proposed buyers will **not** require any additional land currently forming part of Lucas Gardens as a condition of purchase.

12.	AYLESBURY REGENERATION - PHASE 1	199 - 215
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To approve in principle the joint procurement of development and housing association partners with the Homes and Communities Agency using their developer panel and to agree that the approval of the gateway 1 report (procurement strategy) is delegated to the Executive Member for Regeneration.

To approve the phased commencement of the re-housing of Phase 1 residents.

To request officers to continue to explore all possible external funding sources to assist with the delivery of the project.

To request the continuation of strategic dialogue with the Homes and Communities Agency to ensure commitment to the future availability of Social Housing Grant (SHG) funding and associated risks.

13.	AYLESBURY REGENERATION - PHASES 2 & 3	216 - 225
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To note the success of the first stage of the bidding process and approve the preparation of an Interim Outline Business Case (OBC) for a Private Finance Initiative (PFI) scheme for phases 2 and 3 of the Aylesbury Regeneration programme. Officers to report back following the Interim Outline Business Case and advise further on the detailed options appraisal and preferred approach for delivery.

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

14. MINUTES

To approve as a correct record the minutes of the closed section of the meeting held on September 29 2009.

15. DISPOSAL OF FORMER OFFICES, PECKHAM ROAD, LONDON SE5

To consider the closed information relating to this item.

16. AYLESBURY REGENERATION - PHASE 1

To consider closed information relating to this item.

17. AYLESBURY REGENERATION - PHASES 2 & 3

To consider closed information relating to this item.

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

Date: October 12 2009



Executive

MINUTES of the OPEN section of the Executive held on Tuesday September 29 2009 at 7.00 pm at the Town Hall, Peckham Road, London SE5 8UB

PRESENT: Councillor Nick Stanton (Chair)
Councillor Kim Humphreys
Councillor Paul Kyriacou
Councillor Linda Manchester
Councillor Tim McNally
Councillor David Noakes
Councillor Paul Noblet
Councillor Lisa Rajan

1. APOLOGIES

Apologies for absence were received from Councillors Adele Morris and Lewis Robinson.

Apologies for lateness were received from Councillors Paul Kyriacou, Paul Noblet and Lisa Rajan.

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

The following item was identified as late and urgent. The chair agreed to accept the item as urgent for the reasons of urgency to be specified in the relevant minute:

- Item 15 – Cherry Garden Special and Gloucester Primary Schools: Consultation on Proposed Changes

3. DISCLOSURE OF INTERESTS AND DISPENSATIONS

There were no disclosures of interests or dispensations.

4. PUBLIC QUESTION TIME (15 MINUTES)

There were no public questions.

5. MINUTES**RESOLVED:**

That the open minutes of the meetings held on July 21 and July 29 2009 be agreed as correct records and signed by the chair.

6. END OF YEAR BUSINESS REPORT**RESOLVED:**

1. That the end of year business report for 2008/09 (appendix 1 of the report) be noted.
2. That Southwark's outturns from the first year of the new National Indicator Set be noted.

7. MOTIONS REFERRED FROM COUNCIL ASSEMBLY**Fire at Lakanal House****RESOLVED:**

1. The executive notes, with deep sadness, the awful events at Lakanal House in Camberwell on July 3, which led to the death of 6 people and a number of injuries.
2. The executive expresses sympathy and condolences to the families and friends of those who lost their lives. Executive shares the deep sense of loss, bereavement and disbelief that is felt by the whole community as a result of these terrible events.
3. The executive also extends its sympathies to the numerous residents of Lakanal House who have been made homeless as a result of the fire. The executive agrees to work with maximum speed and commitment to ensure that these residents are satisfactorily and comfortably housed in the shortest possible time.
4. The executive pays tribute to the bravery demonstrated by the emergency services on July 3, whose work undoubtedly saved many lives and also expresses its gratitude and sincere thanks to the professionalism and dedication shown by Southwark council officers across many departments who, since July 3, have worked tirelessly to assist those affected by this tragedy.
5. The executive believes that there may be serious lessons to be learnt from these tragic events, which will be relevant to similar buildings in Southwark and those owned by other local authorities and housing bodies across the country and notes that a high court judge has been appointed to conduct a full and independent inquest and welcomes this development.

6. The executive welcomes the decision by the Secretary of State to instruct Sir Ken Knight the government's chief fire and rescue advisor to report back to him on the various investigations into the fire and notes that the information gathered by Sir Ken Knight has been shared with other local authorities.

Regeneration of Elephant & Castle

RESOLVED:

That the motion and the comments of the deputy chief executive be noted.

Primary school places in Dulwich

RESOLVED:

That it be noted that a report on the issue will be brought to the November 2009 executive meeting.

One hour bus ticket proposal

RESOLVED:

1. That this executive believes in affordable public transport and in the need to ensure that passengers who use "Pay As You Go" Oyster cards have a fair deal.
2. The executive notes that in other European capital cities bus passengers have the benefit of a time-limited bus ticket which enables them to use two or three buses within a set time without having to pay again.
3. The executive notes that almost a million car journeys every day in London are less than one mile in length, and supports effective ways of encouraging modal shift to public transport.
4. The executive views with concern at this time of economic recession that even short journeys in London may involve using two or three buses and can cost up to £3.00 if more than one bus is needed.
5. The executive notes that the average bus journey length is 3.54 km (2.2 miles, 9 stops), and that Transport for London estimate that 16% of bus journeys on Oyster 'Pay As You Go' involve using a second bus within 60 minutes of the first.
6. The executive commends the proposal for a One Hour Bus Ticket to be available on "Pay As You Go" Oyster card, enabling passengers to use more than one bus during a 60-minute period without paying more than £1.00.
7. That the leader of the council and the lead executive member for transport write to the Mayor of London promoting the One Hour Bus Ticket proposal; and to ask the Mayor of London to request that Transport for London investigates the practicalities of implementing such a scheme.

8. The executive notes the extremely low take-up of the income support and job seeker allowance half price fares scheme in Southwark. It notes that take-up for those on job seekers allowance is 3.14% in Southwark and for income support is 2.02%.
9. The executive agrees to explore ways to promote this scheme more widely, for instance by including an article in Southwark Life, Southwark Housing News and other council publications and ensuring information is available in One Stop Shops, housing offices, libraries and leisure centres.

8. CAPITAL PROGRAMME 2008-09 OUTTURN REPORT

RESOLVED:

1. That the outturn position for 2008/09 for the capital programme 2008 - 16 for both the General Fund and Housing Investment Programme be noted and the reprofiling of spend and resources into the 2009 -16 programme be approved.
2. That the new and emerging pressures on the capital programme arising from issues of service demands, the recession, and the impact on the pace of regeneration schemes be noted.
3. That the finance director submit a refreshed 10 year capital programme for approval to a future executive meeting.
4. That approval be given to the substitution of a scheme at Goose Green School at an estimated cost of £1m for that currently programmed for Heber School within the Sure Start funded Children's Centre programme (paragraphs 38 – 39 of the report).
5. That the £6m additional capital funding secured for the Burgess Park Revitalisation Project be noted, and this project be added into the capital programme 2009-16 (paragraph 72 of the report).
6. That the allocation of the funds remaining from the original capital allocation of £12.3m for Leisure Centres for Seven Islands, Camberwell Leisure Centre, and Southwark Park Athletics Stadium (paragraphs 76 – 79 of the report) be noted.

9. SUBMISSION OF THE COUNCIL'S TRANSPORT FOR LONDON FUNDED WORK PROGRAMME FOR 2010-11 AND INDICATIVE PROGRAMME TO 2012-13

RESOLVED:

1. That the content of the council's proposed submission to Transport for London (TfL) identifying transport projects to be delivered with TfL Local implementation plan (Lip) funding in 2010/11 and the indicative programme of work for the years 2011/12 and 2012/13 as contained in appendices A and B of the report be agreed.
2. That the identified programme be submitted to TfL by September 30 2009.

3. That delegated authority be given to the executive member for environment to amend the programme for 2010/11 should any variations to the proposed programme be required. The executive member shall consult community council chairs regarding scheme changes in their area.
4. That delegated authority be given to the executive member for environment to determine the most appropriate use of the £100K discretionary funding allocated by TfL for 2010/11.
5. That the agreed programme be implemented as set out in appendices A and B of the report.

10. DISPOSAL OF JOHN SMITH HOUSE, WALWORTH ROAD, SE17

RESOLVED:

1. That John Smith House, Walworth Road London SE17, as shown on the plan, appendix 1 of the report ("the Property"), be sold freehold to Safeland plc/Alliance and Mutual ("the Buyer") on terms and subject to provisions outlined in the closed report.
2. That all necessary arrangements be made to vacate and clear the Property in order to facilitate the sale at a date to be agreed by the Head of Property.
3. That arrangements for the council to take a short-term licence of the basement network room from the Buyer be put in place as appropriate upon terms to be agreed by and subject to the approval of the Head of Property.

11. DISPOSAL OF THE COUNCIL'S FREEHOLD INTEREST IN SITE C5, GRANGE WALK AND THE ONE STOP SHOP 17 SPA ROAD, BERMONDSEY SPA

A correction was issued in respect of this item (see supplemental agenda no.2).

RESOLVED:

1. That the disposal of Site C5 on the principal terms set out in the closed report be approved.
2. That the disposal of 17 Spa Road (Bermondsey One Stop Shop) on the principle terms set out in the closed report be approved subject to a further executive decision that the property is surplus to requirements.
3. That the Head of Property be authorised to agree any variations to the terms that may be necessary to achieve the regeneration in the light of further negotiations and securing full planning consent.
4. That it be noted that the disposal will be conditional on surplus declarations being obtained for George Tingle House and Larnaca House.

12. GATEWAY 2 - CONTRACT AWARD APPROVAL - DEMOLITION OF BUILDINGS ON PECKHAM SITE 7D (SUMNER ROAD WORKSHOPS, NORTH PECKHAM SE15)

Additional information was circulated in respect of this item (see supplemental agenda no.2).

RESOLVED:

1. That the contract for the procurement of a specialist contractor to demolish the empty and dilapidated former mixed-use block at Peckham Site 7D (Sumner Road Workshops), North Peckham, London SE15 be awarded as outlined in the closed report.
2. That Peckham Site 7D be removed from the list of appropriate sites for education use approved by executive on July 18 2006 under the Building Schools for the Future programme and it be agreed that this site is appropriate for residential development.
3. That the funding to finance the demolition of Peckham Site 7D be appropriated from the Housing Investment IPG allocation for Phase 4b Silwood Estate Redevelopment.

13. APPOINTMENTS TO OUTSIDE BODIES 2009-10 (AYLESBURY BOARDS)

RESOLVED:

That the nominations to the bodies as set out below be agreed for the 2009-10 municipal year:

Aylesbury New Deal for Communities Board

Councillor Paul Bates
Councillor Paul Noblet

Aylesbury Regeneration Steering Group

Executive Member for Regeneration
Executive Member for Housing
Councillor Lorraine Lauder
Councillor Abdul Mohammed

Creation Trust Board

Councillor Paul Bates
Councillor Paul Noblet

14. GATEWAY 1 - PROCUREMENT STRATEGY APPROVAL, PROVISION OF REVENUES AND BENEFITS BACK OFFICE SERVICE

The Strategic Director of Communities, Law & Governance was not present during consideration of this item.

RESOLVED:

1. That the strategy outlined in the report for the delivery of the Revenues & Benefits back office function as an in-house service be approved, and the consequential supporting procurements as detailed in paragraph 26 of the report be noted.
2. That the strategy outlined in the report for the delivery of the Revenues & Benefits IT services be approved.

15. CHERRY GARDEN SPECIAL AND GLOUCESTER PRIMARY SCHOOLS: CONSULTATION ON PROPOSED CHANGES

This item had not been circulated 5 clear days in advance of the meeting. The chair agreed to accept the item as urgent due to the need for it to be considered on the same agenda as a report from the Head of Property recommending the disposal of Peckham site 7d. The proposal for the use of the Gloucester site for Cherry Garden makes it possible to release site 7d.

RESOLVED:

- 1 That agreement be given to initial consultation on the proposal to increase Cherry Garden Primary Special School in size from 45 to 66 places and to relocate the school to part of the existing Gloucester primary school site with a target date of September 2013.
- 2 That it be noted that consequential on the co-location with Gloucester primary school, proposals will be brought forward as part of the admissions process to reduce Gloucester primary school from 90 to 60 places from September 2011, reducing the number of children on site from 630 to 420, while maintaining the present nursery of 50 places.
- 3 That it be further noted that the budget allocation in the Primary Capital Programme (PCP) in respect of the Cherry Garden primary school project can be reduced, and consequentially the refurbishment of Gloucester primary school may be brought forward into the current PCP.
- 4 That in the light of the pressure for additional primary places in the south of the borough, any released resources be reallocated to provide additional primary places within the PCP.

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 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.

16. MINUTES

The executive approved as correct records, the minutes of the closed sections of the meetings held on July 21 and July 29 2009.

17. DISPOSAL OF JOHN SMITH HOUSE, WALWORTH ROAD, SE17

The executive considered the closed information relating to this item. See item 10 above for decision.

18. DISPOSAL OF THE COUNCIL'S FREEHOLD INTEREST IN SITE C5 GRANGE WALK AND THE ONE STOP SHOP 17 SPA ROAD, BERMONDSEY SPA

The executive considered the closed information relating to this item. See item 11 above for decision.

19. GATEWAY 2 - CONTRACT AWARD APPROVAL DEMOLITION OF BUILDINGS ON PECKHAM SITE 7D (SUMNER ROAD WORKSHOPS, NORTH PECKHAM, SE15)

The executive considered the closed information relating to this item. See item 12 above for decision.

20. GATEWAY 1 - PROCUREMENT STRATEGY APPROVAL, PROVISION OF REVENUES & BENEFITS BACK OFFICE SERVICE

The executive considered the closed information relating to this item. See item 14 above for decision.

The meeting ended at 7.55pm

CHAIR:

DATED:

DEADLINE FOR NOTIFICATION OF CALL-IN UNDER SECTION 21 OF THE OVERVIEW AND SCRUTINY PROCEDURE RULES IS MIDNIGHT, THURSDAY OCTOBER 8 2009.

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 No.	Classification: Open	Date: October 20 2009	MEETING NAME: Executive
Report title:		Southwark Compact	
Ward(s) or groups affected:		All	
From:		Strategic Director of Law, Communities & Governance	

RECOMMENDATION

1. That the Executive endorse the revised Southwark Compact attached as Appendix 1 and make a commitment to fulfilling the council's undertakings.
2. That the Executive agrees that the principles of the Compact must be embedded across council departments.
3. The Executive requests that officers from different departments work together to ensure a consistent approach to partnership and funding for the voluntary sector in line with the Compact.

BACKGROUND INFORMATION

4. In 1998 the Government published COMPACT – getting it right together between Government, the voluntary, community and faith sectors. The Compact is a vision document; a statement of shared principles and undertakings that underpins the relationship between Government, voluntary, community and faith sectors into the future.
5. The Southwark Compact follows on from the national framework. It is not a legally binding document but a voluntary agreement between statutory agencies and voluntary, community and faith sector organisations that sign up to it. Its authority is created through commitment to partnership working and consultation by all partner agencies. The vision is encapsulated in a statement of intent jointly agreed by all stakeholders which states that:

“Southwark's Voluntary, Community and Statutory sectors are committed to the principle of working together for the collective benefit of the residents of Southwark. Southwark's Compact will provide a framework for developing improved relationships based on shared values and mutual respect across all sectors”.
6. The Compact was endorsed by the council's Executive in October 2002 and subsequently adopted by the Local Strategic Partnership, Southwark Alliance in 2003. Copies of the final version of the Compact were then forwarded to all voluntary and community sector organisations and statutory partners in the borough.
7. Having been endorsed, the intention of the Compact Working Group was to produce a number of Codes of Practice including partnership working, resourcing, volunteering et al. It was subsequently agreed that the overarching principles should underpin all aspects of the statutory and VCS partners' relationships and as a result the codes of practice were not progressed further. Following endorsement of the Compact by its members the Compact Working Group was subsumed as part of the Southwark Change-Up group which is now renamed Southwark Infrastructure Group (SIG) and comprises representatives from key infrastructure groups and the council.

8. In September 2007 Southwark Alliance Management Group agreed to update the existing Compact document and the following revisions were proposed.
- Incorporating a list of organisations that have signed up to the document
 - Eliminating the early sections relating to the process of compiling the Compact
 - A shortened introduction followed by Vision & Principles
 - Updating the main text and deleting reference to organisations which no longer exist
 - Omitting the action points relating to development of further more detailed guidelines
 - Omitting the acknowledgements and working group membership sections at the end of the document
 - The establishment of a Compact Conflict Resolution Group
 - An annual review of the Compact.
9. It was agreed that a Southwark Compact Conflict Resolution group be set up comprised of three representatives from each of the voluntary and statutory sectors. The purpose of this procedure would be to deal with complaints between VCS and statutory bodies but only as **a measure of last resort**, where there is no recourse to any other process and where there is evidence that attempts have been made to reach a resolution before any referral via this process. The procedure for conflict resolution including membership will be subsequently drawn up in consultation with the partners and presented to the Stronger Communities Partnership for endorsement.
10. During 2008/9 the Southwark Infrastructure Group agreed the above revisions and prioritised the Compact as part of its development plan. The Compact has also now been endorsed by the Primary Care Trust before being submitted to the council's Executive for approval.

KEY ISSUES FOR CONSIDERATION

11. Following approval by the council's Executive the Compact will be relaunched and a communications strategy developed to ensure that all partners are aware of its contents and are signed up to its principles. The objectives of a communications strategy are:
- To ensure that once endorsed the Compact is then cascaded through each of the partner organisations to ensure that the principles are embedded
 - To identify any action necessary to take on board the implications of working in a 'Compact way' and consider how it can be taken forward within each partner organisation.

12. The key elements of a communications strategy are proposed as follows:
- Printing sufficient copies to allow for distribution through statutory and voluntary and community sectors
 - Produce a revised executive summary for distribution
 - Ensure that the Compact is available on key partners' websites
 - Publicise the Compact through newsletters, ebulletins and promote it at major events
13. Following approval of the revised Compact by the Executive, Southwark Infrastructure group will review the need for Compact champions in both the VCS and statutory partner organisations with the purpose of making the document live and promoting the key principles within their organisations.
14. The national Compact agreement between central government and the third sector has now been revised and is currently out for consultation. The emphasis is on creating a document that provides a useful framework and context for partnership working between local partners. This deadline for responses to this consultation is October 15 2009. Responses will be analysed and it is anticipated that the final version of the refreshed document will be published in November 2009.

Community Impact Statement

15. There is a legal duty on local authorities to promote equal opportunities, eliminate discrimination and to promote positive community relations. The objective of the Community Support Programme is to empower and enable hard-to-reach communities and those communities which experience discrimination, to achieve a better quality of life.
16. Implicit throughout the Compact are the principles of equalities and diversity and the promotion of active involvement and engagement of Southwark's diverse communities.

Resource implications

17. There are no specific resource implications. Development costs, have to date, been met from existing budgets allocated for voluntary sector activity. Any further costs associated with the development of the Compact would be expected to be met from existing budgets.

Consultation

18. Changes to the Compact have been agreed by the Southwark Infrastructure Group and this report has been produced in conjunction with Community Action Southwark. Copies of the revised version of the Compact will be forwarded to all statutory partners and VCS groups in the borough.

Supplementary Advice from Other Officers

Finance Director

19. As stated in the Resource Implications in paragraph 15 there are no significant financial implications associated with the development of the Compact and any costs incurred will be met from existing budgets.

Background Papers	Held At	Contact
Southwark Compact	Community Engagement	Bonnie Royal 020.7525.7389
Local Infrastructure Plan	Community Engagement	Bonnie Royal

Audit Trail

Lead Officer	Stephen Douglass, Head of Community Engagement	
Report Author	Bonnie Royal, Principal Commissioning Officer, Community Engagement.	
Version	Final	
Dated	8/10/09	
Key Decision	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Department	Yes	Yes
Head of Procurement	No	No
Executive Member	Yes	Yes
Date final report sent to Constitutional Support Services	09/10/09	

Southwark Compact

An agreement between Statutory
Agencies and Voluntary, Community
and Faith Organisations in Southwark

Agreed by:

Southwark Alliance
London Borough of Southwark
Southwark Primary Care Trust
Southwark Infrastructure Group
Southwark Multi Faith Forum
Community Action Southwark

Contents

Foreword

- 1** Background
- 2** Vision and Principles
- 3** Partnership
- 4** Resourcing
- 5** Community Organisations
- 6** Supporting the Diverse Population of Southwark
- 7** Consultation, Involvement and Participation
- 8** Volunteering
- 9** Premises
- 10** Conflict Resolution
- 11** Monitoring, Review and Ongoing Development of the Compact

Foreword

This COMPACT illustrates the vital role that the voluntary and community sector has in working in partnership with Southwark Council, the Primary Care Trust and other statutory partners to develop and deliver the services that residents deserve.

The Southwark Compact aims to consolidate a partnership in which local communities have a real voice in decision-making and service design and delivery. This means building mutual trust through transparency, fairness, inclusiveness and equality based on shared values and respect.

Southwark statutory agencies recognise that the voluntary and community sector has an essential role in helping to achieve their objectives. Voluntary and community sector organisations enable individuals to contribute to public life and the development of safe, healthy and thriving communities. They empower service users in the design and delivery of services, and often act as advocates for those who otherwise would have no voice. They promote equality and diversity.

In 1998 a central Government initiative was launched with the publication of a national Compact with the voluntary, community and faith sectors. The underlying philosophy of the Compact is that voluntary and community activity is fundamental to the development of a democratic, socially inclusive society.

In 2003 an initial version of a Compact for Southwark was published. This version brings that initial document up to date and also incorporates a Conflict Resolution mechanism.

1. Background

Southwark is an inner-city borough with a resident population estimated at 269,200 in 2006. The population is projected to grow to 312,300 in 2016 and to 348,700 in 2026. According to the 2001 census the percentage of people in ethnic groups was: White: 63%; Black or Black British: 25.9%; Asian or Asian British: 4.1%; Mixed: 3.7%; Chinese or other ethnic group: 3.3%. A number of new communities have become established in Southwark in recent years including those from Sierra Leone, French speaking African countries, Latin America and Eastern Europe.

Southwark currently ranks 26th out of 354 local districts on the deprivation index (9th in London), with a high level of estate based local authority housing, high unemployment, a large proportion of lone parent families and teenage pregnancies. The borough has therefore attracted a wide range of funding through regeneration and interest-based initiatives.

Southwark was identified as one of the 88 deprived areas eligible for the Neighbourhood Renewal Fund as part of the National Strategy for Neighbourhood Renewal which was managed by the Southwark Alliance. This has been replaced by the Working Neighbourhood Fund within the Local Area Grant.

The voluntary, community and faith sector are recognised in Southwark as meaning "not for profit organisations run by unpaid management committees who are drawn from the community and users of services acting for community benefit and whom are involved in any/or a combination of the following: the provision of services, self-help and advocacy, campaigning, borough co-ordination and support, services to other voluntary organisations". They range from small self help organisations run by volunteers to large multi functional organisations with large turnovers.

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. Volunteer management committees manage 90% of the sector and 71% depend on volunteers to run day to day services. The contribution of volunteer activity in Southwark has been estimated at about £26m.

Faith organisations have a lot to offer due to their very strong links to the local community 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.

The voluntary, community and faith sector work with statutory agencies in a number of roles including policy development and strategy development and implementation. In addition they provide employment opportunities, have access to funds that statutory organisations do not and, although accountable, are not bound by duties that constrain organisations from campaigning and lobbying on behalf of the communities they serve.

2. Vision and Principles

The Vision

Southwark's Voluntary, Community and Statutory Sectors are committed to the principle of working together for the collective benefit of everyone that lives and works in Southwark.

Southwark's Compact will strengthen this commitment by providing a framework for developing improved relationships based on shared values and mutual respect across all sectors. To this end we will jointly work towards the production, implementation and continuous review of a local Compact.

Principles

Southwark's Community Strategy can secure effective action to improve the well-being of the Borough if an inclusive approach is embraced, involving all statutory, voluntary and community organisations that provide services or whose action, collectively or individually, affects the local quality of life.

The Compact is an expression of the commitment of statutory agencies and the voluntary, community and faith sector to work in partnership to improve the social, economic and environmental well-being of Southwark, recognising that each sector has a distinct, valuable and complementary role which when utilised will improve the quality of life and public services in the London Borough of Southwark

The statutory sector and the voluntary, community and faith sector have different forms of accountability and are answerable to a different range of stakeholders. However, common to all is the need for integrity, objectivity, accountability, openness, honesty and leadership.

All partners are committed to the promotion of equality of opportunity for all, regardless of race, age, disability, gender, sexual orientation or faith.

There is added value in working in partnership towards common aims and objectives. Meaningful consultation builds relationships, improves policy development and enhances the design and delivery of services and programmes.

The statutory sector plays a significant role, among other things, as a funder of some voluntary, community and faith sectors organisations. Voluntary and community organisations can secure funding from other sources. Funding can play an important part in the relationships between the sectors.

Joint undertakings

All partners agree to:

- listen to each other and respond constructively;
- increase community involvement and support volunteering activity;
- work within an ethos of accountability, honesty, leadership, integrity, objectivity and transparency;
- represent information fairly and honestly and respect confidentiality where required;
- develop an environment that encourages and supports the resolution of conflict and an agreed approach to managing breakdown in negotiation;
- work towards equal partnership relations that recognise and understand the contribution, roles and constraints of the statutory and voluntary, community and faith sectors;
- work together towards creating the opportunities for involving groups under-represented in partnerships, consultation and decision making like Black and Minority Ethnic Organisations, Carers, Young People, Lesbian, Gay, Bisexual and Transgender communities, Women and People with Disabilities;
- develop a process to monitor, evaluate and review implementation and effectiveness of the Compact and its Guidelines, and to make changes as appropriate;
- work together to secure external resources.

The statutory sector will:

- aim to ensure its structures, policies and procedures are transparent;
- recognise that voluntary and community organisations are independent and have the right to campaign within the law, and comment on policy developments irrespective of funding arrangements;
- acknowledge the value of the contribution made by volunteer activity;
- when proposing policies, procedures, procurements and practices, aim to identify at an early stage possible implications for the voluntary, community and faith sector;
- recognise voluntary and community organisations' role in representing and providing services to the community.

The voluntary, community and faith sector will:

- meet reporting and accounting obligations to members, beneficiaries, funders and partners;
- promote effective working relationships with statutory agencies and across the voluntary, community and faith sector;

- involve users and carers, wherever possible, in the development and management of activities and services;
- develop policies that promote best practice and equality of opportunity in activities, employment, involvement of volunteers and service provision;
- recognise and respect the responsibilities and constraints placed on the statutory sector through legislation or Central Government, directives, funding allocations and performance indicators;
- recognise and respect the statutory sector's governance arrangements for the award of contracts and other funding

3.Partnership

At the core of the Compact is partnership. Government is actively promoting joint working between all sectors to help it achieve its social objectives.

Partnership working in Southwark is not new. Statutory, voluntary and community organisations work together in a number of ways ranging from informal networks to formal contractual arrangements.

There are very many different partnerships in Southwark; themed strategic partnerships covering, for example, crime, health and social care, children; area-based regeneration partnerships; service delivery partnerships and community/interest based forums.

The national Compact Working Group suggests the following definition:

"Partnership exists where each party has an opportunity to contribute to the decisions of the partnership and to influence the provision which arises from it, be this at a policy, strategic or implementation level"

One of the benefits of working in partnership is the pooling of resources, skills and experience of different organisations across sectors. Pooling cultures and different ways of working can enable local service planning and provision to be more sensitively and more effectively delivered.

In Southwark the benefits of working with the voluntary, community and faith sector include the lack of constraints and flexibility, innovation, creativity, links to the community and ability to bring inward investment to the Borough which are seen as valuable, even critical to service delivery.

Voluntary and community organisations in Southwark can be found in a number of roles including:

- Partner: on partnership boards, formulating strategy, making decisions on programmes and projects.

- Programme manager: with responsibility for managing and delivering one strand of the partnership's work.
- Sub contractor: provide services to beneficiaries of the partnership or delivering projects on a contract basis.
- Advocate/intermediary: advise on the needs of community or organise consultation.
- Source of ideas: can advise how to design and deliver schemes based on best practice and experience.
- Consultees: organise or join forums designed to elicit responses from the community about needs and priorities, which can then be used to guide partnership decisions and programme design.
- Beneficiaries: smaller organisations may benefit by being a recipient of partnership resources that enable users to benefit from funding and activities of the partnership

Over the years the public sector has increasingly recognised that working together with other agencies and sectors can better enable the design and delivery of services that offer the best value. The increasing emphasis on public involvement means it makes sense for partnerships to include the voluntary, community and faith sectors.

The distinctions in cultures and accountability between sectors may create challenges on both sides through different roles, perceptions of power and expectations of the partnership.

There is a need for an understanding of what different sectors bring to and look for within partnerships, which will inform each others' perspectives.

Statutory organisations seek:

- understanding and assurance that services are targeted and well received by the community it serves;
- confidence that service provision is linked to the views and perceptions of the people of Southwark;
- to create opportunities for involvement in service delivery; and
- to be able to exercise facilitative leadership in a collaborative relationship.

The voluntary, community and faith sector can offer a grass roots perspective and often provide services to the most deprived communities and seek opportunities to influence the way services are provided.

Voluntary and community organisations may be found in more than one role at the same time, e.g. a partner and sub-contractor; partner, consultee, beneficiary.

Where organisations have multiple roles within a partnership, it is important to ensure mechanisms are in place to handle potential conflict of roles in a sensitive way.

Partnerships should try to avoid suggestions of dominance by one or other partners (e.g. those providing main resources). Voluntary and community organisations can feel or be perceived as the 'junior' partner. Ideally there will be equality of power, responsibility and status, but in reality, there are some cases where all partners cannot be equal as statutory accountabilities of public bodies may prohibit that.

It is therefore crucial that partnerships are clear about the roles of each of the players and of the partnership itself i.e. is it advisory, consultative, executive etc.

Shared objectives that are realistic and achievable have been identified as key aspects of good partnerships and may be a good starting point.

Successful partnership working depends as much on people as it does systems and structures. A characteristic of effective partnership working is the time taken to develop relationships; mutual trust, understanding other organisations' culture, work style and accountabilities. However that time can be costly and thought needs to be given to the costs of partnership development, participation for less resourced organisations and how those costs are met.

Undertakings

All partners will recognise that:

- partnership places a commitment on all parties to contribute appropriately and to keep agreements they make;
- different partners may have different contributions to make but carry equal weight in joint decision-making; and will:
- work towards a better understanding of the other partner(s);
- commit to developing partnerships across sectors;
- develop skills around partnership working;
- jointly promote the adoption of the Compact by other partners; and
- evaluate the effectiveness of partnership working to ensure continuous improvement.

The statutory sector will:

- ensure the voluntary, community and faith sector are informed and enabled to effectively participate on partnership boards; and:
- be clear about the roles of voluntary, community and faith sectors partners.

The voluntary, community and faith sector will:

- work to ensure their contribution to partnerships is effective;
- ensure that representatives represent the whole sector and not just their own organisation's interests;
- ensure that voluntary sector representation on partnerships demonstrate a level of accountability to the wider voluntary sector in Southwark.

4. Resourcing

The term resourcing refers to any support, financial or in kind, provided to the voluntary, community and faith sectors through a variety of different mechanisms including; grants, service agreements, contracts or 'in-kind'.

The Compact partner agencies are committed to establishing and maintaining best practice in relation to service delivery. The outcome is to improve the quality of the lives of Southwark residents, especially those who are socially excluded.

The introduction of Best Value, the government's modernising agenda and an increased emphasis on commissioning have created the need for a much clearer relationship between the statutory and voluntary sectors. This is aimed at securing the delivery of quality public services. Historically, funding of the voluntary sector was viewed largely as an act of philanthropy and far greater attention was paid to the nature of an organisation and its membership than to its contribution and its impact on areas of need.

Increasingly, public services provided by all agencies are expected to contribute to those areas of need that have a clear evidence base to support them. The statutory funders are also increasingly required to meet closely defined objectives and their performance is measured against an array of targets and indicators.

Voluntary sector providers are consequently drawn into a relationship with statutory funders, which has to be clearly linked to outcomes that support objectives through a more strategic approach to grant allocation.

In health and social care, and in other areas, voluntary and community organisations are contracted to deliver services targeted at priorities which are to a large extent prescribed by central government.

Voluntary and community organisations in Southwark are funded through one of two mechanisms: contracts or grant aid. Each mechanism serves a different purpose and is appropriate in relevant circumstances.

Traditional grant aid is particularly relevant in relation to smaller grants where there may be an element of capacity building required. Contracts are relevant where service needs can be specified precisely.

The principles which should underpin the funding relationship need to include:

- an agreed strategic purpose.
- the need to achieve best value.
- the development of high standards.
- transparency, natural justice and integrity in process.

Undertakings

All partners will work together to:

- promote funding strategies which help to ensure that the social, economic and environmental well-being of Southwark is advanced;
- seek to increase the funding and resources coming into the borough from non-statutory sources;
- ensure that beneficiaries of service delivery experience tangible benefits and changes
- evaluate the benefits to Southwark Residents

The statutory sector will:

- recognise the independence of the voluntary, community and faith sectors;
- be proactive in working with the voluntary, community and faith sectors to identify new areas for funding;
- ensure that the principles and processes for awarding grants are fully understood;
- recognise the importance of its funding in supporting the core costs of voluntary and community organisations;
- recognise the need for ensuring, as far as is possible, early decisions on grant funding and on ensuring stability of funding;
- recognise the need to fund capacity building and infrastructure support for the voluntary, community and faith sectors;
- make details of funding programmes as widely known as possible by using a variety of means (e.g. press; internet; umbrella organisations; networks);
- provide a timetable for funding programmes and processes which is mutually realistic and provide clear information, written in plain English;
- work towards ensuring monitoring processes are appropriate to the level of funding;
- provide feedback on decisions taken on grant applications within 2 weeks of the decision being made;
- ensure that grant payments are made on time;

- properly negotiate service agreements and contracts; and
- maintain a transparent approach to the allocation of grants.

The voluntary, community and faith sectors will

- recognise that the resources available to the local authority and other statutory funders for grant purposes are limited;
- recognise that the receipt of public funding carries responsibilities and implement proper financial management and accounting systems;
- ensure that the funders' financial monitoring regulations are met and comply with statutory legislation;
- seek to maximise its income by applying for grants by systematically fundraising;
- ensure transparency in the way they manage funds

5. Community Organisations

The principles and undertakings in this Compact apply across the voluntary, community and faith sector. Increasingly though, distinctions are being made between the voluntary, community and faith sector so particular consideration needs to be given to the needs, interests and contributions of Community Organisations (see also the Section on Supporting the Diverse Population of Southwark).

Community Organisations operate closest of all to the grass roots. They can be a community of interest (sharing a common purpose, concern, interest, race disability or belief) or a neighbourhood group aiming to improve the quality of life of residents.

Community Organisations

- give a voice to communities;
- foster a balance between self-interest and citizenship;
- fill service gaps through mutual aid or self-help; and
- provide support for hard to reach people and areas

They bring much to partnerships, programmes and processes by informing project development from "ground level" experience, and can evaluate effectiveness of policy and services based on actual need.

Community Organisations provide opportunities for personal/ leadership development, confidence building or learning specific skills and make a contribution through the in-kind support; time, resources and skills.

Community Organisations are frequently run by a single volunteer with little or no funding or premises and are often the last to be consulted with very little time to respond. Resource needs can include funding, capacity building, training, access to networks, information, consultation and engaging with public bodies and mainstream voluntary sector.

Some small groups may wish to evolve into larger voluntary organisations but many do not, preferring to stay small with their purpose and nature uncompromised.

Funding programmes must ensure that Community Organisations have equal access to funding and other support. Application and monitoring processes must be appropriate to the level of funding.

Undertakings

All partners recognise that the community sector makes a substantial contribution to social cohesion and is one of the building blocks for transformation leading to the betterment of neighbourhoods and society.

All partners will work together to ensure fair treatment for all community groups.

The statutory sector will:

- ensure that policies towards communities recognise the importance of communities of interest or issue as well as communities of place;
- unify and simplify small grants funding programmes for community groups;
- recognise the value of the contributions of volunteer time to projects as equivalent to match funding;
- recognise that inadequate resourcing is a barrier to effective partnerships and identify and provide adequate resources for partnership working and participation;
- be sensitive to the Community Sector's needs and role in guidance relating to community strategies, local strategic partnerships and best value;
- ensure requirements made of local communities are realistic and that resourcing implications are known, understood and provided for.

The voluntary and community sector as a whole will work towards developing appropriate mechanisms for active community sector involvement in all its undertakings.

6. Supporting the Diverse Population of Southwark

Black and Minority Ethnic Voluntary and Community Organisations, which include some faith groups and refugee/asylum seeker organisations, play a vital part in improving the quality of life of their communities. They bring particular value because they are firmly rooted in the community and spring up as a direct response to identified need.

It has been found that negative outcomes of social exclusion are disproportionately represented within BME communities. The Macpherson Report into the death of Stephen Lawrence noted that "institutional racism consists of the collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture or ethnic origin. It can be seen or detected in processes, attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, thoughtlessness, and racist stereotyping which disadvantage minority ethnic people."

There is a duty on all public sector bodies to promote equal opportunities between people of different racial groups. This means that they must ensure that community involvement techniques, policies and procedures do not discriminate against particular groups.

In Southwark 37.1% of the population is made up of people from black and minority ethnic communities compared with 34.3% across inner London. The largest ethnic group is of African Origin (16.1%). The Refugee Council estimates about 11,000 refugees and asylum seekers live in the borough.

There are around 250 BME groups in Southwark the majority of which are entirely reliant on volunteers without whom the organisations and their services would not exist.

BME groups feel that their voice is often not heard, nor do they have enough of a presence in decision-making partnerships. Consultation is seen as exploitative - ideas used by larger bodies with no real regard for the needs of the groups with whom they consult.

Given the diversity of the population of Southwark it is essential that this part of the community sector be properly supported to engage in and influence policy decisions and deliver services that directly affect them.

Black and Minority Ethnic organisations still feel excluded from mainstream partnerships and initiatives, and attention must be paid to ensuring that non-Black Minority Groups and other socially excluded groups e.g. the Irish community, disabled, travellers, Lesbian, Gay and transsexual groups, are not excluded.

The statutory and mainstream voluntary sectors in Southwark both have a role in supporting the BME sector to enable organisations and groups to fully engage and participate in processes, the development and implementation of local strategy, and effectively deliver services.

Undertakings

All partners recognise Black and Minority Ethnic voluntary and community organisations, and other socially excluded groups:

- have built up experience over the years from which the statutory and wider voluntary sector have much to learn;
- can be treated less favourably than larger, more mainstream organisations in consultation processes, grant-making and financial scrutiny and that
- there are differences of ethnicity and culture, experience and struggles against racism, demography, patterns of settlement, gender, age, outlook and religion.

All partners acknowledge that institutional racism (as defined by the Stephen Lawrence Inquiry) exists and will work together with BME groups to develop guidelines for supporting the diverse population of Southwark.

The statutory sector will:

- ensure that BME and other socially excluded groups, voluntary and community organisations have an equal opportunity to participate in multi-agency partnerships;
- ensure that BME organisations and other socially excluded groups have equal access to available resources, especially those that have a significant impact on these communities;
- ensure that through policy objectives and commissioning strategies, BME voluntary and community organisations and other socially excluded groups are resourced to provide culturally sensitive services for their community, wherever possible;
- work with the voluntary, community and faith sector to encourage the development of a range of organisations to serve the needs of BME and other socially excluded groups in the borough;
- respond to the needs of groups for whom English is not the first language.

The voluntary, community and faith sector will:

- support the development of a network for BME groups;
- work with the statutory sector to encourage the development of a range of organisations to serve the needs of BME and other socially excluded groups in the borough;
- respond to the needs of groups for whom English is not the first language.

7. Consultation, Involvement and Participation

Consultation plays an important part in the relationship between the sectors. It is a process by which opinions, feedback and ideas can be gathered to inform decision-making and can also be a way of building trust, inter-agency relationships and contacts.

It can be an aid to fostering ownership depending on the level of involvement and influence of those consulted. If done well the information and insight gained through consultation can inform decision making on service delivery/provision, policies, priorities and strategies.

Consultation can be defined as *"a process of dialogue that leads to a decision... dialogue implies two or more parties listening to and taking account of one another's views"*.

Distinctions need to be made between consultation and:

Information – providing information to groups as passive recipients – through exhibitions, seminars or leaflets – if comments are invited the process approaches consultation.

Participation – getting views from groups or involving them in planning in meaningful ways that give opportunities to set the agenda and have some control or input to the approach.

Councils, police authorities and health agencies have statutory duties to consult on a variety of issues. But more than that, managers in public bodies see consultation as a way to get the needs of the community right.

The Community Councils are becoming a key mechanism through which the people of Southwark can feed into the community planning process. Voluntary and community organisations can also act as a channel for the views of communities as well as offer different perspectives, and opportunities for fresh ideas.

Voluntary, community and faith sectors organisations also consult their users to make sure services are meeting their needs and umbrella groups consult their members to ensure they are representing members' views.

All organisations that undertake consultation have a responsibility for ensuring groups who are not a part of mainstream networks are included, and clear mechanisms for consulting equalities groups developed. This means knowing who is representing whom, how that is demonstrated and what mechanisms are in place for accountability.

Locally, a variety of methods are used for consultation, ranging from one-off questionnaires and satisfaction surveys to focus groups and interest or service related forums. These have varying levels of quality and effectiveness. Events, including conferences, seminars and workshops are also popular methods.

For public bodies the most common method is to send out documents for comment, often to an umbrella organisation. Voluntary organisations will then consult their membership/users by telephone or by holding meetings through their forums.

Some voluntary organisations engage in an ongoing service or interest related forum with public agencies and/or departments . For those organisations that are engaged the process is seen as productive. Not so for those that are not.

Much has been written on the subject of effective consultation with certain common themes that need to be considered:

The Level and Methods of Participation and Involvement

One of the more common themes is that the level of involvement and participation can adversely affect the quality and effectiveness of the consultation process. This is based not so much on the method used but on the level of power shared. Partnership, participation, and information are different levels of involvement across a spectrum and sometimes consultation is more appropriate than information or participation. It is important that the level fits the purpose of the consultation and that consulting organisations are open about the level of involvement so as not to raise expectations e.g. honest about areas that are non negotiable or where decisions have been made.

There are a number of methods for consultation. Whatever method is used it is important that it is fit for purpose; that thought is given to the aim of the consultation, who is to be consulted and why, and the timetable needs to take into account any necessary action.

Time given for Consultation

Effective local consultation can be constrained by deadlines set by Government or other external bodies that affect timing.

Time-scales differ across departments/agencies depending on the kind of consultation. Some voluntary organisations reported consultations where they were given a document and asked to respond in less than a month and, in some cases less than a week. Too little time means that organisations may not be able to respond appropriately, consult their members or users or participate at all.

Lack of Feedback

A key part of the consultation process is feeding back to consultees and showing how and why decisions have been reached. Evaluation of the consultation process can highlight successful consultation that can be shared as good practice and areas for improvement.

Resources

Consultation can be resource intensive. Resources were considered to be key barriers for both sectors. Good consultation can be resource and time intensive. Many organisations have less than three staff and time taken to engage in consultation can be time taken from delivery of their core service. For very small groups that have one person and little or no income it may be necessary to reimburse expenses in order that they can engage in the process.

Who to consult

Make sure the right people are consulted. A distinction needs to be made between targeted consultation and 'cherry picking' to ensure the right views are obtained and the right groups are included.

Good examples were directly linked to the level of involvement and participation in the process e.g. the Compact process, feeding into contract specification and being asked to actually run the consultation. In Southwark, ongoing dialogue was linked to the sense of involvement and influence. The more involved, the greater the capacity to influence. This may be due to the opportunity to build trust on both sides.

Undertakings

All partners will work together to ensure consultation is effective and inclusive and will:

- aim to make processes clear, open and accessible;

- acknowledge the constraints of time and resources and the effect this may have on their ability to undertake or respond to consultation.

The statutory sector will:

- be clear who is being consulted and why;
- give consideration to relevant national standards
- value the contribution of the voluntary, community and faith sector;
- recognise that on-going dialogue is the preferred method for consultation and use that where possible;
- when using other methods ensure they are fit for purpose and appropriate to that consultation;
- seek to identify ways in which the costs to the voluntary, community and faith sectors of participating in consultation exercises can be found;
- take into account specific needs, interests and contributions of those parts of the sector that represent women, minority groups and other socially excluded groups;
- make sure any documents sent out are written in clear, jargon-free language and, where appropriate, in accessible formats for people who cannot read;
- except when working to Central Government deadlines, aim to give the voluntary, community and faith sector the recommended minimum of 12 weeks to respond;
- be clear in all consultation processes what can be influenced and what is non-negotiable and the reasons why;
- feedback results of consultation and the actions that will follow, providing explanations for decisions taken, particularly where a diversity of views has been received.

The voluntary, community and faith sector will:

- define and demonstrate how and who they represent
- work together to develop a mechanism for representative dialogue

8. Volunteering

The following definitions of volunteering have been adopted by the National Guidelines on Volunteering and Community Action.

Volunteering has been described as:

"an important expression of citizenship and essential to democracy. It is the commitment of time and energy for the benefit of society and the community and can take many forms. It is undertaken freely and by choice, without concern for financial gain"

" any activity that involves spending time, unpaid, doing something that aims to benefit someone (individuals or groups) other than or in addition to close relatives, or to benefit the environment"

Voluntary activity in Great Britain amounts to about the equivalent of £51bn to national accounts, 7% of the Gross Domestic Product (GDP).

Volunteers can provide strategic expertise for an organisation as a member of a board of trustees, management or executive committee. Volunteers can also be involved in the day-to-day activities of an organisation e.g. counselling, fund-raising, leading an initiative, hospital 'friends', involvement in consultation processes and campaigning. Volunteers are an integral part of voluntary and community organisations. Many small organisations would be unable to operate without volunteers. "Hidden Volunteers" can be found carrying out types of public duty e.g. school governors, trade union reps, lay magistrates.

- 22 million adults are involved in formal volunteering each year.
- 90 million hours of formal voluntary work takes place each week.
- Six out of ten volunteers say volunteering gives them an opportunity to learn new skills.
- Half of all volunteers get involved because they were asked to help
- 90% of the population agree with the notion that a society with volunteers shows a caring society.
- The total public sector support for volunteering is estimated to be in the region of £400 million per year.
- For every £1 volunteer involving organisations spend supporting volunteering they can expect a notional payback of up to 14 times that amount.

It has been estimated that volunteers in Southwark do the jobs of 2,583 full time equivalent workers thereby making a significant contribution to the economic well-being of Southwark.

Economic and social exclusion barriers may discourage or prevent people from getting involved in volunteering. The National Survey of Volunteering found that people earning under £4000pa were less likely to volunteer than people with higher incomes (over £25000pa).

There are a large number of voluntary, community and faith organisations working in the community, whose main role is to recruit, train and support volunteers. Many of these organisations in Southwark are also dependent on the large number of volunteers involved in the delivery of their services.

Employer Supported Volunteering (ESV) is now a major force in volunteering as a growing number of companies recognise the clear connection between health and profitability of their business and the health and general well-being of the community in which they carry out their commercial activities.

ESV projects support volunteers each year from businesses to find quality volunteering opportunities. Examples range from Team Challenges, involving groups of staff in practical team building exercises such as painting a community centre or carrying out environment improvements, to individuals applying their specific skills in specific ways.

By being involved in the community a company can demonstrate that it is serious about its corporate social responsibility and at the same time bring new skills and energies to helping address social exclusion as well as contribute to social and economic regeneration.

Undertakings

The statutory, voluntary, community and faith sectors will:

- produce and publish their policies for involving volunteers with measurable targets for extending involvement of volunteers;
- identify the type of resources being put to supporting volunteering and community activity, and the level needed to achieve policy objectives;
- recognise that as part of the reciprocal relationship, volunteers should be given thanks and recognition for their contribution at the very least. They should get fair treatment, training and support according to the resources of the organisation with which they are involved

The statutory sector will:

- recognise the value of unpaid work done by volunteers as equivalent to paid work;
- increase staff awareness of volunteer contributions to departmental objectives and how departmental objectives fit with Active Citizenship, Social Exclusion, Lifelong Learning, Work-Life Balance, and other relevant social policy objectives;
- where match funding is required, auditable records of volunteer time donated should be accepted as equal status to money;
- recognise that volunteering infrastructure bodies should be independent voluntary sector organisations with voluntary management boards;
- support initiatives to provide accessible information about volunteering opportunities and how to get involved;
- continue to support appropriate recognition for volunteering and voluntary and community organisations.

The voluntary, community and faith sector will:

- ensure that staff recruiting, inducting and managing volunteers should have this work recognised as part of their job descriptions and work plans;

- ensure proper records are kept of how funding supports volunteering and the value this produces

9. Premises

There are a wide variety of voluntary and community groups occupying Council premises in Southwark. There is also a desperate need for space for new and emerging community organisations. At present there is no consistency in policy in relation to lease agreements or rents/rates charged.

The development of this Compact creates an opportunity to resolve a number of issues in relation to premises and sustainability. It will also support a process which ultimately could enable the achievement of the following:

- the development of a borough wide strategy in relation to premises use and sustainability.
- the identification of practical ways of utilising the substantial value of premises assets, owned by the Local Authority, to strengthen local communities.
- the development of a methodology which promotes a 'joined-up' cross-sectoral approach to sustainable neighbourhood regeneration.

Substantial work is needed to identify, appropriately address and resolve these on-going issues by agreement between the Compact Partner agencies.

Undertakings.

The Compact Partner agencies will:

- work towards a better understanding of their different perspectives, needs and constraints, to develop a borough wide strategy in relation to premises;
- define the main principles of the relationship between the Local Authority and the community/voluntary sector governing the joint development of premises;
- create a more structured, fair and transparent approach to the processes and procedures (legal and financial) whereby community/voluntary organisations occupy Council premises.
- identify practical ways in which voluntary sector intermediary organisations can support asset owning and/or community network management;
- work with the voluntary, community and faith sector to develop and implement a comprehensive policy in relation to premises; leases, rents, rates, repairs etc.

The Council will ensure that it builds on the above commitments by carrying out the following:

- explore current arrangements and identify main problems/issues.
- carry out a mapping exercise and compile a database of properties currently occupied by voluntary and community organisations.
- compile and keep up-to-date a database of available premises.
- provide information, training and support on related issues such as planning permission, funding opportunities, lease negotiation.
- provide technical information, training and support to the voluntary and community sectors to enable the effective management, development and sustainability of premises e.g. health and safety, risk assessment, disabled access, community premises network.
- liaise, consult and negotiate with the voluntary and community sectors on the specific details of a premises strategy.

The voluntary and community sectors will ensure that:

- organisations explore and develop a combination and variety of funding options for community premises.
- the sector takes responsibility for managing and running community buildings within the constraints of lease and other arrangements.
- work with the Council to provide infrastructure support, information and resources as appropriate.
- it takes responsibility for being properly consulted and have sufficient financial and legal information to undertake any property commitments.
- participate as appropriate in networks and support structures.
- promote and develop the skills within the sector regarding premises management.
- maximise the use of community buildings by other voluntary and community organisations and service users.

10. Conflict Resolution

Southwark's Compact seeks to clarify and enhance the relationships between the Partners. It is recognised however that different accountabilities and agendas could create areas of disagreement and/or conflict. In a number of cases it will be possible to resolve an issue without recourse to a formal procedure.

The successful implementation of the Compact will depend on willingness by all parties to examine practice in an open and honest way. Disputes about the meaning of the Compact and its application in practice can be used to assist this process.

For disputes that need some form of arbitration there is the Southwark Compact Conflict Resolution Group (SCCRG) which has three representatives from each of the voluntary and statutory sector. Key operating arrangements will be:

- The Group will operate on complaints made to it but will expect to see that some attempt had been made to resolve the dispute before any referral to it.
- The Group will not have any binding powers to enforce its views but will work initially to find a resolution to an issue that has agreement of all parties. If no resolution is possible the Group will then have the option of reporting its findings formally to the relevant statutory body and to Community Action Southwark
- Any voluntary or community group, but particularly smaller groups, will be able to ask for support in presenting their case to SCCRG.
- Any member of the SCCRG directly involved in a dispute will be disqualified from hearing the dispute.
- The SCCRG will prepare an annual report on its operations.
- The Group will be jointly serviced by nominated officers from Southwark Council, Southwark Primary Care Trust and Community Action Southwark and complaints can be filed with any of these officers.

The Group should be seen as a measure of last resort and will not be expected to meet very often.

11. Monitoring, Review and Ongoing Development of the Compact

The Compact is just one stage in an ongoing process of building and developing relations between the sectors. Progress will be monitored on an annual basis.

Item No.	Classification: Open	Date: October 20 2009	Meeting Name: Executive
Report title:		Policy and Resources Strategy 2010/11 to 2012/13 – Scene Setting	
Ward(s) or groups affected:		All wards	
From:		Finance Director	

RECOMMENDATIONS

1. The Executive:
 - i. Note the context for the business and budget planning round.
 - ii. Instruct the Finance Director to report back to the Executive at its meeting on 15 December 2009 on the Local Government Settlement for 2010/11.
 - iii. Note the continued uncertainty of local government financing arrangements for 2011/12 and beyond not least with regard to the economic climate looking forward.
 - iv. Agree initial changes to a refreshed medium term resources strategy (MTRS).

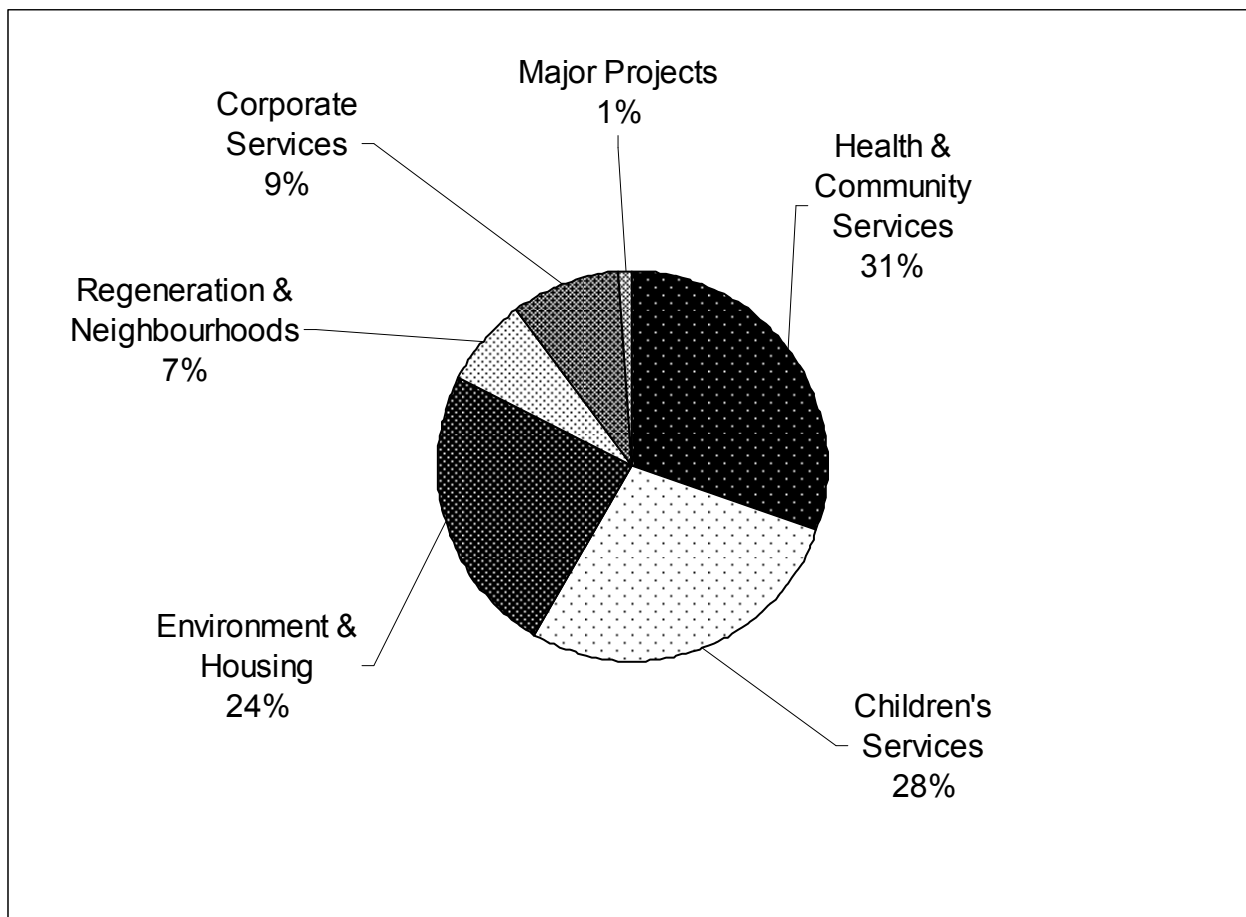
BACKGROUND

2. Alongside meeting local priorities as set out in *Southwark 2016*, the sustainable community strategy, over the last seven years the council has funded growth and commitments totalling an additional £71m. Resources have been directed across services in accordance with policy priorities and upward budget pressures within environment, housing, health and community services, regeneration and modernisation. Over the same period, total savings of £69m have been generated, the majority of which have been efficiencies. At all times the council priority has been to protect frontline services as far as this has been possible.
3. In line with the council's commitment to keeping council tax increases within inflation levels, Southwark's council tax has increased by 14.1% in the last six years compared to the average London increase over the same period of 16.9%. A 1% increase in council tax generates an additional £837k of resources. It is assumed that if inflation rates (RPI currently -1.3%) remain negative during the course of this budget planning round, then council tax will be tracked in the same way.
4. In February 2008 the council established a balanced three year budget, adjusted in 2009/10 in February 2009 in response to the economic recession and shifting service demands. 2010/11 represents the final year of that three year budget and will again need revision. While the council remains committed to re-establishing a three year budget, the deferral of the comprehensive spending review (CSR) from autumn 2009 to 2010 combined with continued impact of recession makes this objective very challenging at this time. While the council cannot avoid planning actions for future years as part of the annual policy and resources strategy, circumstances combined mean that it will be extremely ambitious to provide a balanced budget over that period.
5. Within this context this paper sets out the 2009/10 budget agreement and outlines some of the core policy and resource issues facing the council over the current business and budget planning round. This position provides the basis for taking forward the process of renewing the council's medium term resources strategy (MTRS) and agreeing the budget for 2010/11 and beyond.

2009/10 budget agreement

6. In December 2007, the government outlined the settlement for grant funding for local government for the period 2008/09 to 2010/11. The settlement was set within the context of the CSR 2007. In December 2008 the government re-affirmed the three year settlement and Southwark received the minimum increase in grant of 1.75% for 2009/10. This level of grant increase was set against a backdrop of continued upward demand pressures on key services across the council whilst continuing to meet local priorities.
7. Immediately following the announcement of the settlement for 2009/10, in December 2008 the Executive agreed a new MTRS that combined the financial priorities of the Council with those for asset management, information technology and workforce. The MTRS provided the Council with a sound basis and financial framework upon which to mitigate potential risks whilst continuing to support local needs and policy priorities.
8. In February 2009 Council Assembly agreed a budget for 2009/10 of £315.2m based on a nil increase in council tax (Southwark element) in line with policy priorities. In setting the budget resources have been aligned to priorities. Members have set out a number of policy and service improvement priorities in respect of regeneration, waste, housing, leisure/culture, children's and youth provision, and social care and health.
9. This approach includes continued commitment to long term schemes and projects as part of an ambitious regeneration programme across the borough, alongside directing resources to support projects that tackle worklessness and supporting local businesses through the recession. Agreeing the budget also required taking difficult decisions with regards to social care, which represents one of the most significant pressures impacting on local resources. Commitments of some £14.8m were agreed which arose principally from increased demand pressures and the additional strain being placed on services as a result of the economic downturn such as loss of interest earnings. Some commitments such as the additional operating cost of the new administrative centre were directly offset by efficiency savings as a consequence of moving to this centre.
10. The 2009/10 budget agreement included savings and efficiencies of some £17.3million. A significant proportion will be achieved through better use of resources. The scale of the Council's ambition and continued pressures on service will require close monitoring of savings and efficiencies to continue to ensure delivery and to provide early warning of any shortfalls. The impact of any difficulties in achieving these targets will be managed appropriately to avoid the risk of impacting on front line services.
11. Most importantly and underpinning the 2009/10 budget was the planned consolidation of office accommodation to a single site at Tooley street. This programme is on target to achieve business case objectives and will be a key platform for achieving further levels of efficiency across the council. This will be achieved through effective rationalisation and improvement of back-office delivery including the extension of shared support services, revised management structures and improved asset management.
12. Following agreement of the budget in April 2009 the Council agreed a new corporate plan thereby setting a clear policy and resource framework for the delivery of policy priorities.
13. The graph below shows the allocation of revenue resources across the Council's core functions for 2009/10 as agreed at council on 23rd February 2009.

Net Revenue Expenditure 2009/10



Impact of recession

14. After the council set the budget for 2009/10 the Audit Commission published a nationwide report entitled "*When it comes to the crunch*". This report highlighted the impact of the global recession as it is felt across public services and in particular indicated that there would be a 'second wave' with increased pressure on council services. As a result the report recommends that councils and the government build on the early work in responding to the recession to prepare for the future and expected recovery.
15. The Audit Commission report outlined a number of core risks and issues attached to the recession. One of the most visible signs of recession at the national level has been the increased unemployment rates. Average forecasts highlight that there will be some 750,000 more people registered unemployed by mid 2010 with unemployment not expected to fall markedly until 2012.
16. The Audit Commission have identified issues regarding debt for individuals and there is evidence that house repossessions are increasing at the national level. The Audit Commission are concerned that there are likely to be broader social issues as a consequence and these are yet to be fully felt. The Audit Commission also expect an increase in demand for school places, services for older people and homelessness. The council will need to closely monitor changes in the number of people who require additional support and the financial impact of providing this in order to direct and plan resources over the medium term.
17. The Audit Commission also found that the recession has generally strengthened partnership working at the local level. However, the variable impact on individuals, businesses and communities has meant there is a need to better improve how support is targeted. At the same time the Audit Commission outlined that the number of government schemes aimed at mitigating the recession and the delay between headline announcements and implementation

details have made it challenging for local partners to effectively track and plan how best to target support. Government should aim to clarify its strategy at the national level and ensure schemes are simple and quickly allow for local partners to fund, support and target intervention at local need.

18. The Audit Commission have also recognised councils' efforts to step up their efficiency programmes. The continued ambition of government efficiency targets for the sector to achieve 3% per annum moving forward will require these programmes to be sustained and developed still further to meet the challenges. Close monitoring will be required to ensure that delivery of these programmes is realistic while maintaining services at acceptable levels to meet statutory needs and performance targets. Programmes will increasingly need investment to generate any anticipated savings as projects become more complex. Opportunities from public and private sector relationships will need to be exploited wherever possible with an emphasis on achieving lower unit costs rather than expanding service provision.
19. More broadly, the report by the Audit Commission provides limited reference to the impact of the recession on regeneration and development schemes. These remain important issues for this council's longer term priorities and ambition. Market uncertainty is creating a slowdown in the development market and limited investment opportunities in the short term.
20. The council has already responded proactively to this developing and changing environment. For 2009/10 it has frozen council tax at 2008/09 levels in line with the retail price index (RPI) which continues to fall below the consumer price index (CPI). The council has continued to direct funding for tackling worklessness into specific projects. The council remains committed to support employment initiatives such as through the young apprenticeships scheme. Furthermore, in May 2009 the Executive agreed a number of initiatives to support business through various measures such as improved payment performance to assist the cashflow of small businesses.
21. The Council, like the majority of London boroughs, expects the recession to have a negative impact on council finances and financial planning. Inflation has fallen to a record low level although it remains uncertain as to the stability moving forward. Low inflation may reduce running costs associated with service delivery particularly where contracts do not track other price indices, but this also reduces the potential income receivable by the authority through fees and charges, and other contributions.
22. Inflation also impacts on the costs of staffing that remains the Council's most important resource. While as for general inflation this can help reduce council costs where salary tracks RPI, any pay awards in excess of RPI can create additional pressures on resources available. National pay negotiations have recently confirmed a 1% increase (1.25% for lower paid staff) for 2009/10 compared to a current RPI rate of -1.3% (this equates to a £4m variance on resources required).
23. Separately, the unprecedented recent low interest rates have had a significant impact on the value of return to the council from short term investments. A specific impact from the low rate of return on investment is the council's ability to meet its future commitments in relation to the costs of pensions. This will need to be quantified from the next actuarial review anticipated to take place during 2010/11.
24. The recession has had a direct impact on the Council's housing revenue account and rent setting process. On 27th January 2009, the Executive agreed an average rent increase of 5.86% for 2009/10 (below the national average increase of 6.2%), in accordance with the maximum rent guidance set by government. Subsequently, on 6th March 2009, the Minister for Housing announced a cut in the national guideline rent increase from 6.2% to 3.1% in response to the economic climate. CLG issued interim guidance to local housing authorities on 11th March, with a view to publishing definitive guidance in May. The late revision was after the council (and the majority of other authorities) had informed tenants of their original rent increases. The council will press for increased certainty at an earlier stage for next years' rent increase.

25. The Council implemented the lower rent increase of 2.73% (again under the national average increase of 3.1%) on the original due date of 6th April 2009. Tenant council endorsed the Council's approach to pass on the benefits of the lower rent increase as soon as practicable to do so.

KEY ISSUES FOR CONSIDERATION

2010/11 to 2012/13 general fund budget

26. 2010/11 represents the final year of the current CSR period for local government. Southwark's indicative increase in revenue grant for 2010/11 is at the minimum floor level of 1.5%. There is a risk that the government may revise the CSR as a result of the current economic conditions, and this could change the indicative settlement and, in particular, reduce the minimum funding guarantee. Such a change would have a significant impact on council resources as for every 1% percent reduction in grant increase the council could lose up to £2m of resources. No indication of changes to the 2010/11 settlement has yet been made by government.
27. For 2010/11 the council will receive grant funding at the "floor" (otherwise referred to as the minimum funding guarantee). As Southwark requires significant additional funding on top of that allocated directly by the formula to bring it up to the minimum funding guarantee if this is either reduced or, worse still removed, it could result in a significant shortfall in resources over the medium term. In fact, based on the 2008/9 three year settlement the council would have received some £65m less in government grant in the period to 2010/11 if there was no minimum funding guarantee. The main reason Southwark is in this position is as a result of the full implementation of formula changes for children and younger adults in social care introduced initially in 2006/7.
28. Officers, through relevant representative bodies, are continuing to lobby for changes to be made to the government's grant formula and to seek assurance on the determination of the "grant floor." In particular, the council continues to pursue the fair funding for Southwark campaign. This concentrates not only on issues arising from changes in the grant formula but also to discrepancies in population estimates and impacts of migration. Early indications suggest there are likely to be few changes or assurances made in the immediate future.
29. In looking forward to the three year planning round to 2012/13 the council is faced with a number of significant challenges – not least continuing to balance the budget, to meet rising demand pressures on services, sustaining the regeneration programmes and especially the Aylesbury project and delivering value for money outcomes. These challenges will need to be tackled in the context of uncertainty as a result of the economic climate and clear indications from government that funding resources to local authorities are likely to be reduced.
30. Many of the demand pressures facing the council are unavoidable including the critical areas of adult social care and child protection. The green paper *Shaping the future of care together* sets out a vision for the reform of adult care services in England. However, it offers no assurance of additional resources being made available in the short to medium term for local authorities to support an adult population of increasing complexity. Further, the recent Laming report places significant responsibilities for safeguarding children again without any indication of how additional funding may be sourced.
31. The recession creates a changed environment for the development and renewal market and this will have a significant impact of the council's major regeneration scheme priorities. A report was presented to the Executive on 21 July 2009 setting out the next phase in the Elephant and Castle scheme. The council continues discussion with the preferred development partner with a view to agreeing heads of terms. While the principles of the agreement entered into at best and final offer in July 2007 remain key to delivery, discussions are currently taking place in a different economic climate. Therefore plans will need to be re-shaped in order to better respond to the changed context and ensure delivery of priorities.

32. With regard the Aylesbury regeneration programme, milestones are currently being progressed for the first phase of the scheme and in light of the challenging economic climate will be monitored closely to ensure progression in line with priority outcomes and affordability. Furthermore the council has been invited to submit an outline business case by 2010 to receive PFI funding for future phases of the project. In taking this forward consideration of procurement and remaining project costs will need to be factored into the council's business and budget planning process.
33. The council has now entered into an agreement with Partnership for Schools and Transform to deliver the local building schools for the future programme. Currently plans have been set out for two schools with consideration still required for a further eleven schools across the borough. The ongoing revenue implications of such plans will need to be taken into account through the forward planning process. A report is due to be presented to Executive in November 2009 outlining a financial update on Phase 1 of the scheme. Further reports to Executive are expected in March 2010 for the award of the Phase 2 design and build contracts; and in June 2010 for the award of the combined Phases 2 and 3 PFI contracts.

Area Based Grant

34. The council currently receives £25.2m in area based grant for 2009/10. With the integration of supporting people grant of £18.7m, the rebased 2009/10 is £43.9m. In 2010/11 the expected allocation is £43.7m. Taking account of the integration of supporting people overall the level of area based grant has fallen by £0.2m from 2009/10 to 2010/11. It is unclear at this stage as to what the level and status of area based grant will be from 2011/12. This is likely to be addressed through the comprehensive spending review in autumn 2010. A concern relates to the potential for area based grant to be subsumed within general grant allocation and the possible impact on overall resources to Southwark.

Specific and unringfenced grants

35. The council will be receiving some £240m in specific and unringfenced revenue grant (£168m relates to DSG) from the government in 2009/10. However after 2010/11 (the third year of the current CSR) there is no certainty as to the level of these grants or whether some will continue in the future. This adds to the challenges of planning over the medium term.

Population

36. The Council continue to be concerned that there is a significant shortfall between Southwark's population and the population calculated by the ONS that is used for grant allocation.
37. The latest 2008 mid-year estimate supplied by the ONS gives Southwark's population as 278.0k, an increase of 3.6k on the previous year's estimate. However, this is not the figure that will be used for the 2009/10 grant settlement. Instead, CLG will use the Mid-year 2004 estimate as the base and project this forwards using past data. In using this 2004 depressed base position, CLG arrives at a population estimate for the 2009/10 settlement of 267.7k, some 12.7k below the 2006 based 2009 projection of 280.4k. Failure to use the most up-to-date information available means the councils resource needs are understated by some £6m.
38. The 2006 based projections were not published in time to inform the 2008/09 local government finance settlement, however the government's decision not to use the 2006 based projections in the 2009/10 and 2010/11 settlements will result in an approximate funding loss, before the operation of cost floors of over £16m, this taken with £6m lost in 2008/09 using the 2004 based projections, gives a total pre-damped grant loss over the life of the current three year settlement of over £22m. In addition to this lost £22m, it is estimated that at least a further

£18m had been lost in preceding years, giving a total of over £40m in pre-damped grant lost since 2002/03.

39. Southwark council is working closely with the ONS to bring forward improvements to the measurement of migration which includes for the first time a recognition of 'short term' migration in the borough (between 1-12 months). The council will continue to lobby for this hidden population to be recognised in the funding settlement and for the most updated population estimates to be used.

Social care funding

40. In April 2006 the government introduced a new approach to funding children and younger adults social care provision which resulted in a major redistribution of funding from London and the south-east to other parts of the country.

41. The introduction of the new formula in 2005 and removal of damping from the younger adults' relative needs formula in 2006 is estimated by London Councils to reduce London's funding by in the region of £890million over a three year period. This is a reduction in essential funding at a time when there is an obvious increasing demand for social care services in the Capital.

42. The council believes that there are fundamental flaws in the data used in and creation of the formula. Expenditure and activity on the ground in Southwark shows strongly that the younger adults' and children's social care formulae significantly understates real need in Southwark and similar kinds of authority. This means the council could have a shortfall of funding in the region of some £13 to £22m impacting across adult social care provision.

43. The council is joining other concerned authorities in a joint lobby of government to recognise the deficiencies in the relative needs formula and for either the reinstatement of damping to protect social care provision in the Capital or the use of more updated cost driver data in the formula.

Schools Budget and Dedicated Schools Grant (DSG)

44. The schools budget can be defined as planned expenditure to be made directly by schools together with amounts to be spent centrally on education. The amount spent directly by schools is determined through a local formula to produce what is known as the individual schools budget. The main block of funding for schools budget expenditure is received in the form of a specific dedicated schools grant. This grant is based on the number of pupils and a per pupil funding allocation. The 2008/09 – 2010/11 comprehensive spending review set the per pupil allocations for Southwark as follows:

2008/09	2009/10	2010/11
£5,755.83	£5,961.29	£6,200.27

This means a per pupil increase in funding of 4% in 2010/11

45. This increase provides for an increase in delegated school budgets of a minimum of 2.1% under the terms of the minimum funding guarantee (MFG). In coming to this guarantee, the Department for Children, Schools and Families (DCSF) has provided funding for an increase in schools' costs in 2010-11 of 3.1%, abated by 1% as schools' contribution to the delivery of the department's overall efficiency savings target. DCSF will provide a further increase in the funding per pupil of 0.8% as headroom to enable authorities to implement the MFG. The remainder of the increase in DSG funding receivable (i.e. equivalent to a further 1.1% increase in resources per pupil) is provided to assist authorities and their schools to support the universal roll out of a personalised offer to all pupils – including those with special educational needs.
46. The advice from DCSF is that in taking decisions on the allocation of these resources, local authorities and their schools forums should consider the Government's priorities: ensuring all children are making good progress; early intervention to prevent children from falling behind; targeted support for specific groups – certain ethnic minorities, white working class children, children in care and those with special educational needs; and ensuring that the school workforce has the skills and confidence to address the needs of children within these groups.
47. Other expenditure within the schools budget is funded through additional specific grants that include standards fund grant and school development grant. An important aspect of planning the schools budget is the consultation the authority is required to have with the schools forum. In the main the authority is seeking agreement on the formulae used to produce the individual schools budgets delegated to schools at the start of the year together with the basis of either devolving the remaining funds to schools during the year or being spent directly by the authority.
48. In particular, for 2010/11 there is a requirement on all authorities to consult their schools forum on the development of a common and transparent single funding formula for nursery education that applies across maintained and private, voluntary and independent (PVI) settings (from April 2010). Initial discussions have already been had at Southwark's schools forum and an FEEE (free early education entitlement) steering group has been established tasked with developing proposals and reporting both to schools forum and the early years strategic partnership. It includes nominees from the schools forum, representatives from the private and voluntary sectors, parents, childminders and council officers. The steering group has now met four times and developed interim proposals for the direction. These will be used as the basis to develop more detailed costed options for formal consultation with the schools forum and other interested parties during the Autumn Term 2009. These proposal will then need to be formally agreed by the authority in late 2009 early 2010
49. On the 31st January 2008 the government launched the review of the formula for distributing dedicated schools grant (DSG). The aim is to develop a single, transparent formula that will be available for use in distributing the DSG to local authorities from 2011 to 2012. The development phase of the review started in February 2008 and will continue until late 2009, with consultation on specific proposals in early 2010. It is expected that broad decisions from the review will be announced in summer 2010
50. In previous years schools budget funding for 16-18 year olds has previously been allocated through the Learning and Skills Council (LSC). However proposals within the Apprenticeships, Skills, Children & Learning Bill currently moving through parliament mean that from 2010/11 the LSC will cease to exist and local authorities will take on responsibility for securing education and training for all 16 to 19 year olds, giving them the responsibility and duty to deliver for all children and young people from 0 to 19. This change in function will involve the transfer of a number of staff from the former LSC to Southwark. The detail of how Southwark will be compensated for the additional costs of this transfer of function is still to be announced.

51. Schools balances remain a concern for the government at this time with balances nationally continuing to rise. While the government decided to put on hold new legislation that would have forced local authorities to recover and redistribute excessive balances, there is a risk that the government may take action to reduce balances under the next spending review particularly if it appears that local authorities continue to indicate that they are not taking action themselves to manage balances effectively. Work is currently being undertaken with schools in Southwark to identify how much of current schools balances can be deemed as being committed/uncommitted.
52. Officers presented a report to the schools forum on 1st October on those schools holding 'excess' balances as at 31st March 2009 as defined by DCSF (i.e. balances of over 5% of budget share for secondary schools and of over 8% for primary schools). The forum fully supported the authority's proposals for scrutiny of the balances held by these schools and has agreed to receive a further report at its meeting in December. The Forum has indicated its support for any proposal that the authority might make for the reallocation of excess balances where these cannot be justified.

Capital

53. At a current total budget of some £811m (general fund £451m and the housing investment programme £360m), with annual expenditure of well over £100m per annum, the capital programme represents a major element of the Council's financial activities. It has a significant and very visible impact on the borough, and hence on the lives of those who live, learn, visit or do business here.
54. The global recession is inevitably having an effect on the Council's capital programme on a number of fronts. Land and property values have generally fallen over the last 2 years. The radically reduced interest rates on investments available to the Council have had an adverse effect on the authority's investment income. The current uncertainty of property values will affect planned capital receipts and therefore resources available to fund the programme. This in turn may reduce the level of resources needed to address the emerging pressures so represents a key financial risk in resourcing the capital programme moving forward.
55. In addition to the adverse effects of the economic climate which is impacting on the timing of disposals to generate funding resources and their value, there are a range of new and emerging pressures on the capital programme that need to be addressed. These include
- Leisure centre refurbishment costs
 - The construction of the waste PFI resource park in the Old Kent Road
 - New primary school build and increased primary places (with possible grant support)
 - ICT infrastructure and service improvements
 - Localities project opportunities
 - Community based development (e.g. Burgess Park; Camberwell Baths, Nunhead).
56. In September 2009 the Executive noted the new and emerging pressures on the capital programme arising from issues of service demands, the recession, and the impact on the pace of regeneration schemes, and requested the Finance Director to submit a refreshed 10 year capital programme for approval to a future Executive meeting.

Housing Revenue Account

57. The Housing Revenue Account (HRA) reflects the statutory requirement under Section 74 of the Local Government and Housing Act 1989 to account separately for local authority housing provision. It is a ring-fenced account, containing solely the costs arising from the provision and management of the Council's housing stock, offset by tenants' rents and service charges, housing subsidy, leaseholder service charges and other income.

58. The 2009/10 HRA rent setting and budget report was approved by the Executive on 27th January 2009, following consultation with Tenant Council and Area Housing Forums. The effects of the housing subsidy settlement, combined with inflationary pressures and unavoidable commitments totalled £23.6m. This was balanced by a range of measures, including increases in all rents and service charges, improved collection and voids management and a re-balancing of resources between revenue and the Investment programme. Annual efficiency savings in line with corporate guidance on the general fund at 5% were delivered through revised and more efficient working across housing services, together with contract and supply chain improvements. Re-profiling and re-direction of resources also allowed increased spending in high priority areas, such as repairs and maintenance.
59. For 2010/11 and beyond, the existing financing framework offers little prospect of increased central government resources. The HRA will continue to be under financial pressure to meet the needs of maintaining and improving the housing stock as resources are constrained at or below existing levels. Government effectively operates control over rent policy through the rent restructuring regime and claws back rent resources by more than is generated by the annual increase applied to tenant's rents. To ensure a balanced HRA budget requires a progressive programme of efficiency savings, cost reductions and income maximisation across all income streams.
60. The government's recent proposals, to dismantle the housing subsidy system, represents a radical change to council housing finance. The introduction of 'self-financing' means national subsidy redistribution ceases and local authorities fund their management and maintenance needs through their retained rent receipts, but with a 'debt' adjustment (based on notional affordability). The key element in determining whether it is financially viable for individual authorities will be the amount of the national housing debt assumed for redistribution purposes and the methodology employed to redistribute that debt. CLG have put forward a number of options as part of the consultation, but no authority specific figures are available at present. The council has made representations about these proposals and sought clarification about how this would impact on Southwark.
61. On a positive note, the government's own research recognises the need to increase spending nationally on the housing stock, with proposed uplifts in management and maintenance of 5% and major repairs of 24%. Whilst this is to be welcomed, there are as yet no details on how the increased spending assumptions would breakdown between authorities and using the proposed 'net present value' only ensures affordability on average over 30 years, not necessarily in year one, therefore the prospects in the short-term remain uncertain.
62. Other important proposals include the retention and strengthening of the HRA ring-fence and the introduction of a "who benefits, pays" ethos for both tenants and council taxpayers, which could potentially impact on the allocation of costs between the HRA and general fund. It is also proposed to abolish the current RTB capital receipts pooling arrangements with authorities able in future to retain all RTB receipts for housing investment purposes.
63. The timescale for changes is 2012/13 or possibly a year earlier if widespread consensus can be reached amongst authorities, avoiding the need for primary legislation.
64. The HRA rent setting and budget report will be considered by the Executive in January 2010, following consultation with the Tenant Council.

Use of Resources

65. On 1 April 2009 the Audit Commission introduced the new Comprehensive Area Assessment (CAA), which replaces the Comprehensive Performance Assessment. The CAA focuses on the delivery of partnership priorities across an area, how such priorities address local needs and the prospects for future improvement (as expressed through *Southwark 2016*).
66. The CAA is made up of an area assessment focused on partnership activity and an organisation assessment that focuses on how on council delivery of outcomes. The organisational assessment includes an assessment on the use of resources and managing performance. The area assessment is not scored, but the organisation assessment will result in a score out of 4.
67. The assessment process for use of resources has changed substantially with the introduction of the CAA this April. The use of resources is made up of judgements on managing finances (including cost efficiencies and value for money), managing the business (including governance, commissioning and procurement, information management and quality and internal control) and managing resources (including sustainability, assets and for introduction in 2009/10, workforce planning). This makes any comparison with previous scores for use of resources misleading.
68. The council is still awaiting final confirmation of outcomes from this year's use of resources assessment. However, the Audit Commission have widely signalled their intention to apply an "even harder test" standard to this year's assessment. Therefore there will be a significant challenge for many authorities in "maintaining" scores and, similarly, an assessment at level 3 will need to show "sustained and consistent achievement in outcomes". In moving forward beyond the assessment the council will need to demonstrate and evidence continued improvement in the use of resources. This will particularly include strengthening the MTRS to demonstrate how priorities are being delivered through the effective management of total resources.

Medium Term Resources Strategy

69. In December 2008 the council agreed for the first time a medium term resources strategy (MTRS) that combined the financial priorities as set out in the medium term financial strategy with plans for asset management, information technology and workforce. In delivering the MTRS the council aims to ensure best use of limited resources for maximum gain both in performance and in achieving value for money and local priority outcomes. The MTRS supports the broader partnership ambition of the local area agreement and *Southwark 2016*.
70. There are a number of important factors that necessitate the refreshing of the MTRS at this time, the majority of which are highlighted in the report above. In particular the continued uncertainty of future funding from government alongside the sustained impact of recession on council services and income streams requires the council to place a heightened emphasis on achieving value for money outcomes despite the challenges created by the current economic climate.
71. To this end an amended MTRS is attached to this report (appendix a) to begin the refresh process. The updated MTRS represents work in progress, not least because of the issues highlighted in this report. The council will need to continue to update the MTRS to ensure that they continue to respond to the impact of the recession on council services and delivery.

Community Impact Statement

72. This report sets the context for the business and budget planning round for 2010/11 and beyond. No decisions have yet been taken as a result of the issues arising from this report therefore there is no direct community impact at this stage. It is, however, recognised that in drawing up proposals for the budget the impact on the community of any potential change in service design, outcomes or access will need to be addressed and identified.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities, Law & Governance

73. The council has obligations under Section 32 of the Local Government and Finance Act 1992 to calculate and agree an annual budget. The matters contained in this report will assist in the future discharge of that obligation.

BACKGROUND INFORMATION

Background Papers	Held At	Contact
Policy and resources strategy and budget working papers	Town Hall	Cathy Doran, extension 54396 Stephen Gaskell, Extension 57293

APPENDICES

No	Title
A	Medium term resources strategy

Audit Trail

Lead Officer	Duncan Whitfield, Finance Director	
Report Author	Cathy Doran, FMS Stephen Gaskell, Corporate Strategy	
Version	Final	
Dated	8 th October 2009	
Key Decision?		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Strategic director of communities law & governance	yes	yes
Finance director	yes	yes
List other Officers here	-	-
Executive Member(s)	yes	yes
Date final report sent to Constitutional Support Services	October 12 2009	

MEDIUM TERM RESOURCES STRATEGY

2010/11 TO 2012/13

Appendix A

MEDIUM TERM RESOURCES STRATEGY (MTRS): 2010/11 -2012/13

Contents

Section 1

Introduction and aim of the MTRS

The Medium Term Resources Strategy

Section 2 - Supporting plans and strategies within the MTRS

Medium term financial strategy

Asset management plan

Information services strategy

Workforce strategy

Appendix A

The aim of the MTRS

The aim of the **medium term resources strategy** (MTRS) is to:

- *ensure best use of limited resources for maximum gain both in performance and in achieving value for money to deliver local priority outcomes.*

Context

Southwark 2016, the sustainable community strategy sets out the long term vision with partners for improving outcomes for people, places and delivering quality services. Effective partnership arrangements underpin the delivery of the vision for the borough. Southwark's Local Area Agreement acts as the key action plan for delivery of Southwark 2016. The corporate plan highlights the council's key objectives over the medium term for supporting delivery of Southwark 2016 and achieving value for money outcomes.

The council has set clear priorities for the future in supporting Southwark 2016, to make the borough one of the best in the country, a place that people are proud to live in. The effective and efficient management of resources through the MTRS is central to delivering that ambition.

The MTRS sits alongside the corporate plan and sets out the key council objectives for delivery.

The MTRS aligns financial priorities of the council with key strategies for asset management, human resources and information technology to deliver local priorities. The MTRS facilitates the maximisation of resource opportunities in order to achieve long-term policy outcomes. The MTRS will therefore further embed the achievement and improvement of value for money outcomes.

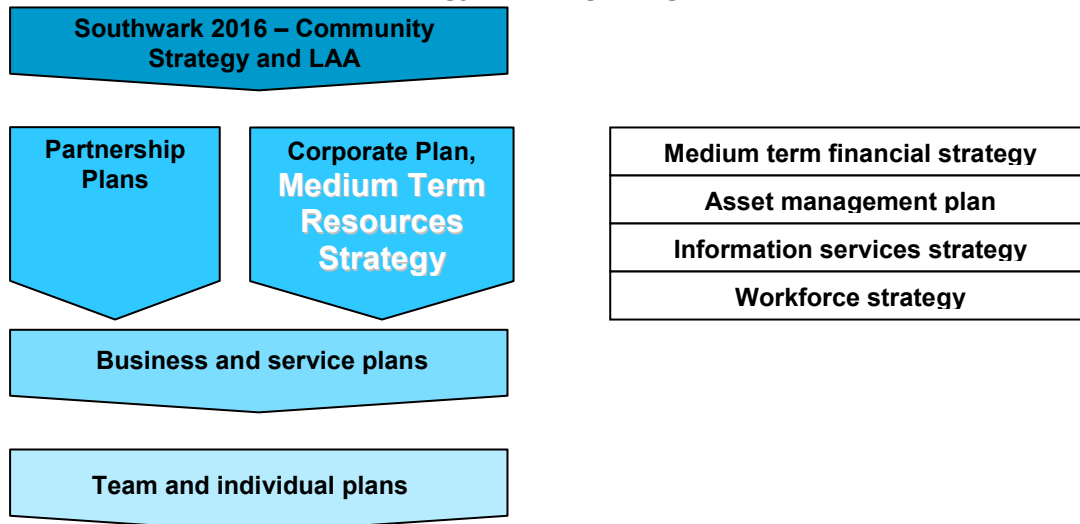
Key priorities

The key priorities of the medium term resources strategy are:

- To achieve excellent and robust resource management across the council
- To sustain a value for money culture and secure continued delivery of outcomes through effective business and budget planning, monitoring and challenge
- To ensure equalities and sustainable outcomes are achieved through effective resource and performance management
- To deliver, through excellent financial management, the effective and efficient use of resources and maximisation of resource opportunities in order to achieve long-term policy outcomes
- To align the capital programme with the council's asset management plans
- To target investment in information technology to achieve medium term efficiency through modernisation and modern ways of working
- To deliver sound governance and accountability in respect of all council resources and assets
- To make investment and disposal decisions that are based on option appraisal and whole life costing
- To manage resources to effectively recruit, retain and develop the right staff to deliver efficient and high quality services to our community

Appendix A

How the medium term resources strategy is brought together



The MTRS comprises of:

- The medium term financial strategy or MTFS.

The MTFS sets out the financial priorities of the council. The MTFS sets out the financial remit within which the council business plans are developed and agreed.

- Asset management plan or AMP.

The AMP sets out the strategic priorities for the delivery of effective asset management and planning across the borough.

- Information services strategy.

The information services strategy sets out the strategic approach to the development of information and communications technology within the council, based on delivery of value for money outcomes against three core priorities of Keeping Services Operational (KSO), Enabling Organisational Modernisation and Underpinning Future Success. It has been updated for the 2009-12 period to reflect the rapid changes taking place across the council, as well as the possibilities being offered by changes in information and communication technology. While many of the KSO activities are underpinning and not immediately visible, Southwark became this year the first council in London to achieve accreditation for Government Connects, allowing secure electronic data exchange with central government. The council is committed to a major programme of modernisation and improvement, known as Modernise, much of which is enabled by the application of information technology in the workplace. Significant elements of Modernise have been completed successfully with the move of 2,200 staff into purpose-built offices in Tooley Street, supported by IT that enables hot-desking, near-paperless-working, mobile working, and occasional home working. As the four-year IT Strategy rolls out, further, IT-enabled improvements in council operations will be seen.

- Workforce strategy.

The workforce strategy sets out how the council will recruit, retain and develop the right staff to deliver efficient and high quality services to our community. It is based on five key themes of: recruitment & retention, pay & reward, skills development, leadership and organisational development. The workforce strategy supports the delivery of the modernisation and improvement programme to ensure the council continues to have a fit for purpose workforce with the right balance of skills to achieve continuous service improvement and value for money outcomes in delivery.

Appendix A

Use of Resources

On 1 April 2009 the Audit Commission introduced the new Comprehensive Area Assessment (CAA), which replaces the Comprehensive Performance Assessment. The assessment process for use of resources has changed substantially with the introduction of the CAA this April. The use of resources is made up of judgements on managing finances (including cost efficiencies and value for money), managing the business (including governance, commissioning and procurement, information management and quality and internal control) and managing resources (including sustainability, assets and for introduction in 2009/10, workforce planning).

In moving forward beyond the assessment the council will need to demonstrate and evidence continued improvement in the use of resources. This will particularly include strengthening the MTRS to demonstrate how priorities are being delivered through the effective management of total resources. This process has begun with this initial refresh of the MTRS and will continue with the progression of the business and budget planning process.

The MTRS will be kept under annual review to ensure continued fitness for purpose in meeting the overall aim of ensuring **best use of limited resources for maximum gain both in performance and in achieving value for money to deliver local priority outcomes**. Monitoring of the priorities within the strategy will be achieved through the regular business, and revenue and capital reports that are presented to Executive.

Appendix A

Section 2 – supporting plans and strategies

MEDIUM TERM FINANCIAL STRATEGY (MTFS)

Key priorities

Financial Management

- To achieve excellent financial management across the council
- To spend only within budgeted limits whilst sustaining and achieving performance improvement in line with strategic policies and priorities
- To rigorously review all proposed unavoidable commitments and ensure that all possible avenues for delivery, including alternative funding, have been explored; and that the costs have been kept to the minimum required to meet statutory and contractual requirements
- To only fund new service growth from additional departmental savings
- To carry forward into the new financial year 100% of departmental outturn overspends and 50% of underspends, subject to the discretion of the Finance Director
- To underpin all council resource allocation decisions with financial reality and health checks
- To undertake sensitivity analysis to forward manage key projects over a minimum three year period

Value for money and the management of performance

- To monitor the consequences of the economic slowdown across all council services to ensure that value for money is sustained and impact on service performance and quality is mitigated
- To monitor and benchmark service performance relative to costs against other councils, nationally and locally
- To continually improve council tax and NNDR collection rates as measured by inner London quartiles
- To act to reduce arrears overall, with particular emphasis on council tax, rent and NNDR, and seek prompt payment or payment in advance so as to improve the council's overall cashflow position
- To maximise returns on cash investments while maintaining capital preservation and liquidity within the context of the economic slowdown
- To target sustained upper quartile performance for pension fund investments

Reserves, balances and central contingency

- To present balanced budgets year on year without recourse to reserves and balances except for specific earmarked projects
- To maintain a central contingency at a sufficient level to cover demand pressures that are volatile, difficult to predict or unforeseen at the time the budget is set
- To maintain reserves and balances at a level sufficient to manage the potential risks and opportunities of the organisation.
- To target an increase in general fund balances to £20m over the course of medium term, in line with similar organisations in London
- To maintain appropriate earmarked reserves to mitigate risk and smooth cost pressures arising from major council projects and priorities, not least regeneration and development and modernisation and service improvement. To facilitate this any money received from relevant short-term funding streams (e.g. Local Authority Business Growth Incentive) be allocated to reserves to meet the implementation costs of major projects

Appendix A

Savings and efficiencies

- To produce a prioritised range of efficiency and other savings options for each year totalling up to 5% of the council's net budget requirement for approval
- To deliver an annual programme of efficiency savings of at least 3% of net service budgets, in line with Government targets and within the overall 5% target
- To invest to save on the basis of sound and robust business cases
- To return all windfall benefits not planned within base budgets to central resources for corporate allocation in line with strategic priorities
- To continually review the extent and costs of discretionary services being provided in the context of service priorities and resources available, to set out options for the cessation or reduction of expenditure on these services which are not of a high priority

Income and investments

- To maintain council tax increases within inflation levels over a medium term planning horizon
- To protect and enhance the level of formula grant and specific grant entitlements from year-to-year
- To maximise external funding opportunities whilst ensuring the continuance of and further investment in key priorities
- To maximise the council's income generation by seeking income streams in line with council policies and priorities
- To increase discretionary fees and charges to a level, at a minimum, that is equal to the most appropriate London average (e.g. inner London, family, groupings etc) except where this conflicts with council policy, would lead to adverse revenue implications or would impact adversely on vulnerable clients
- To increase all fees and charges capped by statute to the maximum level the cap allows
- To increase housing rents by the government guideline and progress towards the formula rent target by 2011/12
- To secure increased funding levels of the pensions fund over time to achieve 100% funding within period recommended by actuaries

Capital Programming and strategic projects

- To align the major strategic projects into mainstream capital programme
- To exploit opportunities afforded through the regeneration programme, including setting a target for capital receipts from regeneration projects to support the council's future capital programme
- To build and sustain appropriate capacity and expertise to plan and implement major capital projects
- To profile capital schemes realistically over their lifetime and apply full whole life costing principles to all major capital projects including investment and disposal decisions
- To establish over the medium term sufficient lifecycle maintenance provision for the council's fixed assets where the assets are essential for service delivery and it is cost effective to maintain them in line with the council's asset management plans
- To review uncommitted budgets within existing approved programme annually and reprioritise as necessary
- To identify, review and select the procurement strategies and partnerships arrangements (where appropriate) for all major capital projects
- To maximise and accelerate programme of capital receipts ensuring best consideration and due regard to service provision, in line with the asset management strategy and to obtain best value from the disposal
- To maximise potential from planning gains and associated benefits in accordance with agreements and strategic priorities while at the same time evaluating the opportunity costs of taking these gains and benefits
- To use capital receipts as the preferred source of funding for the capital programme

Appendix A

- To pool corporately all capital receipts without any specific earmarking unless so directed by the Executive
- To use prudential borrowing where the business case is agreed
- To use the Cleaner, Greener, Safer budgets through the Community Councils to fund service investment needs where appropriate
- To maintain a capital contingency reserve (£5m) to fund urgent and unavoidable works, including health and safety and DDA works – release of these funds to be subject to the prior approval of the Finance Director in consultation with the Executive Member for Resources
- To maintain a base capital provision for annual recurring expenditure on highways and street lighting infrastructure of £5m and Cleaner Greener Safer schemes of £3.25m – schemes of works to be submitted to the Finance Director for prior approval on an annual basis
- **Governance and partnerships**

To regularly review the financial regulations and contract standing orders to ensure their robustness and continued suitability in order to safeguard the council's assets, maximise its resources and ensure value for money
- To achieve a resources strategy that will in partnership with key stakeholders maximise the benefit to the wider community
- To ensure effective governance arrangements for all partnership agreements relating to the shared use of resources are in place
- To maintain a risk register for joint risks of these partnerships
- To optimise the opportunities for efficiencies afforded by improved partnership working and shared services
- To ensure, in consultation with our partners, that the decisions on the allocation of area based grant continue to meet the policy objectives of the council over the medium term

Appendix A

ASSET MANAGEMENT PLAN

Context

Southwark Council is a major inner-city landowner. It holds these assets in order to make a positive contribution to service delivery performance, and through this ownership it has a significant impact on the quality of domestic and working life across the borough. As the landlord of 40,000+ dwellings, 10,000+ residential leaseholds and more than 5,000 other interests including commercial, industrial, and operational property the council owns in the region of half of all the freehold land situated within its boundaries.

The aggregate value of these interests is £3.5billion. Approximately 96% of this value is concentrated in operational assets (primarily housing stock). The remainder is invested in shops, business premises and other non-operational properties to produce an annual rental income of £10.3 million. A number of properties that are no longer appropriate to the council's portfolio will be released into an ongoing disposal programme to assist in the funding of the council's capital investment programmes.

The council's property portfolio is key in driving forward efficiency savings, improving services, and in raising our organisation's capacity to respond fully to the challenges of the present, and in the future. The size and diversity of the council's portfolio, coupled with the transformation of local property markets over the past decade, today provides Southwark with real opportunities to deploy its asset base to secure sustainable benefits for its whole community by participating as a key player both locally, and at regional level.

Understanding the dynamics and strategic potential of our asset base is a key part of understanding how Southwark Council can realise its corporate ambitions of improving life chances and achieving value for money outcomes for its whole community. This is a challenging proposition that must respond fully to the borough's complexity and its diversity of people and place, in order to determine how the property estate should be aligned in support of the services that are geared to delivering the change for the better to which the council and partners aspires.

Key priorities

- A corporate portfolio that is appropriate, fit for purpose and affordable;
- Successfully managing operational demand for corporate accommodation arising from restructuring across the organisation and the ongoing drive to modernisation;
- Driving forward the consolidation of property management arrangements at strategic and operational levels, including accommodation budgets;
- Maintaining a sustainable corporate estate and preserving its inherent investment and utility value through comprehensive facilities management arrangements;
- Delivering challenging capital receipt targets whilst maintaining best consideration principles and balancing revenue requirements;
- Finalising and implementing a comprehensive and sustainable strategy for community premises, underwritten by sound asset management practices;
- Preparing a new administrative building for occupation in 2009, and managing a corresponding exit and reallocation strategy around the buildings to be released;
- Responding to changing demand for property services from all parts of the organisation; balancing those demands against resources available;
- Evolving our strategic approach for investment assets and for Voluntary and Community Sector

Appendix A

premises;

For further information and the detailed action planning refer to **Southwark's asset management plan**.

Appendix A

INFORMATION SERVICES STRATEGY

Context

A strategic approach to the development of information and communications technology, now more often referred to simply as 'information services', is essential if the council is to deliver its corporate aims as set out in the corporate plan and Southwark 2016. At the same time, the council needs to achieve the best possible value for money from its information services expenditure. The council needs to ensure information services support the improvement of the management of information in line with the key principles underpinning better data quality.

The council has committed itself to a major programme of modernisation, much of which is enabled by the application of information technology in the workplace. The future success of our organisation as a whole will be underpinned by the effective exploitation of information and communication technology, wherever it will enable us to provide excellent services that achieve value for money to the residents of the borough.

The council's prior ICT strategy was created in 2006 to cover the period up to the end 2009, but it was a mark of both the pace of change of technology and of the organisation's rapidly evolving business requirements that this strategy had to be updated ahead of time. The new strategy, approved by members in Jan 2009, covers the period to the end of 2012. It focuses on maximising efficiency in the delivery of essential services, and on supporting the council's modernisation and improvement programme, including the move to Tooley Street, adoption of modern ways of working, and the wider adoption of technology-enabled flexible working practices. Judicious investments in ICT are seen as vital in enabling the council to meet the financial challenges it is facing, by unlocking efficiencies, value for money and quality in service delivery. The strategy will be kept under regular review, to ensure that it keeps pace with evolving organisational needs and improvements in technology.

Key priorities

There are three key priorities underpinning the development of the information services strategy are:

- **The Successful Delivery of Operational Services**

The all-pervasive use of computer and communications technology in the organisation means that a reliable, effective information service is essential to both front-line service delivery and the supporting administrative functions. This capability has to be maintained and updated if it is to function properly, and requires both expert support and continuing investment.

- **The Achievement of Organisational Modernisation**

The council's modernisation strategy is essential to achieving efficiency improvements, and has many facets which depend on the successful introduction of new technology. For instance, the introduction of 'modern ways of working' from 2009 will bring together currently dispersed back-office staff onto a single site, and will involve:

- hot-desking - so that staff can be accommodated using less office space than in the past
- near-paperless working, based on information being captured, stored and shared over the network, and managed throughout its life in electronic form
- occasional home-working - which cuts down on unnecessary travel, enhances productivity, and contributes positively to work-life balance
- mobile working - which lets staff complete operational tasks without returning to the office

Appendix A

Throughout the modernisation agenda, the effective use of technology – along with change management, process redesign and training - is fundamental to achieving improvement.

- **The Underpinning of Future Success**

Technology continues to develop rapidly, and will make an increasing contribution to organisational efficiency and effectiveness in the future. Southwark is committed to exploiting technology to the advantage of its citizens, wherever the resulting business benefits are justified by the investments required, and wherever the organisation's needs to deliver service excellence dictate. The potential that technology offers to achieve efficiency savings (while always being matched with the 'people' and 'process' elements) is considerable, and is of the highest importance to the organisation's future. The technological developments that will enable future success are outlined within this strategy.

For further information and the detailed action planning refer to **Southwark's information Services Strategy**.

Appendix A

WORKFORCE STRATEGY

Context

Southwark's workforce plan was comprehensively reviewed in 2008 leading to the production of Southwark's workforce strategy. This explains how we will recruit, retain and develop the right staff to deliver efficient and high quality services to our community. Linked to the corporate plan and aware of external drivers, the strategy looks at 5 key themes; recruitment & retention, pay & reward, skills development, leadership and organisational development. The strategy will be reviewed annually. Whilst ambitious in our aims, Southwark has firm foundations in people management. The council invests heavily in learning and development and has achieved re-accreditation of our IIP status across its workforce in 2009, achieving bronze status. The current performance management scheme has been in place since 1999/2000. The council has comprehensive and robust HR policies and procedures.

The organisation has recognised the importance placed on changing the shape and make up of its workforce. Using initiatives such as "modernise" and efficiency reviews has created significant challenge, in the medium term, to both the type and numbers of staff employed and the structures and processes they operate under. The drive for efficiency will have a major impact on Southwark council employment. All business activities will be reviewed, including the need for agency staff, and management structures streamlined. We will look at what is done, how and where this will be achieved, who is employed and the skills and knowledge required to deliver the council's business. The council's accommodation strategy supports this programme, with the major relocation to modern accommodation at 160 Tooley Street in summer 2009 being a key driver.

Engaging managers and staff in this process will be vital and the council will make use of existing consultation processes, (e.g. the trade unions and special staff groups for disabled employees, BME employees etc), and new communication routes; on line surveys, IT developments for collaborative working and engagement. Specific resources have been put in place within the modernisation programme for a broad and comprehensive internal communications strategy and for a special training programme to assist in the successful delivery of this complex change. Staff survey results indicate this process is proving successful in reaching staff and obtaining employee engagement.

To achieve the council's objectives, as set out in the corporate plan, recognising the national context and local influences, Southwark must ensure that there are sufficient numbers of staff delivering services. These employees must have the right skills, knowledge and commitment to meet the changing needs and expectations of the community. The workforce will be efficient, well supported and led, reflect the population they serve, enjoying appropriate conditions of employment in a modern working environment.

Key priorities

Our workforce strategy is grouped under five key priority themes:

- **Recruitment & Retention**

Ensure the organisation attracts, develops, motivates and retains staff of sufficient numbers and talent to deliver ambitious aims

- **Pay & Rewards**

Deliver a total reward package which is fair, modern, affordable and what people want

- **Skills Development**

Appendix A

In a multi-agency environment, develop people's skills and knowledge so that they enjoy productive careers and deliver innovative, high performing services

- **Identifying & Developing Leadership Capacity**

Employ and build leaders who can demonstrate the courage, energy and capability to deliver organisational goals and work in partnership with others

- **Organisational Development**

Manage change to establish a modern learning organisation that welcomes innovation and embraces new ways of working

The workforce strategy will be supported by a HR infrastructure that encourages modernisation and supports ambitious people management objectives, delivered through action planning.

For further information and the detailed action planning refer to **Southwark's workforce strategy**.

Item No.	Classification: Open	Date: October 20 2009	Meeting Name: Executive
Report title:		Access to Sports Facilities in Peckham Rye Park – Report from Scrutiny Sub-Committee A	
Ward(s) or groups affected:		All	
From:		Strategic Director of Environment and Housing	

RECOMMENDATION

1. That the executive consider the comments of the Strategic Director of Environment and Housing in response to the recommendations of scrutiny sub-committee A (set out in section 7 of the scrutiny report attached as appendix A) and overview and scrutiny committee (paragraph 4 below).

BACKGROUND

2. In July 2008 the scrutiny sub-committee- A commenced a review of the access to sports facilities in Peckham Rye Park. The sub-committee produced its report in November 2008 in which it highlighted the need for a clear strategy for Peckham Rye Park with a view for short, medium and long term future for the provision and management of sports facilities.
3. The executive received the scrutiny sub-committee report at its meeting on April 28 2009 and noted its contents.
4. Overview and scrutiny committee considered the scrutiny report on February 18 2009 and agreed an additional recommendation as follows:

“that the Nunhead and Peckham Rye Community Council and relevant executive members take a view on the Council’s preferred option within the next three months and start progressing towards finding the necessary funding.”
5. The detailed recommendations of the report together with the response of officers are set out in paragraph 8 of this report.

KEY ISSUES FOR CONSIDERATION

6. The scrutiny review and the opportunity to engage with many of Peckham Rye Park and Common’s users to create a clear framework for the future is much welcomed.
7. Peckham Rye Park and Common has received a large amount of capital investment in the past few years. The Heritage Lottery Funded restoration was completed in 2005 and £2.2m was invested in the park, including improvements to the football pitches. In 2007 the new cafe on the common was completed to the value of £500,000. In addition £80,000 was granted in 2007 for new changing facilities. There have also been CGS grants for the skate park, outdoor gym and the adventure playground.
8. Response to Scrutiny Report recommendations:

Scrutiny Report Recommendation	Response
<p>1. Management to control booking allocations, with a clear procedure of pitch usage.</p>	<p>Parks Management have taken specific steps to control booking allocations through by convening a Sports User Group forum where clubs discuss their need for bookings at the beginning of the season. In June 2009 representatives from the football clubs, Gaelic football club and Friends of the Park were invited to meet with representatives from the Parks and Open Spaces Business Unit. Most clubs attended and meeting was successful, opening up useful dialogue which should facilitate a more collaborative way of working. This group will meet at least twice a year or more regularly if issues arise.</p>
<p>a. That management of the pitches and facilities on Saturday and Sunday is required to supervise and assist user groups on these days.</p>	<p>The Area Park Manager is on duty every other weekend, on intervening weekends a duty manager for all Southwark Parks is on call. There are currently no extra resources available to provided dedicated supervision and assistance to user groups at the weekend.</p>
<p>b. That officers look at the pitch allocations and consider the possibility of extending pitch availability at the rear of the park by 2 extra pitches and use pitches at the front of the park for casual users, but giving priority to sporting activities.</p>	<p>The Council has commissioned consultants to deliver an Open Spaces, Sport and Recreation Strategy. The aim of the study is to assess and audit the open space, sports and recreation provision within the London Borough of Southwark in accordance with the requirements of Planning Policy Guidance Note 17 (PPG17) Planning for Open Space, Sport and Recreation. This study includes a playing pitch strategy.</p> <p>Early findings for Peckham Rye ward (the provision was analysed at this level as it provides the most accurate information relative to the sites in question) show that there is a deficit of junior and mini pitches. There are currently 2 senior pitches, 2 junior pitches and 2 mini football pitches at Peckham Rye Park and a Gaelic Football pitch on the Common.</p> <p>Due to the extension of the football season at the Park in 2008 one of the existing junior pitches is unplayable and teams are being asked to use junior pitches at other sites nearby. This pitch requires drainage works, re-leveling and re-seeding of the playing surface to put it back into use. There are currently no resources available for this work.</p>

	<p>There are no other sites within the park which are suitable for football pitches. The common suffers from poor drainage and heavy informal use throughout the year and is therefore not suitable for formal play. Significant investment would be required to allow for formal play on the Common.</p>
<p>c. Review of policy and training.</p>	<p>New season pitch bookings forms are sent out to clubs in August and are accompanied by clear terms and conditions of pitch usage.</p> <p>A review and benchmarking is currently being undertaken about how to best manage sports bookings and sporting activity in parks.</p>
<p>2. Best use of Peckham Rye facilities</p>	<p>The facilities at Peckham Rye are very well used. There are some areas where improvements could be made – please refer to responses below for more information.</p>
<p>a. That officers review the range of sports that could take place at the park and include user groups including cricket and bowling representatives.</p>	<p>Whilst it is not possible to provide every type of sport in every major Park it is important that the Council makes the most of all available assets. To encourage wider use of the new bowling facility the Council has funded ‘bowls taster sessions’ this year to attract new users. In addition the cafe has been asked to open the facility at the weekend throughout the summer, as a pilot, to encourage use on a ‘pay per play’ basis. There is currently no bowls club and therefore no bowling representative available to attend a user group meeting.</p> <p>Cricket is not available at Peckham Rye Park or Common due to a lack of demand, and there are no current plans to make it available in the future.</p>
<p>b. That officers look at the possibility of extending pitches and increased facilities as the demand for sporting activity increases, which fits in with health and youth provision aspects.</p>	<p>Please refer to response 1b. In addition to football and bowls facilities, there is an adventure centre, a skate park and a new outdoor gym in the park which fit in with health and youth provision agendas.</p>
<p>c. A management user group should be established which will have equal representation of all user groups including park</p>	<p>A Sports User Group has now been established based upon the existing successful model developed at Burgess Park. The group meets twice a year.</p>

<p>management reporting directly with the Council. Perhaps this can be a template for all parks in future.</p>	
<p>3. The need for a full feasibility study</p>	<p>Please refer to responses to recommendations 3d and 3e.</p>
<p>a. A full review of changing rooms and storage container is required as the present facilities do not meet the needs of the present users.</p>	<p>The Council recognises the need to review changing facilities at Peckham Rye.</p> <p>The HLF grant could only fund the restoration of original Victorian features at Peckham Rye. Changing rooms could not form part of the scheme. There was a dilapidated changing room building outside the park on the common which was demolished at the time of the HLF project. The decision to demolish was taken because the building was dilapidated and it was not possible to refurbish it due to its unsuitable position on what was a pond.</p> <p>Six of the eight existing changing rooms (built with £80K of CGS funding) have planning consent until 2012. The Council needs to ensure that there is a well thought through plan to address the need for changing facilities for the end of the current planning consent.</p> <p>There is now a now a 40ft container available for storage.</p>
<p>b. The picnic area in the Park could also do with some development as it is a beautiful relaxing area which can be used by all park users.</p>	<p>User feedback suggests that this area is a successful part of the park and therefore no further improvements are planned.</p>
<p>c. There is a need to update notice boards and maps in the park/common.</p>	<p>The Parks community outreach team will ensure that the notice boards are regularly updated.</p>
<p>d. That the feasibility study be released and used for basic sporting activities in the park/common.</p>	<p>Nunhead and Peckham Rye Community Council had granted £10k to fund a feasibility study that looked at the development of a Multi Use Centre at Peckham Rye. The proposal was to deliver a new centre at Peckham Rye which would house a new One o'clock Club, changing facilities, community facilities and youth facilities.</p>

	<p>This study was made available at a public meeting in November 2008 and discussed at the N&PR CC in July 09.</p>
<p>e. That the Nunhead & Peckham Rye Community Council and relevant executive members take a view on the Council's preferred option within the next three months and start progressing towards finding the necessary funding.</p>	<p>The feasibility study presented options for delivering the proposed Multi Use Centre elements at Peckham Rye. All options were estimated to cost in excess of £1m to deliver in full.</p> <p>An options appraisal report was presented at the Nunhead and Peckham Rye Community Council meeting in July 2009. Members voted on the options and agreed on the best way to deliver improved facilities at Peckham Rye, and the best use of available Cleaner Greener Safer funding.</p> <p>Community Council Members agreed to endorse the multiple site option, a phased approach. This option allows existing CGS money to be used to develop costed proposals for changing facilities and children's facilities at Peckham Rye. These proposals would enable the Council to seek funding from external sources and to implement plans as and when external funding becomes available.</p> <p>CGS funding and play builder funding has been made available for a new One o'clock club and new children's play facilities. These works can now be delivered.</p> <p>It is not proposed that any Council money will be allocated to the Park in the foreseeable future other than that already allocated through the CGS process as there is no available resource in the Council's capital programme.</p>
<p>4. That officers be requested to provide information on the proposed football centre to all parks officers for their information.</p>	<p>Information on the proposed football centre or Multi Use Centre has been widely disseminated within the Parks Business Unit.</p>

9. The original request for a scrutiny review in to the use of facilities at PRP followed concerns raised by local residents and sports clubs into the arrangements at the site. In addition to the scrutiny review formal complaints have been received by the Council concerning the processes followed by the Council and Community Council in making decisions relating to PRP. These concerns have been investigated by the

Council's Corporate Complaints Manager who has concluded that the process and decisions made were correct and had not caused any significant injustice to any individual or group of individuals.

Background Papers	Held At	Contact
Scrutiny Sub-Committee - minutes and reports	Scrutiny Team Room 3.16 Town Hall Peckham Road London	Fitzroy Williams Scrutiny Project Manager Tel: 020 7525 7224

APPENDICES

No.	Title
Appendix 1	Access to Sports Facilities in Peckham Rye Park – Report from Scrutiny Sub-Committee A

AUDIT TRAIL

Lead Officer	Gill Davies, Strategic Director of Environment and Housing	
Report Author	Rebecca Towers, Parks and Open Spaces Manager	
Version	Final	
Dated	October 12 2009	
Key Decision?	No	
Consultation with other officers / directorates / Executive member		
Officer Title	Comments Sought	Comments Included
Strategic Director Communities, Law & Governance	No	No
Finance Director	No	No

Appendix A

**Access to Sports Facilities in
Peckham Rye Park**

Report of Scrutiny Sub-Committee A



Contents	Page
Introduction	1
The Situation in Peckham Rye Park	2
Southwark Caribb's perspective	3
Other user groups perspective	4
Officers perspective	5
Summary	6
Recommendation	7

1 Introduction

The Overview & Scrutiny Committee prioritized this topic for review as members were aware of protracted problems that had been discussed in a number of council meetings. Southwark Caribb, a local football club, had been raising issues about the quality and availability of the facilities.

Members of the Scrutiny sub-committee held two meetings (01.07.2008 & 16.09.2008) to hear from the Southwark Caribb and other groups affected by the provision and management of the sports facilities in Peckham Rye Park.

The sub-committee felt from the outset that a clear strategy is required for Peckham Rye Park in the borough with a view for short, medium and long term future, and hope that this might go on to inform the management of other sporting facilities in the borough.

2 The situation in Peckham Rye Park

As is inevitable in inner city areas with pressurized public facilities, there is a greater demand for football facilities than the park is easily able to meet. The sub-committee heard from groups who were unhappy with the current arrangements, other groups who were satisfied, and the officer who manages the park and its resources.

3 Southwark Caribb's perspective

Southwark Caribb Youth Football Club is a large expanding club which was formed in 1999, training teams of local boys & girls (250 children as members), from under 8 year olds to under 18 year olds, two days a week and at the weekends play matches in the Tandridge league/cup/trophy.

Mick Barnard informed the sub-committee that football clubs give these young people the opportunity to be part of a team who are supported by the club and coaches. The club was developing groups from under 7s to under 18s which is quite a wide band of youths.

The park currently has 2 senior pitches, 1 junior pitch and 2 small sided pitches available mornings and afternoons, that is a total of 136 players from the home teams alone who will want to use the changing rooms if all pitches are in use.

The sub-committee were informed that the football clubs always booked pitches in advance but more fixtures were usually needed, due to postponed matches which was usually down to poor weather and drainage in certain parts of the park. They felt the council should be expending its support for facilities such as this, aimed at young people.

The opinion of Caribb FC was that the present facilities could not accommodate 22 people and was certainly not a state of art facility. They felt that no one was ever consulted about the size or any other requirements user might have. More and improved pitches were required.

Changing facilities need to be paid for by the users and should be placed close to the pitches. Football is played right throughout the year and the changing rooms should serve the users.

Caribb FC also felt that the changing rooms were wrong for the age groups using them. The present storage container is 20 foot long but there is great need for a larger container of perhaps 40 foot long. Storage for equipment does vary depending on the age groups and the equipment used can be very heavy. All users needed to be involved and facilities should be for all. Access needs to be addressed and people should be responsible. The young players need to feel that they are trusted and wanted.

Proper changing rooms and shower facilities are required and any further proposals should be consulted with user groups. The storage of equipment also needs to be considered in Peckham Rye Park.

The matters for consideration were as follows:-

- Management of the temporary changing facilities
- Where necessary pitches to be upgraded
- Storage container (planning permission granted but no container provided)
- Disused toilets (as shared office space + multi use area)
- Priority use of pitches for current users
- Extend season to the end of May each year
- Casual players/circus/funfair.

The park users wanted to find out what policies the borough had in place and how the Council could improve the service within existing funds.

4 Other user groups perspective

The representative of the Dulwich Harps Gaelic Football Club felt that overall the facilities are excellent. The changing rooms have been redecorated. It would be great if everyone had a key to the changing rooms. He suggested that the council could guarantee a 4 year deal where teams could store their equipment and make clubs responsible for their own kits and balls.

A serving police officer reported to the sub-committee that it was important to reduce crime on the streets, and positive programmes for young people were needed and could prove to be beneficial and fruitful to the community. He continued by stating that there were many positive role models involved in Southwark Caribb and he fully supported them.

The Sub-Committee heard from the following groups:

1. Southwark Caribb Football Club
2. Harps Gaelic Football Club
3. Local residents
4. Café on the Rye (Manager)
5. Schools Sports Partnership
6. Friends of Peckham Rye Park
7. St John Bosco Football Club
8. Southwark Libraries Football Club
9. Metropolitan Police

5 Officer perspective

The Head of Public Realm represented the parks service and welcomed the opportunity to engage with many of the park users and to make sure there was a sustainable future, with ground rules which can be adhered to by all. He said that the park is well used, has been awarded a 3rd green flag and is an asset valued by the community. Other authorities have said it has the best facilities in the country, but he accepted that investment is required for the park changing room facilities and the storage container.

As there is no extra budget this year for any more investment work, it was thought sensible to look at working within existing resources to help inform improvement plans.

Council officers provided the committee with the standard sports facilities terms and conditions of use document, and this is attached as appendix A.

6 Conclusions

The sub-committee felt that young people who were involved with clubs and other sporting activities should be encouraged and supported by the Council to pursue healthy and positive activities.

The chair visited Peckham Rye Park on a Sunday, where he was shown around the storage facility, changing rooms and pitches. The park was very busy and a lot of teams were playing their games. He was also informed that a junior team had to play their game at another park because there were not enough pitches marked out for that day, although they had been booked.

The Chair felt that the changing rooms were not big enough for the number of people using them and that the storage container was not big enough for the amount of equipment required. It was also felt that junior teams should not have to travel to play home games. The full number of pitches required should be marked out and available to use for teams.

During the scrutiny process the issue regarding the keys to changing rooms has been resolved.

On the visit to Peckham Rye Park the chair was impressed with the efficiency and service provided by the management of the cafe.

The following points were raised during both meetings of the sub-committee:

- pitch numbers and allocations
- size and numbers of changing rooms
- storage facilities
- mix of activities

7 Recommendations – Peckham Rye Park (Provision and Management of the Sports Facilities).

1. **Management to improve control of booking allocations, with a clear procedure of pitch usage.**
 - a. **That management of the pitches and facilities on Saturday and Sunday is required to supervise and assist user groups on these days.**
 - b. **That officers look at the pitch allocations and consider the possibility of extending pitch availability at the rear of the park by 2 extra pitches and use pitches at the front of the park for casual users, but giving priority to sporting activities.**
 - c. **Review of policy and training.**
2. **Best use of Peckham Rye facilities**
 - a. **That officers review the range of sports that could take place at the park and include user groups including cricket and bowling representatives.**
 - b. **That officers look at the possibility of extending pitches and increased facilities as the demand for sporting activity increases, which fits in with health and youth provision aspects.**
 - c. **A management user group should be established which will have equal representation of all user groups including park management reporting directly with the council. Perhaps this can be a template for all parks in future.**
3. **The need for a full feasibility study**
 - a. **A full review of changing rooms and storage container is required as the present facilities do not meet the needs of the present users.**
 - b. **The picnic area in the Park could also do with some development as it is a beautiful relaxing area which can be used by all park users.**
 - c. **There is a need to update notice boards and maps in the park/common.**
 - d. **That the feasibility study be released and used for basic sporting activities in the park/common.**
4. **That officers be requested to provide information on the proposed football centre to all parks officers for their information.**

Item No.	Classification: Open	Date: October 20 2009	Meeting Name: Executive
Report title:		Time for Change Burgess Park – Report from Scrutiny Sub-Committee A	
Ward(s) or groups affected:		All	
From:		Strategic Director of Environment and Housing	

RECOMMENDATION

1. That the executive consider the comments of the Strategic Director of Environment and Housing in response to the recommendations of scrutiny sub-committee A (set out in section 7 of the scrutiny report attached as appendix A).

BACKGROUND

2. The scrutiny report was prepared by scrutiny sub-committee A. the sub-committee decided to look at the need for improvements in Burgess Park.
3. The report supported the plan and priorities contained within the feasibility study entitled “Time for Change”.
4. The detailed recommendations of the report together with the response of officers are set out in paragraph 8 of this report.

KEY ISSUES FOR CONSIDERATION

5. The scrutiny review and support for the current Revitalisation project is much welcomed.
6. £6m for Burgess Park has been secured through the Mayor’s Premier Park Fund and Aylesbury New Deal for Communities. This funding must be spent by March 2012. Consultants are due to be appointed in November 09 to develop plans for phase 1 of the project (total £6m funding available) and a development/masterplan for the park which will guide any future improvements to Burgess Park.
7. In addition there is £1.4m of funding from the council and Aylesbury NDC going into the Chumleigh Gardens complex. This work will be finished in November 09 and will include a new playful landscape, children’s play area, water feature and new cafe.
8. Response to Scrutiny recommendations:

Scrutiny Report recommendations	Response
1. The sub-committee supports the plan and bid with the priorities contained within the report “Time for Change” and accept the focus on art, but considering all the information in full feels there is a need to also emphasis sports.	The new development plan for the park will include areas for sporting activity and these will be prioritised.

<p>2. The sub-committee agreed that sports activities need to be prioritised, structured and organised, presently there were limited toilets and changing facilities to service cricket, football and tennis users of the park. It would also be an attraction if fishing were available from the lake, officers to investigate this option.</p>	<p>The football pavilion houses 8 changing rooms. The tennis centre provides excellent communal changing facilities.</p> <p>Phase one of the Revitalisation project will prioritise increased access to facilities that already exist including existing sporting facilities and toilets (there are 3 sets of public toilets in the park). Improved signage will form part of this work.</p> <p>Fishing is currently available from the lake and there are a number of anglers who use the lake for this activity.</p>
<p>3. The sub-committee agreed that a tree planting scheme should be included in any discussion with designers.</p>	<p>Tree planting is likely to form part of the successful design.</p>
<p>4. The sub-committee agreed that removal of rubbish and proper maintenance of the lake could possibly allow water sports such as canoeing and sailing. Officers would need to discuss with people who fish in the lake and consider health & safety issues with water sport.</p>	<p>The lake is cleaned regularly by the council's grounds maintenance contractor. More regular inspection will be undertaken to ensure that the lake environment is clean.</p> <p>The Burgess Park Revitalisation project will address the lake environment and look at ways of increasing enjoyment and use of this facility.</p> <p>The anglers are represented on the Friends of Burgess Park and are being consulted on all developments regarding Burgess Park.</p>
<p>5. The sub-committee agreed a action plan required for works with priorities and considering public safety and that Friends of Burgess Park report should also be considered by the project team.</p>	<p>The Friends of Burgess Park are represented on the stakeholder group for the Revitalisation project. Consultation reports undertaken by the Friends have formed part of the information provided to those tendering for the design work on the park.</p> <p>Increased safety in Burgess Park is a key concern and a firm steer has been given that this should be addressed in the new design for the park.</p>
<p>6. The sub-committee agreed members also felt that park</p>	<p>The council is looking for ways to increase staff presence in Burgess Park. However</p>

<p>rangers were required for all the parks in this borough.</p>	<p>there are no plans to re-introduce park rangers. The parks rangers were replaced by community and parks wardens. There are 12 dedicated parks wardens that cover all parks in the borough.</p> <p>In addition the Aylesbury wardens do spend some time in the North of Burgess Park.</p>
<p>7. The sub-committee agreed the history of the local area should be reflected in art form contained in the park. Unique art should be featured in the park.</p>	<p>An arts strategy for the park is currently being developed. The development plan for the park will work with the idea of Burgess Park as a place for art however there are no plans to purchase works of art for the park through the £6m funding.</p> <p>Local Artist Sokari Douglas Camp has developed some sculptures in commemoration of the 200 year anniversary of the abolition of slavery. These sculptures will be placed in Burgess Park in line with the arts strategy, once a suitable location has been determined.</p>
<p>8. The sub-committee agreed that the cycle route be provided with proper lighting in areas of concern and that LED lighting be used, (lighting of trees).</p>	<p>Better lighting in areas of the park is likely to form part of the development plan for the park.</p>
<p>9. The sub-committee agreed that a play area required near to the picnic area situated at the Old Kent Road entrance to the park.</p>	<p>Improved play facilities are also likely to form part of phase one and the development plan for the park.</p>
<p>10. The sub-committee undertook to review Burgess Park and Chumleigh Gardens at the end of September/October 2009.</p>	<p>This review would be welcome.</p>
<p>11. That officers meet with users with a possibility of extended use of park during the weekends.</p>	<p>The park is currently well used at the weekends. The Burgess Park Revitalisation project aims to increase access to facilities that already exist and attract more local people to use the park.</p>
<p>12. The sub-committee agreed a management user group should be established which will have equal representation of all user groups including park management and Friends of Burgess Park reporting</p>	<p>A sports user group for the park has already formed. This group is facilitated by the council and negotiates fair usage of the Astroturf, in line with a football development plan which is a requirement of the Football Foundation's funding</p>

<p>directly with the council. Perhaps this can be a template for all parks in future.</p>	<p>(Football Foundation helped to fund the football pavilion).</p> <p>Representatives from the Friends attend this meeting and this model has been replicated in other parks such as in Peckham Rye.</p>
<p>13. The sub-committee agreed a full review of changing facilities/toilets and storage container for sports equipment is required as the present facilities do not meet the needs of the present users.</p>	<p>The council is not aware of a need to improve changing facilities in the park. The sports user group appear satisfied with current facilities.</p>
<p>14. The sub-committee agreed to consider extending and future sports usage especially key sports such as football, rugby, cricket and tennis</p>	<p>Football, rugby, cricket and tennis are very well provided for at Burgess Park. The Burgess Park Revitalisation project will aim to address the need for other sports activities in the park.</p>
<p>15. The sub-committee agreed that officers review the range of sports that could take place at the park and include user groups including football, cricket, rugby, cycling and tennis representatives.</p>	<p>Football, cricket, rugby and tennis are well provided for at Burgess Park. Other sporting activities can be considered if there is a demand from the local community. Representatives from these groups will be invited to attend the sports user group meetings.</p>
<p>16. The sub-committee agreed that officers look at the possibility of extending pitches and increased facilities as the demand for sporting activity increases, which fits in with health and youth provision aspects.</p>	<p>Please refer to response to scrutiny recommendation 14.</p>
<p>17. The sub-committee agreed the Management structure and group required for organised sports event with appropriate supervision.</p>	<p>Organised sports events are possible at Burgess Park. Events are attended by appropriate council employees such as wardens, parks community outreach officers, sports development officers.</p>
<p>18. The sub-committee agreed that management to control booking allocations with a clear procedure of pitch usage and management of the pitches and facilities on Saturday and Sunday requires supervisors to assist user groups on these days.</p>	<p>There are currently no additional resources available to supervise and assist user groups at the weekend. The Area Park Manager is on duty every other weekend.</p> <p>The council's booking system is under review.</p>
<p>19. The sub-committee agreed that officers look at the pitch allocations</p>	<p>Sporting activities are a priority in Burgess Park. Through the sports user</p>

and consider the possibility of extending pitch availability to the best locations in the park for casual users, but giving priority to sporting activities.	group the council will continue to ensure that the sports facilities meet the needs of local groups.
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Background Papers	Held At	Contact
Scrutiny Sub-Committee - minutes and reports	Scrutiny Team Room 3.16 Town Hall Peckham Road London	Fitzroy Williams Scrutiny Project Manager Tel: 020 7525 7224

APPENDICES

No.	Title
Appendix 1	Time for Change Burgess Park – Report from Scrutiny Sub-Committee A

AUDIT TRAIL

Lead Officer	Gill Davies, Director of Environment and Housing	
Report Author	Rebecca Towers, Parks and Open Spaces Manager	
Version	Final	
Dated	October 12 2009	
Key Decision?	No	
Consultation with other officers / directorates / Executive member		
Officer Title	Comments Sought	Comments Included
Strategic Director of Communities, Law and Governance	No	No
Finance Director	No	No

Time for Change Burgess Park

Report of Scrutiny Sub-Committee A

September 2009



Contents	Page
Introduction	2
The situation in Burgess Park	2
Southwark perspective	3
Other user groups' perspective	5
Officers' perspective	5
Summary	6
Recommendation	6 & 7

1 Introduction

- 1.1 The Overview & Scrutiny Committee prioritized this topic for review as members were aware of protracted problems discussed in a number of council meetings.
- 1.2 Scrutiny sub-committee A discussed issues regarding Burgess Park at five meetings (October 20 and December 2 2008, January 21, March 18 and April 22 2009) and heard from Friends of Burgess Park and information regarding crimes being committed in the area of the park.
- 1.3 The sub-committee felt from the outset that a clear strategy is required for Burgess Park with a view for short, medium and long term future, and hope that this might go on to inform management of other sporting facilities in the borough.
- 1.4 Members considered how the park should look, how to maximize the benefit to the community in the future and how this could be funded/supported.
- 1.5 It also reviewed the current status of plans for improvements to the park, in light of the suspension of the Burgess Park Development Trust initiative; to review how the future of the park should fit with the regeneration of surrounding residential areas.
- 1.6 Burgess Park provides essential facilities to about 70,000 people living in the immediate vicinity. For many residents, this is the only accessible, local, quality green space. It offers a unique opportunity to fuel surrounding regeneration projects and help some of the most deprived areas in London.
- 1.7 At 50 hectares Burgess Park is the same size as St James's Park but has remained an incomplete and undervalued space for the past 50 years. As a result the park, although much loved by local residents, has not realised its full potential.

2 **The situation in Burgess Park**

- 2.1 As is inevitable in inner city areas with pressurized public facilities, there is a greater demand for sporting facilities than the park is able to meet. The sub-committee had been informed that the Aylesbury estate was due for demolition but would be replaced with private and public sector housing, which would mean a tariff would be made available to the park of £20 million over a 15 year period.
- 2.2 Burgess Park is set to get a £6 million boost, after scooping a £2 million prize awarded by the Mayor of London. Added to this will be the £4 million of match-funding secured from partnership between the council and the New Deal for Communities, to make the total value of improvements £6 million.
- 2.3 The sub-committee discussed the redevelopment of the Aylesbury estate and the fact that there would be three paths leading from the new build to the park, and were looking for connectivity to all communities.
- 2.4 Members discussed management of the park and agreed that all successful parks provide an experience that the park is cherished by those that have

responsibility for its management and maintenance. This in turn contributes to the feeling of security from members of the community, it was also felt that park rangers were required for all the parks in this borough.

- 2.5 The sub-committee discussed the demolition of existing roads and paths which were required to create an individual park identity; it would be essential to remove much of the remains of the past. The remnants of second world war bombing and site clearance trigger a feeling of decay. It was felt that these old roads and paths should be removed.

3 **Southwark's perspective**

- 3.1 Now that funding is available a master plan was required for the park, where different attractions can be fitted properly in the park. The following points were raised by the sub-committee:-

- Landscaping of the park (as there are beautiful areas in the park)
- Providing an identity of the park
- Enhancing wildlife in the park
- Looking at the north end part of the park
- Looking at the gap in the park
- Walworth road tennis club
- The park appears to be disjointed and needs to be more flowing
- Cycling track
- Lake
- Map of Burgess Park.

- 3.2 The sub-committee was aware that people felt vulnerable and that proper lighting would be required for the park and entrances to the park needed to be made safe. Bike riding and skating ramps needed to be made exciting for users. The tennis courts required funding of £50,000 to £100,000, to bring it up to standard, it was also noted that this service was very well used all year round.

- 3.3 A persistent problem of robbery in the park continued, usually peaking during the summer months. The police and community wardens regularly patrolled the park and in addition had weekly meetings to review robbery reports and respond to emerging hotspot areas by increasing the number of high visibility patrols.

- 3.4 Members were made aware that there was a fear of crime in and around the park and that police presence was required in the park; there was a perception that the park was a dangerous place at night. It was suggested that the whole of the park requires improved lighting.

- 3.5 There have been planned proactive operations, for example the police have been undertaking a number of patrols in recent weeks by the cycle squad. This has been very successful and robbery has fallen in the park on a weekly basis.

- 3.6 The following points were highlighted in connection to safety in the park:

- Lighting required for cycling routes
- CCTV should be placed at entrances to the park

- 3.7 In response to points raised regarding the design and plans, members were informed that this would be undertaken by consultants with a development brief as well as considering the principles and connectivity of the whole plan.
- 3.8 Members felt strongly that a list of projects should be drawn up and that these could be addressed when funding has been made available. There were areas such as the de-naturalising of the lake, which would require funding to deal with rubbish dumping as well as monitoring and maintaining the area. Members were interested in whether sailing may be permitted on the lake.
- 3.9 Members agreed that a recommendation should be to clean the lake regularly making sure no rubbish is left to build up. Another recommendation should also be a tree planting scheme which should be included in any discussion with designers.
- 3.10 Members pointed out that leisure aspects of the park had been covered comprehensively in the report but no real mention of sports. Members agreed that a strong identity for the park will attract not only local and city visitors but national and international visitors. In a large park this guarantees more users making it sustainable and safer and can profoundly change the quality of life in its surrounding areas.
- 3.11 The chair highlighted identity nodes like Kew and Pac de la Villette. The use of strong identity nodes would fulfill a range of functions:
- Endow Burgess Park with immediate points of interest and drama as a destination park
 - Improve welcoming and way-finding for all
 - Accommodate amenities in the park; shops, cafes, information points, play facilities, workshops, meeting places, galleries, art workshops
 - Provide historical and cultural reference to buildings or functions of interest from the area
 - Each node would also be a point of sustainable power generation for the park
- 3.12 Members discussed management of the park and agreed that all successful parks provide an experience that the park is cherished by those that have responsibility for its management and maintenance. This in turn contributes to the feeling of security they feel, members also felt that park rangers were required for all the parks in this borough.
- 3.13 The sub-committee expressed concern with regards to parts of the park being excluded (the cricket pitch), and wished to know what will happen to these areas of the park along with the connectivity with different parts of the borough i.e. moving away from North and East Peckham and drawing towards the Aylesbury estate.
- 3.14 It was felt by the sub-committee that sculptors like to show a story and it would be interesting if the history of the borough could somehow be recorded and displayed in the park, which could turn out to be an attraction of the park.
- 3.15 Funding should also be used for creating a setting for arts and organised sports were to be encouraged such as rugby, cricket, football and tennis.

Quick remedies were required for the park by the summer and consultation should be carried out with stakeholders to get the plans together.

- 3.16 The nature area in the park needs a great deal of attention and management, members wanted a park for the 21st century with attractions such as statues and sculptures (which could be made of steel and stone). These could be placed around the nodes in the park, and should act as an attraction to the diverse community in the borough.
- 3.17 Sculptures could show a story reflecting the history and diversity of the borough and could include a statement of the slave trade. There are many artists in this borough and this could prove to be successful project for them and/or art students attending local colleges.

4 Other user groups' perspective

- 4.1 The sub-committee was informed that the play area in the park had been removed and that this had been a very well used large area which had been left to become derelict. A representative from Friends of Burgess Park (FOBP) reported that the new Chumleigh Gardens Cafe would have a new play area for children as well as internet access.
- 4.2 A representative of the Friends of Burgess Park reported that sports activities needed to be prioritised, structured and organised, presently there were limited toilets and changing facilities to service cricket, football and tennis users of the park. It would also be an attraction if fishing were available from the lake, officers could investigate this option.

5 Officers' perspective

- 5.1 Members discussed the structure of the park and expressed interest in including attractions such as park sculptures which could be made from stone and steel and could be placed around the nodes highlighted in the report.
- 5.2 The council was now looking to make the most of this opportunity, and has appointed a project manager who is a qualified landscape architect and experienced project manager for the park who will oversee the project.
- 5.3 The two million pounds from the Mayor and the extra four million pounds from the Aylesbury New Deals for Communities will make a huge difference to Burgess Park. There will be a need to make sure over the next few months that this project is planned carefully, and work out the best plan for Burgess Park's future and also to get the local community involved where possible.
- 5.4 Members were informed of the following financial information:
- The cost of delivering a complete park is in excess of £15m
 - Our scheme will deliver the structure of a successful park for £6M
 - The re-development of the Aylesbury Estate will deliver the further funding required to complete the park over the next 15 years.
- 5.5 Conclusion:

- This project will support the process of change that will benefit the whole community
- The Burgess Park project is an integral part of the regeneration process in South Central London
- This project will transform the perception and use of Burgess Park.

5.6 The officer reported the following points to members:

- there is a need to spend the funding on the park within 3 years
- Chumleigh Gardens – £1 million scheme (community funding). Starting May-September 2009 (already obtained separate funding)
- William 4th Pub is owned by the Aylesbury DC and will be reopened for youth facilities
- The Old Library and Lyn Boxing Club (Blank wall be opened up in the park)

6 Summary

6.1 It was also felt that consideration of the historical and cultural heritage of the parks past in a number of proposed identity nodes as a positive celebration of the local history and contribution by members.

6.2 The five key elements are as follows:

1. Demolition of existing roads and paths: creation of a sequence of legible spaces
2. Strengthening the boundaries of the park: creating a viable park
3. Providing local people with access to nature and developing habitat
4. Unifying structure: creating a unique identity
5. Inviting entrances, legible circulation and clearly defined boundaries

7 Recommendations – Burgess Park

The Park

1. The sub-committee supports the plan and bid with the priorities contained within the report “Time for Change” (copy available from Scrutiny Team) and accepts the focus on art, but considering all the information in full feels there is a need to also emphasis sports. It was felt that the history of the local area should be reflected in art form contained in the park. Unique art should be featured in the park but not to the detriment of the development of the park.
2. The sub-committee agreed that sports activities need to be prioritised, structured and organised, presently there were limited toilets and changing facilities to service cricket, football and tennis users of the park. It would also be an attraction if boating were available from the lake, officers to investigate this option.
3. The sub-committee agreed that a tree planting scheme should be included in any discussion with designers.
4. The sub-committee agreed that removal of rubbish and proper maintenance of the lake could possibly allow water sports such as canoeing and boating.

Officers would need to discuss with people who fish in the lake and consider health & safety issues with water sport.

5. The sub-committee agreed an action plan required for works with priorities and considering public safety and that Friends of Burgess Park report should also be considered by the project team.
6. The sub-committee felt that a dedicated park warden/ranger is required for all major parks in this borough.
7. The sub-committee agreed that the cycle route be provided with proper lighting in areas of concern and that LED lighting be used, (lighting of trees) this needs to be done as a priority due to community safety fears.
8. The sub-committee agreed that a play area is required near to the picnic area situated at the Old Kent Road entrance to the park for younger children and generally more play areas for under 5's within the park.
9. The sub-committee undertook to review progress with Burgess Park and Chumleigh Gardens at the end of September/October 2009.
10. That officers meet with stakeholder groups with a possibility of extended use of park during the weekends and to plan for any management issues that may occur during the weekends.

Sports in the Park

11. The sub-committee agreed a management stakeholder group should be established which will have equal representation of all user groups including park management and Friends of Burgess Park reporting directly with the council. Perhaps this can be a template for all parks in future.
12. The sub-committee agreed the management structure and groups required for organised sports events require appropriate supervision and support.
13. The sub-committee agreed that management are to control and monitor booking allocations with a clear procedure of pitch usage and management of the pitches and facilities on Saturday and Sunday which requires supervisors to assist user groups on these days.
14. The sub-committee agreed a full review of changing facilities/toilets and storage container for sports equipment is required as the present facilities do not meet the needs of the present stakeholders.
15. The sub-committee agreed to consider extending and future sports usage especially key Southwark games priority sports such as football, rugby, cricket and tennis, officers to review the range of sports that could take place at the park including stakeholder groups' representatives.
16. The sub-committee agreed that officers look at the possibility of extending pitches and increased facilities as the demand for sporting activity increases, which fits in with health and youth provision aspects.

17. The sub-committee agreed that officers look at the pitch allocations and consider the possibility of extending pitch availability to the best locations in the park for casual users, giving priority to sporting activities. Management of weekend activities to be undertaken by park officers/staff.
18. The sub-committee request that the above recommendations are fed into the Burgess Park Redevelopment Plan in conjunction with project manager for Burgess Park.

Item No.	Classification: Open	Date: October 20 2009	Meeting Name: Executive
Report title:		Core Strategy Publication/Submission version	
Ward(s) or groups affected:		All	
From:		Strategic Director of Regeneration and Neighbourhoods	

RECOMMENDATIONS

That the Executive:

1. Agrees the core strategy publication/submission version (appendix A) to send to the council assembly for agreement for consultation.
2. Considers the changes suggested (as set out in table 1) and make necessary changes to the core strategy publication/submission version.
3. This report is accompanied by a sustainability appraisal, equalities impact assessment, consultation plan, consultation report setting out details of consultation carried out to date and appropriate assessment (appendices B to E and G).
4. Agrees to 'save' the Southwark plan policies as set out in Appendix F.

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. Legislation and national guidance sets out the requirements for the preparation of a core strategy. We have complied with these requirements. Preparation of the core strategy takes place over a number of stages: -
 - The first stage involved preparing and consulting on the sustainability appraisal scoping report (July to September 2008).
 - The second stage involved consulting on issues and options (October until December 2008). These set out two different approaches that could be taken for development in Southwark.
 - The third stage involved a consultation on preferred options (April to July 2009). These established a direction for policies such as the amount of

new housing, tenure, transport, open spaces, schools and health facilities.

7. The council is now at the fourth stage in which the publication/submission version is consulted on and then submitted to the Secretary of State for independent examination.
8. The draft submission core strategy will then be subject to an examination in public held by a planning inspector appointed to act on behalf of the Secretary of State. The inspector will consider representations made by interested parties to test the soundness of the draft core strategy. This may involve the inspector asking further questions about issues and examining relevant evidence. He will then provide the council with a binding report with changes that the council has to make. The council will then make the changes set out in the inspector's report and finally agree the core strategy or reject the changes and make a decision about whether to return to issues and options or to take another way forward.
9. 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 ensure that development happens through implementation.
10. Based on the feedback we received on our issues and options report, we decided to take forward mainly the growth areas approach, with some ideas from the housing led approach. This prioritises development in the growth areas:
 - Central Activities Zone
 - Bankside, Borough and London Bridge opportunity area
 - Elephant and Castle opportunity area
 - Peckham and Nunhead action area
 - Canada Water action area
 - Aylesbury action area
 - West Camberwell action area
 - Old Kent Road action area.
11. 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.
12. The core strategy policies will replace some of the policies in the Southwark Plan. Under the planning and compulsory purchase act 2004, unless expressly replaced by a new policy, old policies (adopted Southwark plan policies) must

be saved for 3 years from the date it was approved (July 2007). We need to seek the Secretary of State's agreement to save policies. We need to submit to the Government Office for London our list of proposed saved policies with reasons by January 2010 as they require them 6 months before the 3 year deadline. The government have set out the criteria that they consider should be taken into account when saving policies. Planning policy statement 12 paragraph 5.15 says that policies to be extended should comply with the following criteria:

- Where appropriate, there is a clear central strategy;
- Policies have regard to the community strategy;
- Policies are in general conformity with the London plan;
- Policies are in conformity with the core strategy;
- There are effective policies for any parts of Southwark's area where significant change in the use or development of land or conservation of the area is envisaged;
- Policies are necessary and do not repeat national or regional policy;
- The government will have particular regard to;
- Policies that support the delivery of housing, including unimplemented site allocations, up to date affordable housing policies, policies relating to the infrastructure necessary to support housing;
- Policies on MOL;
- Policies that support economic development and regeneration, including policies for retailing and town centres;
- Policies for waste management, including unimplemented site allocations;
- Policies that promote renewable energy, reduce impact on climate change and safeguard water resources.

CONSULTATION

13. The Planning and Compulsory Purchase Act 2004 (as amended by the Planning Act 2008) and the council's Statement of Community Involvement require consultation to be ongoing and informal to guide the overall approach to consultation on the Core Strategy. The council has prepared overarching consultation strategies for each of the documents. At each stage in preparing the documents, the council has prepared detailed consultation plans.
14. The council will consult until February 26 2010 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.
15. 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.
16. There were 708 comments on the consultation. The key points raised were:

Policy 1 - Sustainable development

- We should make it clear that equalities issues need to be addressed through early consultation of residents in applications and through design and access statement
- We should clarify if we are asking for sustainability assessments from all schemes?

- We need to be flexible in our approach and not impose rigid targets that might affect the viability of development.

Policy 2 Sustainable transport

- General support for asking for planning contributions to transport schemes
- Requesting more detailed policies such as setting out cycling routes across the borough

Policy 3 Shopping, leisure and entertainment

- General support for the hierarchy of town and local centres for new retail development and support for proposed additional shopping and leisure floorspace.
- Request for a review of the hierarchy of town and local centres to be undertaken, to include some redesignation of centres.
- Support for the protection of local parad;:s of shops;
- Policy should promote residential development above shops, and encourage development on existing retail and commercial premises to encourage efficient use of land;
- Conclusions of retail study should be included in the Core Strategy, with commentary on the potential distribution, phasing and quantum of future retail development to meet need;
- Policy should reflect PPS6 guidance i.e. Need, impact, sequential approach, scale and also reflect PPS4 draft which recognises out of centre sites as part of sequential approach to site selection

Policy 4 Places to learn and enjoy

- Need to make sure that planning contributions for community facilities are related to the new development;
- If a developer demonstrates that there is no longer a need for a community facility, then the building should be allowed to be used for a different use;
- Policies should be included specific to health;
- Need to ensure flexibility in the approach to community buildings and educational facilities.

Policy 10 Jobs and businesses

- Policy 10 should not seek to protect all business space in the locations set out. It should be more flexible and allow other uses where there is no demand, high vacancy etc.
- The policy should recognise the employment generating potential of other forms of business space eg. hotels.
- The policy should only protect PILs where there is a need. It should be more flexible and allow mixed use development in the PILs. It should also allow places of worship subject to criteria, such as a 24 month period of vacancy.
- The following sites should be released from PILs, in the light of surrounding residential land use and the contribution which the sites could make towards housing growth: The Rich Industrial Estate, Crimscott Street; the Surrey Canal Triangle, Ilderton Road; 347-359 Ilderton Road.

- Southwark needs to provide an additional 2500 hotel bed spaces by 2026 to meet projected need. The CAZ is the most appropriate area to accommodate hotel growth.

Policy 11 Open spaces and wildlife

- The Core Strategy should identify other possible green chains and routes
- We need to clarify the boundary of Burgess Park MOL and SINC
- The tram corridor through Burgess Park should be designated as a traffic-free corridor
- MOL protection should not be eroded by AAPs and building heights should be restricted along park boundaries to avoid overshadowing
- The Core Strategy should protect back gardens from being built on
- There should be a reference to food growing and preparing a food strategy

Policy 12 Design and conservation

- The Core Strategy has not justified why tall buildings are not suitable across most of the borough.
- The Core Strategy needs to clarify the approach to building heights in the Thames Special Policy Area. There should not be a blanket height restriction.
- The tall building zone should not extend down Walworth Road.
- The tall building zone boundary on Blackfriars Road should be extended north. No rationale is provided for the boundary.
- The Core Strategy needs to clarify how buildings on the periphery of the tall building zone will be treated.
- The Dulwich Hospital should be identified as an APZ

Policy 13 High environmental standards

- We should address the whole carbon life-cycle of a scheme,
- We should reference the climate change strategy target
- We should include reference to passive design and natural ventilation
- We should refer to PPS25 and development needing to reduce flood risk
- The Core Strategy should require development to be designed to cope with climate conditions over lifetime of the development
- We should make reference to specific retrofitting projects
- We need to be flexible in our approach and not impose rigid targets that might affect the viability of development.

Policy 14 Implementation

- An implementation policy is required to show how we will deliver

Areas

- We need to justify the rationale for boundary of the BBLB opportunity area. It is not consistent with the Central London SRDF.
- We need to put in more detail for some of the areas, specifically the Blue and Camberwell
- We need to explain what we mean when we refer to targets and growth in different areas
- Camberwell section needs to be more positive

- Support tall buildings approach in core action areas such as Canada Water. But proposals map only identifies tall buildings zone within Bankside and Borough Opportunity area. Suggestion that a reference is made to Canada Water Area Action Plan which will refer to a tall buildings zone.
- Redesignation of Canada Water as suburban zone from an urban zone is inappropriate and would prejudice development within the area. It is contrary to national and strategic guidance which promotes higher density development in areas of high levels of public transport accessibility. Also runs contrary to Canada Water action area designation, and aspirations to promote CW as major town centre.
- Old Kent Road regeneration area should be expanded to include sites on Ilderton Road. Homes and Jobs targets should be set out.
- The Blue together with the Tower Bridge Business Complex should be designated a growth area.

Implementation

- Community Infrastructure Levy, we need to consult on this if we are going to require it
- Section 106 obligations must be fair and reasonable, relevant to planning more information is needed on how we will implement the core strategy

General

- Support for the growth areas approach
- Need to allow more flexibility

Planning committee, Government office for London and Greater London Authority comments

17. These will be provided as an addendum on the evening.

KEY ISSUES FOR CONSIDERATION

18. The policies that we use to implement our growth areas approach are based on themes and objectives in the Sustainable Community Strategy (Southwark 2016). The purpose of the policies is to set out a strategy to create sustainable places in Southwark. More detailed area and development management policies are provided in area action plans and development plan documents such as the one on development management. They are summarised below with any issues that require consideration:

- **Policy 1 Sustainable 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. We will also require planning obligations and tariffs.
- **Policy 2 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.

- **Policy 3 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.
- **Policy 4 Places to learn and enjoy**, to make sure we have enough community facilities, such as schools, libraries, health centres 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.
- **Policy 10 Jobs and business** 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. We will set out the detail of how to achieve this in the development management development plan document.
- **Policy 11 Open spaces and wildlife** 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.
- **Policy 12 Design and conservation** 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.

- **Policy 13 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.
 - **Policy 14 Implementation** to set out how we will encourage and facilitate development, partnership and involvement in planning.
 - **Areas** There are also area policies setting out what we expect places in Southwark to be like and how we will protect or change them.
 - **Implementation and delivery** We need to set out a delivery and implementation plan to show how will ensure that the policies are delivered. This needs to show that the core strategy will happen including the way in which we will make land available for development, how supporting infrastructure will be provided, how we will work with partners and how we will continue to require planning obligations.
 - **Monitoring** We need to set out targets to review progress using indicators, we will review this annually through the Annual Monitoring Report.
19. We are suggesting that a number of the Southwark plan policies are saved and a number are removed based on the introduction of the core strategy policies and our assessment based on the government guidance. These are set out in appendix F.

Community Impact Statement

20. The purpose of the Core Strategy is to facilitate regeneration and deliver the vision of Southwark 2016 in a sustainable manner ensuring that community impacts are taken into account.
21. In preparing the submission version, 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 has been monitored and analysed to see whether any particular groups have not been engaged and whether this can be addressed at the next stage.
22. 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.

23. Sustainability appraisals have been prepared at each stage to ensure the wider impacts of development are addressed. (available on the website).
24. We have set out how we have consulted and how we will consult with officer comments on responses in the consultation plan and consultation statement.
25. The appropriate assessment (appendix G) has been carried out under the EU Habitats Directive assessing the impact of the publication/ submission version on EU Protected wildlife habitats. (available on the website)

Resource/Financial Implications

26. There are no specific financial implications associated with this paper. The financial implications of any particular policy or strategy should be addressed as part of any specific proposal.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities, Law and Governance

27. Members are further advised that the main legal implications are set out in the body of the report, as the preparation and the adoption of the Core Strategy is a statute led process. This supplementary advice will therefore focus on reminding members of the processes involved.
28. Members are advised that Part 6 of the Town and Country Planning (Local Development) (England) Regulations 2004 ("the Regulations") there are procedural requirements that need to be prepared in the process of preparing the Core Strategy which are summarised as follows:
 - i. pre-submission consultation with particular bodies (complete);
 - ii. pre-submission public participation (to begin when Council Assembly approval has been obtained);
 - iii. submission of the Core Strategy to the Secretary of State;
 - iv. representations on the Core Strategy;
 - v. representations on the site allocation representations which have been made;
 - vi. the examination;
 - vii. adoption of the Core Strategy.
29. This next stage is formal consultation of the proposals for the Core Strategy. The council is required to make available for public inspection in person and on its website the proposals for the DPD, any supporting documents and details of how to make representations. Representations can be made within a six-week period (Regulation 27(2)) and the council must consider the representations before proceeding to prepare the Core Strategy and submit it to the Secretary of State (Regulation 27(3)).
30. The Core Strategy will then be sent to the Secretary of State as required by section 20(1) of the Planning and Compulsory Planning Act. This will be sent along with the sustainability appraisal report, the SCI and statements setting out the main issues raised and how these have been addressed in the Core Strategy and any supporting documents (Regulation 28(1)). It will also include

a submission proposals map. This will then be followed by an independent examination.

31. Members are finally advised that the processes followed appear to be in compliance with the legal requirements set out in the Planning and Compulsory Purchase Act 2004 and accompanying regulations and statutory guidance.
32. In relation to the proposals to save policies, Members attention is particularly drawn to the paragraphs in the body of the report that focus on the saved policies. Members are asked to note.
33. Members of the Executive are being asked to agree the recommendations set out at the beginning of this report to Council Assembly under Part 3C, paragraph 3 of the Constitution that provides that the Executive is to approve for recommendation to Council Assembly those proposals and plans contained in the council's budget and policy framework.

The consultation plan/report

34. 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 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.
35. 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.

The Core Strategy publication/submission

36. 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.
37. 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.
38. The Core Strategy must be justifiable. It must founded on a robust and credible evidence base and should be the most appropriate strategy when considered against the reasonable alternatives.
39. 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.
40. The Core Strategy must be effective. This means that it must be deliverable, flexible and able to be monitored.

41. 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.
42. 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.
43. 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.
44. these cases the Core Strategy should show what alternative strategies have been prepared to handle this uncertainty and what would trigger their use.
45. 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

46. 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.
47. These are the overarching principles that should be in members' minds when approving the documents before them.
48. On the basis of the evidence that has been reviewed there is no reason to believe that a Core Strategy based on the present publication/submission 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 publication/submission 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

- 49. 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.
- 50. 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.
- 51. 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.
- 52. The interim Sustainability Appraisal that has been provided is legally adequate to support the publication/submission. 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

- 53. 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.
- 54. 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.
- 55. The submitted EqIA meets the reasonable requirements for this stage of the Core Strategy.

Human Rights Considerations

56. 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 erred Options, a number of rights may 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 publication/submission 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.
57. 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.
58. 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.
59. The approach and balance between individual and community rights set out in the publication/submission is within justifiable margins of appreciation.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
London Plan	Planning Policy Team	Sandra Warren 020 7525 5380
Southwark Statement of Community Involvement	Planning Policy Team	Sandra Warren 020 7525 5380
Southwark Local Development Scheme	Planning Policy Team	Sandra Warren 020 7525 5380
Southwark Plan 2007	Planning Policy Team	Sandra Warren 020 7525 5380

APPENDICES

No.	Title
Appendix A	Core strategy publication/submission version/proposals map changes (available with report)
Appendix B	Core strategy publication/submission version consultation plan (available on the internet)
Appendix C	Core strategy publication/submission version consultation report (available on the internet)
Appendix D	Core strategy publication/submission version interim sustainability appraisal (available on the internet)
Appendix E	Core Strategy publication/submission version equalities impact assessment (available on the internet)
Appendix F	Saved policies (available with report)
Appendix G	Core Strategy publication/ submission version appropriate assessment (available on the internet)

AUDIT TRAIL

Lead Officer	Anne Lippitt, Strategic Director of Regeneration And Neighbourhoods	
Report Author	Julie Seymour, Head of Planning Policy	
Version	Final	
Dated	October 12 2009	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law and Governance	Yes	Yes
Departmental Finance Manager	Yes	Yes
Executive Member	Yes	No
Date final report sent to Constitutional Support Services		October 12 2009

Appendix F – Saved UDP Policies

Southwark Plan policies to be kept

There are a number of policies in the Southwark Plan that are up-to-date and will continue to be consistent with the new Core Strategy policies and objectives, as well as the London Plan and national policies. For example we are not changing our approach to designing out crime (Southwark Plan policy 3.14) or urban design (Southwark Plan policy 3.13). This means that we will continue using these policies once the Core Strategy has been adopted.

There are some Southwark Plan policies which can be kept, but which will apply to a revised area. For example we are not changing our approach to conservation areas or archaeology (Southwark Plan policies 3.16 and 3.19). However the areas which the policies will apply to will be revised on the Core Strategy proposals map.

Table 1: Relationship between the Core Strategy and regional and local planning policies

Key

The policy will be kept ("saved") as is it is consistent with the Core Strategy and up-to-date.

The policy will become out-of-date with the adoption of the Core Strategy. A new development management policy will be prepared to complement the Core Strategy policy.

The policy will be replaced or is made redundant by the new Core Strategy policy.

Core Strategy Preferred Options	London Plan policies and objectives	Southwark Plan policies and objectives	Area Action Plan/ area based supplementary planning document
Vision	No London Plan policy	Section 1.1	
Central activities zone	2A.4 The Central Activities Zone 5G.2 Strategic priorities for the CAZ	Section 7.2	
River Thames	4C.17 Thames Policy Area	Section 7.3	
Elephant and Castle Opportunity Area	2A.5 Opportunity Areas 2A.7 Areas for Regeneration 5D.2 Opportunity Areas in South east London	Section 8.2 Policy 6.1 Elephant and Castle Opportunity Area	Elephant and Castle SPG Elephant and Castle Enterprise Quarter SPD Walworth Road SPD
Borough Bankside and London Bridge Opportunity Area	2A.5 Opportunity Areas 2A.7 Areas for Regeneration 5D.2 Opportunity Areas in South east London	Section 8.3 Section 9.6 Policy 6.2 London Bridge Opportunity Area Policy 7.4 Bankside and Borough Action Area	Bankside, Borough and London Bridge SPD
Canada Water (and Rotherhithe) Action Area	2A.6 Areas for intensification 2A.7 Areas for Regeneration 5D.3 Areas for intensification in South East London	Section 9.4 Policy 7.2 Canada Water Action Area	Canada Water Area Action Plan
Peckham	2A.7 Areas for Regeneration	Section 9.3 Policy 7.1 Peckham Action Area	Peckham and Nunhead Area Action Plan
Nunhead	2A.7 Areas for Regeneration	Section 9.13 Policy 7.10 Herne Hill, Nunhead and The Blue neighbourhood Areas	Peckham and Nunhead Area Action Plan
Aylesbury action area	2A.7 Areas for Regeneration	No Southwark Plan policy	Aylesbury Area Action Plan
Herne Hill town centre	3D.1 Supporting town centres	Section 9.13 Policy 7.10 Herne Hill, Nunhead and The Blue neighbourhood Areas	
Camberwell town centre	2A.7 Areas for Regeneration	Section 9.10 Policy 7.7 Camberwell Neighbourhood Area	Camberwell SPD
The Blue	3D.1 Supporting town centres	Section 9.12 Policy 7.10 Herne Hill, Nunhead and The Blue neighbourhood Areas	
Dulwich town centre	3D.1 Supporting town centres	Section 9.12 Policy 7.9 Dulwich Neighbourhood Area	Dulwich SPD
Lordship Lane town centre	3D.1 Supporting town centres	Section 9.11 Policy 7.8 Lordship Lane Neighbourhood Area	Dulwich SPD
Old Kent Road	2A.7 Areas for	Section 9.5	Old Kent Road

regeneration area	Regeneration	Policy 7.5 Old Kent Road Action Area	SPD
West Camberwell housing regeneration area	2A.7 Areas for Regeneration	Section 9.8 Policy 7.6 West Camberwell Action Area	
Bermondsey Spa	2A.7 Areas for Regeneration	Section 9.7 Policy 7.5 Bermondsey Spa Action Area	
Objective 1A	Objective 3: To make London a more prosperous city with strong and diverse long term economic growth Objective 4: To promote social inclusion and tackle deprivation and discrimination	SP1 Sustainability, equality and diversity SP4 Removing barriers to employment SP5 Regeneration and creating employment	
Objective 1B	Objective 2: To make London and healthier and better city for people to live in	SP1 Sustainability, equality and diversity SP8 Anti-poverty SP9 Meeting community needs	
Objective 1C	Objective 2: To make London and healthier and better city for people to live in	SP1 Sustainability, equality and diversity SP9 Meeting community needs SP11 Amenity and environmental quality SP12 Pollution SP15 Open space and biodiversity	
Objective 1D	Objective 3: To make London a more prosperous city with strong and diverse long term economic growth	SP1 Sustainability, equality and diversity SP7 Arts, culture and tourism	
Objective 1E	Objective 2: To make London and healthier and better city for people to live in	SP1 Sustainability, equality and diversity SP10 Development impacts SP11 Amenity and environmental impacts	
Objective 2A	Objective 2: To make London and healthier and better city for people to live in	SP1 Sustainability, equality and diversity SP6 Accessible services SP14 Sustainable buildings SP17 Housing	
Objective 2B	Objective 6: To make London an exemplary world city in mitigating and adapting to climate change and a more attractive, well designed and green city	SP1 Sustainability, equality and diversity SP12 Pollution SP14 Sustainable buildings SP16 River Thames SP18 Sustainable transport SP19 Minimising the	

		need to travel	
Objective 2C	Objective 2: To make London and healthier and better city for people to live in	SP1 Sustainability, equality and diversity SP17 Housing	
Objective 2D	Objective 3: To make London a more prosperous city with strong and diverse long term economic growth	SP1 Sustainability, equality and diversity SP5 Regeneration and creating employment SP6 Accessible services SP7 Arts, cultural and tourism SP8 Anti-poverty	
Objective 2E	Objective 6: To make London an exemplary world city in mitigating and adapting to climate change and a more attractive, well designed and green city Objective 5: To improve London's accessibility	SP1 Sustainability, equality and diversity SP3 Quality and accessibility SP18 Sustainable transport	
Objective 2F	Objective 6: To make London an exemplary world city in mitigating and adapting to climate change and a more attractive, well designed and green city	SP1 Sustainability, equality and diversity SP13 Design and heritage SP15 Open space and biodiversity SP16 River Thames	
Objective 3A	Objective 4: To promote social inclusion and tackle deprivation and discrimination	SP1 Sustainability, equality and diversity SP6 Accessible services	
Objective 4A		SP1 Sustainability, equality and diversity SP3 Quality and accessibility SP10 Development impacts	
Policy 1 – Sustainability assessment	2A.1 Sustainability criteria 3A.17 Addressing the needs of London's diverse population 3A.28 Social and economic impact assessments 4A.3 Sustainable design and construction 6A.5 Planning obligations	Policy 3.3 Sustainability Assessment	
		Policy 3.12 Quality in design	
		Policy 2.5 Planning obligations	
Policy 2 – Sustainable transport	3C.1 Integrating transport and development 3C.4 land for transport 3C.21 Improving conditions for walking 3C.22 Improving conditions for cycling 3C.23 Parking strategy 3C.24 Parking in town centres	Policy 5.1 Locating developments	
		Policy 5.2 Transport impacts	
		Policy 5.4 Public transport improvements	
		Policy 5.3 Walking and cycling	
		Policy 5.5 Transport development areas	

		Policy 5.6 Car parking	
		Policy 5.7 Parking standards for disabled people and the mobility impaired	
		Policy 5.8 Other parking	
Policy 3 – Shopping , leisure and entertainment	2A.8 Town centres 3D.1 Supporting town centres 3D.3 Maintaining and improving retail facilities	Policy 1.7 Development within town and local centres***	
		Policy 1.8 Location of developments for retail and other town centre uses	
		Policy 1.9 Change of use within protected shopping frontages	
		Policy 1.10 Small scale shops and services outside the town and local centres and protected shopping frontages	
Policy 4 – Places to learn and enjoy	3A.18 Protection and enhancement of social infrastructure and community facilities 3A.21 Locations for health care 3A.24 Education facilities 3A.25 High and further education 6A.5 Planning obligations	Policy 2.1 Enhancement of community facilities	
		Policy 2.2 Provision of new community facilities	
		Policy 2.3 Enhancement of educational establishments	
		Policy 2.4 Educational deficiency	
		Policy 2.5 Planning obligations	
Policy 10 – Jobs and Businesses	2A.10 Strategic Industrial Locations 3B.2 Office demand and supply 3B.4 Industrial locations 3B.8 Creative industries 3B.11 Improving employment opportunities for Londoners 3D.4 Development and promotion of arts and culture 3D.7 Visitor accommodation and facilities	Policy 1.1 Access to employment opportunities	
		Policy 1.2 Strategic and local preferred industrial locations*	
		Policy 1.3 Preferred office locations	
		Policy 1.4 Employment sites	
		Policy 1.5 Small business units	
		Policy 1.6 Live-work units	
		Policy 1.11 Arts, culture and tourism uses	
		Policy 1.12 Hotels and Visitor accommodation	
Policy 11 – Open spaces and wildlife	3D.10 Metropolitan open land 3D.11 Open space provision in DPDs 3D.11 Open space provision in DPDs	Policy 3.25 Metropolitan open land	
		Policy 3.26 Borough open land	
		Policy 3.27 Other open space	

	3D.14 Biodiversity and nature conservation	Policy 3.28 Biodiversity Policy 3.30 Protection of riverside facilities	
Policy 12 – Design and conservation	4B.1 Design principles for a compact city 4B.11 London’s built heritage 4B.12 heritage conservation 4B.15 Archaeology 4B.9 Tall buildings – location 4B.10 Large-scale buildings – design and impact 4B.16 London View Management Framework	Policy 3.12 Quality in design Policy 3.13 Urban design Policy 3.14 Designing out crime Policy 3.15 Conservation of the historic environment Policy 3.16 Conservation areas* Policy 3.17 Listed buildings Policy 3.18 Setting of listed buildings, conservation areas and world heritage sites Policy 3.19 Archaeology* Policy 3.20 Tall buildings Policy 3.31 Strategic views Policy 3.22 Important local views Policy 3.23 Outdoor advertisements and signage Policy 3.24 Telecommunications Policy 3.29 development within the Thames Policy Area	
Policy 13 – High environmental standards	4A.1 Tackling climate change 4A.3 Sustainable design and construction 4A.4 Energy assessment 4A.5 Provision of heating and cooling networks 4A.6 Decentralised energy: Heating, Cooling and Power 4A.7 Renewable energy 4A.16 Water supplies and resources 4A.13 Flood risk management 4A.14 sustainable drainage 4A.19 Improving air quality 4A.20 Reducing noise and enhancing soundscapes 4A.22 Spatial policies for waste management	Policy 3.1 Environmental effects Policy 3.2 Protection of amenity Policy 3.3 Sustainability assessment Policy 3.4 Energy efficiency Policy 3.5 Renewable energy Policy 3.6 Air Quality Policy 3.7 Waste reduction Policy 3.8 Waste management Policy 3.9 Water Policy 3.10 Hazardous waste substances Policy 3.31 Flood defences	

	4A.29 Hazardous waste		
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Part One

OVERALL STRATEGY

1 Introduction

1.1 The Vision

The Southwark Plan (2006) sets out a vision for Southwark and explains how this vision will be achieved. The vision is:

- For Southwark to be a place with a thriving and sustainable economy where local people can have the full benefits of wealth creation, with access to choice and quality in the services and employment opportunities that are available.
- For Southwark to be a place where communities are given the ability to tackle deprivation through gaining maximum benefits from inward investment and regeneration.
- For Southwark to be a borough with high environmental quality, that is attractive, sustainable and performs well on environmental measures.
- Southwark as a place with a diverse housing mix that exemplifies high quality design and accessibility for existing and incoming residents.
- Southwark as a place where access to work, shops, leisure and other services for all members of the community is quick and convenient, and where public transport systems, the road network, walkways and cycle ways enable people to travel quickly, conveniently, safely and comfortably to and from their destination, causing minimum impact on local communities and the environment.

1.2 Influencing Development

The Plan sets out how Southwark Council, as the Local Planning Authority (LPA) will use its planning powers to influence development. The Plan explains why planning decisions are made, and the objectives and targets that the LPA is seeking to achieve. It provides the framework for guiding Southwark's development, taking account of how much it has changed, and looking forward to how this may continue in the future.

The council, in its determination of planning applications, will have regard to the provisions of the development plan and to any other material considerations. Applications will be determined in line with the plan unless these considerations indicate otherwise. Conversely, applications which are not in accordance with relevant policies in the development plan will not be allowed unless material considerations justify the grant of planning permission. The council will accord due weight to each consideration in coming to its decision on whether to grant or refuse planning permission, in the attachment of any condition(s) and in seeking to enter into any planning obligation. The development plan comprises the adopted London Plan and the adopted Plan.

2 Plan Format

15 **2.1 The Plan**

16 The Plan is in two parts, Part One describes the LPA's overall strategic direction until 2016 for development within the local and wider contexts. Part Two expresses the LPA's objectives and strategies in more detail and defines the policies that the council will pursue for development control purposes until 2016. Part Two also provides background information for each objective and explains how the policies are delivering the Plan's strategic objectives. Each policy is then detailed, and the reasoning for the policy is explained. The links to the Proposals Map, other policies and Supplementary Planning Documents (SPD) are set out in the Policy Finder at the beginning of the Plan.

17 The Plan is:

- 18 ▪ Influenced by external and internal factors such as national and London guidance, the Community Strategy, neighbourhood renewal and the council's ongoing regeneration activities;
- 19 ▪ Explained by objectives, strategies, and targets in Part One which set the direction for the Part Two policies;
- 20 ▪ Illustrated in Part Two in the Key Diagram and Proposals Map;
- 21 ▪ Evaluated through regular monitoring of land use and planning decisions, the sustainability appraisal, and consultation statement.

22 **2.2 Area Action Plans and Supplementary Planning Documents (SPD)**

23 Further explanation of how the objectives of the Plan will be achieved and how the policies will be put into practice may be provided in Area Action Plans and Supplementary Planning Documents. They will usually be adopted by the council and may be material considerations in its determination of planning applications. Appendix 1 contains a list of Area Action Plans and SPDs.

24 **2.3 Changing to a Local Development Framework**

25 The Planning and Compulsory Purchase Act 2004 requires that this plan is replaced in due course by a Local Development Framework (LDF). This plan was prepared under the Town and Country Planning (Development Plan) (England) Regulations 1999 and the transitional provisions set out in Schedule 8 of the Planning and Compulsory Purchase Act 2004.

26 **3 External Influences**

27 3.1 London is one of the most important cities in the world for wealth creation. A vast range of opportunities exist for people to become prosperous and maintain a very high quality of life.

28 This is because of the large number of different types of employment, certain environmental qualities such as its architecture and heritage, parks and gardens, and the range and quality of services and cultural life. In some areas of Southwark though, only the disadvantages associated with city living seem to be apparent, such as few job prospects, low expectations, high crime rates and a poor environment. The Plan seeks to address these issues locally, within the context of national and London wide influences on the Plan that need to be taken into account.

29 **3.2 National Policy**

30 The Plan must comply with government policies including those set out in Planning Policy Guidance (PPG) and Planning Policy Statements (PPS), unless local circumstances justify a departure. One of the major planks of central government policy is sustainability particularly more re-use of previously - developed land, which

is detailed in Section 13. Three further areas of central government policy are particularly relevant:

- 31 i. The Government is seeking to increase the quality and supply of housing where it is needed and, in particular, to ensure that there is affordable housing in a range of tenures wherever it is needed. It also wants to see more re-use of developed land in cities for new housing and this will have the added advantage of reducing the need for new development in the open countryside. [PPS 3 — Housing];
- 32 ii. The Government's transport policies are intended to conserve energy and reduce pollution by reducing the need to travel. Cities should be planned so that more of people's needs can be met in such a way that they need to use private cars less. In inner London, where there is good public transport and sufficient numbers of people to support local services in a small area, many people can get by quite well without a car. Those that do choose to keep a car do not need to use them as much as people in the suburbs or countryside. (PPS 6 and PPG13);
- 33 iii. Central Government has also established the need for the expansion of the economy encouraging new enterprise and investment by setting out clear land use policies for industrial and commercial development, promoting mixed development and emphasising the need for environmental quality and the sensitive development of industrial and commercial land. (PPS 1 and PPG 4).
- iv. The Government has placed new duties on public authorities through the Race Relations (Amendment) Act 2000. This follows a reappraisal of the way the council responds to issues of race equality and is part of a wider programme of promoting community cohesion. All public authorities are obliged to publish a Race Equality Scheme to assess and consult on the likely impact of proposed policies on the promotion of race equality and to monitor policies for any adverse impact. The council has adopted the process and objectives of an Equalities Impact Assessment (EQIA) to establish whether a policy has an adverse effect and to establish the changes that should be made. The EQIA goes beyond race to include gender, disability, age, faith and sexual orientation.

34 **3.3 The London Plan**

35 At the same time as Southwark is preparing the Plan, the Mayor of London has produced a strategic plan for the whole of London, the Spatial Development Strategy, known as the London Plan. The main purpose of the London Plan is to ensure that all of the individual plans produced by the London boroughs work together to meet the priorities that are agreed for the whole London region. The London Plan is a major external influence on the Plan.

36 Six objectives are identified for the whole of London. These are:

- 37 i. Making the most sustainable and efficient use of space in London; encouraging intensification and growth in areas of need and opportunity;
- 38 ii. Making London a better city for people to live in;
- 39 iii. Making London a more prosperous city with strong and diverse economic growth;
- 40 iv. Promoting social inclusion and tackling deprivation and discrimination;
- 41 v. Improving London's transport; and
- 42 vi. Making London a more attractive, well-designed and green city.

43 The Plan has to take into consideration all of the London-wide strategies and policies making sure that the issues are being addressed in Southwark. The Plan cannot contain strategies or policies that are not in general conformity with the London Plan.

44 **4 Local Influences**

45 4.1 There are many local factors within Southwark that have a large influence on
planning policies and decision making, most importantly the Community Strategy,
and the Local Strategic Partnership.

46 **4.2 Community Strategy**

47 The Community Strategy sets out the Council's and its partners' vision and priorities
for the borough for the next four years. It is a crucial influence on the Plan and has
been prepared to provide an overview of the objectives that affect all of the
Council's activities. The Community Strategy's vision is, 'To make Southwark a
better place to live, to learn, to work and to have fun'.

48 It has the following five priorities:

- 49 i. Tackling Poverty;
50 ii. Making Southwark Cleaner and Greener;
51 iii. Cutting Crime and the Fear of Crime;
52 iv. Raising Standards in our Schools;
53 v. Improving the Health of the borough.

54 The Plan is used by the Council as a tool to deliver the physical and spatial aspects
of the Community Strategy which cover all of the priorities above. The Council is
committed to empowering local communities and residents, embracing diversity,
boosting efficiency and tackling poverty. It is also seeking to create a cleaner,
greener borough, taking the environment into account in every area of Council
activity and decision-making.

55 **4.3 Southwark's profile**

56 Although Southwark is described as an 'inner city' borough it really covers areas of
very diverse housing types, which have driven the changing demographic profile.
The borough includes areas of 'leafy suburbia' as well as fashionable riverside flats
and converted Victorian terraces, so population changes are heading different ways
in adjacent neighbourhoods. In general there is a mix of increasingly expensive
private sector housing mingled with large estates of social rented accommodation,
which are often home to disadvantaged households.

57 Data from the 2001 Census of Population for Southwark reveal the following
profile:-

- 58 • Although total social housing (council rented plus other registered social
landlords) has fallen from its peak of nearly 70% in the 1970s it remains at
around 53% of dwellings –nearly three times the national average and the
second highest proportion amongst London boroughs;
- 59 • Owner occupation is now the tenure of 31% of Southwark households, still
well below even Inner London's 40% average let alone the 70% national
figure – while private renting, previously marginal here, has risen to 15% of
all households;
- 60 • Population growth is dominated by "natural increase", with about 2.5 births
for every death annually;
- 61 • Total population has risen by over 30,000 since 1981, mainly in the
younger working age group – those in their 20s and 30s; the under 16s
make up over 20% of all residents, similar to the national average and thus
very different to the ageing profile of the 1970s; in contrast, the over-65s
have fallen from 14% to a mere 10% of residents in the 1990s (they are
16% of the population nationally);
- 62 • Over 51% of residents are women, as you would expect in a large city;

- 63 • Around 10% of households are headed by lone parents (one of the highest levels in the country); about 38% are single persons, which is less than the average for Inner London (but well above the 30% national figure); only 28% of households include any under 16s;
 - 64 • During the 1990s the African communities, with over 16% of residents, overtook the Caribbean group (stable at 8%) as the largest ethnic minority category: Southwark has the largest African population of any authority in Britain, predominantly from Nigeria and other parts of West Africa; the South Asian and Chinese groups together are a little more than 5% of the population (compared to around 11% in Inner London);
 - 65 • 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 in line with a "young" population;
 - 66 • Over a third (35%) of residents have higher qualifications (degrees etc), which is nearly double the national norm;
 - 67 • Around 12% of residents are managers or senior professionals – 50% above the national figure, but less than the 14% Inner London figure;
 - 68 • 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);
 - 69 • Southwark is home to 18,800 full time students, and 18,500 unpaid carers.
- 70 [source: 2001 Census, Copyright Office for National Statistics]

71 The following information is from non-Census sources:

72 Though changing definitions and demographic trends have led to Southwark moving down the league table of poverty, the most recent government estimates show it still in 17th position nationally for the extent of deprivation (out of 354 councils);

73 Unemployment remains nearly double the national average, and the 4th highest in London.

74 **4.4 Local Strategic Partnerships and Neighbourhood Renewal**

75 The Southwark Alliance is the local strategic partnership for the borough. It brings together the Council, other statutory organisations (for health, police, schools, and employment), with voluntary, business, faith and community sector organisations. Its role is to set the vision for the borough through the Community Strategy and to drive and monitor its implementation.

76 A key area of work for Southwark Alliance is to target improvements in the most deprived neighbourhoods as part of the government's national programme. There are sixteen priority neighbourhoods in Southwark, ranging from those with major regeneration schemes, like the Elephant and Castle and Aylesbury, to others where renewal is targeting particular service improvements related to crime reduction, educational achievement, better health and local improvements to housing and the physical environment. The Southwark Plan seeks to provide the strategic planning guidance to deliver this overarching framework and has identified the neighbourhoods as Regeneration Areas in Figure 3.

77 More information about the work of Southwark Alliance and all the Priority Neighbourhoods is available through the website at: www.southwarkalliance.org.uk.

78 **5 The Southwark Plan Policies**

- 79 5.1 There are three strategic and sixteen issue based policies for guiding development decisions within Southwark. These policies provide the basis for the overall strategy, targets, implementation, more detailed policies in Part Two, and the SPDs.
- 80 **5.2 Strategic Policies**
- 81 The strategic policies of the Plan set out the overall direction for the physical and spatial aspects of the Community Strategy. As outlined earlier, the Community Strategy is working towards reducing deprivation, improving accessibility and achieving sustainable development in Southwark. Sustainable development is defined as improving people's living and working conditions without harming the quality of life for future generations. Accessibility is defined as the methods by which people with a range of needs especially those from the ~~six~~ six equalities target groups (race, gender, age, faith, sexuality and disability) find out about and use services and information. For disabled people, access in London means the freedom to participate in the economy, in how London is planned, in the social and cultural life of the community, as well as physical access. The term is also used to describe how easy a location is to get to by public or private transport.
- 82 The strategic policies are:
- 83 **Strategic Policy (SP) 1 Sustainability, equality and diversity**
- 84 ~~All land use decisions must achieve or contribute towards sustainable development that meets the needs of Southwark's diverse population and the economy whilst improving accessibility and quality of life. In particular planning applications development must ensure that the six equality target groups are not disadvantaged and seek to remove or suitably mitigate any adverse effects on them;~~
- 85 **SP 2 Participation**
- 86 ~~All development decisions should enable people from all communities especially those from the six equalities target groups to have meaningful opportunities to participate fully in planning decisions that affect their quality of life, their ability to participate in wealth creation and the quality of their environment, and to remove barriers which hinder accessibility to that process;~~
- 87 **SP 3 Quality and accessibility**
- 88 ~~All developments should be accessible, improving people's life chances by achieving the highest possible quality developments with all of the infrastructure required to meet people's needs within Southwark.~~
- 89 **5.3 Strategic issue based policies**
- 90 These sixteen strategic issue based policies are derived from external and internal influences, especially the Community Strategy, and through consultation. They are further detailed by the policies in Part Two:
- 91 The strategic issue based policies are:
- 92 **SP 4 Removing barriers to employment**
- 93 ~~Developments should, where appropriate, help remove the barriers to employment and improve access to jobs and training opportunities for local people;~~
- 94 **SP 5 Regeneration and creating employment**
- 95 ~~Developments should, where appropriate, contribute towards strong, diverse long term economic growth, facilitate regeneration, and increase the number and range of employment opportunities available within Southwark;~~
- 96 **SP 6 Accessible services**

- 97 All developments should, where appropriate, improve the range and quality of services available in Southwark and ensure that they are easily accessible by all sections of the community, particularly by foot, cycle and public transport;
- 98 **SP 7 Arts, culture and tourism**
- 99 All developments should, where appropriate, support regeneration and wealth creation through arts, culture and tourism uses;
- 100 **SP 8 Anti-poverty**
- 101 All developments should, where appropriate, reduce poverty, alleviate concentrations of deprivation and increase opportunities;
- 102 **SP 9 Meeting community needs**
- 103 All developments should, where appropriate, enable growth and development of education, community and welfare services in line with the community's needs;
- 104 **SP 10 Development impacts**
- 105 All Developments should ensure that they contribute positively to the character and quality of their surroundings, thereby making places better for people to live in and improving the communities to which they belong.
- 106 **SP 11 Amenity and environmental quality**
- 107 All developments should protect and improve amenity and environmental quality and encourage sustainable development;
- 108 **SP 12 Pollution**
- 109 All developments should, where appropriate reduce pollution and improve the environmental performance of buildings especially for energy, water and waste management;
- 110 **SP 13 Design and heritage**
- 111 All developments should be of a high standard of design and where appropriate should preserve or enhance the character or appearance of the historic environment
- 112 **SP 14 Sustainable buildings**
- 113 All development should promote the efficient use of land, and be of high quality and where appropriate, include a mix of uses;
- 114 **SP 15 Open space & biodiversity**
- 115 All developments should, where appropriate, create, preserve and enhance open spaces, green corridors, traffic free routes, and biodiversity. The benefits of open space include those associated with health, sport, recreation, children's play, regeneration, the economy, culture, biodiversity and the environment.
- 116 **SP 16 River Thames**
- Developments should protect and enhance the River Thames and its environs and, where appropriate, incorporate measures to protect against flooding.
- 117 **SP 17 Housing**
- 118 All developments should, where appropriate, provide more high quality housing of all kinds, particularly affordable housing;
- 119 **SP 18 Sustainable transport**
- All developments should promote more sustainable transport choices for all

~~members of the community, in order to reduce congestion, pollution and increase ease of movement;~~

120 **~~SP 19 Minimising the need to travel~~**

~~All developments should reduce congestion and pollution within Southwark by minimising the need to travel, especially by car.~~

122 **SP 20 Development site uses**

123 The “uses required” within the Proposals Map Schedule (Appendix 3) must be included within any development on sites designated on the proposals map. Planning permission may be granted for “other acceptable uses” within this schedule provided that development for the ‘uses required’ is, has been, or is thereby, secured. A temporary planning permission may be granted to allow good use to be made of a vacant site prior to the commencement of a permanent scheme.

124 Development sites have been designated on the Proposals Map to meet the strategic objectives of this plan. Appendix 3 contains a Schedule of all designated Proposal Sites.

125 **6 Setting out the Strategy for the Use and
Development of Land**

126 6.1 The Plan sets out a spatial strategy for the borough. This is a strategy for the use of land and buildings to provide for the needs of the local area and for the borough to play its part in meeting the needs of the whole Greater London region and beyond. Southwark's spatial strategy is summarised on the Key Diagram and Proposals Map.

127 **6.2 The Key Diagram and Proposals Map**

128 **6.2.1 Key Diagram**

129 The Key Diagram is a diagrammatic representation of the Plan's main strategic areas of activity and programmes for the protection, development and use of land as illustrated in Figure 1. It provides an illustrated overview of how these areas and programmes relate to each other, and to the major development areas in adjoining boroughs and is effectively a summary of the Proposals Map.

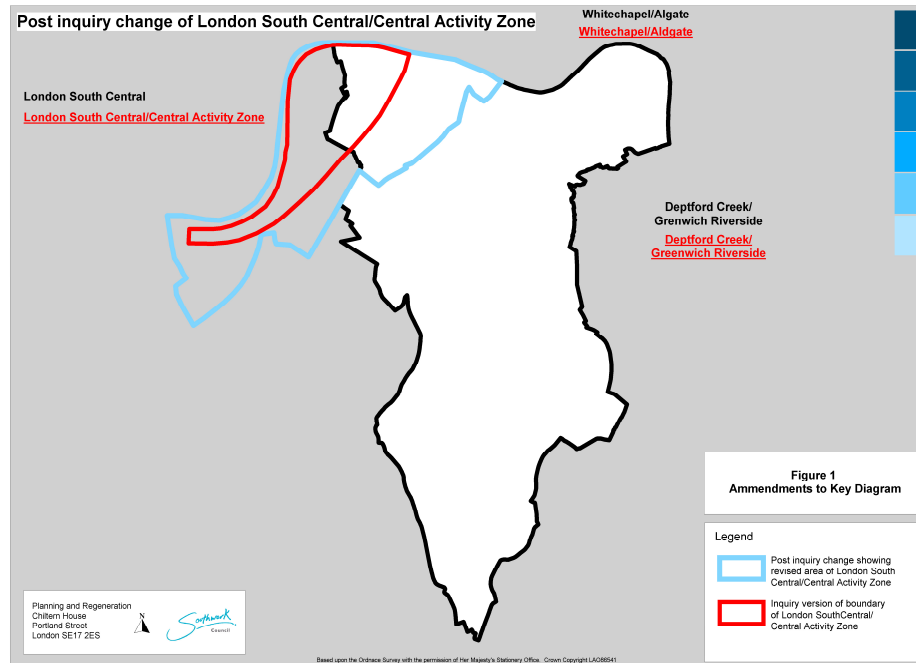
130 **6.2.2 Proposals Map**

131 The Proposals Map designates certain parts of the borough for particular types of land uses and identifies areas where particular planning policies will apply. These designations are either limiting or facilitating change. Certain of these designations are drawn from the London Plan, and others are locally identified and defined.

132 Designations on the Proposals Map are categorised and described as follows:

- 133 i. — Special Policy Areas which have a regional significance. They are London South Central, The Thames and Transport Development Areas;
- 134 ii. — Opportunity Areas which are designated by the London Plan as areas for regeneration and growth;
- 135 iii. — Local Policy Areas where regeneration, growth and enhancement opportunities are concentrated. These are Action Areas and Neighbourhood Areas;
- 136 iv. — Protection Areas for particular types of land use which allow certain areas to continue to fulfil an important function. These include: Archaeological Priority Zones, Conservation Areas, employment, open spaces and transport; and
- 137 v. — Specific development sites (Appendix 3 contains a Schedule of the designated Proposals Sites).

138 The council will be prepared to use compulsory purchase powers where necessary to ensure that land is made available for development when it is necessary to meet Southwark's strategic regeneration objectives.



139 ~~7 Special Policy Areas~~

140 ~~7.1 Two Special Policy Areas have been identified in the London Plan, as having a regional significance. These are London South Central and The Thames Policy Area.~~

141 ~~7.2 London South Central~~

142 ~~This is a strategic regeneration priority area identified in the London Plan. It stretches across the northern part of the three boroughs of central London south of the Thames (Southwark, Lambeth and Wandsworth) and contains four distinct Opportunity Areas, two of which are in Southwark (London Bridge and the Elephant and Castle). The whole area is likely to experience general intensification of development over the lifetime of the Plan.~~

143 ~~Area based regeneration initiatives are coordinated across the borough in partnerships which include the City of London and the City of Westminster to the north.~~

144 ~~The main priorities are:~~

- 145 ~~i. To remove barriers to employment and improve the skills of local people;~~
- 146 ~~ii. To promote business development;~~
- ~~iii. To make improvements to the public realm which improve conditions for business and visitors, and enhance the quality of life for residents; and~~
- ~~iv. To tackle transport problems which hinder business competitiveness, limit access to jobs and reduce the quality of life for local residents.~~

147 ~~The LPA will also seek to protect and extend the cultural, entertainment and leisure facilities offered in London South Central, both to meet the needs of local people and of London as a whole, recognising this sector's contribution to the local economy and to improve the quality of life of the growing number of people who live in, work in and visit London South Central.~~

148 ~~7.3 The Thames Policy Area~~

149 ~~The River Thames is a feature of major significance to most of London, defining its character and unifying different areas. The Thames Policy Area (TPA) has been~~

identified on the Proposals Map to allow special control of developments adjacent to the riverside, and to create and capitalise on opportunities to enhance the character of the area and ensure continued and improved access to the river.

150 **7.4 Transport Development Areas**

151 Transport Development Areas are designated where an integrated land use/transport approach is required for new development. They operate around urban public transport interchanges or nodal points well served by public transport where a more specific relationship between development density and public transport service level is required. Two Transport Development Areas have been identified in Southwark, these are the Elephant and Castle and London Bridge Opportunity Areas.

152 **8 Opportunity Areas**

153 8.1 Opportunity Areas are within the Central Activity Zone and are designated in the London Plan. They are undergoing or about to undergo a great deal of change. This change will need to be carefully planned and co-ordinated.

154 The London Plan identifies two areas where major changes are possible and desirable to help meet London's strategic objectives: the Elephant and Castle (including Walworth Road) and London Bridge. These areas require planning guidance, which will guide the preparation of master plans.

155 **8.2 Elephant and Castle (including Walworth Road) Opportunity Area**

156 **8.2.1. London Plan Guidance**

157 The London Plan states:

158 'Elephant and Castle: The planning framework for the area around the Elephant and Castle should draw on its good public transport accessibility, closeness to the Central Activities Zone and relatively affordable land. This could be a suitable location to meet some of Central London's longer term needs for extra office space and is generally suitable for tall buildings. Large scale, car-based retail development should not be encouraged. The framework should seek a significant increase in housing and integrate this with a more efficient transport interchange. Environmental and traffic management improvements are crucial to the successful redevelopment of this southern gateway to central London'. (The London Plan paragraph 5.36)

160 The London Plan sets minimum targets for homes and jobs to be achieved up to 2016 in areas of opportunity. For the Elephant and Castle, within an identified area of 23 hectares, the targets are 4,200 new jobs, and 4,200 new homes.

161 The Elephant and Castle is identified in the London Plan as part of the Central Activity Zone, and as an area of mixed uses with a strong academic character due to the presence of London South Bank University and the London College of Printing.

162 **8.2.2 The Vision**

163 Southwark's vision for the Elephant and Castle is for:

164 A thriving and successful mixed use major town centre that is safe, full of vitality and accessible to and from a highly integrated public transport system; combining historic character with a high quality design and layout of new buildings; a place where people will want to live, work and to visit for shopping and leisure.

165 **8.3 London Bridge**

166 **8.3.1. London Plan Guidance**

167 The London Plan states:

168 ~~'London Bridge: Among the larger opportunities, and complementing the area's heritage and environmental character, the riverside between London Bridge station and Tower Bridge can accommodate a significant increase in office stock. Redevelopment and intensification of London Bridge station and its environs are proposed together with improved public transport and interchange facilities and better pedestrian integration with the surrounding area. This is a good location for a tall, landmark mixed use development. The planning framework should draw visitors eastwards along the riverside'.~~
 169 ~~(London Plan paragraph 5.33)~~
 170 ~~The London Plan sets minimum targets for homes and jobs to be achieved by 2016 in areas of opportunity. For London Bridge, within an identified area of 30 hectares, the targets are 24,000 new jobs and 500 new homes.~~
 171 ~~London Bridge is identified as part of the Central Activity Zone and as an area of mixed uses with a strong arts and cultural character.~~

172 **8.3.2 The Vision**

173 ~~Southwark's vision for London Bridge is for:~~
 174 ~~'A successful central London mixed use district town centre, full of vitality and providing commercial activity, jobs, an evening economy and high quality homes, supported by thriving tourism, arts, entertainment and cultural activity and a very accessible, integrated public transport system within a unique historical area.'~~

175 **9 Local Policy Areas**

176 9.1 Local policy areas should be mixed use areas of activity providing jobs, homes, shops, services, schools, health and leisure facilities which are all accessible, being well served by public transport.

177 ~~There are two types of local policy areas, each providing different roles:~~

178 ~~Action Areas are designated by the LPA in line with London Plan requirements. These areas are undergoing or are about to undergo significant change; and~~

179 ~~Neighbourhood Areas are designated by the LPA. There is a need to protect and increase the vitality and quality of retail and other services as these areas provide an important function for local people.~~

180 **9.2 Action Areas**

181 9.2.1 The London Plan requires LPAs to identify areas where changes (sometimes with intensification) are expected in the coming years to work towards meeting London's strategic objectives. Six areas: Peckham, Canada Water, Old Kent Road, Bankside and The Borough, Bermondsey and West Camberwell are identified as requiring further strategies to guide these changes. Each action area has a vision to guide development and help manage change.

182 **9.3 Peckham Action Area**

183 ~~The vision for Peckham is for:~~

184 ~~'An attractive, easily accessible, and safe Major Town Centre, full of vitality providing a broad range of homes, shops, employment opportunities, community facilities and public spaces for the diverse local community and the wider Peckham area'.~~

185 **9.4 Canada Water Action Area**

186 ~~The vision for Canada Water is for:~~

187 ~~A mixed use district town centre providing an attractive public realm and community facilities, new retail and leisure outlets, increased employment opportunities, additional residential dwellings with a range of sizes and tenures, and transport improvements to encourage sustainable modes of travel.~~

9.5 Old Kent Road Action Area

188 The vision for Old Kent Road Action Area is for:
 189 'A mixed use area providing housing and employment, local retailing and other
 town centre uses, with improved accessibility for pedestrians, cyclists and public
 transport users, and an enhanced public realm which creates a stronger sense of
 place.'

9.6 Bankside and The Borough Action Area

190 The vision for Bankside and The Borough is for:
 191 'A unique location combining historic character with the best attributes of new
 192 developments. Bankside and The Borough should be a mixed use district town
 centre full of vitality with a range of housing and employment opportunities, cultural
 and visitor attractions, increased densities, high quality services and improved
 transport infrastructure'.

9.7 Bermondsey Spa Action Area

193 The vision for Bermondsey Spa is for:
 194 'An accessible area with an integrated mix of high quality homes, shops, offices,
 195 public spaces and community facilities around a spine of employment uses along
 the railway line'.

9.8 West Camberwell Action Area

196 The vision for West Camberwell is for:
 197 'A high quality housing area providing a mixture of dwelling tenure and type'
 198

9.9 Neighbourhood Areas

199 Neighbourhoods are important because shopping and commercial centres often
 200 define a neighbourhood, providing a focus for the community. They provide a wide
 range of shops and other services used by local communities. Generally there are
 few large development sites within the neighbourhood centres. The focus of
 planning guidance is on protecting, improving, and bringing back into use retail and
 residential uses, especially above shops.
 201 Each centre is unique and requires its own strategy to build on its strengths and
 improve the environment, quantity and range of services that it offers according to
 the needs of those who use the centre. Camberwell Green, Lordship Lane,
 Dulwich, Herne Hill, Nunhead and The Blue are designated as neighbourhood
 centres. Like the action areas, the neighbourhood areas also have a vision to guide
 future development.

9.10 Camberwell Neighbourhood Area

202 The vision for Camberwell is for:
 203 'An easily accessible district town centre that provides a range of arts, leisure and
 204 retail services, some specialist shopping opportunities, community facilities, homes,
 and local employment'.

9.11 Lordship Lane Neighbourhood Area

205 The vision for Lordship Lane is for:
 206 'A district town centre, serving the local community and providing local
 207 employment'.

9.12 Dulwich Neighbourhood Area

208 The vision for Dulwich Village is for:
 209 'An historic area with homes, retail, local services and open spaces that retain
 210 much of the original built form, and are accessible to local people'.

9.13 Herne Hill, Nunhead and The Blue Neighbourhood Area

211 The vision for Herne Hill, Nunhead and The Blue is for:
 212

213 ~~'Vibrant neighbourhoods providing essential services for local people'~~

214 10 Southwark Spatial Strategy

215 10.1 As detailed in Section 4, the Plan is delivering the land use element of the community strategy priorities aimed at meeting the needs of people who live in, work in, and visit Southwark. The reasons for the overall strategy and priorities of the Plan are explained below.

216 **10.2 Tackling Poverty and encouraging Wealth Creation**

217 Southwark currently ranks as the eighth largest economy in London with 160,000 jobs and the nineteenth largest economy in Britain. It benefits from close links with the dynamic economy of the City and the West End and is increasingly being seen as part of central London. It has experienced significant growth in recent years with a 34% increase in VAT registered stock between 1994 and 2002. Local people however have not always benefited from this growth. Between 1991 and 2002 total employment grew by 30% but unemployment remains unacceptably high.

218 There are nearly 11,000 businesses in Southwark of which 9,000 are small businesses. These are very diverse in their nature and reflect the social and ethnic diversity of the borough. The presence of a large number of very diverse small businesses helps to bring local opportunities to people in the more deprived parts of the borough. The presence of small businesses also reflects an entrepreneurial culture and the importance of the role of business start-up and self employment as an effective means for many of overcoming the barriers to work and providing a way out of poverty.

219 The Mayor of London's vision is to develop London as an exemplary sustainable world city. This is based on three interlocking elements:

- 220 1. Strong and diverse economic growth;
- 221 2. Social inclusivity to allow all Londoners to share in London's future; and
- 222 3. Fundamental improvements in environmental management and the use of resources.

223 Tackling poverty is one of the five priorities of the Southwark Community Strategy. One of the main ways in which this will be achieved is to continue to encourage wealth creation and create more jobs. This is developed in Southwark's Enterprise Strategy which has four main objectives:

- 224 1. To build an entrepreneurial culture;
- 225 2. To retain and support existing businesses and promote inward investment;
- 226 To enhance enterprise opportunities in the key business districts and town centres; and
- 227 3. To promote a safe, high quality and accessible environment for business.

228 The Southwark Plan provides the land use and development policies to support this. It seeks to maintain the provision of a range of business premises to suit the needs of all business sectors, including small businesses. In particular:

- 229 i Opportunities for major investment in the London South Central area are identified;
- 230 ii Areas are designated where industrial and office uses are protected;
- 231 iii Mixed uses including employment generating uses are encouraged throughout the borough, retaining and enhancing jobs close to where people live;
- 232 iv The role of town centres in providing local employment and thereby reducing the need to travel is fully recognised;
- 233 v The roles of cultural industries and tourism are taken into account with policies to encourage such development where appropriate; and
- 234 vi Small businesses are given special consideration in the plan.

- 235 **10.3. Life Chances**
- 236 **10.3.1 Community and Health Services**
- 237 Southwark's Community Strategy and the London Plan highlight the importance of facilities to enable local communities to become more cohesive, and the important role of voluntary organisations in building communities, reducing social problems and assisting local people with planning issues. Southwark needs more health services to provide for the growth in population and to improve health provision for local people delivering national, London-wide and local objectives and strategies. Community and healthcare provision is a key requirement in Sections 8 and 9 policies for all developments within Opportunity and Action Areas where the largest growth in population is predicted to take place. Community facility and health provision should be an integral part of masterplans and larger developments. The type and quantity of provision should be set through discussions with local community and health providers especially the Local Strategic Partnership, Strategic Health Authority, Primary Care, Acute and Foundation Trusts and hospitals. This will be measured as a requirement of the sustainability assessment policy, which requires consideration of health and community issues in the context of the social, economic and environmental impacts of major developments. There is a general change in health provision towards more healthy living centres, doctors and satellite hospital facilities within residential areas serving the local population in addition to the large centralised sites.
- 238 **10.3.2 Raising Educational Standards**
- 239 Raising standards in our schools is one of the five priorities identified in the Community Strategy 'Southwark 2016'. An essential element of improving educational standards is raising the educational capital in the borough and specifically within communities. Educational achievement in Southwark is low - but it is improving. Lasting prosperity will be achieved through the provision of good quality education. The strategy requires high quality schools serving the whole of their community through provision of education to children of statutory school age and facilities that can be accessed by the community for lifelong learning. The development of community facilities on school sites will help to establish a greater connection between schools and their communities, offering opportunities for all members of those communities to contribute to improvements in educational attainment.
- 240 Additionally, the Community Strategy identifies tackling poverty and cutting crime and the fear of crime. Schools have a part to play in delivering these Community Strategy priorities. Better out of school hours provision will contribute to crime reduction and provide opportunities for members of local communities to increase their employability. Furthermore, the expansion of school provision and community activities on school sites will, in themselves, provide employment opportunities.
- 241 The Southwark Plan designates land for new schools and school expansions and accommodates new ways of managing education with a collegial approach. This includes clustering of schools to promote interschool collaboration and specialisation on the extended school principle.
- 242 Provision for schools has been planned to take into account projected population changes up to 2023 so that although growth in the school population may be slow in many parts of the borough for the next few years a substantial growth in demand has been identified over the longer term. Many of the older schools will need to be completely rebuilt over this period.
- 243 **10.4 Clean and Green**
- 244 The Community Strategy places the environment at the top of its agenda to ensure that Southwark is a safe, healthy and attractive place. The policies in this plan aim to control development in a way that positively contributes to achieving sustainability.

- 245 All developments have the potential to adversely affect the environment. The policies in this plan seek to ensure that these potential impacts are identified so that amenity is protected and that detrimental environmental effects are minimised.
- 246 One of the ways that this can be achieved is through the protection and conservation of certain areas and land uses within the borough.
- 247 Conservation Areas, Archaeological Priority Zones and areas of special character such as the Thames Policy Area have been designated to ensure that the heritage of the borough is protected.
- 248 As part of improving the amenity of the borough the Plan encourages a high standard of design in all developments including incorporating measures to improve the sustainability of buildings. The main tool for ensuring that sustainability is considered is requiring that all major developments complete a sustainability assessment.
- 249 Open spaces significantly contribute to the character of the borough, contributing to nature conservation and providing space for leisure and recreation activities. Open spaces have been given three tiers of protection: Metropolitan Open Land (MOL), Borough Open Land (BOL) and Other Open Space all of which are identified on the Proposals Map. Sites of Importance for Nature Conservation and Local Nature Reserves are also protected.
- 250 National and regional targets have been set with regard to a presumption in favour of more sustainable methods of waste disposal [as set out in the waste hierarchy]. This includes the reduction in waste taken to landfill and the increase in the amount of waste recycled. To ensure that Southwark has adequate capacity to deal with the borough's waste, and that sustainable waste management practices can be enhanced, the Old Kent Road Gas Works site has been designated for waste management purposes.
- 251 **10.5 Housing**
- 252 **10.5.1 London Plan Requirements**
- 253 The London Plan sets a minimum target of 29,530 additional residential units in Southwark between 1997 and 2016. This includes at least 19,148 new homes. The remaining additional units can also include non self-contained accommodation and bringing vacant homes back into use. Overall, approximately 1,500 additional units are required each year.
- 254 ~~Within Southwark Opportunity Areas, the Mayor has set targets for a total of 4,700 new dwellings between 1997 and 2016. Other significant housing sites are designated within the Action Areas. Estimated numbers of new dwellings for Action Areas are set out below:~~

Action Area	Estimated number of dwellings (1997-2016)
Canada Water	3378-5008
Bermondsey Spa	1526-2335
Peckham	736-1717

- 255 These, together with mixed-use sites throughout the borough, will deliver a significant proportion of housing. However, much of the housing will also be provided outside Local Policy Areas, by intensification, particularly where there is better access to public transport, by reusing previously developed land and existing buildings, and by bringing empty homes back into use.
- 256 Fifty percent of new dwellings should be affordable. This will include social rented and intermediate housing including homes for key workers.

257 **10.5.2 Southwark Housing Provision**

258 ~~Approximately 9427 new homes have been completed between 1997 and the end of 2005. Around 3,067 of these homes were non-self-contained accommodation or through bringing empty homes back into use.~~

259 ~~Between 1997 and the end of 2005, approval was given for approximately 4201 additional units over the number of units required by the London Plan during this period. The majority of these units were approved on windfall sites, or by the intensification of existing housing sites.~~

260 ~~This Plan will ensure the continued delivery of housing in the following ways; Firstly, sites have been specifically allocated for housing to give this priority over other uses such as car parking. Secondly, the LPA has reassessed all previously designated sites, particularly employment sites. Approximately 100 hectares of land previously designated for employment have been released for housing or mixed use. Policies relating to employment protection outside designated areas have also been revised so employment uses are only protected in the most appropriate locations. This removes the uncertainty for windfall sites and establishes the expected balance of uses between employment and housing. Thirdly, density policies have been included to maximise the efficient use of land and therefore secure the greatest number of units appropriate on any one site. Estimates of housing capacity are set out in Appendix 3 for all of the sites specifically designated on the Proposals Map. In many cases, these estimates show a broad range of potential capacity based on the site size and the residential density standards applicable to that site. Where relevant, other required uses on the site as part of a mixed-use development, and the PTAZ designations have also been taken into account. Although they are estimates, the figures set out in Appendix 3 are a good indication of the capacity of development sites to contribute towards achieving the overall target of 29,530 new homes between 1997 and 2016.~~

Year	Number of units constructed (net)	Estimated number of dwellings likely to come forward from proposals sites (per year)	Estimated number of Dwellings likely to come forward from windfall sites (per year)
1997	1537		
1998	567		
1999	491		
2000	654		
2001	717		
2002	855		
2003	1375		
2004	1464		
2005	1170		
2006 – 2016		1243 (per year)	747 (per year)
TOTAL	8,827	13,673	8,217

This table indicates the number of units constructed per year since 1997 and the number of units expected to come forward from proposals sites and windfall sites over the plan period, expressed as an average figure per year.

261 ~~Outside areas that have been designated for other uses, any site is considered to be suitable for housing, provided an acceptable living environment is achievable and this use does not compromise existing legitimate uses.~~

262 **10.5.3 Affordable Housing Provision**

The most recent Housing Needs Survey indicates that around 1,900 new affordable housing units are required every year to eliminate the existing backlog and meet newly arising need. This exceeds the overall housing target, and shows that the highest level of affordable housing must be sought from the maximum number of developments. The greatest need for affordable housing is units with 3 or more bedrooms, as well as affordable units for those in wheelchairs.

- 263 The council intends to secure affordable housing in two ways:
- 264 i By the most efficient distribution of public subsidy to build developments with a very high percentage of or wholly affordable housing. These may be built by the council or by Housing Associations. The council intends to spend the majority of public subsidy in this way to get the best value for money; and
- 265 ii The council will secure affordable housing as part of private development. The affordable housing sought from private development must be at a level which ensures the viability of housing development throughout Southwark.

267 The LPA has lowered the threshold at which developments must provide affordable housing to any schemes of 10 or more dwellings, as explained more fully in Policy 4.4. The threshold is set at this level to secure a reasonable level of affordable housing to meet the London Plan targets and contribute to meeting local and regional need. Research demonstrates that major housing and mixed use developments of 10 or more dwelling units, over a range of sites can support a proportion of affordable housing, with no public subsidy, at the levels stated within the Plan.

268 Valuation research shows that developments within Southwark can support the levels of affordable housing given in Policies 4.4 and 4.5. To ensure the continued supply of new housing, the Plan gives developers clear policy direction to inform their financial decisions, including the level and type of affordable housing developers will be expected to provide. Where the council has identified some lower value areas, it will negotiate a different proportion of social to intermediate units to enable development to proceed. In exceptionally low value areas, or where other site circumstances make it impossible to deliver the required amount of affordable housing as demonstrated by an open book economic appraisal, and where residential development can not be secured by adjusting the tenure mix, the council will consider other means to ensure that residential development remains viable.

269 Of all new dwellings currently delivered by major residential development, up to 50% in any one year are from schemes of 10 - 14 dwellings. These have not been subject to any requirement to provide affordable housing, and represent a major potential source of affordable housing. Valuation research shows that these developments can make a contribution to affordable housing without slowing the overall supply and pace of housing development. As noted above, in order to meet affordable housing the LPA must seek to secure the maximum level of affordable housing from the maximum number of sites. By lowering the threshold, and requiring a contribution from developments of 10 - 14 units, the LPA will increase the supply of affordable housing. It is also noted that, in the past, the level of affordable housing provided by housing associations has been supported by payments in lieu from larger developments. As large developments now make on-site provision, a new funding stream is necessary to replace this and therefore achieve the target of 50% of all new housing as affordable.

270 **10.6 Sustainable Transport**

271 To improve London's accessibility is one of the six fundamental objectives of the London Plan and reflects the Mayor's vision of London as an accessible city with fast, efficient and comfortable means of transport and access to affordable homes, education and training, health, leisure and recreation. The London Plan also promotes the most efficient use of land in areas with high public transport accessibility to make the best use of existing and proposed resources.

272 Southwark's Community Strategy priorities include tackling poverty and making the borough cleaner and greener and safe. Efficient transport and providing services locally to reduce the need to travel are key to achieving these objectives. The approach of the Mayor and of the LPA are fully supported by government strategies the planning implications of which are set out in Planning Policy Guidance Note 13.

273 The Plan sets out ways to achieve these objectives by integrating development with public transport to ensure that there is a proper fit between development and the capacity of the public transport network that serves it; taking appropriate opportunities to intensify the use of land where current or future transport capacity allows. In addition, provision for new public transport infrastructure such as the Cross River Tram and the East London Line Extension will aim to increase the capacity of public transport by fifty percent, enabling parts of Southwark to become more easily accessible in relation to central London. This will increase employment opportunities and reduce the need to travel by car.

274 There are currently high levels of congestion and pollution within Southwark. The Plan tackles congestion through levels of restraint of car use appropriate to the density and parking zones described below. The provision of alternatives, including better and safer facilities for pedestrians and cyclists, is also required as is the provision of the sustainable movement of freight within and around London, including the use of water and rail.

275 Two Transport Development Areas have been identified, these being the Elephant and Castle and London Bridge Opportunity Areas, which contain the major transport interchanges in the borough, and the Canada Water, Walworth Corridor, Bermondsey Spa and Peckham Action Areas. Within these areas, there is significant opportunity to improve the integration of development with the existing public transport, walking and cycling networks.

276 **10.7 Residential Density and Parking Zones**

277 The borough has been divided into central, urban and suburban areas, as proposed by the London Plan, for the purposes of determining appropriate residential densities and car parking standards.

278 For each zone a broad range of residential densities measured in habitable rooms per hectare has been defined. An additional zone has designated in areas that have better access to public transport, the Public Transport Accessibility Zone. Within this zone, densities are assessed on a case-by-case basis. However, higher densities will only be allowed subject to conditions relating to design and planning obligations. This is explained in Appendix 2. The purpose is to encourage the efficient use of land and maximise the supply of good quality new housing. The housing density guidelines will be a factor to be taken into account in assessing the suitability of a housing scheme for a particular site.

279 **11 Implementing the Plan**

280 11.1 The Plan

281 The main way in which the Plan will be implemented will be through the consideration of applications for planning permission. The Plan is a Unitary Development Plan in that it contains an overall strategy (Part I) as well as the detailed policies to implement it (Part II). Together with the London Plan it will be the main guide for planning decisions whether made by the LPA or by the Mayor (who may direct refusal of planning permission based on strategic issues in some circumstances), or by the Secretary of State, who makes the final decision when a proposal has been called in or is the subject of an appeal.) The LPA will take enforcement action to require the breach of planning control to be remedied where it considers it expedient to do so in accordance with relevant legislation.

282 **11.2 Supplementary Planning Documents**

283 The Southwark Plan may be supported by Supplementary Planning Documents (SPDs) that provide further explanation of the policies, and clarification such as examples of the measures that will be required from developers to ensure that their applications for planning permission meet the requirements in the Plan's policies. In planning decisions they do not have the legal status or weight of the formally adopted plan. Where relevant, SPDs will be treated as material considerations in the determination of planning applications with greater weight being accorded to them when, following appropriate consultation, they are adopted by the LPA. They must comply with all of the policies and proposals in the Plan, and should have been subject to public consultation in order to have more weight in the planning process. Southwark has indicated its intention to prepare SPDs on a number of different themes and on a number of specific geographical areas to support this plan.

284 **11.3 Planning Briefs**

285 For individual sites, the council will, from time to time, produce planning briefs. These will provide more detailed planning guidance on matters such as the range of uses or the form of new buildings that are likely to be considered appropriate for the site in order that all of the provisions of the Plan are satisfied. They will be prepared as SPD.

286 **11.4 Masterplans or Development Frameworks**

287 The council may also produce from time to time more detailed action plans for wider areas in the form of master plans or development frameworks.

288 These may include references to the council's aspirations for the area when it is acting as a regeneration agency in partnership with other organisations and landowners. These master plans or frameworks will not set planning policy for an area but must reflect it.

289 **12 Sustainability**

290 12.1 The Plan should improve people's living and working conditions without harming the quality of life for future generations. This is called sustainable development, and the policies in the Plan are working towards achieving this goal.

291 **12.2 Sustainability Objectives**

292 The LPA is committed to achieving sustainability objectives and aims to raise awareness of sustainability principles as part of the planning process. These sustainability objectives have been produced by the council in consultation with a wide range of people within Southwark. They are the objectives that the whole Plan is trying to achieve, as detailed in 5.2.

293 The sustainability objectives will be implemented in two ways:

- 294 i. The sustainability appraisal of the Plan to ensure that the Plan is a framework
for achieving the sustainability objectives; and
- 295 ii. The sustainability assessment required for individual development proposals
at the planning application stage to make sure that all major developments
are achieving the sustainability objectives.

296 **12.3 Sustainability Appraisal and Equalities Impact Assessment of the Plan**

297 A sustainability appraisal has been carried out to evaluate how well the Plan
supports the sustainability objectives.

298 This evaluated how this second draft of the Plan will contribute to the achievement
of sustainable development through individual policies, sections and as a whole.
The assessment sets out to identify any conflicts between policies. This was to
ensure that the objectives and chapters are compatible and that they are working
towards a co-ordinated approach to sustainability.

299 The sustainability appraisal was carried out on each of the 65 policies and 5 five
Sections of the Plan, against 33 sustainable development objectives. The appraisal
was devised by Forum for the Future in partnership with the LPA. It was based on
the London Plan Sustainability Appraisal, and Southwark's Community Strategy.
The appraisal was carried out at each stage of the Plan's production to provide
guidance for improving and refining policies. A separate Equalities Impact
Assessment of the Plan was also undertaken to assess its likely impact on the six
equality target groups. Further details of the process can be found in appendix 4.

300 **12.4 Sustainability Assessment of Planning Applications**

301 Major applications for planning permission will also be required to be accompanied
by a Sustainability Assessment. This will encourage developers to consider the
impacts of their developments on social and economic issues as well as on the
environment. This will in turn help to identify improvements to make the
development more sustainable through mitigation of impacts on the environment
and local communities.

302 **Section 1 Tackling Poverty And Encouraging Wealth
Creation**

303 Strengthening Enterprise And Creating Prosperity

304 VISION

305 ~~For Southwark to be a place with a thriving and sustainable economy where local people can have the full benefits of wealth creation, with access to choice and quality in the services and employment opportunities that are available.~~

306

~~STRATEGIC ISSUE BASED POLICIES FROM PART ONE~~

307 ~~SP 4 REMOVING BARRIERS TO EMPLOYMENT~~

308 ~~DEVELOPMENTS SHOULD, WHERE APPROPRIATE, HELP REMOVE THE BARRIERS TO EMPLOYMENT AND IMPROVE ACCESS TO JOBS AND TRAINING OPPORTUNITIES FOR LOCAL PEOPLE;~~

309 ~~SP 5 REGENERATION AND CREATING EMPLOYMENT~~

310 ~~DEVELOPMENTS SHOULD, WHERE APPROPRIATE, CONTRIBUTE TOWARDS STRONG, DIVERSE, LONG TERM ECONOMIC GROWTH, HELP FACILITATE REGENERATION AND INCREASE THE NUMBER AND RANGE OF EMPLOYMENT OPPORTUNITIES AVAILABLE WITHIN SOUTHWARK;~~

311 ~~SP 6 ACCESSIBLE SERVICES~~

312 ~~ALL DEVELOPMENTS SHOULD, WHERE APPROPRIATE, IMPROVE THE RANGE AND QUALITY OF SERVICES AVAILABLE IN SOUTHWARK AND ENSURE THAT THESE ARE EASILY ACCESSIBLE BY ALL SECTIONS OF THE COMMUNITY, PARTICULARLY BY FOOT, CYCLE AND PUBLIC TRANSPORT;~~

313 ~~SP 7 ARTS, CULTURE AND TOURISM~~

314 ~~ALL DEVELOPMENTS SHOULD, WHERE APPROPRIATE, SUPPORT REGENERATION AND WEALTH CREATION THROUGH ARTS, CULTURE AND TOURISM USES.~~

315

~~SP 4 REMOVING BARRIERS TO EMPLOYMENT~~

316 ~~DEVELOPMENTS SHOULD, WHERE APPROPRIATE, HELP REMOVE THE BARRIERS TO EMPLOYMENT AND IMPROVE ACCESS TO JOBS AND TRAINING OPPORTUNITIES FOR LOCAL PEOPLE.~~

317 **Background**

318 Southwark currently ranks as the eighth largest economy in London and benefits from close links with the dynamic economy of the City and the West End. However, despite the considerable economic growth which Southwark has experienced in the past 10 years and its proximity to central London, high levels of unemployment, low incomes and deprivation persist in the borough because of certain barriers to employment that people experience, most notably the lack of skills that are required in the jobs market. When development takes place, the LPA will seek to put in place measures to overcome barriers to employment. This may be achieved through planning obligations to provide training or other support for people entering the workforce, provision of childcare or other services to help local people obtain work.

Figure 2

319 **Policy 1.1 – Access To Employment Opportunities**

320 For all developments creating over 1000 square metres of new or improved
floorspace, that provide or generate employment, the LPA will seek to enter into
planning obligations to:

- 321 i. Target the training and employment opportunities toward local unemployed,
disadvantaged people, and school children, including mentoring schemes in
local schools,
- 322 ii Secure childcare facilities, either as part of the development or off-site,
- 323 iii Secure improved facilities and infrastructure within the public realm for people
with disabilities,

324

Reason

The existing dynamic economy in London and Southwark and any future
developments which will enhance the range and number of jobs may not directly
benefit local people unless action is taken to reduce the barriers to employment
experienced by much of the population. A targeted approach is required to
improve employment participation within Southwark and promote an
entrepreneurial approach to business, especially amongst young people.

325 **~~SP 5 REGENERATION AND CREATING EMPLOYMENT~~**

326 ~~DEVELOPMENTS SHOULD, WHERE APPROPRIATE, CONTRIBUTE
TOWARDS STRONG, DIVERSE, LONG TERM ECONOMIC GROWTH, HELP
FACILITATE REGENERATION AND INCREASE THE NUMBER AND RANGE
OF EMPLOYMENT OPPORTUNITIES AVAILABLE WITHIN SOUTHWARK~~

327 **Background**

328 In recent years the number of jobs in Southwark has steadily increased. Much of
the recent growth has taken place in the north of the borough where many of the
functions of Central London are becoming firmly established. The London Plan
identifies the north west corner of the Southwark as part of the Central Activities
Zone. It also identifies 'London South Central' as an area with opportunities for
general intensification of development, including distinct Opportunity Areas
located around transport interchanges where growth in jobs and population can
be accommodated. Two of these Opportunity Areas are within Southwark, at
London Bridge and Elephant and Castle. Action Areas have also been identified
as a focus for growth, regeneration and inward investment.

329 Southwark benefits from having a significant share of the regional office market.
Preferred Office Locations (POLs) around London Bridge, Bankside and The
Borough have been designated areas in which large scale office development will
be promoted.

330 Although the numbers have declined, factories and warehouses also continue to
provide a significant proportion of the jobs in Southwark and play an important
role in supporting the economy of central London. Low vacancy rates and high
rental growth rates suggest that demand for industrial and warehousing space is
strong. However, industrial and warehousing land is also under considerable
pressure from other higher value land uses, particularly housing, and the supply
has fallen in recent years.

331 Much of the industrial and warehousing land in Southwark is located within the
Preferred Industrial Locations (PILs). These play an important part in ensuring
that a supply of accommodation, which is suitable for the special needs of these
industrial and warehousing businesses, is protected. The council will seek to
rationalise and consolidate the PILs and improve their accessibility and
infrastructure. The boundaries of PILs have been reviewed and those sites which

- are no longer suitable for industrial and warehousing development have been released for other uses.
- 332 It is recognised that over the lifetime of the Plan, structural changes in the economy and an intensification in use on existing sites, may reduce the land required for industrial and warehousing uses. In addition to the land released from PILs, Southwark has also released employment land on some of the scattered sites throughout the borough, where this land has poor access or is compromised by surrounding uses. On sites which have good access or which are located in central areas with good public transport accessibility however, the LPA will require the retention of employment floorspace within mixed use schemes.
- 333 The creative industries also play an increasingly important part in Southwark's economy. London is a world centre for the creative industries and the predominant centre in the UK, hosting around 30% of the UK's employees in the sector. It is estimated that one in five jobs generated in London is in the creative industries. It is likely that employment generated by the creative industries in the South Westminster and Bankside and The Borough areas will increase from the current level of 20,700 to 34,000 by 2015, with growth driven by publishing of journals and periodicals, hotels and bars, advertising and radio and television activities. Demand for premises in Southwark is driven by the availability of high quality accommodation at substantially lower levels of rents compared to the West End and the City. Also easy access to both, due to recent transport improvements including the Jubilee Line extension and the Millennium footbridge.
- 334 Of the 11,000 businesses within Southwark, 9,000 are Small Businesses. These Small Business Units are, in general, more likely to employ local people than many larger operations and so they are of particular importance to Southwark's prosperity.
- 335 **Policy 1.2 – Strategic and Local Preferred Industrial Locations**
- 336 In Preferred Industrial Locations, planning permission will only be granted for developments falling within the B Use Class, ~~and sui generis use class industries~~ which are inappropriate in residential areas.
- 337 **Reason**
The LPA has undertaken a strategic assessment of the supply of and demand for business space. Between 2000 and 2003 Southwark lost 10.8% of its industrial floorspace and 1.7% of its warehousing floorspace. Demand for industrial and warehousing land in Southwark however remains strong. The LPA's survey of industrial and warehousing premises undertaken in November 2004 found a vacancy rate of 6.1%, a figure significantly below the London rate of 8.2%. Rental values for prime industrial and warehousing space in Southwark of £9.75 per square foot (2004) are as high, and in most cases higher than in neighbouring boroughs. Rental value growth is also high in Central London and particularly high in Southwark. Indeed, Southwark has experienced the highest rental growth value in Central London in the 3, 5 and 10 year periods prior to 2002. Land values for prime industrial and warehousing land in Southwark of around £1 million per hectare are as high or higher than all Southwark's neighbouring boroughs.
- 338 Industrial and warehousing land is also under intense pressure from higher value land uses, especially housing. The July 2004 Valuation Office Agency (VOA) report notes that typical residential values in Southwark lie around £12 million per hectare.
- 339 The LPA has designated Strategic Preferred Industrial Locations in South East Bermondsey and Old Kent Road. Outside the Preferred Office Locations (POLs), these areas have the largest concentration of employment uses in the borough. Between them they contain 70.33 ha of industrial and warehousing land and they are designated in the London Plan as Strategic Employment Locations.

- 340 These have been safeguarded to ensure that a range of industrial and storage functions can continue in the borough and to maximise the diversity of the economy. In addition to providing a significant number of employment opportunities, the Preferred Industrial Locations of strategic importance provide land and accommodation for businesses which play an important role in supporting the functions of Central London. Industrial and warehousing floorspace in Central London is particularly attractive to companies servicing the West End and City retail and financial and business services industries.
- 341 In the light of strategic and local assessments of demand and supply, the LPA has also identified two Local Preferred Industrial Locations. These are Parkhouse Street and Mandela Way which provide an additional 19 ha of industrial and warehousing land.
- 342 Preferred Industrial Locations of local importance protect significant clusters of industrial and warehousing type activities. Businesses within these areas benefit from their location within an industrial and commercial environment and provide an important source of local employment opportunities within wards which have high levels of unemployment. They also provide an important source of business accommodation for Small Business Units.
- 343 Because of the limited supply of industrial and warehousing land in Southwark and the strong demand which is referred to above, Policy 1.2 applies to both Strategic and Local Preferred Industrial Locations.
- 344 It is considered important to protect land for industrial and warehousing purposes so that businesses which require segregation from other uses can operate without adversely affecting the amenity of surrounding sensitive land uses, such as residential uses.
- 345 There are also many yard based industries, such as car repairers, scrap yards, skip hire yards, waste transfer stations etc. which provide important economic functions. While these are frequently defined as sui generis uses, they are more appropriately located in the PILs, and will be permitted where appropriate.
- 346 **Policy 1.3 – Preferred Office Locations**
- 347 ~~Within the Preferred Office Locations (POLs) planning permission will be granted for large scale office (Class B1) development.~~
- 348 ~~Within these areas, development of sites or floorspace with an established employment use will be permitted, provided that the proposal would not result in a net loss of floorspace in Class B use. An exception may be made where:~~
- 349 ~~i. The proposal is for the provision of an active frontage at ground floor level; or~~
- 350 ~~ii. The proposal involves the provision of arts, cultural and tourism uses;~~
- 351 ~~Where an increase in floorspace is proposed for any site, the additional floor space may be used for suitable mixed or residential use.~~
- 352 ~~Temporary planning permission for a period of up to 24 months may be granted for changes of use of existing sites or floorspace in employment use to suitable non Class B use excluding residential use, provided that the applicant can demonstrate that the premises have been vacant for a period of 12 months and that convincing attempts to dispose of them have been unsuccessful. The premises must revert to employment use upon cessation of the temporary permission.~~
- 353 **Reason**
- 354 ~~The London Plan seeks an increment in office space within the CAZ and strategically specified locations in London. The London Office Policy Review 2004 indicates that demand for office space in the areas around Blackfriars Road and London Bridge is likely to be strong in both the short and medium term. The review also forecasts that Southwark will need to provide an additional 374,000 sqm of office floorspace by 2016 in order to meet projected demand. In addition to helping meet London's strategic demand, office employment in Southwark also~~

performs an important function in the local economy, providing many employment opportunities for local people.

- 355 ~~The council is seeking to encourage the growth of office based businesses in the borough. To this end, the POLs, which benefit from excellent public transport services, a Central London location and existing clusters of commercial activities, are considered suitable for the consolidation and expansion of further office uses.~~
- 356 ~~Other uses however can also contribute towards the character and vibrancy of the POLs. The POLs are located within London's Central Activities Zone in which the London Plan seeks to encourage a range of uses in order to protect and expand London's role as a world city. Policy 3B.4 of the London Plan states that within the CAZ, where increases in office floorspace are proposed, provision should be made for a mix of uses, including housing. Housing plays an important role in creating sustainable communities and will be permitted in the POLs, provided that proposals would not result in any loss of office or employment space.~~
- 357 ~~In addition to residential uses, arts, culture and tourism uses are growing in Southwark, particularly in the area around Bankside, The Borough and London Bridge, which has been designated a Strategic Cultural Area. These uses provide facilities and services which complement commercial activities in the POLs.~~
- 358 ~~With the exception of a small area to the east of Borough High Street, the POLs are also located within the town centres of Bankside and The Borough and London Bridge (refer to Policy 1.7). Retail uses and ground floor active frontages uses serve to reinforce the vitality of the POLs and town centres. In accordance with Policy 1.7, the provision of retail or other active frontage uses will be sought as part of mixed use redevelopment schemes where this would be appropriate.~~
- 359 ~~In order to reduce the likelihood of employment floorspace lying unoccupied for long periods, the LPA will consider granting temporary planning permission for non-B Use Classes for a period of up to two years. After this period, the premises should revert to the original use to avoid prejudicing the long term supply of office floorspace.~~
- 360 Policy 1.4 –Employment Sites outside the Preferred Office Locations and Preferred Industrial Locations
- 361 Outside Preferred Industrial Locations and Preferred Office Locations, on sites which have an established B Class Use and which meet any of the following criteria:
- 362 i. ~~The site fronts onto or has direct access to a classified road; or~~
 ii. ~~The site is in a Public Transport Accessibility Zone; or~~
 iii. The site is within the Central Activities Zone; or
 iv. The site is within a Strategic Cultural Area.
- 363 Development will be permitted provided that the proposal would not result in a net loss of floorspace in Class B use. An exception to this may be made to this where:
- 364 a) The applicant can demonstrate that convincing attempts to dispose of the premises, either for continued B Class use, or for mixed uses involving B Class, including redevelopment, over a period of 24 months, have been unsuccessful; or
- 365 b) The site or buildings would be unsuitable for re-use or redevelopment for B Class use or mixed uses including B Class use, having regard to physical or environmental constraints; or
- c) The site is located within a town or local centre, in which case in accordance with policy 1.7, suitable Class A or other town centre uses will be permitted in place of Class B uses.

- 366 Where an increase in floorspace is proposed, the additional floor space may be used for suitable mixed or residential use.
- 367 On employment sites outside the POLs and PILs and where criteria i-iv above do not apply, a change of use from an employment use to suitable mixed or residential uses will be permitted.
- 368
- Reasons
- Outside the POLs and PILs, there are many sites which have an established employment use. Businesses on these sites contribute to Southwark's economy and provide valuable employment opportunities for local people.
- 369 There are areas in which it is particularly important that employment floorspace is retained. Within the Central Activities Zone and Strategic Cultural Areas the council is seeking to encourage a range of uses and the retention of employment uses will contribute to this diversity. Moreover, the CAZ and SCAs, together with the public transport accessibility zones, have higher public transport accessibility levels. The retention of businesses in locations which have good accessibility from surrounding residential areas can help reduce the need to travel. Finally, access onto the main road network is important for many businesses and that locational advantage should be protected.
- 370 Outside these locations, releasing employment sites for other uses can contribute towards the wider regeneration objectives of the borough, including the need to provide additional housing.
- 371 In exceptional circumstances, the council will permit a loss of employment floorspace in the locations set out in criteria i – iv. This is to ensure that redundant employment land is re-used and to facilitate the provision of active uses in town centres. The scale and nature of proposals for retail and town centre uses should be appropriate for the location, in accordance with Policy 1.7.
- 372 When an application is made under criterion a, applicants should demonstrate that the site has been actively marketed on realistic terms over a period of at least 24 months. In considering the adequacy of the marketing which has been undertaken, the LPA will take account of the methods used, the price at which it has been marketed, and the nature of the response.
- 373 There may be some sites, which due to physical constraints associated with access, the size of the site or its relation to surrounding properties, or other environmental factors, make them unsuitable for continued B use either as sole use or within a mixed use scheme.
- 374 **Policy 1.5 - Small Business Units**
- 375 The LPA will protect and encourage appropriate business and commercial developments which meet the needs of small businesses in the following ways:
- 376 Any proposals for the change of use or redevelopment of employment sites which include small business units and to which Policies 1.2, 1.3 or 1.4 apply shall make equivalent provision for small units within the replacement floorspace for Class B uses unless the existing Small Business Units have been vacant for 12 months or there is comparable alternative provision provided by the applicant;
- 377 Railway arches outside Preferred Industrial Locations may be used for A, B, and D Use Classes, provided that the proposed use would not have an unacceptable impact on the amenities of neighbouring occupiers, or on car parking, traffic congestion and road safety;
- 378 A planning condition will be imposed to ensure that such units are not converted or extended to form larger work spaces.

379

Reasons

Small Business Units are an important feature of a sustainable local economy as they provide employment opportunities and services for local, often socially excluded residents, stimulate enterprise, and reduce the need to travel. Small business premises are often vulnerable to displacement by other uses and therefore need special protection and support. Because of their size and physical constraints, railway arches and viaducts make an important contribution towards providing employment space for small businesses. Criterion ii relating to railway arches will take precedent over Policy 1.4 , where proposals for a change of use of railway arches are made. Policy 1.5 also applies to any proposal for Class A Use.

380

Policy 1.6 – Live/Work Units

381

Live/work units will be permitted on sites where both employment and residential uses are acceptable. Live/work units will only be permitted if they meet the following criteria:

382

i. At least 40sqm of useable work space (B1 Use Class) must be separately defined within the unit. This must be capable of accommodating a range of business activities and a number of staff in isolation from the living space; and

383

ii. Taking into account the need to provide a useable workspace, the living space (C3 Use Class) should provide a satisfactory standard of residential accommodation (see Policy 4.2).

384

A condition will be attached to any planning permission to protect the employment and residential floorspace.

385

Reasons

386

Live/work units are an important source of employment floorspace for small businesses and start-up companies, providing local employment and reducing the need to travel. In order to protect their employment potential, the different uses must be separately defined and capable of operating independently.

387

~~SP6 ACCESSIBLE SERVICES~~

388

~~ALL DEVELOPMENTS SHOULD WHERE APPROPRIATE, IMPROVE THE RANGE AND QUALITY OF SERVICES AVAILABLE IN SOUTHWARK AND ENSURE THAT THESE ARE EASILY ACCESSIBLE BY ALL SECTIONS OF THE COMMUNITY, PARTICULARLY BY FOOT, CYCLE AND PUBLIC TRANSPORT~~

389

Background

390

To participate in the prosperity that is available in London and enjoy a good quality of life, people require access to a wide range of services. These include basic requirements such as convenience shopping and other services such as leisure facilities, entertainment and cultural uses (such as theatres and galleries), health centres, personal, professional and financial services and places of worship. In a world city such as London, people can reasonably expect almost boundless choice and the highest quality of services.

391

This UDP seeks to provide the widest possible choice of services to people in their local area. Locating services in town centres and local centres that are well served with public transport and facilities for pedestrians and cyclists will go a long way towards spreading the benefits of choice and quality in services to the widest range of people. Lively centres that meet many of people's needs are important for defining the quality of an area as being a desirable place to live.

Different centres serve differing sets of needs: some concentrate on providing day-to-day food shopping, others provide a choice of shops for larger purchases. More and more are becoming centres for entertainment with restaurants and bars and all may have some sort of building of cultural or community significance such as a library or place of worship. The Southwark Plan will also seek to prevent developments that reduce the range of relevant services in a town centre.

392 Outside town centres, a certain basic level of convenience shopping together with
 other basic requirements such as doctor's surgeries may be provided locally. This
 is particularly important in those parts of the borough that are more remote from the
 established town centres.

393

Policy 1.7 –Development within town and local centres

394 Most new developments for retail and other town centre uses should be
 accommodated within the existing town centres and local centres which are (in
 descending order of significance):

395 Major Town Centres:

- 396 i. Elephant & Castle (including Walworth Road); and
- 397 ii. Peckham

398 District Town Centres:

- 399 ~~iii. Canada Water;~~
- 400 iv. Bankside and The Borough;
- 401 v. London Bridge;
- 402 vi. Camberwell; and
- 403 vii. Lordship Lane.

404 Local Centres:

- 405 viii Herne Hill;
- 406 ix The Blue;
- 407 x Dulwich Village; and
- 408 xi Nunhead.

409 Within the centres, the LPA will permit developments providing a range of uses,
 including retail and services, leisure, entertainment and community, civic, cultural
 and tourism, residential and employment (Class B1) uses, where the following
 criteria are met:

- 410 i. The scale and nature of the proposal is appropriate to the character and
 function of the centre and the catchment area it seeks to serve; and
- 411 ii. The proposal will not harm the vitality and viability of the centre; and
- 412 iii. A mix of uses is provided where appropriate; and
- 413 iv. Any floorspace currently in A Class use should be retained or replaced,
 unless the proposed use provides a direct service to the general public and
 the proposal would not harm the retail vitality and viability of the centre
 (where the proposal site is located within a protected shopping frontage, the
 proposal should comply with Policy 1.9); and
- 414 v. The proposal would not materially harm the amenities of surrounding
 occupiers; and
- 415 vi. Where developments which are likely to attract a lot of people are
 proposed, the site should be highly accessible by sustainable modes of
 transport; and
- 416 vii. The road network has sufficient capacity to take any additional servicing
 traffic generated by the proposal without causing adverse effects on the
 environment, traffic circulation, or air quality; and
- 417 viii. The development addresses the street, provides an active frontage on
 pedestrian routes and would not erode the visual continuity of a shopping
 frontage; and
- 418 ix. The proposal provides amenities for users of the site such as public toilets,
 where appropriate.

419

Reasons

The London Plan describes a hierarchy of centres throughout London that have
 different levels of importance and, accordingly, different ranges of services. This
 hierarchy is based on the number and types of shops, and the distances people will
 travel to visit them. Town and local centres have been designated to protect and
 encourage shops, in order to improve the quality and quantity of service provision
 in accessible locations for surrounding catchment areas. New developments, which

generate a large number of trips, should be located within existing town centres, in order to safeguard their vitality and viability and discourage car use.

- 420 The continued attractiveness and viability of Southwark's centres and shopping parades depends on the range and critical mass of retail services on offer being maintained.
- 421 When appropriately located, shops generate activity on the street, therefore increasing safety. They also reduce the need to travel by providing amenities in close proximity to transport infrastructure, residential development, and employment areas.
- 422 A range of uses will be supported within the centres. These include residential and employment uses, which can be particularly appropriate on upper floors and can also contribute towards the vitality of the centres. In order to maintain the retail/service function of centres, the retention of floorspace in Class A uses, or uses, which provide a direct service to the public, will be required. Changes of use between Class A uses should be carefully considered to ensure that proposals would not result in an over-dominance of one particular use or a deficiency in A1 use, which again might impact on the vitality and viability of the centre. Large scale development should be phased to avoid blight and ensure that local provision of retail facilities is maintained.
- 423 New developments will be expected to enhance the pedestrian environment by addressing the street and active frontages will generally be required. In order to increase the attractiveness of Southwark's centres, large developments should provide amenities for users such as baby changing facilities and public toilets.
- 424 The role and function of each of Southwark's town centres in fulfilling the borough's retail needs was assessed in the 2003 Southwark Retail Study. The study found that a high proportion of residents carry out their main food shopping in stores and centres within the borough and that capacity for growth in convenience retailing in either the medium or long term is very modest and that the limited need identified can be accommodated within the existing centres.

Southwark's centres are not however fulfilling their role in meeting the comparison retail needs of the borough's residents. The study found that Southwark's centres retain only 9.9% of comparison goods expenditure generated from within the study area, a situation which if allowed to persist could, in the long term, harm the vitality and viability of the centres. It estimated that Southwark could realistically seek to increase its market share of expenditure to 50% without impacting significantly on existing centres in other boroughs. This would require the provision of 96,000 sqm of new comparison goods floorspace over the Plan period. In addition to contributing to a more sustainable pattern of development in Southwark, this provision of additional retail floorspace could also help address the strategic need for retail floorspace projected for Central London, estimated by the Mayor's 2004 London Town Centres Assessment to be in the region of 430,000 sq.m.

Peckham has some scope to provide a limited amount of retail development within the centre and potential sites are designated on the Proposals Map. Elephant and Castle has capacity to accommodate significant growth and the redevelopment proposals for the area could provide up to 75,000 sqm of new retail and leisure floorspace over the lifetime of the Plan. If this new floorspace is provided, it will consolidate Elephant and Castle (including Walworth Road) as a major town centre. ~~Of the district centres, Canada Water also has some capacity to accommodate retail and leisure growth, although to a significantly lesser degree than Elephant and Castle.~~ Retail and leisure provision will also be encouraged in other centres, providing that the scale and nature of provision is appropriate to the character and role of the centre and the catchment it serves. Given their characteristics, local centres will generally be inappropriate locations for large-scale developments for retail and town centre uses.

425

Policy 1.8 –Location of Developments for Retail and other Town Centre Uses

426

Outside of the town and local centres, developments for retail, leisure, entertainment and other town and local centre uses, will only be permitted if the following criteria are met:

427

i. A need for the development can be demonstrated; and

428

ii. There are no suitable sites available in town and local centres, in which case preference will be given to edge-of-centre sites with good pedestrian access to the town and local centres and then out-of-centre sites close to and potentially linked to the town or local centre; and

429

iii. The vitality and viability of the town and local centres will not be harmed; and

430

iv. The applicants can demonstrate that they have been flexible about the format, scale, design and parking provision in the sequential search for sites; and

431

v. The proposal will be accessible by a choice of means of transport.

432

Reasons

The development of retail and town and local centre uses, outside the town and local centres can harm the vitality and viability of the town and local centres and adversely effect efforts to reduce the need to travel by car. Where proposals are received for developments sited outside the town and local centres, including proposals for extensions to existing stores, or changes in the range of goods sold, in accordance with PPS 6. Applicants will be required to demonstrate a need for development. If evidence of need is accepted, then a sequential test must be applied when selecting sites.

433

Policy 1.9 - Change of use within protected shopping frontages

434

Planning permission for a change of use from A1 Use Class within protected shopping frontages, as set out in Appendix 5, will be granted provided that the following criteria are met:

435

i. The proportion of units within any protected shopping frontage in A1 Use Class does not fall below 50%; and

436

ii. The premises have been vacant for a period of at least 12 months with demonstrated sufficient effort to let, or have not made a profit over a 2 year period; and

437

iii. The proposal would not result in a material loss of amenity for surrounding occupiers; and

438

iv. The proposed use provides a service involving visits to the premises by members of the public; and

439

v. The proposal would not harm the vitality or appearance of the protected shopping frontage.

440

Reasons

Certain shopping areas within Southwark (refer to Appendix 5) have been designated as protected shopping frontages on the proposals map. The continued viability of these shopping areas is important as they provide local services people expect within easy distance of their homes, therefore increasing amenity and reducing the need to travel. In some areas there is pressure to convert retail premises to food and drink uses and this needs to be managed in order to ensure a mix of services is maintained.

441

Policy 1.10 Small scale shops and services outside the town and local centres and protected shopping frontages

442

- 443 Outside town centres, local centres and protected shopping frontages, development will only be permitted for a proposal for a change in use between A Use Classes or from A Use Classes to other uses, when the applicant can demonstrate that:
- 444 i The proposed use would not materially harm the amenities of surrounding occupiers; and
- 445 ii. The use that will be lost is not the only one of its kind within a 600m radius and its loss would not harm the vitality and viability of nearby shops or shopping parades; or
- 446 iii. The premises have been vacant for a period of at least 12 months with demonstrated sufficient effort to let, or have not made a profit over a two year period.

447

448 **Reasons**

It is important for a range of essential local services to be available within easy walking distance of as many residences as possible, in order to minimise journeys by car. Local shopping parades, corner shops and amenities such as neighbourhood pubs provide a valuable service to the community they serve. The LPA will seek to protect these local uses where they are the last available use of their type within a 600m catchment area.

449

450 **~~SP7 ARTS, CULTURE AND TOURISM~~**

451 ~~ALL DEVELOPMENTS SHOULD WHERE APPROPRIATE SUPPORT REGENERATION AND WEALTH CREATION THROUGH ARTS, CULTURE & TOURISM USES~~

452 **Background**

The identification of Strategic Cultural Areas recognises the concentration of existing attractions within the north of the borough and links with other attractions in Lambeth, Westminster, the City and Tower Hamlets. The larger of the two Strategic Cultural Areas extends along the River Thames to include the Shad Thames area, and south to Union Street and Bermondsey Square. It also includes Potter's Fields, whose redevelopment will include a major new arts or cultural use of London or nation-wide importance. This is to enhance this stretch of the river as a destination in its own right and complement other visitor attractions which already exist in the area. A smaller Strategic Cultural Area has been designated around St Mary's Church in Rotherhithe. In addition to St Mary's Church, this area includes Mayflower Wharf, and the Brunel Engine House Museum.

The designation of the Strategic Cultural Areas will encourage the movement of visitors eastward along the river as stated in the London Plan.

453 **Policy 1.11 - Arts, Culture and Tourism Uses**

454 i. Existing Facilities:

455 Changes of use from arts, cultural and tourism uses will not be permitted unless the applicant demonstrates a lack of requirement for the facility and either:

- 456 ▪ a) The site's use for an alternative arts, culture or tourist activity is not possible; or
- 457 ▪ b) A facility with similar or enhanced provision is provided locally.

458 ii. New Facilities:

459 Planning permission will be granted for new arts and cultural and tourism uses if they meet the following criteria:

- 460 ▪ a) Where the character of an area within a Strategic Cultural Area is not unacceptably compromised; and
- 461 ▪ b) Outside the Strategic Cultural Area, where the activity does not have a significant detrimental effect on the environment or local amenity, and has good public transport accessibility; and

- 462 ▪ c) All new visitor attractions will be expected to provide and implement a visitor management strategy to mitigate local impact on amenity.

463 **Reasons**

Bankside, The Borough, London Bridge and St Mary's Church, Rotherhithe, have been designated Strategic Cultural Areas to protect and enhance the provision of arts, culture and tourism. These attractions generally increase the popularity of an area which can cause environmental problems for residents. However if successfully managed, arts, culture and tourism can complement and stimulate office and mixed use areas. This is through a combination of investment and spending, employment generation and improved public and business perception. Development of the tourism sector has significant local economic benefits through employment, regeneration and visitor spending in other local businesses. However, these developments must focus on effective visitor management and accessibility for all

465 **Policy 1.12 - Hotels and Visitor Accommodation**

466 Hotels and other visitor accommodation will be encouraged in areas with high public transport accessibility

467 Smaller hotels and visitor accommodation will be permitted in areas with good access to public transport, where the scale of the proposal is appropriate to the context and location.

468 Hotels and visitor accommodation will not be permitted where they would result in a loss of existing residential accommodation, or an over dominance of visitor accommodation in the locality.

469 **Reasons**

The provision of visitor accommodation within Southwark contributes to local job opportunities and prosperity, as well as promoting Southwark as a tourist destination. This accommodation must be near public transport to reduce travel by private car, and to be of greatest benefit to visitors. Dominance by single uses such as visitor accommodation detracts from the vitality of an area and reduces the range of other services available to residents and visitors.

Figure 3

470

Section 2 Life Chances

471

Preserving And Creating Community Assets

472

VISION

473

~~FOR SOUTHWARK TO BE A PLACE WHERE COMMUNITIES ARE GIVEN THE ABILITY TO TACKLE DEPRIVATION THROUGH GAINING MAXIMUM BENEFITS FROM INWARD INVESTMENT AND REGENERATION.~~

474

~~STRATEGIC POLICIES FROM PART ONE~~

475

SP8 ANTI-POVERTY

476

~~ALL DEVELOPMENTS SHOULD, WHERE APPROPRIATE, REDUCE POVERTY, ALLEVIATE CONCENTRATIONS OF DEPRIVATION AND INCREASE OPPORTUNITIES;~~

477

SP9 MEETING COMMUNITY NEEDS

478

~~ALL DEVELOPMENTS SHOULD, WHERE APPROPRIATE, ENABLE GROWTH AND DEVELOPMENT OF EDUCATION, COMMUNITY AND WELFARE SERVICES IN LINE WITH THE COMMUNITY'S NEEDS;~~

479

SP10 DEVELOPMENT IMPACTS

480

~~ALL DEVELOPMENTS SHOULD ENSURE THAT THEY CONTRIBUTE POSITIVELY TO THE CHARACTER AND QUALITY OF THEIR SURROUNDINGS, THEREBY MAKING PLACES BETTER FOR PEOPLE TO LIVE IN AND IMPROVING THE COMMUNITIES TO WHICH THEY BELONG.~~

481

Background

482

There are many linked causes and consequences of poverty such as low educational achievement, poor health, a low skills base, high levels of crime and disempowerment. There is a need to provide more choice and better quality educational facilities, health facilities, hospitals, health satellite sites and community facilities within the vicinity of people's homes both individually and as an essential component of regeneration schemes. A significant number of schools in Southwark were built in the 19th century. They were designed for the education practice of that time. Young people in Southwark need a learning environment suited to the demands of 21st Century teaching and learning. Sometimes this can be met through remodelling of existing schools but often a new school is required.

483

While Southwark supports regeneration and growth, new development has the potential to create significant adverse effects. The negative impact of development may be environmental, social or economic, and is most often a combination of the three. Provisions in the Town and Country Planning Act (1990) allow applicants to enter into planning obligations to avoid or mitigate these adverse impacts. Planning obligations can be used to address matters outside of the development site, to protect specific uses such as affordable housing, employment floorspace or small business units, or to regulate groups who are not involved at planning application stage. There are constraints on the use of planning obligations to ensure the planning process remains transparent and fair, as outlined in Section 106 of the Town and Country Planning Act 1990, Circular 5/05 and established by case law.

484

Policy 2.1 – Enhancement of Community Facilities

485 Planning permission for a change of use from D class community facilities will not
be granted unless:

- 486 i. The applicant demonstrates to the satisfaction of the LPA that the
community facility is surplus to requirements of the local community and
that the replacement development meets an identified need; or
- 487 ii. The applicant demonstrates that another locally accessible facility with
similar or enhanced provision can meet the identified needs of the local
community facility users.

488 **Policy 2.2– Provision of new Community Facilities**

489 Planning permission will be granted for new community facilities provided:

- 490 i. Provision is made to enable the facility to be used by all members of the
community; and
- 491 ii. The facility is not detrimental to the amenity of present and future occupiers
of the surrounding area in compliance with Policies 3.2 and 5.2; and
- 492 iii. Where developments will generate more than 20 vehicle trips at any one
time a Transport Assessment will be required in compliance with Policies
3.3 and 5.2.

493 **Reasons**

494 Community facilities encompass a wide range of uses, which are essential to meet
diverse, local needs.

495 Infrastructure is required to enable high quality and effective health, leisure,
educational, training, youth and general community provision.

496 Due to the intense pressure on land for development, it is important that the LPA
protects and takes opportunities to provide community facilities where there is an
identified need.

497 PPS 12 paragraph 2.10 stipulates that Development Plans should make provision
for health facilities, places of worship and other community facilities.

498 **Policy 2.3 - Enhancement of Educational Establishments**

499 Planning permission for a change of use from D class educational establishments
will not be granted unless:

- 500 i. Similar or enhanced provision within the catchment area is secured; and
- ii. Opportunities are taken wherever possible to ensure that provision is made
to enable the facility to be used by all members of the community.

501 **Policy 2.4 - Educational Deficiency – Provision of new Educational
Establishments**

502 Planning permission will be granted for new educational establishments especially
in areas of demonstrated educational deficiency provided:

- 503 i. Opportunities are taken wherever possible to ensure that provision is made
to enable the facility to be used by all members of the community.

504 **Reasons**

To address the causes and consequences of poverty it is essential to provide high
quality educational establishments throughout Southwark. These educational
establishments will provide the infrastructure required to enable effective education
and basic skills training for local children and adults.

505 Due to the intense pressure on land for development, it is important that the LPA
takes opportunities to protect and provide educational facilities.

506 PPS 12 requires development plans to make provision for schools and higher
education.

507

Policy 2.5 – Planning Obligations

508

The LPA will seek to enter into planning obligations to:

509

i. Avoid or mitigate the adverse impacts of development which can not otherwise be adequately addressed through conditions;

510

ii. Secure or contribute towards the infrastructure, environment or site management necessary to support the development; or

511

iii. Secure an appropriate mix of uses within a development.

512

Obligations may secure one or more of the following:

513

i. A financial contribution (either one-off or on-going);

514

ii. Works in kind;

515

iii. Restriction on development; and/or use of all or part of a development; and/or

516

iv. Preparation and implementation of a mitigation strategy; and/or

517

v. Any other measure required to mitigate the impact of the development.

518

In all cases, the obligation must fairly and reasonably relate in scale and kind to the proposed development, and will be identified through Policies within the Plan.

519

Appendix 6 sets out further details of Planning Obligations.

520

Reasons

Planning obligations are a necessary part of the planning process to ensure that any adverse effect arising from a development is taken into account and mitigated, or, where possible, fully rectified or suitably replaced / substituted by way of a legal agreement in accordance with Circular 2-05/2005 and/or any other relevant guidance. Key matters which planning obligations may address include affordable housing, sustainable transport, social inclusion, safety and security, any loss of a community or employment resource, and pressure on local facilities and infrastructure.

Figure 4

521 Section 3 Clean and Green

522 Protecting and Improving Environmental Quality

523

~~VISION~~524 ~~FOR SOUTHWARK TO BE A BOROUGH WITH HIGH ENVIRONMENTAL QUALITY, THAT IS ATTRACTIVE, SUSTAINABLE AND PERFORMS WELL ON ENVIRONMENTAL MEASURES.~~

525

~~STRATEGIC POLICIES FROM PART ONE~~526 ~~**SP 11 AMENITY AND ENVIRONMENTAL QUALITY**~~527 ~~ALL DEVELOPMENTS SHOULD PROTECT AND IMPROVE AMENITY AND ENVIRONMENTAL QUALITY AND ENCOURAGE SUSTAINABLE DEVELOPMENT;~~528 ~~**SP 12 POLLUTION**~~529 ~~ALL DEVELOPMENTS SHOULD WHERE APPROPRIATE REDUCE POLLUTION AND IMPROVE THE ENVIRONMENTAL PERFORMANCE OF BUILDINGS ESPECIALLY FOR ENERGY, WATER AND WASTE MANAGEMENT;~~530 ~~**SP 13 DESIGN AND HERITAGE**~~531 ~~ALL DEVELOPMENTS SHOULD PRESERVE OR ENHANCE THE CHARACTER AND VITALITY OF SOUTHWARK THROUGH EXCELLENCE IN DESIGN, AND THE PROTECTION AND ENHANCEMENT OF THE HISTORIC ENVIRONMENT;~~532 ~~**SP 14 SUSTAINABLE BUILDINGS**~~533 ~~ALL DEVELOPMENTS SHOULD PROMOTE THE EFFICIENT USE OF LAND, BE OF HIGH QUALITY AND WHERE APPROPRIATE, INCLUDE A MIX OF USES;~~534 ~~**SP 15 OPEN SPACE AND BIODIVERSITY**~~535 ~~ALL DEVELOPMENTS SHOULD WHERE APPROPRIATE CREATE, PRESERVE AND ENHANCE *OPEN SPACES*, GREEN CORRIDORS, TRAFFIC FREE ROUTES AND *BIODIVERSITY*. THE BENEFITS OF OPEN SPACE INCLUDE THOSE ASSOCIATED WITH HEALTH, SPORT, RECREATION, CHILDREN'S PLAY, REGENERATION, THE ECONOMY, CULTURE, BIODIVERSITY AND THE ENVIRONMENT; AND~~536 ~~**SP 16 RIVER THAMES**~~537 ~~DEVELOPMENTS SHOULD PROTECT AND ENHANCE THE RIVER THAMES AND ITS ENVIRONS. AND WHERE APPROPRIATE INCORPORATE MEASURES TO PROTECT AGAINST FLOODING.~~

538

Background

539 A high priority for the council is ensuring a safe, healthy and attractive environment for everyone.

540 Any new development has the potential to adversely affect *amenity* (meaning the natural or physical qualities that make the environment pleasant or enjoyable), or to harm the environment through pollution or excessive consumption of resources. Some examples of environmental effects are: increases in traffic, air pollution, noise, dust or odour, changes to the character of the street or landscape, loss of daylight, sunlight or privacy, degradation of historical or cultural sites, vegetation loss and decreases in water quality or quantity.

541 These potential impacts and effects need to be taken into account in all planning

decisions and mitigation requirements sought where appropriate to ensure that developments are positively contributing to achieving sustainability across the borough by balancing environmental, social and economic needs. The Sustainability Assessment is the main tool for ensuring the sustainability of all *Major Developments*. It provides the framework for the delivery of other policies such as energy, waste, air quality and transport.

542

Policy 3.1 - Environmental Effects

543

Planning permission for the establishment of uses that would cause material adverse effects on the environment will not be granted, and proposals for activities that will have a material adverse impact on the environment and quality of life will be refused.

544

Reasons

545

All new development has some kind of effect on the environment. This includes effects on ecosystems, natural resources (land, air and water), buildings and people. Effects can be temporary, permanent or cumulative. All effects need to be considered in assessing a planning application to determine whether the proposal is acceptable and whether any adverse effects will be able to be avoided or mitigated.

546

Policy 3.2 – Protection of Amenity

547

Planning permission for development will not be granted where it would cause loss of *amenity*, including disturbance from noise, to *present and future* occupiers in the surrounding area or on the application site.

548

Reasons

549

To protect the amenity of an area and the quality of life for people living, or working in, or visiting the borough.

550

Policy 3.3 – Sustainability Assessment

551

Planning permission will not be granted for Major Development unless the applicant demonstrates that the economic, environmental and social impacts of the proposal have been addressed through a Sustainability Assessment. The level of detail required in the Sustainability Assessment should correspond to the scale and complexity of the development.

552

Reasons

Sustainability Assessment are required in order to assess the most sustainable option to:

553

i. Ensure that their environmental, social and economic impacts are assessed and balanced to find the most sustainable option for the development;

554

ii. Demonstrate the impacts of developments and how they are being mitigated; and

555

iii. Meet government requirements in terms of Environmental Impact Assessments and Transport Assessments.

556

Further details setting out the format of the Sustainability Assessment are set out in the Sustainability Assessment Supplementary Planning Document.

- 557 **SP12 POLLUTION**
 558 ALL DEVELOPMENTS SHOULD WHERE APPROPRIATE REDUCE
 POLLUTION AND IMPROVE THE ENVIRONMENTAL PERFORMANCE OF
 BUILDINGS ESPECIALLY FOR ENERGY, WATER AND WASTE
 MANAGEMENT.
- 559 **Background**
 The built environment, including its design and construction, is responsible for the consumption of a significant level of resources and increases in pollution. Those that are involved with the development and use of the built environment have the potential to make a positive difference to our environment both at a local and global level. This can be done by ensuring that buildings are developed sustainably in terms of resource consumption, waste management and pollution minimisation, making Southwark a healthier and more pleasant place in which to live and work and to visit. When determining planning applications based on this set of policies, the extent of the requirement should correspond to the scale and complexity of the development.
- 560 **Policy 3.4 – Energy Efficiency**
 561 All developments must be designed to maximise energy efficiency and to minimise and reduce energy consumption and carbon dioxide (CO₂) emissions. Major Developments will be required to provide an assessment of the energy demand of the proposed development (such as those contained within the BREEAM and EcoHomes Schemes). These should also demonstrate how the Mayor’s energy hierarchy will be applied.
- 562 **Reasons**
 In view of the need to achieve more sustainable forms of development to reduce energy consumption and CO₂ emissions, *energy efficiency* is an increasingly important design consideration. Buildings in use account for 50% of energy use and the projected increase in housing and office floorspace in London will place additional upward pressure on London’s energy consumption, which will increase CO₂ emissions. Unless more sustainable sources of energy are used, this will result in negative impacts on global warming and climate change.
- 563 As well as providing wider benefits by creating a cleaner, less polluted environment, energy efficient design can have further benefits. These are:
- 564 i. Reducing the impacts of global warming and climate change;
 565 ii. A significant reduction in the running costs of buildings; and
 566 iii. Improving the internal conditions of a building and people’s health.
- 567 Examples of achieving more energy efficient buildings include the careful consideration of the location, layout and orientation of buildings to minimise energy loss and maximise the use of natural daylight, heat and ventilation.
- 568 **Policy 3.5 – Renewable Energy**
 569 ~~Planning permission will not be granted for development unless:~~
~~i. It incorporates renewable energy technology and design where this would not adversely affect the viability of the development; and~~
~~ii. Where it is a Major Development outside a conservation area, it draws at least 10% of the energy requirements from renewable energy production equipment on-site or renewable energy sources.~~
- 570 ~~The extent of renewable energy technology should correspond to the type of development proposed, its scale, location and complexity.~~

571

Reasons

~~Buildings in use account for 50% of energy use and the projected increase in housing and office floorspace in London will place additional upward pressure on London's energy consumption and will increase CO₂ emissions. Unless more sustainable sources of energy are used, this will result in negative impacts on global warming and climate change. Appropriate design, orientation and layout can maximise the efficiency of performance of renewable technologies. Major Developments provide the opportunity for the on-site generation of a significant proportion of the development's heat or electricity to be renewable sources, and for Combined Heat and Power and Community Heating Schemes. The London Plan encourages the greater use of renewable energy as well as providing wider benefits by creating a cleaner, less polluted environment. The use of renewable energy can also significantly reduce the running costs of buildings.~~

572

~~The council acknowledges the contribution that small wind turbines can make to local energy requirements, and accepts that there may be some scope for mounting them on existing or proposed buildings, subject to usual development control criteria like amenity and disturbance.~~

573

~~In the application of this Policy, the council will pay special attention to the orientation of buildings within a proposed scheme in order to take advantage of solar energy.~~

574

Policy 3.6 – Air Quality

575

Planning permission will not be granted for development that would lead to a reduction in air quality.

576

Reasons

577

The Air Quality Management Area (AQMA) identifies where in Southwark levels of air quality are below national standards. The LPA has a responsibility to reduce activities which cause air pollution in order to contribute to achieving national air quality objectives. Southwark's Air Quality Strategy and Improvement Plan contains policies and measures to improve the air quality in Southwark including measures that address the emissions from industry, construction, domestic properties and traffic. The Strategy also promotes modal shifts towards public transport and low and zero emission vehicles and raises awareness of air quality issues. It identifies planning policies to be a key action in improving local air quality through influencing developments to consider air quality impacts.

578

Policy 3.7 – Waste Reduction

579

All developments are required to ensure adequate provision of recycling, composting and residual waste disposal, collection and storage facilities. The design of waste and recycling facilities must be easily and safely accessible, improving local amenity.

To demonstrate how the waste management hierarchy will be applied during construction and after the development is completed, the council will require major development proposals to be supported by a sustainability assessment.

580

Reasons

Together with traffic, growing waste production and the need for better waste management are recognised as the largest environmental problems facing London. National Government has set targets for Southwark Council to increase recycling rates and reduce the amount of waste going to landfill and incineration, to ensure that the waste hierarchy is taken into consideration. The Mayor of London has set further requirements for waste management within his Municipal Waste Management Strategy and the London Plan. The Council's Waste Management Strategy (2003-2021) sets out the approach to the management of waste in the borough, which is based on the following principles:

- 581 i. To reduce total waste arising through the promotion of waste
 minimisation;
- 582 ii. To recover value from waste materials that would otherwise be
 disposed of in landfill; and
- 583 iii. To minimise the social, environmental and financial impacts of waste
 management.
- 584 Better design of buildings to incorporate appropriate waste management
facilities can assist with the sustainable management of rubbish produced in
Southwark contributing to meeting the objectives of the Council's Waste
Management Strategy and regional and national targets for waste management.
Details of information required are set out in the Sustainability Assessment SPD.

585

Policy 3.8 – Waste Management

586

i. Existing Facilities

587

Existing waste sites will be protected. Planning permission will not be granted for the change of use of a waste management facility unless:

588

- The applicant demonstrates that it is surplus to requirements; or

589

- The applicant provides another facility with similar or enhanced provision within the borough.

590

ii. New Facilities

591

All new waste management facilities, other than sites for the storage of recyclables and small scale composting facilities and temporary on-site construction and demolition waste management facilities, should be located within Preferred Industrial Locations. All proposals for new and extended waste management facilities must demonstrate how the best environmental practicable option and principles of sustainable waste management have been applied.

592

All proposals for new and extended waste management facilities are subject to a detailed Sustainability Assessment.

593

Reasons

As well as a need to identify land for new waste management facilities there is also a need to safeguard existing facilities in appropriate locations to ensure that sufficient sites are available to deal with all waste arisings. In 2003/2004, the Council managed 134,714 tonnes of municipal waste. Over the period up to 2010, municipal waste arisings in Southwark are projected to grow by between 2% and 3% per year. The London Plan encourages boroughs to identify sites in suitable locations for waste management. The Old Kent Road site will provide the infrastructure to enable Southwark to achieve the objectives of the Council's Waste Management Strategy and national and regional targets for municipal waste management.

594

The Old Kent Road site will also be suitably designed and a *Sustainability Assessment* will be undertaken to ensure minimal negative impact to the surrounding area and environment.

595 The council believes that all waste management facilities, including the site designated at the Old Kent Road, should adhere to the principles of sustainable waste management to ensure that for each waste management facility, the most sustainable and practicable options for waste management are developed.

596 Designated Facilities

597 The LPA will provide the appropriate facilities with adequate capacity to sort and process waste produced in Southwark in the most sustainable manner in accordance with the waste hierarchy.

598 For municipal waste this will mainly be achieved through the provision of a new Waste Management Facility at Old Kent Road. Land is allocated for this purpose and shown on the Proposals Map. The existing Manor Place Depot will be retained until the facility at Old Kent Road is fully operational. The council will encourage the enhancement of existing facilities.

599 The Council is committed to the requirements of the London Plan Policies 4A.1 and 4A.2 and undertakes to work with other waste planning authorities to identify sub-regional requirements for waste management facilities and will develop a core strategy and promote sites to manage the non-municipal controlled waste arising within Southwark.

600

Policy 3.9 – Water

601 All developments should incorporate measures, to:

602 i. Reduce the demand for water; and

603 ii. Recycle grey water and rainwater.

604 In addition, all new developments must use preventative measures to ensure that they do not lead to a reduction in water quality.

605 New developments should not result in an increase in surface run-off, which could result in increased flood risk and pollution. Problems arising from surface run-off can be significantly reduced in the first instance through the careful design of developments. The LPA will require Major Developments to incorporate sustainable methods of drainage, unless it can be demonstrated that this is not practical.

606

Reasons

Water resources need to be protected and used in an effective way. The LPA seeks to protect the water environment by limiting the waste and the pollution of this resource. Wastage can be reduced by improved design of buildings and consideration of water issues before developments take place.

607 Surface water run-off can increase with the level of non-permeable surfaces, such as roads, paving and buildings created by development. Water run-off can cause water pollution and also increases the risk of flooding. The run-off from developments needs to be managed in a more sustainable way to prevent increases in flooding and water pollution.

608

Policy 3.10 Hazardous Substances

609 Planning permission for developments involving hazardous substances, and development in the vicinity of sites where hazardous substances are used, stored or transported, will only be granted if it can be demonstrated that such development will not materially harm or put at risk the health, safety or amenity of users of the site, neighbouring occupiers or the environment.

610 **Reasons**

The Planning (Hazardous Substances) Act 1990 introduced planning controls over the storage and use of hazardous substances and over development in the vicinity of installations handling or storing hazardous substances and explosives. The Seveso II Directive (1999) requires that land use policies take into account the prevention of major accidents involving hazardous substances and limiting their consequences for people and the environment.

611 The Council will consult the Environment Agency and Health and Safety Executive on proposals for development involving hazardous substances and development within the vicinity of any existing site in which hazardous substances are used or stored.

612 ~~**SP13 DESIGN, AND HERITAGE**~~

613 ~~ALL DEVELOPMENTS SHOULD PRESERVE OR ENHANCE THE CHARACTER AND VITALITY OF SOUTHWARK THROUGH EXCELLENCE IN DESIGN AND THE PROTECTION OR ENHANCEMENT OF THE HISTORIC ENVIRONMENT.~~

614 ~~**SP 14 SUSTAINABLE BUILDINGS**~~

615 ~~ALL DEVELOPMENTS SHOULD PROMOTE THE EFFICIENT USE OF LAND, AND BE OF HIGH QUALITY AND WHERE APPROPRIATE, INCLUDE A MIX OF USES~~

616

Background

617 Southwark has a wide variety of built environments, from the densely urban commercial areas of London South Central, to the more spacious suburban areas in the south of the borough. The quality of the built environment plays an important role in defining the character of an area and how people experience it. Some areas of Southwark are likely to experience much redevelopment in the future and it is important that this is carried out in a way that improves the way the environment looks as well as how it functions. Southwark also has a rich legacy of historic buildings and artefacts and it is important that this heritage is preserved.

618

Policy 3.11 - Efficient Use Of Land

619 All developments should ensure that they maximise the efficient use of land, whilst:

- 620 i. Protecting the *amenity* of neighbouring occupiers or users; and
- 621 ii. Ensuring a satisfactory standard of accommodation and *amenity* for future occupiers of the site; and
- 622 iii. Positively responding to the local context and complying with all policies relating to design; and
- 623 iv. Ensuring that the proposal does not unreasonably compromise the development potential of, or legitimate activities on, neighbouring sites; and
- 624 v. Making adequate provision for servicing, circulation and access to, from and through the site; and
- 625 vi. Ensuring that the scale of development is appropriate to the availability of public transport and other infrastructure.

626 The LPA will not grant permission for development that is considered to be an unjustified underdevelopment or over-development of a site.

627

Reasons

Urban land is an important resource, which must be efficiently used to reduce pressure on rural land and open spaces. Increasing density, especially in Central London and around transport nodes, is a key requirement for the sustainable use of land. By increasing the number of people who visit, work in and live in an area, more services and facilities can be supported thereby reducing the need to travel and contributing to the vitality of an area. However, densities that are too high have a negative impact on the environment and on quality of life and are therefore a poor use of land.

628

Policy 3.12 – Quality in Design

629

Developments should achieve a high quality of both architectural and urban design, enhancing the quality of the built environment in order to create attractive, high *amenity* environments people will choose to live in, work in and visit. New buildings and alterations to existing buildings should embody a creative and high quality appropriate design solution, specific to their site's shape, size, location and development opportunities and where applicable, preserving or enhancing the historic environment.

630

MOD F25

A Design Statement must be submitted with planning applications for all development except for:

- i. A material change in the use of land or buildings, unless it involved operational development; or
- ii. Engineering or mining operations; or
- iii. Development of an existing dwelling house, or development within the curtilage of a dwelling house for any purpose incidental to the enjoyment of the dwelling house, where no part of the dwelling house or its curtilage is within a conservation area; or
- iv. Applications relating to advertisement control, tree preservation orders or storage of hazardous substances.
- v.

This statement should explain how the site and its context have been considered when designing the development and how the proposal will affect the surrounding environment. The level of detail required in the statement should correspond to the scale and complexity of the development.

631

The statement should also include an access statement, showing how the principles of inclusive design, including the specific needs of disabled people or the mobility impaired, have been addressed, and how inclusion will be maintained and managed.

632

Reasons

The importance of good design is underlined in the Government's Planning Policy Statement 1 (PPS1). High quality places and buildings are important as they contribute to creating an environment that people enjoy living in, as well as attracting investment and visitors. High quality design will help make Southwark a more attractive place in which to live and work, contributing to the success of regeneration projects. It is also important that new developments are designed to make the public realm safe and accessible to the whole community, which contributes to increasing the life chances of residents.

633

The purpose of the requirement to include a design statement with planning applications is to encourage applicants to think carefully about the preferred design solution for their development and to enable a faster and effective assessment of the proposal by the LPA.

634 The London Plan requires access statements to be included with all planning applications, to demonstrate how the development will meet the requirements of the Disability Discrimination Act 1995, which requires anyone providing premises open to the public, or facilities in which people are employed or educated to make appropriate provision for people with disabilities or mobility impairment.

635

Policy 3.13 – Urban Design

636 Principles of good urban design must be taken into account in all developments. Urban design is the relationship between different buildings and streets, squares, parks and waterways and other spaces that make up the public domain; the nature and quality of the public domain itself; the relationship of one part of an urban area to another; and the pattern of movement and activity.

637 In designing new developments, consideration must be given to:

- 638 i. Height, scale and massing of buildings – Designing a building that is appropriate to the local context and which does not dominate its surroundings inappropriately;
- 639 ii. Urban structure, space and movement – Proposals should have regard to the existing urban grain, development patterns and density in the layout of development sites;
- 640 iii. Townscape, local context and character – Proposals should be designed with regard to their local context, making a positive contribution to the character of the area and ~~provide~~ providing active frontages;
- 641 iv. Site layout – Building location, public spaces, microclimate, and outlook, site access and servicing, permeability, safety and ease of movement including vehicular, pedestrians and cyclists;
- 642 v. Streetscape – A high quality of design and materials will be required for the street environment including street furniture, planting and public art. This should be coordinated wherever possible, to avoid unnecessary clutter, and ensure a safe, informative and attractive environment;
- 643 vi. Landscaping – Where appropriate, developments should include landscape design that enhances the area and biodiversity, for example through the use of green roofs; and
- 644 vii. Inclusive Design – All developments must incorporate suitable access for people with disabilities or those who are mobility impaired.

645

Reasons

646 It is important to take the principles of urban design into consideration when designing new development in order to ensure that the new development fits within its environment and that the development also functions well internally.

Good urban design is essential for regeneration as it improves the streetscape, creates a sense of place and vibrant, pleasant environments that people will take pride in.

647 An inclusive environment enables everyone regardless of disability, age or gender to participate equally, confidently and independently in mainstream activities with choice and dignity.

648 Landscaping contributes to the character and appearance of all developments. It should form an integral part of the development and be appropriately designed and located having regard for long-term sustainability, microclimate impacts and local biodiversity. Landscaping can be provided within the public realm, within semi-private spaces such as front gardens and within private amenity spaces such as courtyards, rear gardens and roof terraces. Green roofs and brown roofs can also be considered as other forms of landscaping.

649

Policy 3.14 –Designing Out Crime

650

Development in both the private and public realm, should be designed to improve community safety and crime prevention.

651

Design solutions should incorporate:

652

i. Natural surveillance - designing buildings with windows overlooking places such as parks and streets, courtyards and parking areas whilst taking into consideration landscaping;

653

ii. Street network designs, pedestrian routes, footpaths and cycle paths that are easy to navigate, permeable, direct routes that provide good visibility and avoid sharp or blind corners, tunnels and hidden alcoves;

654

iii. Clear and uniform signage that informs, making it safer and more attractive for people to use public transport and the public domain;

655

iv. Effective street lighting that illuminates, enabling natural surveillance and avoiding the creation of dark, shadowed areas;

656

v. Clearly defined boundaries between public, semi public, semi private and private spaces, which reduces the likelihood of anti-social behaviour by establishing ownership and responsibility for a particular space; and

vi. Other measures dictated by site context or type of development.

657

Reasons

658

Designing out crime is the process whereby streetscape, open spaces, buildings and transport infrastructure are positively influenced by practical design solutions to reduce the occurrence of crime and provide a safer and more attractive urban environment. Small changes such as creating well-lit, overlooked spaces, can significantly reduce opportunities to commit crime as well as fear of crime.

659

Creating and maintaining a safe environment is extremely important as people who live in, work in or visit the borough have a right to expect that they can move about without unreasonable concern for their safety and can feel safe in their homes. It is important also to address the community's 'fear of crime', whether this is a real or perceived threat, because this also influences people's behaviour patterns about how they interact in public spaces. Improving community safety involves designing the urban environment to enable the community to assume an ownership role for the guardianship of their local space. This helps inspire a sense of pride and encourages community use of public spaces and appropriate interfaces with the private realm. Implementing this policy will contribute to the LPA meeting its obligations under Section 17 of the Crime and Disorder Act 1998 and Circular 5/94 Planning Out Crime.

660

PPS1 (paragraph 37) states that in planning for high quality and inclusive design, local authorities should have regard to good practice guides e.g. Safer Places – The Planning System and Crime Prevention (ODPM/Home Office), Feb 2004.

661

Policy 3.15 – Conservation of the Historic Environment

662

Development should preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance. Planning proposals that have an adverse-effect on the historic environment will not be permitted.

663 The character and appearance of Conservation Areas should be recognised and respected in any new development within these areas. Article 4 directions may be imposed to limit permitted development rights, particularly in residential areas.

664 In this policy the term historic environment includes Conservation Areas, listed buildings, scheduled monuments, protected London Squares, historic parks and gardens and trees that are protected by Tree Preservation Orders, trees that contribute to the character or appearance of a Conservation Area and ancient hedgerows.

665

Reasons

666 The council recognises the importance of Southwark's built heritage as a community asset and will seek the adequate safeguarding of this asset. Southwark has around 2500 listed buildings, 38 Conservation Areas, seven scheduled monuments and a rich archaeological heritage. These historic features define the local environment, providing a sense of place and enriching the townscape.

667 PPS 1 states that control of external appearances is important in Conservation Areas and areas where the quality of the environment is particularly high.

668 PPG 15 requires local authorities to include policies for the protection and enhancement of the historic environment.

669 **Policy 3.16 - Conservation Areas**

670 Within Conservation Areas, development should preserve or enhance the character or appearance of the area.

671 New Development, including Alterations and Extensions

672 Planning permission will be granted for new development, including the extension or alteration of existing buildings provided that the proposals:

673 ii Respect the context of the Conservation Area, having regard to the content of Conservation Area Appraisals and other adopted Supplementary Planning Guidance / Documents; and

674 ii Use high quality materials that complement and enhance the Conservation Area; and

675 iii. Do not involve the loss of existing traditional features of interest which make a positive contribution to the character or appearance of the Conservation Area; and

676 v. Do not introduce design details or features that are out of character with the area, such as the use of windows and doors made of aluminium, uPVC or other non-traditional materials;

677 ***Where appropriate development in Conservation Areas may include the use of modern materials or innovative techniques only where it can be demonstrated in a design and access statement that this will preserve or enhance the character or appearance of the Conservation Area.***

678 *Demolition*

679 Within Conservation Areas, there will be a general presumption in favour of retaining buildings that contribute positively to the character or appearance of the Conservation Area. Planning permission will not be granted for proposals that involve the demolition or substantial demolition of a building that contributes positively to the character or appearance of the Conservation Area, unless, in accordance with PPG15 or any subsequent amendments, it can be demonstrated that:

680 i. The costs of repairs and maintenance would not be justified, when assessed against the importance of the building and the value derived from its continued use, providing that the building has not been deliberately neglected; and

- 681 ii. Real efforts have been made to ~~the~~ continue the current use or find a viable
alternative use for the building; and
- 682 iii There will be substantial planning benefits for the community from
redevelopment which would decisively outweigh loss from the
demolition; and
- 683 iv. The replacement development will preserve or enhance the character or
appearance of the conservation area and has been granted planning permission.

684 **Implementation**

685 Submission of details demonstrating that a contract for the construction of the
replacement development has been let will be required prior to implementation of
the development.

686

Reasons

- 687 The council recognises the importance of Southwark's built heritage as a
community asset and will seek the adequate safeguarding of this asset.
Southwark has 39-38 Conservation Areas (refer to the schedule of Conservation
Areas in Appendix 7 8). These areas help define the local environment,
providing a sense of place and enriching the townscape.
- 688 PPS 1 states that control of external appearances is important in Conservation
Areas and areas where the quality of the environment is particularly high.
- 689 PPG15 requires local authorities to include policies for the protection and
enhancement of the historic environment. It includes specific criteria and tests
that should be applied to development proposals affecting the historic
environment, including Section 4, which deals specifically with Conservation
Areas.
- 690
- 691 The council's adopted Conservation Area Appraisals include detailed evaluations
of the character and special features of each conservation area and provide
additional supplementary guidance for developments affecting Conservation
Areas.
- 692 The council is keen to encourage a high quality of design in Conservation Areas.
This may include the use of modern materials or innovative techniques on new
developments as they can preserve or enhance the character or appearance of
the area.
- 693 Outline planning applications are not usually suitable for developments
within Conservation Areas. The LPA will make use of its powers under
Article 3(2) of the Town and Country Planning (General Development
Procedure) Order 1995 to require the submission of any of the reserved
matters needed to make a proper decision on the effect that a
development would have on the character or appearance of the
conservation area.

All applications for development within Conservation Areas will be accompanied
by a design statement, including details of any trees to be retained, lost or
replaced.

694 **Policy 3.17 - Listed Buildings**

695 Development proposals involving a listed building should preserve the building
and its features of special architectural or historic interest.

696 **Alterations and extensions**

697 Planning permission for proposals which involve an alteration or extension to a
listed building will only be permitted where:

- 698 i. There is no loss of important historic fabric; and

- 699 ii. The development is not detrimental to the special architectural or historic
interest of the building; and
- 700 iii. The development relates sensitively and respects the period, style, detailing
and context of the listed building or later alterations of architectural or historic
interest; and
- 701 iv. Existing detailing and important later additional features of the building are
preserved, repaired or, if missing, replaced.

702

Demolition

703 There will be a general presumption in favour of the retention of listed buildings.
Planning permission will not be granted for proposals that involve the demolition
or substantial demolition of a listed building, unless, in accordance with PPG15
or any subsequent amendments, it can be demonstrated that:

704 i. The costs of repairs and maintenance would not be justified, when assessed
against the importance of the building and the value derived from its continued
use, providing that the building has not been deliberately neglected; and

705 ii Real efforts have been made to ~~the~~ continue the current use or find a viable
alternative use for the building; and

706 iii There will be substantial planning benefits for the community from
redevelopment which would decisively outweigh the loss from the
resulting demolition.

707 Listed building consent must be applied for contemporaneously with an
application for planning permission for a redevelopment scheme. Submission of
details demonstrating that a contract for the construction of the replacement
development has been let will be required prior to implementation of the
development.

708

Reasons

The Council recognises the importance of Southwark's built heritage as a
community asset and will seek the adequate safeguarding of this asset.
Southwark has around 2500 listed buildings. These historic features define the
local environment, providing a sense of place and enriching the townscape.

709 PPG15 requires local authorities to include policies for the protection and
enhancement of the historic environment. It includes specific criteria and tests
that should be applied to development proposals affecting the historic
environment, including Section 3, which deals specifically with listed building
control.

710 Outline planning applications are not usually suitable for developments
involving listed buildings. The LPA will make use of its powers under
Article 3(2) of the Town and Country Planning (General Development
Procedure) Order 1995 to require the submission of any of the reserved
matters needed to make a proper decision on the effect that a
development would have on the special architectural or historic interest of
the building.

711 All applications for listed building consent will require a design statement,
including details of the protection of any retained fabric, and a detailed statement
setting out the justification, design approach and methods of any building work to
the listed building.

712 Policy 3.18 - Setting of Listed Buildings, Conservation Areas and World Heritage
Sites

713 Permission will not be granted for developments that would not preserve or
enhance:

714 i. The immediate or wider setting of a listed building; or

- 715 ii. An important view(s) of a listed building; or
 716 iii. The setting of the Conservation Area; or
 717 iv. Views into or out of a Conservation Area; or
 718 v. The setting of a World Heritage Site; or
 719 vi. Important views of /or from a World Heritage Site.
- 720 **Reasons**
 The council recognises the importance of Southwark's built heritage as a community asset and will seek the adequate safeguarding of this asset. Southwark has around 2500 listed buildings. These historic features define the local environment, providing a sense of place and enriching the townscape.
- 721 *PPG 1* states that control of external appearances is important in Conservation Areas and areas where the quality of the environment is particularly high.
- 722 *PPG15* requires Local Authorities to include policies for the protection and enhancement of the historic environment.
- 723
 724 Outline planning applications are not usually suitable for development affecting the setting of Listed Buildings, Conservation Areas and World Heritage Sites. The Council will use its powers under Article 3 (2) to require the submission of reserved matters needed to make a decision on the effect of the development on settings and views.
- 725
Policy 3.19 – Archaeology
- 726 Planning applications affecting sites within Archaeological Priority Zones (APZs), as identified in Appendix 8, shall be accompanied by an archaeological assessment and evaluation of the site, including the impact of the proposed development. There is a presumption in favour of preservation in situ, to protect and safeguard archaeological remains of national importance, including scheduled monuments and their settings. The in situ preservation of archaeological remains of local importance will also be sought, unless the importance of the development outweighs the local value of the remains. If planning permission is granted to develop any site where there are archaeological remains or there is good reason to believe that such remains exist, conditions will be attached to secure the excavation and recording or preservation in whole or in part, if justified, before development begins.
- 727
Reasons
- 728 Southwark has an immensely important archaeological resource. Increasing evidence of those peoples living in Southwark before the Roman and medieval period is being found in the north of the borough and along the Old Kent Road. The suburb of the Roman provincial capital (Londinium) was located around the southern bridgehead of the only river crossing over the Thames at the time and remains of Roman buildings, industry, roads and cemeteries have been discovered over the last 30 years. The importance of the area during the medieval period is equally well attested both archaeologically and historically. Elsewhere in Southwark, the routes of Roman roads (along the Old Kent Road and Kennington Road) and the historic village cores of Peckham, Camberwell, Walworth and Dulwich also have the potential for the survival of archaeological remains.
- 729 *PPG16* requires the Council to include policies for the protection, enhancement and preservation of sites of archaeological interest and of their settings.
- 730
Policy 3. 20 – Tall Buildings

- 731 Planning permission may be granted for buildings that are significantly taller than their surroundings or have a significant impact on the skyline, on sites which have excellent accessibility to public transport facilities ~~and are located in the Central Activities Zone (particularly in Opportunity Areas) outside landmark viewing corridors. Proposals for tall buildings should ensure that there are excellent links between the building(s) and public transport services.~~ Any building over 30 metres tall (or 25 metres in the Thames Policy Area) should ensure that it :
- 732 i. Makes a positive contribution to the landscape; and
- 733 ii. Is located at a point of landmark significance; and
- 734 iii. Is of the highest architectural standard; and
- 735 iv. Relates well to its surroundings, particularly at street level; and
- 736 v. Contributes positively to the London skyline as a whole consolidating a cluster within that skyline or providing key focus within views.
- 737 All planning applications for tall buildings will require a design and access statement, a transport assessment and a sustainability assessment
- 738
- Reasons**
- Tall buildings, if designed thoughtfully, can be an important component in raising population density around transport nodes, avoiding urban sprawl and contributing to an area's regeneration. There is continuing pressure from developers for the construction of tall buildings at various locations throughout the borough. Tall buildings can look out of place in their surroundings and cause unpleasant environmental effects, especially on the micro-climate.
- 739 Policies 4B.8 and 4B.9 of the London Plan and the English Heritage/CABE Guidance on Tall Buildings give additional information on the suitable locations and design of such buildings.
- 740
- Policy 3.21 – Strategic Views**
- 741 The LPA will seek to protect and enhance the Strategic Views of St. Paul's Cathedral illustrated on the Proposals Map.
- 742 Planning permission will be refused for developments that fail to preserve or enhance the ability to recognise and appreciate St Paul's and/or that are overly intrusive or prominent to the detriment of the view:
- 743 i. Above 52.6 metres above ordnance datum within the landmark Viewing Corridors protecting the Strategic View of St. Paul's from Greenwich Park and/or Blackheath Point; and
- 744 ii. Above 52.6 metres above ordnance datum within the Landmark Lateral Assessment Areas to St Paul's from Greenwich Park or Blackheath Point.
- 745 The LPA will consult local authorities and other relevant bodies affected by the views on proposals, which encroach above 52.6 metres above ordnance datum within:
- 746 i. The Landmark Background Assessment Area for the Strategic View of St Paul's from Parliament Hill, Primrose Hill, Kenwood (Hampstead Heath) and Alexandra Palace:
- 747 ii. The Landmark Lateral Assessment Areas to St Paul's from Greenwich Park or Blackheath Point.
- 748 The LPA will seek the improvement of Strategic Views of St Paul's Cathedral where there are proposals to redevelop existing buildings that cross the height threshold within the areas defined above.

749

Reasons

The borough is crossed by a number of Strategic Views. The Mayor requires management of these views in accordance with London Plan Policies 4B.15, 4B.16 and 4B.17. These Strategic Views consist of the Landmark Viewing Corridor itself, the Lateral Assessment Areas on either side of the corridor and Landmark Background Assessment Areas, which are the backdrop to views to St Paul's Cathedral from North London. Proposals for tall buildings in London are becoming increasingly common and it is important to protect the integrity of these corridors in order to preserve these views. The LPA is required to consult with relevant bodies for tall buildings proposed in the Landmark Background Assessment Areas and Landmark Lateral Assessment Areas.

750

Policy 3.22 - Important Local Views

751

The LPA will seek to protect and enhance identified views, panoramas, prospects and their settings that contribute to the image and built environment of the borough and wider London. Developments that would impact negatively on important local views will not be granted.

752

Reasons

Important local views, panoramas and prospects contribute significantly to the image and built environment of London and can encompass historic or notable buildings, vistas or broader, more general views. The protection and identification of local views from damaging development proposals is necessary in order to maintain the image and environmental quality of London. These features may be damaged through inappropriate development including high buildings. The designation and management of local views will be based on Policies 4B.15, 4B.16 and 4B.17 of the London Plan.

753

Local views will be identified in development plan documents.

754

Policy 3.23 - Outdoor Advertisements and Signage

755

Outdoor advertisements and signage (including all hoardings and shroud hoardings) will be permitted provided they:

756

i. Do not harm *amenity* or compromise safety, including security; and

757

ii. Do not obscure highway sightlines and allow the free movement along the public highway by all its users, including people with disabilities especially the visually impaired; and

758

iii. Are designed (including size, type and any illumination) to be appropriate within the context of the site and to be an integral and unobtrusive part of the character and appearance of the site and surrounding area; and

759

iv. Do not cause light pollution.

760

Planning permission for shroud hoardings and hoardings more than 3.1 metres high, and 12.1 metres long, will be permitted where they make a positive contribution to the appearance of the site and surrounding area, and only;

761

i. Around construction sites on a temporary basis, or

762

ii Within protected shopping frontages fronting onto a classified road ;or

763

iii In predominantly commercial areas where the scale of the existing buildings can accommodate hoardings without adverse effect on visual amenity.

764

Reasons

- 765 Appropriate signage is essential to the economy, and often provides necessary and important information. Signage can have a disproportionate impact on the environment and must be carefully controlled to avoid detriment to the streetscape. The increasing use of hoardings can cause such adverse effects but in some circumstances, can be positively used around construction sites to add interest and colour on a temporary basis. As many signs are located within or beside the highway, care must also be taken to ensure that safety and free movement within the highway are protected.
- 766 Some advertisements do not require planning permission. PPG 19 and a booklet called "Outdoor Advertisements and Signs – A Guide for Advertisers" provides further information about these advertisements.
- 767
- 768 **Policy 3.24 – Telecommunications**
- 770 **Development Under the General Permitted Development Order (GPDO)**
- 770 In exercising its powers under Part 24 of the GPDO for telecommunications equipment the LPA will not permit proposals which have an unacceptable appearance by virtue of their siting or design.
- 771 The LPA will not permit proposals under Part 24 of the GPDO which, by virtue of their siting and design, have any adverse impact on listed buildings or Conservation Areas, regardless of whether or not the equipment is within a Conservation Area or the curtilage of a listed building.
- 772 **Developments Requiring Full Planning Permission**
- 773 In respect of telecommunications equipment requiring full planning permission the LPA will not permit proposals which:
- 774 i. Have an unacceptable appearance by virtue of its siting or design; or
- 775 ii. Have any adverse impact on listed buildings or Conservation Areas, regardless of whether or not the equipment is within a Conservation Area or the curtilage of a listed building; or
- 776 iii. Where the applicant has not demonstrated a network need for the proposal; or
- 777 iv. Where the applicant has not demonstrated an absence of alternatives, including, but not only the possibility of sharing of existing masts and sites; or
- 778 v. Where the applicant has not provided self certification to the effect that a mobile phone base station when operational will meet the ICNIRP guidelines; or
- 779 vi. Where the applicant has not provided a statement for each site indicating its location, the height of the antenna, the frequency and modulation characteristics and details of power output and where a mobile phone base station is added to an external mast or site, confirmation that the cumulative exposure will not exceed the ICNIRP guidelines.
- 780 All telecommunications equipment should be sited as far as practicably possible away from educational and community uses.
- 781
- Reasons**
- Effective telecommunications networks make an important contribution to business, commercial and home life, and have benefits for safety and security. However, inappropriately sited telecommunications installations can be unsightly in particular when situated close to historic buildings or places. They are frequently the subject of public controversy. When installing equipment, operators must avoid locations near sensitive sites. Government guidance on the siting of telecommunications equipment is provided in PPG8.

782 Where telecommunications equipment has been installed under Part 24 of the GPDO which does not as far as practical minimise its effect on the external appearance of the building, the LPA will require the relocation of the installed equipment to a position which in the view of the LPA represents the minimal effect on the external appearance of the buildings.

783 **~~SP15 OPEN SPACE AND BIODIVERSITY~~**

784 ~~ALL DEVELOPMENTS SHOULD WHERE APPROPRIATE CREATE, PRESERVE AND ENHANCE OPEN SPACES, GREEN CORRIDORS, TRAFFIC FREE ROUTES AND BIODIVERSITY. THE BENEFITS OF OPEN SPACE INCLUDE THOSE ASSOCIATED WITH HEALTH, SPORT, RECREATION, CHILDREN'S PLAY, REGENERATION, THE ECONOMY, CULTURE, BIODIVERSITY AND THE ENVIRONMENT.~~

785

Background

786 Open Spaces make a significant contribution to the landscape of Southwark and provide a valuable resource to those living in, working in and visiting the borough. It is important to provide and protect a network of open spaces of a high quality that cater for a variety of needs including leisure, recreation and sport, and that these are accessible to all members of the community. Natural areas also provide important habitats for a wide variety of plants and animals. These habitats must be preserved to ensure biodiversity is protected. The council's Open Spaces Strategy contains a needs analysis and provides a clear framework for investment priorities and action. The strategy identifies land for protection, which is designated in this UDP as well as an operational plan for creating and enhancing open space to improve provision and reduce deficiencies. The different types of protection are Metropolitan Open Land, Borough Open Land and Other Open Spaces.

787 **Policy 3.25 - Metropolitan Open Land (MOL)**

788 There is a general presumption against inappropriate development on Metropolitan Open Land.

789 Within Metropolitan Open Land, planning permission will only be permitted for appropriate development which is considered to be for the following purposes:

- 790 i. Agriculture and forestry; or
- 791 ii. Essential facilities for outdoor sport and outdoor recreation, for cemeteries, and for other uses of land which preserve the openness of MOL and which do not conflict with the purposes of including land within MOL; or
- 792 iii. Extension of or alteration to an existing dwelling, providing that it does not result in disproportionate additions over and above the size of the original building; or
- 793 iv. Replacement of an existing dwelling, providing that the new dwelling is not materially larger than the dwelling that it replaces.

794

Reasons

795 Areas of Metropolitan Open Land need to be protected, especially in areas of development pressure. These sites are of strategic importance to London enhancing its 'World City' image. Metropolitan Open Land performs a number of valuable strategic functions including:

- 796 • Protecting open space to provide a clear break in the urban fabric and contributing to the character of London;
- 797 • Protecting open space to serve the needs of Londoners outside their local area;
- 798 • Protecting open space that contains a feature of landscape of national or regional significance; and

- 799 • Protecting open space that contains a feature of landscape or nature
conservation of national or regional significance.
780 Appendix 9 contains a Schedule of Metropolitan Open Land.

781 **Policy 3.26 – Borough Open Land (BOL)**

782 Within Borough Open Land planning permission will not be granted for
development unless:

- 783 i. It is ancillary to the use of the open space; and,
784 ii. It is small in scale; and,
785 iii. It does not detract from the site's open nature and character; and
786 iv. It is required to enhance activities associated with the particular open
space; and
787 v. It positively contributes to the setting and quality of the open space.

788

Reasons

789 Southwark has a number of open spaces that are considered important but are
inappropriate for designation as Metropolitan Open Land due to their size or
catchment area but are of intrinsic value to Southwark and to people that live in,
work in and visit the borough.

790 Sites that have been identified as Borough Open Land are of strategic
importance to Southwark and need strong protection. The London Plan
recommends that London boroughs should include appropriate
designations to protect local open spaces.

791 Appendix 10 contains a Schedule of Borough Open Land.

792 **Policy 3.27 – Other Open Space (OOS)**

793 Development on Other Open Space will only be permitted if it meets the
following criteria:

- 794 i. It is ancillary to the enjoyment of Other Open Space; and
795 ii. It is small in scale; and
796 iii. It does not detract from the prevailing openness of the site or from its
character; and
797 iv. It positively contributes to the setting and quality of the open space; and
798 v. Where appropriate, it enhances public access to open spaces; or
799 vi. Land of equivalent or better size and quality is secured within the local
catchment area for similar or enhanced use before development
commences, provided that this would not result in the creation of or an
increase in district or local park deficiency as identified in Appendices 11
and 12.

802

Reasons

Open spaces provide an essential amenity and recreational resource for
people living and working in Southwark. It is the council's responsibility to
ensure that there is an adequate supply of high quality open spaces that
cater for a variety of needs. Open spaces should also be easily
accessible to all members of the community; therefore, any loss of Other
Open Space needs to be replaced within a local catchment area, which is
generally considered to be within a 400 m radius.

The Council's Open Spaces Audit consisted of a comprehensive audit of open
space and in addition a quality assessment applied to all sites in Southwark over
0.3ha.

803 The audit considered physical, social and aesthetic qualities of each space
including local need and the value of existing open space for cultural,

educational, structural, amenity, health and biodiversity value. The Council's Open Spaces Strategy underlines the Council's view that provision and good management of open spaces makes a major contribution to urban regeneration by enhancing the environment, promoting social inclusion, contributing to healthy living and providing educational opportunities.

804 The council recognises the importance of smaller areas of open spaces, usually lying within residential areas. These include children's play areas, pocket parks, allotments, and other open spaces. They are valued by the local communities, play important part in the pleasantness of the neighbourhoods that they serve and contribute towards residential amenity. They are listed in the Council's Open Spaces Audit.

805 Appendix 13 contains a Schedule of Other Open Space.

806

Policy 3.28 – Biodiversity

807 The LPA will take biodiversity into account in its determination of all planning applications and will encourage the inclusion in developments of features which enhance biodiversity, requiring an ecological assessment where relevant.

808 Developments will not be permitted which would damage the nature conservation value of Sites of Importance for Nature Conservation (SINCs) and Local Nature Reserves (LNRs) and/or damage habitats, populations of protected species or priority habitats/species identified in the United Kingdom, London or the Southwark Biodiversity Action Plan. Where, exceptionally, such developments are permitted, the Council will seek mitigation and/or compensation for the damage to biodiversity.

809 Where new Sites of Importance for Nature Conservation and Local Nature Reserves are identified, these sites will be afforded protection under this Policy and Policy 3.27, *Other Open Spaces*.

811

Reasons

The council has an obligation to protect biological diversity under national and international legislation, including the Convention on Biological Diversity (1992), The Habitats Directive (1992), National Parks and Access to the Countryside Act (1949) and the Wildlife and Countryside Act (1981). The council has a responsibility to protect and enhance biodiversity throughout Southwark and particularly to protect areas of nature conservation. Due to the intense pressure on land for development, it is important that areas of nature conservation value or ecological importance are identified and the flora and fauna associated with these areas are is protected and enhanced as outlined in the Council's Biodiversity Action Plan.

812 Access to wildlife also enables people to experience wildlife in an otherwise intensely urban environment, and promoting well-being and providing a number of educational benefits.

813 Sites of Importance for Nature Conservation and Local Nature Reserves are listed in Appendix 14 9,10 and 13.

814 **SP 16 RIVER THAMES**

815 ~~DEVELOPMENTS SHOULD PROTECT OR AND ENHANCE THE RIVER THAMES AND ITS ENVIRONS AND WHERE APPROPRIATE INCORPORATE MEASURES TO PROTECT AGAINST FLOODING.~~

816

Background

817

The Thames Policy Area consists of the River Thames and its hinterland. Its highly significant value in historical and environmental terms in both Southwark and London contexts must be preserved. Competing demands need to be balanced so as to make best use of the inherent assets and advantages of the Thames Policy Area.

819

Policy 3.29 - Development within the Thames Policy Area

820

All developments within the Thames Policy Area must reflect the strategic importance of the River Thames and its hinterland, protecting and enhancing the area. Proposals that will have an adverse impact on the Thames and/or the Thameside area, or adversely impact on the character of the Thameside area, will not be acceptable.

821

The LPA will enhance the Thameside amenity through requiring a particularly high standard of architectural and urban design in all new developments.

822

All development should reflect local character, meet general principles of good urban design (see Policy 3.13) and improve the quality of the built environment. Development should:

823

- i. Integrate successfully with the waterspace in terms of use, appearance and physical impact;

824

- ii. Preserve or enhance the historic character and appearance of buildings and of areas and buildings of historical or architectural significance;

825

- iii. Include a mix of uses appropriate to the waterspace, including public uses and open spaces, to ensure an inclusive accessible and active waterside and ground level frontage;

826

- iv. Integrate into the public realm, especially in relation to walking and cycling routes and borough open space strategies. Public art will often be appropriate in such locations as well as clear signage, information and lighting to promote the use of waterside spaces by all;

827

- v. Incorporate built form that has a human scale of interaction with the street, public spaces and waterside and integrates with existing communities and places;

828

- vi. Recognise the opportunity to provide landmarks that are of cultural and social significance along the river, providing orientation points and pleasing views without causing undue harm to the cohesiveness of the water's edge;

829

- vii. Relate successfully in terms of scale, materials, colour and richness of detail, not only to direct neighbours but also to buildings on the opposite bank and those seen in the same context with the river or other locally identified prospects and views. Such juxtaposition of buildings should take into account river meanders and the impact these can have on how buildings may be seen together;

830

- viii. Incorporate sustainable design and construction techniques, in particular a precautionary approach to flood risk; and

831

- ix. Protect the biodiversity and nature conservation interests of the River Thames.

832

Policy 3.30 - Protection of Riverside facilities

833

Within the Thames Policy Area, the LPA will protect and enhance existing facilities that support and increase the use and enjoyment of the Thames and functions and activities associated with the Thames including:

834

- i. Access points to and alongside the river, including stairs, piers and the Thames Path;

- 835 ii. Sport and Leisure facilities;
- 836 iii. Docks, including protection against partial or complete infilling;
- 837 iv. Walking and Cycling routes;
- 838 v. Mooring facilities; and
- 839 vi. Facilities for passenger and tourist traffic.

840 Developments and facilities that support the use and enjoyment of the Thames will be encouraged and new access points should be provided where possible, especially in areas of deficiency. All new developments adjacent to the river will be required to continue or establish the Thames Path along the water frontage.

841 New mooring facilities will only be permitted if they will not have any detrimental effects on navigation, biodiversity or the existing character of the Thames Policy Area. Proposals for new mooring facilities will not be permitted if it is an attempt to be used as an extension of developed land or where it would result in a continuous line of moored craft.

842

Reasons

The River Thames and its hinterland comprise the Thames Policy Area. The Thames Policy Area makes an important historical and environmental contribution to Southwark and London enabling significant recreation, tourism, nature conservation and open space provision. This is a busy tourist area, which is environmentally sensitive and subject to intense development pressure. The competing demands need to be balanced within a framework for the Thames Policy Area to ensure that they enhance rather than reduce the river's potential assets.

843 The London Plan requires riparian local authorities to include policies for the protection and enhancement of the Thameside environment.

845

Policy 3.31 - Flood Defences

846 Planning permission will not be granted for development sited adjacent to the River Thames unless it is set back at a suitable distance from the river wall to allow for the replacement/repair of flood defences and for any future raising to be undertaken in a sustainable and cost effective manner. Nor will permission be granted for any scheme that would undermine or breach flood defences in any way.

847

Reasons

Much of the borough is in the floodplain of the River Thames and the need to protect existing and further development is at its most acute in the Thames Policy Area. Therefore, applicants are strongly urged to discuss their proposals for development in the area with the council and the Environment Agency at an early stage. A flood risk assessment is likely to be required, particularly for proposals on land close to the River Thames.

This assessment is likely to include an appraisal of the condition of existing flood defences, measures to improve them so as to increase their life to equate with that of the proposal, suitable levels for living accommodations and the ability to raise the level of the defences in the light of climate change by at least 600mm.

Information on the Environment Agency's Thames Tideway Encroachment Policy is available on its website at <http://www.environment-agency.gov.uk>, The Environment Agency (Thames Region) (2002) Policy on Encroachment of the

Tidal Marshes. It states that the Agency will resist works on the Thames tideway between Teddington and Crayford Marshes that would, for example reduce the storage volume of the river or cause damage to flood defences, foreshore, banks and fisheries.

930 **Section 5 Sustainable Transport**

931

Improving Access and Convenience

932

VISION

933

SOUTHWARK AS A PLACE WHERE ACCESS TO WORK, SHOPS, LEISURE AND OTHER SERVICES FOR ALL MEMBERS OF THE COMMUNITY IS QUICK AND CONVENIENT, AND WHERE PUBLIC TRANSPORT SYSTEMS, THE ROAD NETWORK, WALKWAYS AND CYCLE WAYS ENABLE PEOPLE TO TRAVEL QUICKLY, CONVENIENTLY, SAFELY AND COMFORTABLY TO AND FROM THEIR DESTINATION, CAUSING MINIMUM IMPACT ON LOCAL COMMUNITIES AND THE ENVIRONMENT.

934

STRATEGIC POLICIES FROM PART ONE

935

~~SP6 ACCESSIBLE SERVICES~~

936

~~ALL DEVELOPMENTS SHOULD WHERE APPROPRIATE IMPROVE THE RANGE AND QUALITY OF SERVICES AVAILABLE IN SOUTHWARK AND TO ENSURE THAT THEY ARE EASILY ACCESSIBLE BY FOOT, CYCLE AND PUBLIC TRANSPORT;~~

937

~~SP18 Sustainable Transport~~

938

~~ALL DEVELOPMENTS SHOULD PROMOTE MORE SUSTAINABLE TRANSPORT CHOICES FOR ALL MEMBERS OF THE COMMUNITY, IN ORDER TO REDUCE CONGESTION, POLLUTION AND INCREASE EASE OF MOVEMENT; AND~~

939

~~SP 19 MINIMISING THE NEED TO TRAVEL~~

940

~~ALL DEVELOPMENTS SHOULD REDUCE CONGESTION AND POLLUTION WITHIN SOUTHWARK BY MINIMISING THE NEED TO TRAVEL, ESPECIALLY BY CAR.~~

941

Background

942

Although some of Southwark has excellent road and public transport links to other parts of central and outer London, it has areas that are congested and isolated, where ease of movement is impeded. Congestion is a particular problem in the rush hour.

943

Southwark also has high levels of congestion due to its Central London location and the amount of traffic passing through the borough, increasing travel times, cost and pollution. More sustainable transport choices including public transport, cycling and walking will help reduce pollution and congestion by reducing the number of private motor vehicles on roads.

944

Improved infrastructure for public transport, cycling and walking in Southwark is required to improve accessibility and encourage people to use these sustainable transport modes.

945

Local provision of services and facilities, which reduces the need to travel, pollution and congestion, is being addressed in Section 1.

Policy 5.1 - Locating Developments

946 The location of development throughout the borough must be appropriate to the size and trip-generating characteristics of the development. Major Developments generating a significant number of trips should be located near transport nodes. Where new Major Developments are not located within easy access of public transport nodes, applicants must demonstrate that sustainable transport options are available to site users. Where these are not available, applicants must propose measures to promote sustainable travel.

947 **Reasons**

948 The most effective way to reduce travel by car is to locate larger developments with significant trip generating characteristics near major public transport nodes.

949 Developments that are not near major public transport nodes can still be sustainable if they introduce other measures to reduce car use, especially those which implement a Green Travel Plan. Examples of these measures include the introduction of car clubs, car sharing, safe routes to schools, improvements to cycle, pedestrian and public transport networks and scooter pools.

950 **Policy 5.2 - Transport Impacts**

951 Planning permission will be granted for development unless:

- i. There is an adverse impact on transport networks for example through significant increases in traffic or pollution; and/or
- ii. Adequate provision has not been made for servicing, circulation and access to, from and through the site; and/or
- iii. Consideration has not been given to impacts of development on the Bus Priority Network and the Transport for London Road Network.

952 Where a development proposal is likely to have significant transport implications applicants will be asked to submit a Transport Assessment (TA), which includes a Travel Plan with their application. A Transport Assessment will form part of the Sustainability Assessment.

953 **Reasons**

Land use development and transport are strongly linked. New development has the potential to increase the negative impacts of transport networks, through increased congestion, reduced safety, increased pollution etc. Effects can be temporary, permanent or cumulative.

954 All effects on transport networks need to be considered in assessing a planning application to determine whether the proposal is acceptable and whether any adverse effects will be able to be avoided or mitigated. The submission of a TA and Travel Plan alongside a development application will assist the LPA in assessing an application.

955 **Policy 5.3 – Walking and Cycling**

956 Planning permission will be granted for development provided:

- i. There is adequate provision for pedestrians and cyclists within the development, and where practicable within the surrounding area; and/or
- 957 ii. There is good design, location and access arrangements, including restrictions on parking, and the promotion of walking and cycling, with particular emphasis on disabled people and the mobility impaired; and/or
- 958 iii. The development creates or contributes towards more direct, safe and secure walking and cycling routes, integrating with surrounding networks where possible, furthering the delivery of the London Cycle Network Plus and strategic walking routes (including the Jubilee Walkway and the Thames Path); and
- 959 iv. There is provision of convenient, secure and weatherproof cycle parking to the minimum cycle parking standards set out in Tables 15.3 and 15.4 in Appendix 15.

960 **Reasons**

Facilities for pedestrians and cyclists require continuous improvement so that they can be considered as viable, attractive and safe alternatives to motor vehicles. Walking and cycling are the most easily accessible, least polluting and the healthiest and socially beneficial modes of transport available, offering the greatest potential to replace short vehicle trips and should therefore be given priority in transport networks.

961 Where appropriate links should be made with the LPA's requirements expressed in their Walking and Cycling Strategies and investment programmes set out in the Local Implementation Plan for sustainable transport.

962 **Policy 5.4 - Public Transport Improvements**

963 Planning permission will be granted for the following public transport improvements especially where this would facilitate regeneration. Development will not be permitted that would prejudice the implementation of the following schemes:

- 964 i. Cross River Transit Tram Proposal, (London Tram) from Camden to Peckham to Waterloo via Elephant and Castle [1];
- 965 ii. East London Line extension to Peckham, Dulwich and beyond;
- 966 iii. New rail station at Camberwell;
- 967 iv. Thameslink 2000;
- 968 v. Expansion of London Bridge Station;
- 970 vi. Redevelopment of Elephant & Castle Station; and
- 971 viii. The Bus Priority Network.

972 These schemes are safeguarded on the Proposals Map.

973 [\[1\] The course of the proposed route has been identified on the Key Diagram with consultation zones in Elephant and Castle, Peckham and Burgess Park. The detailed route may change from the original proposal. Furthermore the route will be clarified within the consultation zones. These zones will be the subject of extensive consultation with the local community and statutory bodies as part of adopting the tram route under the Transport and Works Act 1992.](#)

There is a shortage of suitable sites along the overall Cross River Tram route for facilities for stabling and maintenance of vehicles. Within the advancing process of preparation of the tram scheme with a view to adoption under the Transport and Works Act 1992, proposals Site 71P has been identified as Transport for London's preferred site for use as a split-site depot. Planning permission will be refused for development on any part of the site that could be incompatible with that use or its implementation.

974 **Reasons**

These public transport improvements represent the main opportunities to improve the choice and quality of public transport facilities within Southwark.

975 They will:

- 976 ▪ Increase the quality and quantity of sustainable transport options;
- 977 ▪ Make significant improvements to employment access and social inclusion, as part of major regeneration schemes; and
- 978 ▪ Have positive effects on the economic viability and functionality of Southwark.

979 **Policy 5.5 – Transport Development Areas**

980 In designated Transport Development Areas (TDAs) at London Bridge and Elephant and Castle, development should:

- 981 i. Maximise the efficient use of land around major transport sites; and
- 982 ii. Strengthen and enhance links to existing public transport nodes; and
- 983 iii. Strengthen and enhance walking and cycling infrastructure; and
- 984 iv. Improve the legibility of the public transport network; and
- 985 v. Be of exemplary design quality.

- 987 **Reasons**
- 988 ~~Transport Development Areas, as defined in the London Plan are “well designed, higher density, mixed use areas, situated around good public transport access points in urban areas. Within a TDA, permission may be granted for higher density development compared with existing development plan policy.”~~
- 989 ~~There are two Transport Development Areas designated in Southwark. These include the London Bridge and Elephant and Castle Opportunity Areas. These areas have been designated because it is considered that development in these areas can be successfully integrated with public transport, walking and cycling.~~
- 990 ~~Application of the Transport Development Area concept can contribute to achievement of sustainable development through reducing the need to travel, particularly by car, improving accessibility and quality of major transport interchanges, promoting social inclusion and maximising use of the most accessible sites, as encouraged in PPG 13 (Transport).~~
- 991 **Policy 5.6 - Car Parking**
- 992 All developments requiring car parking should minimise the number of spaces provided. Maximum standards are set out in Appendix 15.
- 993 Where more than 20 surface parking spaces are proposed, applicants must demonstrate why this cannot be provided underground or within the building.
- 994 All developments will be expected to include justification for the amount of car parking sought, taking into account:
- 995 i. Public Transport Accessibility Levels set out in Appendix 15; and
- 996 ii. The impact on overspill parking; and
- 997 iii. The demand for parking within the Controlled Parking Zones. The LPA will restrict permit provision where necessary.
- 998 Parking for retail and leisure uses within town centres should be shared with public parking, not reserved for customers of a particular development. Maximum stay restrictions are required for all retail and leisure town centre parking.
- 999 **Reasons**
- 1000 Too many cars cause problems with congestion and pollution, increasing travel times and expense as well as causing health problems. With fewer car parking spaces available people will seek alternative modes of transport to the private car, subsequently reducing congestion and pollution.
- 1001 Access to services, leisure, shops and a range of amenities by public transport and other alternative modes of transport to the private car must be considered when providing less car parking in order to ensure efficiency and social inclusion. Measures to control overspill parking are necessary in order to prevent or mitigate loss of amenity including inconvenience to local residents caused by overspill car parking and increased pressure on on-street spaces.
- 1002 Appendix 16 contains a Schedule of existing Controlled Parking Zones.
- 1003 PPS3, PPG 4, PPG 5 and PPG 13 recommend the restriction of private car use to either housing or employment sites and improved accessibility through the encouragement of modes of transport other than the private car.
- 1004
- 1005 **Policy 5.7 – Parking Standards for Disabled People and the Mobility Impaired**
- 1005 Developments (subject to site constraints) must provide adequate parking for disabled people and the mobility impaired. The following will be required:
- 1006 i. A minimum of one accessible car parking space per development, where associated car parking is not provided; or
- 1007 ii. A minimum of two accessible car parking spaces in circumstances where associated parking is provided.

1008

Reasons

1009

Access for disabled people and the mobility impaired is often difficult. Improvements need to be made to provide safe and convenient access for everyone to live, work in and visit Southwark.

1010

Requirements for additional accessible car parking spaces will correspond with the size and nature of the development, the LPA will take into account the provisions of BS8300 (2001).

1011

Policy 5.8 – Other Parking

1012

Planning permission will be granted for development provided:

1013

i. Developments likely to attract significant numbers of visitors (such as C1, C2, D1 and D2 uses) include adequate taxi and coach parking facilities including space for stopping and manoeuvring; and

1014

ii. A mini-cab office would not create traffic problems or harm residential amenity.

1015

Reasons

Standing and manoeuvring vehicles have the potential to adversely affect the safety and movement of the transport network as well as the amenity of surrounding areas from noise and pollution.

1016 **Section 6 Opportunity Areas**

1017

~~VISION FOR THE OPPORTUNITY AREAS~~

1018

1019

~~A thriving and successful mixed use major town centre, safe, full of vitality and accessible to and from a highly integrated public transport system and combining historic character with a high quality design and layout of new buildings. A place where people will want to live, to work and to visit for shopping and leisure.~~

1020

~~London Bridge Opportunity Area~~

1021

~~A successful central London mixed use district town centre, full of vitality and providing commercial activity, jobs, an evening economy and high quality homes, supported by thriving tourism, arts, entertainment and cultural activity, and a very accessible, integrated public transport system within a unique historical area.~~

1022

Background

1023

~~Opportunity Areas are designated in the London Plan. They are undergoing or about to undergo a great deal of change. This change will need to be carefully planned and co-ordinated. There are two Opportunity Areas in Southwark: Elephant and Castle and London Bridge. These areas require planning guidance, which will guide the preparation of master plans.~~

1024

~~**Policy 6.1 – Elephant and Castle Opportunity Area**~~

1025

~~Development at the Elephant and Castle should seek to:~~

1026

~~Establish and maintain a high quality, vibrant, safe and integrated mix of uses including homes, shops, commerce, offices, leisure, schools, cultural, community and other public facilities to support the current and new residents, workers and other visitors;~~

- 1027 ~~Increase in the number and diversity of new job opportunities, and to encourage the development of an enterprise culture and inward investment;~~
- 1028 ~~Provide for the economic, educational, social and cultural needs of a diverse mix of residents; including life long learning opportunities;~~
- 1029 ~~Provide a range of high quality recreation, entertainment, and leisure facilities;~~
- 1030 ~~Provide a balanced and integrated mix of residential accommodation across the full range of private, social, key worker and other affordable housing, with a target ratio within the affordable element of new schemes of 50:50 for social rented and intermediate housing;~~
- 1031 ~~Integrate development with public transport nodes and walking and cycling routes within the Transport Development Area;~~
- 1032 ~~Give priority to pedestrians, cyclists and public transport users rather than the private car;~~
- 1033 ~~Create an improved and highly efficient public transport interchange;~~
- 1034 ~~Limit and mitigate the effects of traffic, reduce pollution, and provide a minimum level of parking consistent with a high density public transport rich location;~~
- 1035 ~~Contribute directly to the creation of a lively, safe and attractive public realm comprising streets and spaces with active frontages, high quality landscaping and priority for use by pedestrians, cyclists and public transport users;~~
- 1036 ~~Enable the area to have its own clear and positive identity which builds on the strengths of the area and reflects its function as a major new destination in London South Central;~~
- 1037 ~~Support an integrated network of high quality, safe, urban spaces and public routes into the surrounding districts that will draw people into and through the area, encourage activity and improve its appearance;~~
- 1038 ~~Maximise and extend ecological diversity and biodiversity in existing and new open spaces;~~
- 1039 ~~xiii. Create buildings which are sustainable, well designed and flexible;~~
- 1040 ~~Create buildings that deal efficiently and appropriately with waste, water and energy use;~~
- 1041 ~~Encourage the restoration and beneficial re-use of buildings that contribute to the architectural and historic character and sense of place of their surroundings;~~
- 1042 ~~Preserve or enhance the historic character of the Conservation Areas; and~~
- 1043 ~~Encourage the following uses and activities will be within the core of the Opportunity Area:~~
- ~~● A Transport Development Area comprising a highly efficient public transport hub at the heart of the area to serve the needs of the existing and new development. This will include: an improved new Northern Line station; improved conditions for buses; the accommodation of the Cross River Tram within a safeguarded route; a refurbished railway station; and an improved interchange between the various modes;~~
- 1044 ~~● Up to 75,000sqm of new retail uses together with additional complementary town centre uses to include cultural and entertainment uses, leisure, offices, hotels and public facilities arranged around a new high street extension north of the Walworth Road;~~
- 1045 ~~● Intensification on key sites around the transport nodes with developments that provide exemplary design and transport improvements;~~
- 1046 ~~● A network of new and improved open spaces and public places, including a new civic space, town park, market square, and the enhancement of St. Mary's churchyard; and~~
- 1047 ~~● Improvements to the range, quality and accessibility of community facilities in the area; these will include a range of social, educational, health and leisure facilities to serve the existing and new population. The priorities will be:~~
- 1048 ~~i. A new two form entry primary school;~~

- 1049 ii.— ~~A new six form entry secondary school (designated on the current leisure centre site);~~
- 1050 iii.— ~~A healthy living centre;~~
- 1051 iv.— ~~New and improved leisure, health and nursery provision;~~
- 1052 v.— ~~A library;~~
- 1053 vi.— ~~A life long learning centre;~~
- 1054 vii.— ~~No fewer than 5, 300 mixed tenure new homes, including 1,100 to replace those lost through the demolition of the Heygate estate; and~~
- 1055 viii.— ~~A minimum of 45,000 sqm of class B1 Use space, including incubator units, managed workspace and accommodation for small businesses, social enterprises and the cultural industry sector.~~

1056 **Reasons**

~~The Elephant and Castle (Proposals Site 39P) will undergo major redevelopment in the coming years to take advantage of its important position as a transport interchange on the southern boundary of Central London. It will be one of the main areas for population and employment growth, and also community services especially higher education.~~

~~The Elephant and Castle provides an opportunity for more homes and shopping facilities in the borough. High quality places to live are a priority and new residential schemes should include a suitable proportion of affordable, intermediate and key worker housing in line with the council's affordable housing policies. Many of the sites that are expected to deliver this housing are designated on the Proposals Map. Currently, Southwark has a low level of shopping provision, which means that an unusually large number of comparison shopping trips made by people in Southwark are to centres outside the borough, particularly to the West End. Providing more shopping locally will mean people will have less need to travel.~~

- 1057 ~~The new retail centre at the Elephant and Castle and the Walworth Road will expand the range, quality and quantity of retail and other town centre uses significantly to provide a place that people want to live in and visit for goods, leisure and services. Bearing in mind the expected growth in the population, employees, and their spending power, substantial growth will be sustainable.~~
- 1058 ~~The Elephant and Castle provides an excellent location for this growth given its designation as a Transport Development Area, existing public transport links and the expected improvements with the proposed tram. This will enable growth to take place in a mainly car free centre rather than have it distributed to less well-connected centres. An initial retail impact assessment undertaken for the council has concluded that the proposed increase in retail floorspace at the Elephant and Castle will not adversely affect the viability and vitality of other centres. The LPA will however require further impact assessments when detailed proposals are submitted to monitor the affects on the viability and vitality of other existing town centres both within Southwark and surrounding boroughs. The anticipated growth in retail floorspace will change the position of the Elephant and Castle in the hierarchy of town centres in London from being a district centre to a major town centre.~~

1059 **Policy 6.2 – London Bridge Opportunity Area**

1060 ~~Development at London Bridge should seek:~~

- 1061 i.— ~~The best use of land and transport resources, developing high density, sustainable buildings on key sites;~~
- 1062 ii.— ~~To protect and expand cultural, arts and entertainment uses;~~
- 1063 iii.— ~~An improved and highly efficient public transport interchange;~~
- 1064 iv.— ~~To integrate development with public transport nodes and walking and cycling routes within the Transport Development Area;~~
- 1065 v.— ~~To secure major improvements through the development process to public transport to increase capacity and promote ease of use for all groups including people with a mobility disability;~~

- 1066 vi.—That proposals for tall or large scale buildings respect the setting of the proposed London Bridge Tower, and are of exceptional design quality, and located within a planned strategy for the siting of tall buildings with reference to the London Plan;
- 1067 vii.—To improve London Bridge's retail base, concentrating on areas around the station, and encouraging a range of unit sizes;
- 1068 viii.—Improvements to the environment, especially the public realm and pedestrian environment;
- 1069 ix.—Improvements to the distribution and quantity of public open space whilst also seeking to maintain its quality;
- 1070 x.—To increase employment especially of local people in commercial, tourism, health and retail activities;
- 1071 xi.—Active frontages to encourage footfall, improve safety and further create a sense of place. There is an additional requirement for retail as the predominant ground floor use along Tooley Street and Borough High Street;
- 1072 xii.—To protect and expand health functions and associated businesses;
- 1073 xiii.—To preserve or enhance the historic character of the area, especially Conservation Areas;
- 1074 xiv.—That all developments meet the highest urban design standards;
- 1075 xv.—That all developments contribute to achieving improved air quality;
- 1076 xvi.—That developments create new high quality residential units to deliver 40% of additional conventional homes as affordable housing, the tenure mix should be 70% social rented and 30% intermediate housing; and
- 1077 xvii.—The Thames Policy Area (TPA) (which has been identified on the Proposals Map to allow special control of developments adjacent to the riverside), creates and capitalises on opportunities to enhance the character of the area and ensures continued and improved access to the river.

1078 **Reasons**

1079 London Bridge is one of the most historic areas in London where culture, history, converted historical buildings, warehouses, business, Guy's and St Thomas' Hospital, King's College and other health facilities, London government, offices, a crown court, tourist attractions and clusters of supporting businesses and retail co-exist within a medieval street pattern. London Bridge has been an area of intense development for the past twenty five years. Development has been positive changing redundant warehouses and surrounding infrastructure along and behind the river into high quality office and residential use with supporting retail in Hay's Galleria, Borough High Street and along the Thames Path. This development has transformed London Bridge into a major office location with considerable tourism activity. This has been compounded with the development of More London and the thousands of workers and associated spending that it brings into the area. Therefore London Bridge is very important for provision of employment within Southwark (the area within the CAZ provides over a third of Southwark's employment) and has been designated a Preferred Office Location.

1080 There is a great deal of existing tourism activity along the river from Bankside, through London Bridge, to Shad Thames. This area contains some of the most important historical sites in London such as Tower Bridge, London Bridge, Southwark Cathedral and Borough Market along with other very popular tourist attractions such as the London Dungeon, HMS Belfast, Britain at War Museum and Hays Galleria. London Bridge has been designated as a Strategic Cultural Area to further enhance this area as an historical and tourist location within the context of the Conservation Areas. Potter's Fields is the last riverside, historic, strategic site within the London Bridge area. A comprehensive mixed use scheme of world class design including large arts and/or cultural use(s) of London or nationwide importance which would act as a significant attraction, and maximisation of residential development compatible with such arts and/or cultural use(s) would be the most appropriate development to complement existing attractions in the area to complete this stretch of the riverside and provide an attraction for local people, workers and visitors. This would meet one of the London Plan requirements for this Opportunity Area to draw visitors eastwards

along the riverside.

- 1081 London Bridge is a major transport interchange and is now the fifth busiest station in Britain. There is the potential for considerable further growth by redeveloping sites in and around the station. A proportion of this potential will be realised when the London Bridge Tower, a 305 metre high mixed use tower, granted planning permission by the Secretary of State in November 2003, is built. London Bridge is a suitable location for this growth given its designation as a Transport Development Area. However this area is the focus of further intense development interest with two major proposals for the station alone.
- 1082 All new development will be required to achieve the highest standards of design. This could transform the area into one of London's key commercial and visitor locations. This will only be achieved if the issues around poor public realm, regenerating the railway arches and access are resolved to ensure that the local environment complements the new high quality buildings making London Bridge a place where people want to work, visit and live.

1083 **Section 7 Local Policy Areas**

1084

VISION FOR THE LOCAL POLICY AREAS

1085

Peckham Action Area

An attractive, easily accessible, and safe Major Town Centre, full of vitality providing a broad range of homes, shops, employment opportunities, community facilities and public spaces for the diverse local community and the wider Peckham area.

1086

Canada Water Action Area

1087

A mixed use district town centre providing an attractive public realm and community facilities, new retail and leisure outlets, increased employment opportunities, additional residential dwellings with a range of sizes and tenures, and transport improvements to encourage sustainable modes of travel.

1088

Old Kent Road Action Area

1089

A mixed use area providing housing and employment, local retailing and other town centre uses, with improved accessibility for pedestrians, cyclists and public transport users, and an enhanced public realm which creates a stronger sense of place.¹

1090

Bankside and The Borough Action Area

1091

A unique location combining an historic character with the best attributes of new developments. Bankside and The Borough should be a mixed use district town centre full of vitality with a range of housing and employment opportunities, cultural and visitor attractions, increased densities, high quality services and improved transport infrastructure.

1092

Bermondsey Spa Action Area

1093

An accessible area with an integrated mix of high quality homes, shops, offices, public spaces and community facilities around a spine of employment uses along the railway line.

1094

West Camberwell Action Area

1095

A high quality housing area providing a mixture of dwelling tenure and type.

1096

Camberwell Neighbourhood Area

1097

An easily accessible district town centre that provides a range of arts, leisure and retail services, some specialist shopping opportunities, community facilities, homes, and local employment.

1098

Lordship Lane Neighbourhood Area

1099

A district town centre, serving the local community and providing local employment.

1100

Dulwich Neighbourhood Area

1101

An historic area with homes, retail, local services and open spaces that retain much of the original built form, and are accessible to local people.

1102

Herne Hill, Nunhead and The Blue Neighbourhood Areas

1103

Vibrant neighbourhoods providing essential services for local people.

1104

Background

1105

Local policy areas should be mixed use areas of activity providing jobs, homes, shops, services, schools, health and leisure facilities which are all accessible, being well served by public transport.

1106

There are two types of local policy areas, each providing different roles:

- 1107 ~~Action Areas are designated by the LPA in line with London Plan requirements. These areas are also undergoing or are about to undergo significant change; and~~
- 1108 ~~Neighbourhood Areas are designated by the LPA. There is a need to protect and increase the vitality and quality of retail and other services as these areas provide an important function for local people.~~
- 1109
- Policy 7.1 – Peckham Action Area
- 1110 Development at Peckham should seek:
- 1111 i. ~~The retention of high quality housing and creation of between 736-1717 new~~
- MOD high quality homes, with a mix of tenure and encouraging the provision of
- F32a flats above shops. Of the affordable housing that is secured, the tenure mix should be 70% intermediate housing and 30% social rented housing;
- 1112 ii. ~~The improvement and enhancement of Rye Lane and Peckham High Street, especially public realm, pedestrian links and active frontages;~~
- 1113 iii. ~~Improvements to the railway station site to regenerate the area making it an attractive focus for the town centre, including accessibility, safety and security and public realm;~~
- 1114 iv. ~~To create an urban environment of the highest standards to enhance the quality of life for existing and future residents and users of the action area and surrounding community;~~
- 1115 v. ~~To promote excellence in design, including safety and security, and having regard to the historic features and Conservation Areas of the area;~~
- 1116 vi. ~~To improve provision of safe, secure and accessible car parks by making better use of multi-storey and underground car parking and encourage shared parking for town centre services;~~
- 1117 vii. ~~To improve the diversity of shopping provision within the town centre so as to provide a range of high quality shops attractive to Peckham's diverse communities and over time decrease geographical concentration of lower quality shops selling similar products;~~
- 1118 viii. ~~The retention and creation of high quality offices and retail and businesses to increase employment opportunities, particularly for small business units;~~
- 1119 ix. ~~To enable Public Transport Accessibility Zone intensification on appropriate sites around the Peckham Rye railway station and the bus interchange with developments that provide exemplary design and transport improvements;~~
- 1120 x. ~~The promotion and enabling of the Cross River Tram proposal within the safeguarded route and consultation zone, including safeguarding the GRT terminus and split site depot at Bournemouth Road, while allowing other compatible uses that enhance the town centre;~~
- 1121 xi. ~~Improved accessibility throughout the Action Area for cyclists, pedestrians, the mobility impaired and disabled people, including keeping pavements free of obstruction, and increasing pedestrian flows during the evenings and at night within the town centre without encouraging anti-social behaviour;~~
- 1122 xii. ~~To ensure the protection and enhancement of open spaces, public realm and other features of development linking them together with buildings, within a design strategy for the area;~~
- 1123 xiii. ~~To provide leisure and community uses, especially around Peckham Square and Wharf to increase vitality; and~~
- 1124 xiv. ~~To establish stronger pedestrian and public realm links between Rye Lane and the Bellenden Road shopping area, including extending the focus on public art and realising the potential of Choumert Market.~~
- 1125
- Reasons

A significant part of Peckham has undergone a great deal of change over the past decade. It has transformed into a high quality residential area with a new cultural and leisure area around the newly laid out Peckham Square which includes the Peckham Library, Peckham Pulse and Healthy Living Centre; other parts of the Action Area are predominantly housing.

- 1126 As an Action Area, Peckham also has the potential to provide additional new housing (some sites have been designated on the proposals map), which will provide a mix of market, affordable and intermediate housing in accessible locations.
- 1127 The main commercial areas extend along Rye Lane and Peckham High Street and serve a large catchment area with around 400 businesses. These are predominantly retail and associated services.
- 1128 However, the current range and quality of retail and other services available is limited, and improving the retail offer, public realm, safety and security and accessibility are essential to enable Peckham to achieve its full potential, together with supporting black and minority ethnic businesses which contribute to the special character of this shopping area. This must also be coupled with exemplary design and enhancement of existing buildings throughout the Action Area. Unemployment is currently high in Peckham. Protecting and enhancing small businesses to provide local employment, and encouraging an enterprise culture are priorities, as are the provision of education, health and community facilities to provide places for people to learn and receive services for local communities. Sites for improved community and childcare facilities are required (and some have been designated on the Proposals Map) to ensure that local people and new residents can gain access to education and employment. The proposed Cross River Tram will greatly improve accessibility to Peckham unlocking its potential as a shopping and leisure destination and redefining the character, and role within London. A site for the tram terminus has been designated on the Proposals Map together with other transport and town centre uses.
- 1129 The Bellenden Road area has developed into an important part of Peckham with local shops and a strong cultural character which has been particularly successful in attracting people from a very wide area to visit as well as providing essential services for local people. This success must be extended to the Rye Lane area, being implemented in a way that acknowledges the special cultural and ethnic character of Rye Lane, and the importance of markets to the shopping area.
- 1130 **Policy 7.2 – Canada Water Action Area**
- 1131 Development at Canada Water should seek:
- 1132 i. To create a new focus for community and commercial activity for the Rotherhithe Peninsula and neighbouring areas;
- 1133 ii. To create an urban environment of the highest standards to enhance the quality of life for existing and future residents and users of the Action Area;
- 1134 iii. To develop a mixed use area with appropriate densities of development to enable the most efficient use of land and to reduce the need to travel;
- 1135 iv. To improve accessibility to and around the area, particularly for pedestrians, cyclists and users of public transport;
- 1136 v. To better integrate Canada Water station into the local street network and increase permeability and accessibility to the station, shops and community facilities;
- 1137 vi. To create an integrated public transport interchange, which maximises the ease of changing between trains, buses and other sustainable forms of transport and increases ease of movement within the area;
- 1138 vii. To link Canada Water and Surrey Quays tube stations with a direct pedestrian spine;

- 1139 viii. ~~To protect and enhance Canada Water dock basin and its value for wildlife and other special environmental features of the area;~~
- 1140 ix. ~~To create employment opportunities and improve access for local people to the opportunities that are created;~~
- 1141 x. ~~To retain and support existing businesses and promote inward investment;~~
- 1142 xi. ~~To provide between 3378-5008 new high quality homes which will include housing to meet a range of needs, including affordable housing as a 35% proportion of the total number of additional units. Of the affordable housing that is secured, the tenure mix should be 70% social rented and 30% intermediate housing and provide housing for larger families; and~~
- 1143 xii. ~~To extend and improve the existing shopping centre and maintain its viability whilst expanding the range and variety of retail activity;~~
- 1144 xiii. ~~To identify suitable locations for new public buildings;~~
- 1145 xiv. ~~To create an attractive, safe and secure public realm;~~
- 1146 xv. ~~To enhance existing environmental assets to create a distinctive sense of place; and~~
- 1147 xvi. ~~To carry out improvements to services through increasing the number and quality of community and health facilities.~~
- 1148 **Reasons**
~~Canada Water contains a number of development opportunities of borough wide significance. It has the potential to become an important commercial centre serving the local community and the wider area due to the excellent good accessibility it now enjoys through the Jubilee Line and East London Line. It will also be an important location for new housing.~~
- 1149 ~~Key sites in Canada Water have been designated on the Proposals Map for particular uses. It is necessary to protect these sites for particular uses to create the type of place outlined above. The form of development at Canada Water should be at an appropriate density to make the best use of the highly accessible previously developed sites and be sufficient to support local public transport infrastructure and facilities. However, development should be sensitive to the scale and character of the local area. The Canada Water Action Area includes the existing Surrey Quays Shopping Centre.~~
- 1150 ~~Redevelopment of the area provides the opportunity to improve the retail offer in the area and to integrate the design of the shopping area with the surrounding streets and other uses.~~
- 1151 ~~In the London Plan, Canada Water is identified as a district shopping centre. New development should relate to the scale of retail, commercial and leisure development in the centre and to perceived need.~~
- 1152 ~~More specifically the London Plan spatial priorities that have an impact on Canada Water are:~~
- 1153 ~~- Living in London – opportunities for additional housing will be in town centre redevelopment and near public transport interchanges; and
 - Enjoying London – encouraging leisure uses in town centres, which contribute to London’s evening economy and ensure that town centres remain lively beyond shopping hours.~~
- 1154 ~~The East London Line and the Jubilee Line, together with the location on major roads, make Canada Water potentially very accessible. It is defined as a Public Transport Accessibility Zone. However, local conditions currently prevent its full potential from being achieved. Specific issues of concern include:~~
- 1155 ~~- Congestion on the local highway network;
 - Severance of pedestrian links by busy roads;
 - Peak hour congestion on Jubilee Line services;
 - The poor range of destinations currently served directly by the East London Line; and~~

- 1159 *—The poor quality of many pedestrian routes and the presence of major barriers to pedestrian movement.
- 1160 Southwark Council is a major land owner in the Canada Water area. The Council is able to promote the regeneration of the area by making land in its control available for development wherever appropriate. Since 2000, Southwark Council has worked with local stakeholder groups and consultants to produce a development brief and masterplan for the 16 hectares (40 acres) of potential development land in the Canada Water Action Area. This masterplan must be in accordance with the Plan.
- 1161 **Policy 7.3—Old Kent Road Action Area**
- 1162 Development in Old Kent Road should seek:
- 1163 i.—Retention and creation of high quality housing, including affordable housing with a 50:50 ratio of social rented and intermediate housing;
- 1164 ii.—Creation of high quality housing which does not compromise the integrity of the Preferred Industrial Location;
- 1165 iii.—Notwithstanding Policy 1.8, to maintain and increase a range of employment and small scale town centre uses, including community and health uses, in mixed use developments which provide active frontages at ground level;
- 1166 iv.—Compact forms of development which provide a high standard of urban design and which help create a sense of place; and
- 1167 v.—Improved safety and accessibility for pedestrians, new improvements to public transport, access nodes, public spaces, cycling and walking opportunities.
- 1168 **Reasons**
- 1169 Old Kent Road is primarily a major thoroughfare that links the centre of London with south east London and Kent. It contains several major multiple retailers, providing, mainly bulky comparison goods, and a number of parades of smaller mainly independent shops. Together, the major retailers and smaller independent shops provide valuable local employment.
- 1170 However, Old Kent Road does not use land efficiently, and comprises mainly low density, one storey retail sheds that sprawl with large car parking areas. It is difficult to move around, with a lack of connectivity for residents and shoppers. Significant change is required in the coming years to improve the shopping environment and to create a sense of place. Mixed use developments of an urban density, that create retail on the lower floor with residential above, and car parking that is predominantly underground will be encouraged. These new developments should be part of an integrated plan for the area creating a sense of place.
- 1171 **Policy 7.4—Bankside and The Borough Action Area**
- 1172 Development in Bankside and The Borough should seek:
- 1173 i.—To protect and expand cultural, arts and entertainment uses;
- 1174 ii.—To protect and enhance retail, office, residential, culture and tourism uses;
- 1175 iii.—To provide a mixture of tenures in high quality housing including affordable housing delivering 40% of additional homes as affordable housing, with a 70:30 split between social rented and intermediate housing;
- 1176 iv.—Active frontages that encourage footfall, improve safety and further create a sense of place;
- 1177 v.—To achieve very high urban design standards that encourage exemplary design and vibrancy that enhances the local character of the area;
- 1178 vi.—Protection of the heritage, amenity, open spaces, general environment and special qualities of the area;
- 1179 vii.—To improve access through increasing and improving public transport, cycling and walking infrastructure; and
- 1180 viii.—To encourage improvements to services by increasing the number and quality of community and health facilities.
- 1181 **Reasons**

This unique place is increasingly seen by many as part of Central London, and it is becoming a thriving location for a wide range of activities, where culture, history, business, residential communities and a diverse built environment co-exist in an intricate web of streets dating from medieval times. The riverside area has been designated as a Strategic Cultural Area to further enhance this place as a historical and tourist location encouraging creative and tourism industries, within the context of the Conservation Areas and Thames Special Policy Area.

- 1182 This is an area of intense development interest for a range of land uses. Over a third of development in Southwark since 1995 has taken place here. This interest has resulted in opportunities for change that have been very positive, enabling high quality, mainly office, retail, cultural and tourism based developments with some residential and mixed use in the area north of Southwark Street. This area has attracted a great deal of investment often bringing empty industrial buildings and vacant sites back into use. Most of the available sites along the River Thames have been developed; the main pressure is now on the sites set back from the Thames. The area containing predominantly offices has been designated as a Preferred Office Location to protect and enhance employment opportunities. This is an area of district park open space deficiency and many of the small open spaces have been designated as Borough Open Land (BOL) to provide increased protection of open spaces that are important for local people.
- 1183 Future developments will need to create a mixed use area with retail, housing, office and cultural and tourism uses on industrial, previously developed and under-utilised sites, protecting and enhancing Bankside and The Borough as a desirable place to live, work and visit.
- 1184 The Thames, its riverbank and pathway are a focus for prestigious residential and office developments, new and existing tourist attractions and associated retail provision. The following tourist attractions are situated in clusters around transport links:
- 1185 • Tate Modern and Shakespeare's Globe Theatre are located next to the Millennium Bridge and within walking distance of Blackfriars railway station and Southwark underground. This area has been designated on the Proposals Map as a Cultural Area where cultural and tourism uses will be encouraged. All developments will be required to take the special context and character of this historical, cultural place, and the requirements of the TSPA into account; and
- 1186 • Southwark Cathedral, Borough Market, the Clink Museum, Vinopolis and Stoney Street shops (that include specialist retailers) are all located close to London Bridge Station. These cultural and tourist attractions are also within the Strategic Cultural Area and Thames Policy Area designations.
- 1187 **Policy 7.5 – Bermondsey Spa Action Area**
- 1188 Development at Bermondsey Spa should seek:
- 1189 i. To provide between 1526-2335 new high quality homes with a mix of tenures and types, including delivering 35% of additional homes as affordable housing. Of the affordable housing that is secured, the tenure mix should be 70% social rented and 30% intermediate housing;
- 1190 ii. Improvements to integrated transport linkages both within the area and to central London;
- 1191 iii. Safe access to public transport and along pedestrian thoroughfares and cycleways;
- 1192 iv. Retention and increase of businesses and employment with public realm and infrastructure improvements, especially in and around the railway archways;
- 1193 v. Active frontages that encourage pedestrian flow, improve safety and further create a sense of place;
- 1194 vi. Very high urban design standards that encourage exemplary design and vitality that enhances the local character of the area;
- 1195 vii. Protection and enhancement of the heritage, amenity and environment of the area;
- 1196 viii. Public Transport Accessibility Zone intensification on key sites around the transport nodes that provide exemplary design and transport improvements;

- 1197 ix. ~~Protection from development of St James's Churchyard and Bermondsey Spa Gardens open spaces; and~~
- 1198 x. ~~Improvements to services through increasing the number and quality of community and health facilities.~~

1199 **Reasons**

1200 ~~Bermondsey Spa is characterised by a predominance of local authority housing. Additional uses include small areas of private housing, vacant industrial properties, industry, educational facilities, offices, local shops and a variety of community facilities. Bermondsey Spa Park is designated as Borough Open Land (BOL) and provides open space for local people and workers to use. There is an excellent opportunity for redevelopment at Bermondsey Spa which could act as a catalyst for the regeneration of the surrounding area by attracting a diverse mix of uses. Part of this area has been designated as a Public Transport Accessibility Zone which encourages efficient use of land with exemplary design of higher density buildings around areas with good accessibility to public transport.~~

1201 **Policy 7.6 – West Camberwell Action Area**

1202 ~~Proposed development in West Camberwell should seek:~~

- 1203 i. ~~High quality housing with a mix of tenures and types, including affordable housing delivering 35% of additional homes as affordable housing, with a 50:50 ratio of social rented to intermediate housing;~~
- 1204 ii. ~~Public Transport Accessibility Zone intensification on key sites around the transport corridors with developments that provide exemplary design and transport improvements;~~
- 1205 iii. ~~Safe access to public transport and along pedestrian thoroughfares and cycleways;~~
- 1206 iv. ~~Protection and enhancement of heritage, amenity and the public realm; and~~
- 1207 v. ~~Improvements to services by increasing the number and quality of community and health facilities.~~

1208

Reasons

~~West Camberwell contains a predominance of local authority housing. There is an excellent opportunity for redevelopment at West Camberwell which could act as a catalyst for regeneration taking advantage of the good accessibility to public transport. Part of this area has been designated as a Public Transport Accessibility Zone which encourages efficient use of land with exemplary design of higher density buildings around areas with good accessibility to public transport.~~

1209 **Policy 7.7 – Camberwell Neighbourhood Area**

1210 ~~Proposed development in Camberwell Neighbourhood Area should seek:~~

- 1211 i. ~~Public Transport Accessibility Zone intensification on key sites around the transport corridors with developments that provide exemplary design and transport improvements;~~
- 1212 ii. ~~To improve the quality and range of services in the area enhancing the arts, cultural, leisure and retail provision;~~
- 1213 iii. ~~To generally encourage residential uses above shops;~~
- 1214 iv. ~~Active frontages to increase vitality, safety, footfall and create a sense of place;~~
- 1215 v. ~~To retain and increase the quantity and quality of homes especially those with multiple bedrooms, including affordable housing with a 50:50 social rented to intermediate housing ratio;~~
- 1216 vi. ~~To improve access through increasing and improving public transport, cycling and walking infrastructure;~~
- 1217 vii. ~~To encourage investment in existing buildings and the public realm to maintain the local character and safety of the area;~~
- 1218 viii. ~~To protect and improve Camberwell Green as a local open space; and~~

- 1219 ix. ~~To improve services by increasing the number and quality of community and health facilities~~
- 1220 ~~Camberwell Neighbourhood Area is a successful district town centre with small and medium sized local businesses, anchored in the centre by the Butterfly Walk shopping mall. The size and catchment of the town centre is strongly influenced by its location between Brixton and Peckham, which are major town centres. There is a very high proportion of independently run shops and services, particularly those run by black and minority ethnic operators, which help to give Camberwell its special character. It is also enriched by the artistic influence and creativity clustering around Camberwell Arts College, which should be encouraged. The major medical institutions in the area make an important contribution to the local economy. Safety and security are prominent concerns of local residents and all developments should use principles of designing out crime on site and in the surrounding area. Street improvements should also focus on reducing the impact of high traffic volume through the town centre.~~
- 1221 **Policy 7.8 – Lordship Lane Neighbourhood Area**
- 1222 Proposed development in Lordship Lane Neighbourhood Area should seek:
- 1223 i. ~~To generally encourage residential uses above the shops;~~
- 1224 ii. ~~To protect the cohesive shopping frontage and facades;~~
- 1225 iii. ~~To require active frontages to increase vitality, safety, footfall and create a sense of place;~~
- 1226 iv. ~~To improve access to the centre through public transport, cycling and walking opportunities;~~
- 1227 v. ~~To encourage investment in existing buildings and the public realm to maintain the local character and safety of the area; and~~
- 1228 vi. ~~Improvements to services by increasing the number and quality of community and health facilities.~~
- 1229 ~~Lordship Lane has a distinct identity as a district town centre with a pleasant environment providing a wide range of local services and goods that meet the needs of the local catchment area. This includes a predominance of small niche businesses, cafes and restaurants in Lordship Lane, many with distinct frontages.~~
- 1230 **Policy 7.9 – Dulwich Neighbourhood Area**
- 1231 Proposed development in Dulwich Neighbourhood Area should seek:
- 1232 i. ~~To maintain the unique character of Dulwich Village Local Centre. There is little scope for new development or any increased designation of retail frontages in this area, however existing retail frontages should be protected and where possible upgraded to cater for the needs of local residents; and~~
- 1233 ii. ~~Improvements to services by increasing the number and quality of community and health facilities.~~
- 1234 **Reasons**
- ~~Dulwich is a local centre with a strong village character. It is primarily a residential area with shops, restaurants and a pub at its heart. It is located within the Dulwich Village Conservation Area which is characterised by buildings of the mid 18th to the 21st centuries, with excellent examples of domestic architecture ranging from grand houses to humble terraces. It has a fine urban grain and traditional high quality shop frontages.~~
- 1235 **Policy 7.10 – Herne Hill, Nunhead and The Blue Neighbourhood Areas**
- 1236 Proposed development in Herne Hill, Nunhead and The Blue should seek:
- 1237 i. ~~To generally encourage residential uses above the shops;~~
- 1238 ii. ~~To protect the cohesive shopping frontage and facades;~~
- 1239 iii. ~~Active frontages to increase vitality, safety, footfall and create a sense of place;~~

- 1240 ~~iv. Improved access to the centre through public transport, cycling and walking opportunities;~~
- 1241 ~~v. To encourage investment in existing buildings and the public realm to maintain the local character, permeability and safety of the area; and~~
- 1242 ~~vi. To improve services by increasing the number and quality of community and health facilities.~~
- 1243 **Reasons**
- 1244 ~~Herne Hill, Nunhead and The Blue are local centres which provide a range of shopping and leisure facilities which serve a localised need. These facilities should be protected and appropriate new facilities encouraged, to reinforce their vitality and function.~~

Item No.	Classification: Open	Date: October 20 2009	Meeting Name: Executive
Report title:		Disposal of surplus offices at Peckham Road London SE5	
Ward(s) or groups affected:		Brunswick Park	
From:		Strategic Director of Regeneration and Neighbourhoods	

RECOMMENDATION(S)

That the Executive:

1. Agrees, that West House, Central House, East House and South House, Peckham Road, London SE5, as shown edged red on the attached plan at Appendix 1, be sold to the party identified and on terms set out on the closed agenda.
2. Agrees that 29 Peckham Road, London SE5, as shown edged red on the attached plan at Appendix 2, be sold to the party identified and on terms set out on the closed agenda.
3. Notes that the proposed buyers will **not** require any additional land currently forming part of Lucas Gardens as a condition of purchase.
4. Agrees to all necessary arrangements being made to vacate and clear the properties in order to facilitate the sale at a date to be agreed by the Head of Property.
5. Agrees that arrangements to lease or licence parts of the properties back to the council be put in place if needed subject to the approval of the Head of Property.

BACKGROUND INFORMATION

6. Executive on May 2 2007 authorised the acquisition of 160 Tooley Street London SE1 as a new administrative office as part of the Modernisation programme and in order to help meet cost saving initiatives and the commitment for carbon reduction. This acquisition was supported by a business case envisaging the sale of surplus office premises to be vacated following relocation to Tooley Street.
7. The properties affected by this report comprise the major part of the Peckham Town Hall complex. Most staff from these buildings are relocating to Tooley Street. There are other occupations of small areas which are described later in this report. The Town Hall itself (31 Peckham Road) is to be retained for civic uses, as a base for the main political groups and for officers working remotely.
8. The Register Office, South House, East House, Central House and West House were all built around 1800 and have a varied history as dwelling houses, a school and a hospital before becoming municipal offices by the 1950s. 29 Peckham Road was purpose-built in 1904 for civic use and has been owned and occupied continuously by the council and its predecessors. The properties are all listed Grade II for their architectural significance, with the exception of West House.

9. Having started as large houses in the Georgian era, most of the properties originally had substantial grounds which have since become parkland and shared amenity space respectively. Proposals for sale and change of use of the properties will have some effect on those external spaces. Effects will obviously be kept to a minimum and consultation will take place as appropriate in respect of any such changes.
10. Conservation specialists Richard Griffiths Architects were appointed to report on the likely future uses and treatment of the buildings. They produced a detailed study on the interiors and exteriors of the properties. This study will be used to guide the consideration of any planning decisions on the properties and has been made available to interested purchasers.
11. The Richard Griffiths report has advised that a return to some form of residential use would be an acceptable means of promoting the conservation of these historic buildings. Their layout does not easily facilitate the open-plan space requirements of modern commercial users, even if enough demand for such uses in this location existed. Institutional or educational uses were also identified as having potential, subject to the same constraints which include the retention of many original internal features and room layouts. The Head of Planning and Transport has advised that Southwark Plan policy would normally require that there should be no loss of employment generating floorspace in such a location. However, the promotion of conservation objectives would be among the material considerations to be considered and could justify a recommendation for such a change of use, subject to the usual processes and considerations attaching to a planning application.
12. Richard Griffiths also advised that in the event of the properties returning to some form of residential use, small areas of open space to the rear of the properties should be segregated in some way to improve privacy and security. As this could have a negative impact on other users, officers have sought to keep such segregation to a minimum and it is hoped that it may be avoided altogether as the proposed buyers do not require any additional land as a condition of purchase.
13. Disposal of the properties requires that other issues be addressed. These include the potential relocation of the Register Office and of Age Concern which has occupied a small annexe to Central House for many years. Alternative parking arrangements for the Town Hall will need to be made as the only logical boundary arrangement for West House and Central House would include disposal of the whole forecourt parking area. Facilities and services shared between the Town Hall and the adjoining buildings will need to be dealt with and provided appropriately.
14. Agents Colliers CRE were chosen following a tender exercise to market the properties on the council's behalf. A comprehensive marketing campaign took place, including national advertising in the property press and an Internet presence. The properties were directly marketed to known interested parties. A total of 410 particulars were mailed by post or electronically and 42 viewings took place. Bidding instructions detailing the information required by way of response were issued to interested parties.
15. Bids are reported on the closed agenda for reasons of commercial confidentiality.
16. Bidders were advised that the properties will be offered by way of a 150-year

lease with requirements covering security, repairs and decoration as well as maintenance of any external space. The buyer/s will be expected to obtain planning and listed building consent for any alterations and/or change of use proposals. The freehold of the properties or an extended lease will be sold to the buyers for £1 upon satisfactory completion of any proposals.

17. The bidders were given the option of bidding for individual properties or the whole group. The recommended bidders wish to purchase the properties identified within the closed report. Their proposals for use are set out within the closed report but will be subject to formal planning consent. They have satisfied officers as to their financial resources and their ability to deliver the proposals.
18. All bidders were also advised that special arrangements would need to be made for the council's continued use of the Register Office and that it might be necessary to retain some access to parking in the short term. It is now proposed to retain the Register Office given the cost of relocating it when considered against the value of the building for sale.
19. The purchase prices recommended are the best available following the extensive marketing exercise that has been carried out and are consistent with the external valuations that have been carried out for the council. It is felt that the good response reflects the rarity of opportunities such as this and the Head of Property confirms that the prices represent the best consideration reasonably obtainable for the purposes of the Local Government Act 1972 section 123.
20. The concurrent recommendation to proceed with these bids from our agents Colliers has been appended to the closed agenda report.
21. The alternative of continued retention of these buildings is not advised as this would miss the opportunity to raise capital and mean that the liabilities for security, repairs and maintenance would remain with the council. Alternative premises are being offered to Age Concern.
22. The proposed use of the properties includes education, residential, community use and training and will be subject to formal planning and listed building consent.
23. Officers are investigating how access and services including parking currently shared with the Town Hall can be dealt with appropriately. Minor building works in and around the Town Hall will take place.

KEY ISSUES FOR CONSIDERATION

Policy implications

24. The proposal supports the agreed strategy of modernising council working practices by removing staff from buildings spread across the borough into one administrative office. It will thereby assist with the attainment of corporate priorities around performance management and customer focus.
25. The proposal will generate a significant capital receipt in support of the Modernisation agenda, contributing to wider initiatives such as the nil council tax increase. It will help to meet the council's commitment to carbon reduction through replacement of outdated energy-hungry accommodation with modern office space. It will also mitigate against future revenue expenditure on the

buildings being sold.

Community Impact Statement

26. Relocation of council services to 160 Tooley Street will mean a more efficient, accessible and environmentally friendly working environment. The equality implications of this move have already been reported. Impact on the community of user proposals for the properties in Peckham Road will also be considered in the planning process, through which any applications for change of use or listed building consent will have to be approved.

Resource implications

27. The proposal will generate a substantial capital receipt in support of the Modernisation agenda.
28. Disposal of the properties will reduce the burden on outgoings, repairs, maintenance, services etc in respect of the buildings being sold.
29. Disposal of the properties will expedite the relocation of staff in line with the Modern Working Practices strategy and relinquish buildings which, although of considerable architectural merit and historical interest, are not ideal for continued long-term office use and difficult to adapt.

Consultation

30. This report notes that additional private land to the rear of the properties will not be required by the buyers as a condition of purchase and that appropriate consultation will take place on any other significant changes to those areas. The Camberwell Society has been consulted over the Richard Griffiths report and has indicated support in principle for its main recommendations. Ward members were also supplied with copies of the Richard Griffiths report.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director for Communities Law and Governance

31. The Executive is advised that the provisions of Section 123 of the Local Government Act 1972 provide that except with the consent of the Secretary of State, a Council shall not dispose of non housing land, otherwise than by way of a short tenancy, for a consideration less than the best that can reasonably be obtained. The Executive will note from paragraph 19 of this report that the Head of Property confirms that the sale terms referred to in Paragraphs 1 and 2 of this report and set out in the closed agenda represent the best consideration that can reasonably be obtained and therefore the Executive may approve the disposal of the properties to the buyers.
32. The recommendation set out in paragraph 5 of this report is a matter reserved to the Head of Property under Part 3P of the council's Constitution under delegated authority.

Finance Director

33. This report recommends the terms for the disposal of West House, Central House, East House and South House, Peckham Road, London SE5, and for 29

Peckham Road, London SE5. The Finance Director notes that the Head of Property considers that the disposal terms represent best consideration under section 123 of the Local Government Act 1972.

34. The Finance Director notes that the capital receipt from the sale of all these properties will form part of the council's resources to fund its extensive capital programme.
35. The Finance Director notes that there may be a need for the council to lease or licence part of these properties. The costs of any such arrangements must be met from existing budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Executive report, May 2 2007	Southwark Property, Regeneration and Neighbourhoods, 160 Tooley Street SE1 2TZ	Christopher Rhodes Principal Surveyor 020 7525 5480

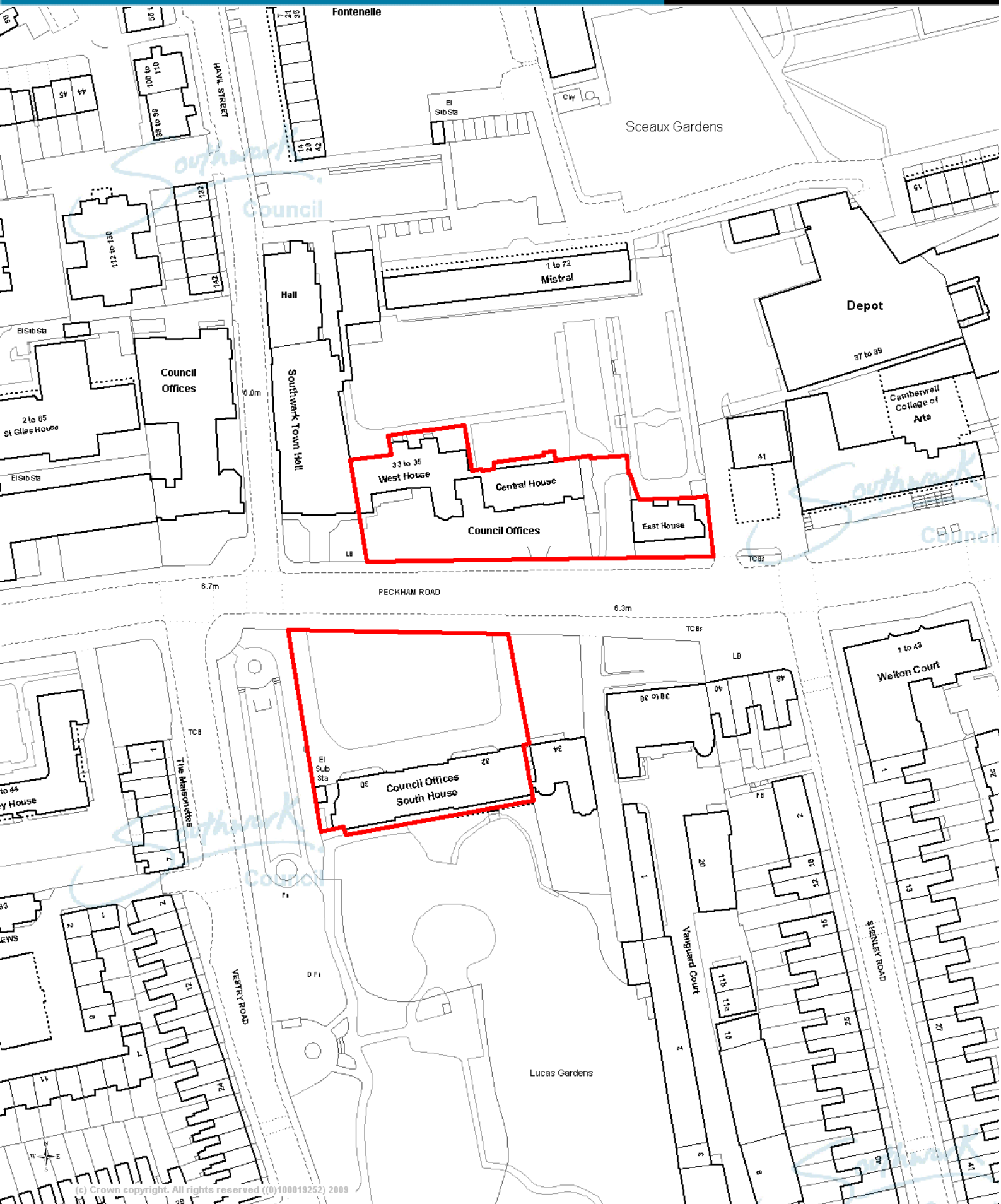
APPENDICES

No.	Title
Appendix 1	Plan of West House, Central House, East House, South House
Appendix 2	Plan of 29 Peckham Road

AUDIT TRAIL

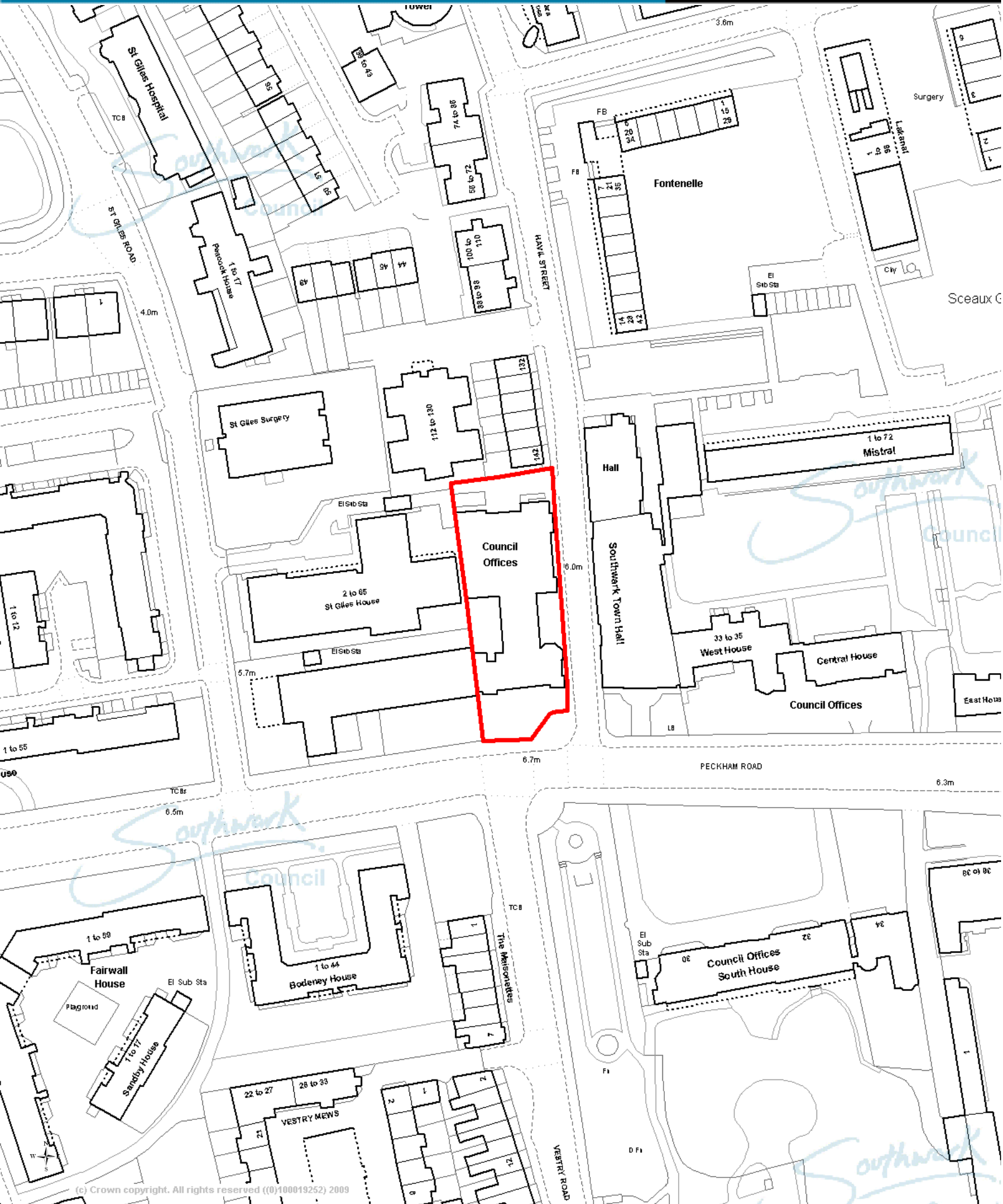
Lead Officer	Richard Rawes, Strategic Director of Regeneration and Neighbourhoods	
Report Author	Jeremy Pilgrim Development & Disposals Manager / Christopher Rhodes, Principal Surveyor	
Version	Final	
Dated	October 12 2009	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director for Communities, Law and Governance	Yes	Yes
Finance Director	Yes	Yes
Executive Member	Yes	Yes
Date final report sent to Constitutional/Council/Scrutiny Team	October 12 2009	

Date 8/10/2009



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Date 8/10/2009



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Item No.	Classification: Open	Date: October 20 2009	Meeting Name: Executive
Report title:		Aylesbury Regeneration – Phase 1	
Ward(s) or groups affected:		Faraday	
From:		Strategic Director Regeneration and Neighbourhoods	

RECOMMENDATIONS

That the Executive:

1. Approves in principle the joint procurement of development and housing association partners with the Homes and Communities Agency using their developer panel and to agree that the approval of the gateway 1 report (procurement strategy) is delegated to the Executive Member for Regeneration.
2. Approves the phased commencement of the re-housing of Phase 1 residents.
3. Requests officers to continue to explore all possible external funding sources to assist with the delivery of the project.
4. Request the continuation of strategic dialogue with the Homes and Communities Agency to ensure commitment to the future availability of Social Housing Grant (SHG) funding and associated risks.

BACKGROUND INFORMATION

5. In September 2005 the council agreed to a redevelopment strategy for Aylesbury, since then:
 - An Area Action Plan (AAP) has been prepared which will guide the redevelopment of the Aylesbury Estate to create a mixed tenure, family friendly area with supporting social and strategic infrastructure in 4 phases over the next 15-20 years (see site plan Figure 1) and phasing timetable (Figure 2). The Examination in Public of the AAP was held on September 2 and 3 2009. The Planning Inspector's report is expected to be issued in late October 2009 and it is anticipated that the AAP will be adopted by Council Assembly in January 2010.
 - London & Quadrant Group has been appointed as the registered social landlord (RSL) for Phase 1a to build and maintain 260 units of mixed tenure housing and a new Aylesbury Resource Centre for adults with physical, neurological and sensory disabilities and manage the homes. Construction started in March 2009 and works are well underway.
 - Southwark submitted an Expression of Interest for Housing Private Finance Initiative (PFI) credits to support the costs of delivering Phases 2 and 3 of the Aylesbury programme. This application has been successful and the council was the only London Authority to be admitted to the 6th round of Housing PFI schemes. In July 2009 Southwark Council was invited to submit an outline business case (OBC). This scheme is considered in more detail in a separate report to the October 20 Executive.
 - Council officers have been working extensively with the Homes and Communities Agency (HCA) to develop the 'single conversation' with specific reference to affordable housing. The new relationship has had a positive

impact on the Aylesbury regeneration. HCA funding of £13m has already effectively unlocked Phase 1a.

6. This report seeks approval to the council and HCA jointly procuring RSLs/developers for Phase 1 sites with the intention of making Social Housing Grant available to support these schemes.
7. The location of the Phase 1 sites and anticipated key delivery dates within the regeneration are indicated in Figure 1 and 2 respectively.

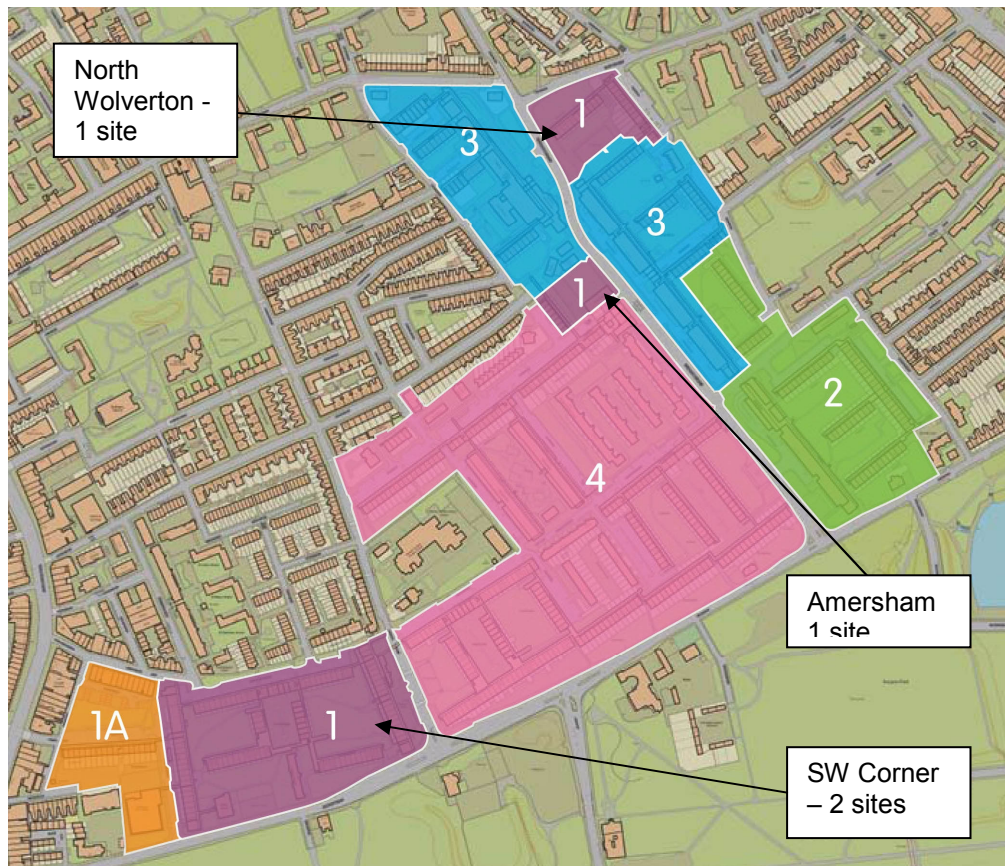


Figure 1 – Phasing Plan

Phase	1a	1	2	3	4	Total
Private units	126	456	322	224	986	2,114
Social for rent units	101	491	241	169	565	1,568
Intermediate units	33	212	81	57	144	527
Total units	260	1,159	645	450	1,695	4,209
	6%	28%	15%	11%	40%	100%
Re-housing Phase	2008 – 09	2010 - 12	2012 - 14	2014 - 18	2018 - 23	
Redevelopment Phase	2009 – 13	2011 - 16	2013 - 18	2017- 20	2020 - 27	

Figure 2 – Phasing Timetable

KEY ISSUES FOR CONSIDERATION

Overall delivery strategy for the Aylesbury regeneration programme

8. The aim is to achieve the redevelopment programme through a combination of grant support and partnerships with both the public and private sector.

9. The regeneration of Aylesbury will take place in 4 phases as shown in figure 1 and its associated table. The approach to delivery is for the council to take a major development lead role - securing vacant possession, clearing sites, and putting in place a strong planning framework for redevelopment that maintains the council's place-making role creating a series of neighbourhoods within the Aylesbury area with their own distinctiveness, character and uniqueness.
10. The programme will be controlled by the council, supported by public sector partnership and sites will be offered to the developer market in a series of phases or sub-phases over time.
11. Vitally, this approach will also enable the council to respond to the various property-market, economic, financial risk and other factors that change over time and that will affect how and when sites are taken to the market. It will also be necessary to both promote and respond to changing trends and lifestyles during the delivery period and embrace the opportunity for new developers, architects, building forms and styles to come to the fore during the regeneration of the estate.
12. In order to minimize abortive expenditure on high levels of maintenance, it is proposed to demolish the worst blocks first. Furthermore, following extensive consultation throughout the AAP and in response to a clear desire to maximize the pace of change a phasing plan has been devised to achieve regeneration of the estate in the fastest possible time i.e.:
 - Re-house existing tenants (1400) and acquire leasehold properties and demolish properties from the first three high phases within 11 years of commencing re-housing
 - Demolish five high-rise and surrounding blocks by 2021 (1700 households). Re-housing the tenants of the remaining large mixed area comprising some older red brick properties in the heart of the estate by no later than 2024, as the last phase of the private units begin to be released onto the market.
 - Complete the redevelopment of the estate and re-house the remaining residents. The speed of redevelopment is determined by the ability of the private market to absorb new stock (i.e. around 100 units p.a.).
13. The currently anticipated timetable for re-housing existing residents is set out in Figure 2.

Securing Vacant Possession

14. The land required for the programme is in the council's freehold ownership subject to long leases granted as a result of the Right to Buy (RTB) and a number of business leases. In addition, many dwellings are subject to secure tenancies granted under the Housing Act 1985. Agreed policies are in place for rehousing tenants in regeneration schemes and a range of options for leaseholders whose interests are being bought out.
15. The strategy for vacant possession accommodates the following key aspects:
 - The desire to demolish the worst blocks early in the process
 - The need to accommodate households on site and off site
 - The need to acquire the properties of existing leaseholders
 - The desires of residents who wish to remain on the estate
 - The opportunity for tenants in housing need to move on an interim basis to the Phase 4 blocks in the heart of the estate. This will help manage the need for off-site rehousing.

Re-housing

16. A re-housing team is being established which will operate on an integrated basis to support each household both tenant and leaseholder throughout the process of re-housing. This model has been successfully deployed on the Heygate Estate. The team will use this model, incorporating lessons learned, in their work with Aylesbury residents. It is intended that the council will transfer this resource to the Aylesbury estate in January 2010 to focus on re-housing Phase 1 residents. Lettings have already been stopped on the blocks in the Phase 1 area and plans are underway to suspend lettings on Phase 2 sites.
17. Registration will be undertaken on a phase by phase basis and is scheduled to commence with Phase 1 in late 2009. Initial demolition notices have already been served in the SW corner suspending progress of Right to Buy applications. Future Demolition Notices will be served in accordance with legislative timescales to prevent further RTB completions.
18. Rehousing capacity will be provided by borough-wide housing both new housing via developers and RSLs, together with council and RSL re-let properties. Tenants will be re-housed through 'Homesearch'. Following registration, tenants will receive band 1 status (top priority), when rehousing actively starts in the particular block or area.
19. The re-housing timetable has been developed with reference to the council's borough-wide supply and demand model, which will enable the rehousing processes across a number of schemes to be planned and managed. The model will be reviewed at regular intervals to enable any necessary programme adjustments to be made. It assumes an off-site housing supply of approximately 220 per annum up to 2014 at which point the new homes re-developed on the former Aylesbury footprint would fully meet the re-housing need.

Interim Investment

20. An interim investment programme has been developed for blocks prior to decant. Aylesbury has been the subject of a number of condition surveys, and there have also been stock condition surveys to generate the council's borough-wide housing investment programme and support the Decent Homes strategy. On the basis of the close proximity of Phase 1, no further planned preventative maintenance works will be undertaken. Limited works are planned for Phases 2 and 3 commensurate with their condition and the remaining life and known priorities e.g. heating, lifts and security. The main focus for interim investment will be Phase 4 blocks.

Delivery approach

21. Due to the duration of the Aylesbury regeneration programme it is clear that its objectives will need to be realised through a portfolio of delivery vehicles and funding sources, which will work in partnership with both public and private sectors. The following approaches are proposed:
 - Phase 1 – Communities Agency/LBS partnership approach using a HCA developer panel procured via OJEU procurement – the recommendation of this report, see further section for details.
 - Phases 2 and 3 - Housing Revenue Account (HRA) Private Finance Initiative (PFI) credits from the HCA, supported by the Department for Communities and Local Government and the Treasury, in partial support of delivering Aylesbury phases 2 and 3.

- Phase 4 - Phase 4 is approximately 10 years away, hence there are no proposals at present. The approach taken will seek to achieve the optimal balance of funding opportunities, benefits and risk.

Infrastructure

22. The creation of a successful and sustainable neighbourhood will depend not only on the provision of new homes, but also on the creation of shared infrastructure from which all future residents will benefit. This includes the following key components:
- Provision of a new energy centre to provide heat, hot water and power
 - Provision of a new energy centre to provide heat, hot water and power as part of an integrated approach which serves both the Elephant & Castle and Aylesbury developments.
 - Roads
 - Utilities
 - Areas of public realm
 - Social and community buildings and services
23. The council will be responsible for the delivery of the infrastructure. The works will be undertaken either by appointed contractors or as part of the procurement of a developer partner using either the tariff or S106 contributions.

Public and Private Sector Partnerships

24. It is acknowledged that successful delivery of the Aylesbury project depends on collaborative working with other public sector organisations to share aims, objectives, priorities, responsibilities and provide public sector leadership. This view harmonises with a range of agencies e.g. Homes and Communities Agency, Greater London Authority, Government Office for London, London Development Agency
25. The public sector partnerships will allow us to optimise public sector expertise and financial support. In turn, this approach will enhance private sector developer confidence as the early formative phases are brought forward by:
- sharing risk and delivering confidence to the community and private sector
 - securing political and financial commitment
 - sharing resources and expertise
 - driving value growth through managed regeneration

PHASE 1

26. Phase 1 comprises the following sites:
- Phase 1a (works underway and therefore not included within the recommendations of this report)
 - South West corner of the estate
 - Amersham site *
 - North Wolverton *

* Demolition notices will be required for 300-313 Missenden located within the Amersham site, and North Wolverton sites.

Scope of Phase 1

27. The remaining four sites that comprise Phase 1 will be key to the Aylesbury regeneration for the following reasons:

- Incorporates areas of current low density that, following development will provide new homes that can contribute to re-house capacity to facilitate achieving vacant possession on Phase 2 and 3
- Are located in key areas as identified with the AAP that will provide important infrastructure components early

28. The main elements that will be provided at each of the Phase 1 sites are summarised in Figure 3. These sites are also referred to in figure 1 and 2.

Site	Key Elements
SW corner Site 1b	<ul style="list-style-type: none"> • 409 new homes • Westmoreland Square • A range of retail units • A pre-school facility • A section of the community spine and of Albany Road • Ellison House
SW corner Site 1c	<ul style="list-style-type: none"> • 471 new homes • William IV green finger • A section of the community spine and of Albany Road
North Wolverton	<ul style="list-style-type: none"> • 166 new homes
Amersham	<ul style="list-style-type: none"> • 113 new homes • The new energy centre • A pre school facility • A community facility • The Amersham Square

Figure 3 – key elements of each phase 1 site (excluding phase 1a)

Options for Delivery

Stock retention

29. The comprehensive redevelopment of Phase 1 is integral to the regeneration of the area as set out in the AAP. Fundamental to the AAP is the options appraisal process which assessed the cost of delivering decent homes in the s w corner and across the estate as a whole. It was concluded that the costs were prohibitive and the structural failings in some of the buildings alongside design deficiencies meant that the investment would not alleviate many of the problems inherent in the estate.

Land sale

30. The Aylesbury estate is densely populated with significant costs associated with achieving vacant possession i.e. large numbers of leaseholders and challenging re-housing requirements. Furthermore, the requirement of the AAP to provide 50% affordable homes would create enormous challenges for any prospective developer. Recent valuations of the vacant Amersham site have produced negative residual land values. Whilst the AAP has identified value generators which will ultimately lead to an uplift in residential values, it is likely to be some time before values return to levels prevailing before the property market downturn. This has been evidenced by the recent leasehold buy-back scheme which excluding phase 1a has achieved 10% in phase 1.

31. An unassisted market disposal is unlikely to attract the levels of social housing grant required to achieve viability on this programme whereas the proposed procurement enhances significantly the opportunity for SHG and therefore promotes the viability of

the scheme. Additionally, the council is less able to specify scheme requirements without giving rise to increased risk of legal challenge.

Council run procurement

32. In this option the council would manage a procurement process in compliance with the EU procurement regulations. This process enables the council to be specific about scheme requirements without giving rise to increased risk of legal challenge. However it would necessitate longer timescales and greater costs associated with management of an EU compliant process.

Use of an existing EU compliant Framework

33. This option would seek to make use of an existing EU compliant process as the starting point for the competitive selection of RSLs and/or developers.
34. This is the preferred delivery vehicle and is described in more detail in paragraphs 38 – 40.

Private Finance Initiative

35. The AAP anticipates an early start on Phase 1 to meet the overall agreed timescales for delivering the entire regeneration programme. The PFI funding vehicle requires a lead-in period of approximately four years and therefore presents a barrier to the council achieving its objectives. For this reason, it is considered more appropriate that PFI funds be sought for Phases 2 and 3.

Proposed Delivery Vehicle

36. The proposed delivery vehicle for the remainder of Phase 1 is to select RSLs or developers from a pre-procured HCA panel to design, demolish, build and manage new mixed tenure homes and supporting infrastructure.
37. The HCA's national consultancy team is currently managing a procurement process to arrive at panels of RSLs and developers in each region of the UK, procured specifically for the purposes of providing the HCA, Local Authorities and Regional Development Agencies with a range of pre-qualified developer that can be called upon to deliver schemes. Subsequent to the conclusion of the HCA southern region panel, it is proposed that Southwark Council and the HCA will jointly manage a mini competition for each of the Aylesbury Phase 1 sites.
38. The proposed approach:
- ensures compliance with EU legislation on procurement
 - is expedient
 - will enable the council to be prescriptive about its requirements for these sites without risk of legal challenge (unlike option 2, the land sale route)
 - Additionally and importantly, since this is a joint commission with the HCA, it secures their buy in to the need for significant public investment and hence will facilitate access to the HCA National Affordable Homes Programme (NAHP) grant which will provide the necessary funding to bring forward this phase to ensure it is affordable.
39. Although in principle this is the preferred route, further details of the procurement content and the names of those on the southern region panel are awaited and may not be fully available until December 2009, hence the recommendation that the gateway 1 approval be delegated to the Executive Member for Regeneration.

Proposed Procurement process

40. A Public Works Procurement conducted in accordance with the European procurement directives will allow the council to be prescriptive over design quality matters for both the housing and the infrastructure and subsequent housing management. This approach has been informed by detailed discussions with legal advisors.
41. The HCA has already invited Expressions of interest for its developer panel via an advertisement in the Official Journal of the European Union (OJEU) and is now in the process of shortlisting applicants that will be invited to tender by the end of January 2010. Following evaluation, a panel of between 6-12 RSLs/developers will be selected by the HCA to enter into a framework agreement with them which provides the basis for Southwark to then select developers from this panel for the Aylesbury sites through a mini competition. It is anticipated that the appointments will be in or around June next year.
42. The terms of disposal will be confirmed in a Development Agreement that sets out the council's requirements for tenure, housing type, design, build quality and sustainability as set out in the Area Action Plan. The agreement will also deal with the council's initial nomination rights to decant Aylesbury residents and subsequent lettings, as well as management arrangements.

Figure 4 - Estimated Costs and Funding Sources

Cost heading	£m	Funding source	£m
Homeloss and disturbance payment to tenants	2.611	In year Savings within Homeloss budgets once established for Aylesbury and/or savings/draw on other HRA resources once efficiency savings can be delivered	2.611
HRA impact – other	10.113	Cumulative figure for the phase. In Year savings and draw on HRA Resources once efficiency savings can be delivered	10.113

Figure 6 - HRA related costs and funding sources

Proposed Funding strategy

- A. The development of the sites will be incentivised through access to Social Housing Grant.
- B. It is assumed that any land value deficit will be met by the provision of Social Housing Grant. See also paragraph 54 below.
- C. Capital costs of site preparation i.e. for leasehold acquisitions, re-housing and infrastructure can be funded through London Housing Board, NDC allocation, recycled Social Housing Grant and LBS capital allocation.
- D. Project team costs to provide the necessary internal resources and external consultants to deliver the project are estimated at £2.3m can be funded through the Aylesbury reserve. The estimated cost of the project team has been based upon the experience of phase 1a. The funding required to enable the management of a procurement process to proceed to the next stage i.e. gateway 2 i.e. October 2009 – June 2010 is estimated at £700, 000 which is available from the Aylesbury Reserve as indicated in figure 5.
- E. Affordability will be a key tender evaluation criterion and hence will incentivise tenders.
- F. The impact of the Phase 1 redevelopment on the HRA will be assessed in detail as will the ability of the council to accommodate this impact.
- G. A rigorous assessment of costs and risks will be undertaken during the procurement process and will be included in the June report.

- H. Opportunities to secure additional funding to support Phase 1 and/or subsequent phases will be pursued on an on-going basis.

Phase 1 timescale

43. The indicative milestone dates for the delivery of Phase 1 are:

Milestone	Indicative date
Executive approval to approach (this report)	Oct 2009
HCA Developer Panel for South East selected	Dec 2009
Approval of procurement strategy (gateway 1)	Dec 09/Jan 10
LBS offer sites in Mini competitions using HCA developer panel	January 2010
Developer(s)/RSL(s) selected	May 2010
Approval to proceed with selected developers (gateway 2)	June 2010
Design works commence with selected developers	July 2010
Re-housing commences in line with agreed phasing	Jan 2010
Start of phased demolition and construction in line with agreed phasing	2011

Figure 7 – Milestone events

POLICY IMPLICATIONS

Planning Policy

44. The council is preparing an area action plan (AAP) for the Aylesbury estate and surrounding area. Preparation of the AAP is at an advanced stage and the council is aiming to adopt the plan in January 2010. Together with the Core Strategy, the AAP will replace the Southwark Plan and all future planning applications will be assessed against these documents. The phasing plan, quantum of units and split between social rented and private homes set out in Figure 2 is consistent with policy in the emerging AAP and Core Strategy. The phasing and quantum of new homes have been tested rigorously through the preparation of the AAP and they are considered to be robust.

Housing Strategy

45. The regeneration of the Aylesbury Estate is a key strategic housing priority both in terms of the new high quality housing to be delivered, and the reduced long term impact on the Housing Investment Programme. The commencement and successful delivery of Phase 1 is key to providing the rehousing capacity which enables the further phases to be unlocked.

Rehousing requirements

46. The planned timescales for each Aylesbury rehousing phase will take into careful consideration the council's capacity within the overall social housing supply. The overall supply of homes available for letting is mapped against demand in the Housing Supply and Demand model - as anticipated up to 2030. The model shows that up to 2014 the proportion of homes needed for regeneration rehousing schemes equates to approximately 10% of the total supply available. Although this may seem a modest proportion of the overall available supply, it is recognised by officers that tenants on regeneration schemes have high aspirations and tend to limit their choices to the most desirable properties, often only in the immediate neighbourhood of their current home. The council's lettings policy is based on choice, i.e. tenants bidding (with the highest priority and in date order of their priority) under the Homesearch scheme, until contractual requirements mean the council needs to instigate court proceedings. This tenant/customer led approach naturally limits the

proportion of properties that can be deemed suitable for rehousing on regeneration schemes. On the other hand it does mean that a reasonable number of properties remain available for other groups of applicants on the council's housing list - the main effect of falls on the desirability of the remaining properties. The Housing Supply and Demand model is up-dated half-yearly against performance and any additional demand from newly identified regeneration schemes, emergency measures etc is re-assessed at these times.

Property

47. To move forward with regeneration it is necessary for the site to be vacant ahead of any disposal. This requires the following stages that give rise to expenditure:
 - a. Acquiring leasehold interests
 - b. Obtaining a Compulsory Purchase Order
 - c. Securing vacant properties
 - d. Paying Home Loss and other costs in relocating tenants
 - e. Net loss of rental income during vacation process
 - f. Management/project costs

48. It has been previously mentioned that ultimately the regeneration will enhance values over this Estate. This is considered a reasonable assumption. The transformation of the sites in Phase 1 from how they are at present to modern, high quality, well designed housing areas will change perceptions and increase demand to reside in them. This increased demand will result in higher property values in the area and enhance the value of later Aylesbury sites.

49. The Phases are all held by the council for housing purposes. The council is enabled by s32 of the Housing Act 1985 to dispose of land held for this purpose. This authority is however subject to restrictions that are set out in the concurrent of the Director of Communities, Law and Governance.

50. As mentioned elsewhere in the report, it is anticipated that a Compulsory Purchase Order will be needed to achieve vacant possession. Section 226 of the Town & Country Planning Act 1990 appears to be the most appropriate enabling legislation. This provision enables land to be assembled for redevelopment. To achieve an Order there is a prescribed process to be followed. The initial step is for Executive to pass a resolution to make an Order. A report in pursuance of this will be made at the appropriate time setting out the full rationale for the Order. Generally speaking, this should be made once a development partner has been selected and can demonstrate funding to achieve the purpose of the Order. In the meantime however negotiations are taking place with leaseholders with compulsory powers in the background; this means they are offered the same terms that they would receive if there was an operative Order.

51. Reference has been made in this report to land values and costs of acquiring leasehold interests. These valuations and costings are all based on current values. As has been well documented, there has been a substantial fall in property market activity and values in the past eighteen months. The regeneration of these Phases is a long term project and it is likely that property market activity and values will change considerably over the duration of the project. This could result in substantial changes to the cost of acquiring leasehold interests and indeed the value of the sites that are transferred.

52. Conversely, there may in future years be a significant rise in the values of new homes for sale. It is intended to include overage provisions (whereby the Council share in the rise in values by way of a capital receipt) in the Development Agreements that will cover all the sites. At the present time, such payments, if any,

are extremely speculative and cannot be relied upon so are not included in the financial profiling of the project.

TUPE implications

53. There are no TUPE implications arising from the proposed development.

Resource implications

54. There are no direct staffing implications arising from this early development.
55. The cost of the project team has been allowed for within the cost plan set out in Figure 5.

Legal Implications

56. All legal implications are included in comments from the Strategic Director of Communities, Law & Governance.

Consultation

57. Prior to starting work on the AAP, the council prepared an overarching consultation strategy to guide the overall approach to consultation on the AAP. All consultation carried out on the AAP has been consistent with this strategy and also with the requirements of the Statement of Community Involvement (SCI). Details of consultation undertaken are summarised in Aylesbury AAP Consultation Report.
58. The successful partners will be required to work within the Aylesbury consultation strategy including working with a design team comprising of officers and residents. The partners will also be required to undertake a series of wider public consultation exercises with Aylesbury Tenants and Residents during the development of the scheme.

Community Impact Statement

59. The development will impact on the local community generally in terms of change within their social and physical environment. The proposed approach will necessitate starting the rehousing of households in different parts of the estate at different times. These residents will need to move early and therefore have a more limited choice of housing at the initial stage. This will require the communications and liaison processes to be handled particularly effectively.
60. The demolition and subsequent development activities on the sites will result in some disruption to residents in neighbouring areas in particularly, in terms of noise or dust, though this will be controlled by relevant legislation and is unavoidable for the provision of high quality affordable homes. The impact of the scheme on the elderly and other vulnerable households will be assessed and effectively managed to ensure that this is minimised.
61. The development has positive benefits for the entire community as it will signify the continuation of comprehensive improvement for the estate, by the provision of new homes, mixed use/landmark building and infrastructure.
62. This development will have some effect on the stability of the existing community, but there will be good continuity because most residents of the new housing will be households moving from the Aylesbury estate.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director Communities, Law & Governance

63. The Executive is asked to consider and approve a number of issues relating to the Aylesbury Phase 1 regeneration. As noted in paragraph 1, an approval in principle is required to the use of the HCA developer panel, with approval of the Gateway 1 to be delegated to the Strategic Director of Regeneration and Neighbourhoods. The value of the agreements which the council will enter into with those developers is such that these procurements will be considered Strategic Procurements. Any approval of the procurement strategy is reserved to the Executive, unless delegated by them.
64. The contracts to be let to regenerate the 4 sites will be subject to the EU tendering regulations, and therefore the procurement must be conducted in accordance with those regulations. Paragraphs 39 and 40 confirm that the HCA framework is being procured in accordance with the EU Regulations, and as noted in the concurrent report from the Head of Procurement, if the council uses the framework in accordance with any guidance set by the HCA, this will then be considered EU compliant. The HCA has not yet completed the tendering process for this panel, so the identity of those organisations on the panel and conditions for use of the framework are not yet known. Whilst in principle it is therefore recommended that the HCA framework is used for the reasons noted in paragraph 40, the Gateway 1 report cannot be approved until all details relating to the framework are known. It is anticipated that the Gateway 1 report will be presented for approval in December/January 2010.
65. With regard to recommendation 2, the council's lettings policy makes provision for the rehousing of its secure tenants (and for those who qualify for council assistance, its long leaseholders) on regeneration estates. On the basis the council intends to demolish the dwellings 'within a reasonable time of obtaining possession the council may seek a possession order against any secure tenant who fails to accept an offer of suitable alternative accommodation under Ground 10 of Schedule 2 to the Housing Act 1985.
66. In the event of the council not intending to demolish the dwellings it may seek an order for possession against secure tenants failing to accept an offer of suitable alternative accommodation under Ground 10A of Schedule 2 to the Housing Act 1985, provided the dwelling house is in an area which is the subject of a redevelopment scheme approved by the Secretary of State and the council intends within a reasonable time of obtaining possession to dispose of the dwelling house in accordance with the scheme. Approval of schemes is governed by Pt V of Sch. 2 to the Housing Act 1985. Prior to any approval the landlord must consult with the tenants as to both application for approval and the details of the proposed scheme.
67. Under the Land Compensation Act 1973, homelessness and disturbance payment may (and in certain circumstances, must) be paid to qualifying displaced residents.
68. Regarding disposal of the Phases to the selected developers, consideration must be given to any conditions imposed by the relevant statutory disposal power. Paragraph 55 notes that the Phases are held by the council for housing purposes under Part II of the Housing Act 1985 and may therefore be disposed of pursuant to the disposal power contained at section 32 of that Act. However, section 32 disposals require the express consent of the Secretary of State (unless they fall within a general consent e.g. are for the best consideration that can reasonably be obtained) and the council's constitution requires applications to the Secretary of State for the disposal of housing land be approved by Council Assembly. An alternative would be to appropriate the land for planning purposes and use the disposal power contained in section 233 of the Town and Country Planning Act 1990, which provides that disposals may be made in such a manner and subject to such conditions as appear to be expedient in order to secure the best use of that land or to secure the carrying out of works

needed for the proper planning of that area. Should the disposal consideration be less than the best consideration for that particular type of development, Secretary of State consent to the disposal will still be required, but an application for Secretary of State consent can be made without Council Assembly approval. A further advantage of appropriating the land for planning purposes is that any private rights affecting the development (e.g. rights of way, rights of light) will be overridden (section 237 Town and Country Planning Act). However, appropriation of housing land may have an adverse impact on the Housing Revenue Account and General Fund and this will need to be quantified before the disposal strategy is fixed.

69. A team of lawyers from Communities, Law and Governance are advising on this regeneration and will continue to assist during the procurement process.

Strategic Director Environment and Housing

70. It is proposed to establish a model for the delivery of all housing management services from a single point. Further details of these proposals will be brought forward at a later stage.

Finance Director

71. The Finance Director notes the preparation of the Area Action Plan (AAP) as the guide to creating a mixed tenure, family friendly area with supporting social and strategic infrastructure. The Finance Director notes the expected date of the planning inspector's report on the AAP and the intended adoption date.
72. The importance of the council taking a major development lead role, being able to respond to property market, economic, financial risks and controlling when sites are released to the market is acknowledged, along with the importance of minimising abortive expenditure.
73. The strategy for securing vacant possession is noted in paragraph 16 and it will be vital for the financial and timing implications of this to be fully explored and understood.
74. The proposals for leaseholder acquisitions are noted. It is also acknowledged this exercise presents a significant financial challenge to the council. Evaluation and monitoring of leaseholder acquisitions will be necessary to maintain the resourcing and timely delivery of the programme.
75. It is seen that the intention is for interim investment works to be profiled toward the later phases of the development over Phase 1, in order to avoid abortive expenditure.
76. The Finance Director notes the delivery approaches proposed in paragraph 23 for each phase, being Phase 1, A Homes and Communities Agency and Council partnership using a developer panel procured by the Homes and Communities Agency and Phases 2 and 3 Partial development via a Housing HRA PFI mechanism. There are no proposals at present for Phase 4 owing to the length of time before it is due to commence.
77. It is noted in regard to the approach to infrastructure, that a range of key components are proposed and that the Council will be responsible for the delivery of infrastructure with funding provided via tariff or Section 106 contributions. It will be necessary to undertake a robust assessment of the contributions required for the proposed infrastructure as the plans for construction crystallise in order to assess both the levels of contribution required and the timing that need to be made. This is to avoid placing the Council in a financially onerous position regarding the cash flowing of the

items, and the taking of risk on funding items which are due to be recouped via sales values for which a significant risk may exist.

78. The Finance Director notes the intended collaborative working proposals detailed in paragraph 26. Continuing efforts will need to be made to ensure that the outlined benefits to the council: sharing risk and delivering confidence to the community and private sector; securing political and financial commitment; sharing resources and expertise do materialise and that the council does benefit financially, in terms of risk and expertise as an equal partner from working with the Public Bodies named.
79. It is noted in relation to the proposed options for delivery that the proposed procurement route is chosen on the basis of accelerating the procurement process and significantly enhancing the opportunity for SHG and promoting the viability of the regeneration in the current economic climate. It should be noted that this route is heavily reliant on HCA commitment to provide liquidity and that any alterations in levels of proposed grant funding for the phase should be carefully scrutinised in order to avoid placing the council in a financially onerous position, for example half-way through a build out of a site.
80. It is noted in paragraph 37 that the PFI vehicle was proposed for phases 2 and 3 rather than phase 1 on the basis that the lengthy lead-in time would present a barrier to the council achieving its objectives, due to the early start anticipated in the Area Action Plan for phase 1. It should also be noted that the successful implementation and completion of the PFI element may be reliant on the successful completion of the phase 1 sites and that failure to develop these could jeopardise the implementation of Phases 2 and 3 in its proposed form.
81. The Finance Director notes the delivery vehicle proposed in paragraphs and recognises the proposed benefits of the method outlined in these paragraphs. It is recognised that the approach is contingent upon the HCA completing its own procurement process in order to establish a Southern region panel and also upon the HCA committing to provision of National Affordable Housing Programme grant in order to facilitate the development. Negative fluctuations in the level of grant provided could place the council under further financial pressure regarding the development of these sites and close involvement with the HCA and other funding bodies will need to be maintained by the project team in order to flag potential issues as early as possible.
82. It is recognised in that Southwark intends to use a developer panel established by the Homes and Communities Agency as the basis for selecting developers to regenerate the Phase 1 Aylesbury sites. It is noted that the successful establishment of this panel by the HCA directly influences the capacity of the council to develop the phase via the method intended.
83. It is noted from paragraph 44 that the terms of disposal will be set out in a Development Agreement.
 - The Finance Director acknowledges the proposed funding strategy as laid out in paragraph 44.
84. The Finance Director supports the proposed rigorous assessment of costs and risks to be undertaken during the procurement process. The conclusions of this will be used to inform the viability and progression of Phase 1, in conjunction with identification of funding sources, since the assumptions underlying the cost assumptions may well need revisiting as the procurement progresses and subject to market changes.

85. The timetable proposed at paragraph 45 is noted and that subject to successful establishment of a developer panel by the HCA the capacity of the Council to speed up the procurement process via a Mini-competition could be enhanced.
86. The Finance Director notes in the re-housing section that the stages outlined in paragraph 48 also have financial implications. Of the stages, costs relating to securing vacant properties, statutory homeless payments and net loss of rental fall on the HRA, it is acknowledged in paragraph 61 that resources will need to be made available from the HRA to resource this.
87. Within paragraph 49, the proposed relocation of Ellison House is noted, and work will be needed with the relevant Crown Body as this progresses to ensure that the council does not suffer in financial terms to make or as a result of this re-provision.
88. The potential financial implications, as provided by Colliers CRE, of pursuing a scheme in accordance with Area Action Plan requirements are noted, with the expectation being that the opportunity cost arising in relation to Phase 1 as a result of Social Housing provision, be removed by the provision of Social Housing Grant through the Homes and Communities Agency.

Head of Procurement

89. This report is seeking approval in principle to procure a development and RSL partner with the HCA through a framework arrangement set up by the HCA.
90. The HCA is currently following an EU procurement process to set up a framework that will contain several developers and housing associations. It is generally recognised that the use of frameworks can save considerable time and costs compared with undertaking full tender exercises. Normally frameworks set up, carry their own specific rules for operation that need to be followed when in use. These rules ensure that the framework remains EU compliant. Such rules will vary from framework to framework and may involve constraints on what can be evaluated etc.
91. With the HCA procurement underway it is still to be confirmed how the framework will operate and what constraints there may be put in place. As this will be a national framework, the council will need to ensure that the local requirements of the Aylesbury project can be met. Once the details of the framework are published, the council will need to satisfy itself that the framework will not compromise any standards in relation to health and safety, equalities and quality. The gateway 1 report will confirm the suitability of the HCA framework.

BACKGROUND DOCUMENTS

Background Papers	Held By	Contact
Aylesbury Area Action Plan	Planning Policy Team	Tim Cutts - 020 7525 5380
Aylesbury Area Action Plan Consultation Report	Planning Policy Team	Tim Cutts - 020 7525 5380

APPENDICES

No.	Title
1	Block/tenure breakdown

AUDIT TRAIL

Lead Officer	Richard Rawes, Strategic Director for Regeneration and Neighbourhoods		
Report Author	Adeola Dada, Aylesbury Assistant Project Director		
Version	Final		
Dated	October 12 2009		
Key Decision?	Yes	If yes, date appeared on forward plan	May 2009
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER			
Officer Title	Comments Sought	Comments included	
Strategic Director of Communities, Law & Governance	Yes	Yes	
Finance Director	Yes	Yes	
Head of Procurement	Yes	Yes	
Strategic Director of Environment and Housing	Yes	Yes	
Executive Member for Regeneration	Yes	Yes	
Executive Member for Housing	Yes	Yes	
Executive Member for Resources	Yes	Yes	
Date final report sent to Constitutional Support Services			12. 10. 2009

Appendix 1 Existing blocks details

Site 1b	Tenanted	L/H	Void	Total
Chartridge 1-68	51	10	7	68
Chartridge 69-76	8	0	0	8
Chartridge 77-105	20	7	2	29
Bradenham 42-256	206	19	63	215
Site 1c				
Arklow 1-28	19	9	2	30
Chartridge 106-119	12	2	0	14
Chartridge 120-149	20	10	0	30
Chiltern 1-172	159	8	5	172
Site 7				
Wolverton 1-27	15	12	0	27
Wolverton 28-59	25	6	1	32
Site 10				
Missenden 300-313	12	2	0	14
Grand total				

September 2009 figures

The development proposals are summarised in the following table. Properties will be developed in a range of sizes and housing types to meet the needs of later phase tenants and the housing market. Associated infrastructure including parking, although at reduced levels, is included. Infrastructure quality is a high priority for the council and residents.

	Rental	Intermediate	Sale	Approximate Total
Site 1b	153	51	205	409
Site 1c	175	79	236	471
Site 7	104	63	0	167
Site 10	70	43	0	113
Total	502	216	441	1159

September 2009 figures

Item No.	Classification: Open	Date: October 20 2009	Meeting Name: Executive
Report title:		Aylesbury Regeneration – Phases 2 and 3	
Ward(s) or groups affected:		Faraday	
From:		Strategic Director Regeneration and Neighbourhoods	

RECOMMENDATIONS

That the Executive:

1. Note the success of the first stage of the bidding process.
2. Approve the preparation of an Interim Outline Business Case (OBC) for a Private Finance Initiative (PFI) scheme for phases 2 and 3 of the Aylesbury Regeneration programme.
3. Requests officers to report back following the Interim Outline Business Case and advise further on the detailed options appraisal and preferred approach for delivery.

BACKGROUND INFORMATION

4. In September 2005 the council agreed to a redevelopment strategy for Aylesbury. Summary information about the overall progress of the scheme is contained in Annex A.
5. In seeking public sector funding, the council was directed to the then emerging Homes and Communities Agency as a potential funding source and the HCA directed the council to consider the 6th bidding round for PFI.
6. In October 2008, the council submitted an expression of Interest for Housing Revenue Account (HRA) Private Finance (PFI) credits to the Department for Communities and Local Government in partial support of delivering Aylesbury phases 2 and 3. The application received cross party support.
7. This application was been successful; a government announcement was made on July 17 2009 confirming Southwark as the only London authority to be invited to receive a preliminary award of credits and to prepare an Outline Business Case (OBC).
8. The HCA PFI team attended a meeting with the council team on September 8 2009 to welcome the council to the 6th round of PFI schemes and to emphasise areas of specific interest. These are set out in paragraph 13-15.
9. This report to the Executive is submitted in order to support the progress of phases 2 and 3 and should be read in conjunction with a separate report to the October 20 Executive on phase 1.

Scope of the Phase 2 and 3

10. Phases 2 and 3 currently comprise 1100 homes. Property details are listed at the redeveloped scheme will comprise 1094 mixed tenure homes and strategic and social infrastructure. The key elements of each phase are summarised as follows:

Phase 2	<ul style="list-style-type: none"> • 645 new homes (241 rental, 81 intermediate, 322 for sale) • Surrey Square Gardens • A section of the community spine • A section of Albany Road
Site 3	<ul style="list-style-type: none"> • 450 new homes (169 rental, 57 intermediate, 224 for sale) • East Street Triangle

Table 1 – Key Elements of Phases 2 and 3

About Private Finance Initiative (PFI)

11. The project will be delivered within the council's HRA using the PFI credits, using council owned land and an obligation on the council to acquire the existing leasehold interests. It is assumed that the project will have a 30 year term commencing in 2013/14. At the end of the PFI contract the rented homes will become under the council's ownership.
12. The PFI credits support the cost of demolition of all properties. Additionally they support the design, build, finance and maintenance and management of social rented homes and supporting infrastructure.
13. The PFI provider will be responsible for management, maintenance and community safety of properties prior to the demolition at the start of the PFI contract (although the re-housing process will have already commenced).
14. It should be noted that the cost of leasehold acquisitions which is substantial, is specifically excluded from PFI.

Outline Business Case and Procurement of PFI provider

15. The PFI procurement process is heavily prescribed, however there are two clear stages.
 - The preparation of an Outline Business Case. This is anticipated to take approximately 15 -18 months.
 - The second stage is the procurement which culminates with the award of the contract. This is anticipated to take approximately 3 years.

Interim Outline Business Case

16. The HCA PFI team attended a meeting with the council team on September 8 2009. The team consider that the Aylesbury scheme presents exceptional funding challenges and has a particularly high unit cost. The PFI team has requested that council officers revisit costs and technical assumptions e.g. unit size, sustainability requirements.
17. In light of the above they wish to introduce an interim OBC stage to address key challenges. It is anticipated that this will be concluded within approximately 9 months.
18. The HCA require that the interim OBC addresses the following;
 - An options appraisal which considers alternative routes to HRA PFI to achieve Aylesbury's regeneration e.g. land disposal, stock transfer, National Affordable Homes Programme and should also specifically consider whether a non-HRA PFI could be delivered at a lower overall cost

- A market assessment of whether the PFI programme can achieve the private sales envisaged in the Expression of Interest
 - Soft market testing to assess the overall developer interest
 - Soft market testing to assess the extent to which private finance will be available
 - LBS capacity and commitment to underwrite costs in four key areas; leaseholder acquisitions, procurement, unitary charge, cross subsidy
19. It should be noted that the information above has been prioritised by the HCA for the interim OBC. It is not additional to the information usually required to be included in an OBC.
20. It is clearly of vital importance that the HCA and the council are satisfied with the outcome of the interim OBC before proceed to full OBC.
21. Representations are being made to the HCA that the preparation of the interim OBC start in November 2009, i.e. that the interim OBC be completed in June 2010.

Cost and Funding Sources

22. There are significant upfront costs to be borne by the council. These are principally the costs of achieving vacant possession and cost of OBC and procurement, a unitary charge subsidy for the 30 years term of the contract. It is recognised that a scheme of this scope and scale will have a significant impact on the council's HRA. The costs are very early estimates and will be fully tested as part of the OBC process.
23. Concurrent with the preparation of the interim OBC will be identification of funding sources to meet the above costs.

PFI team and governance

24. To achieve the interim OBC, the council will implement a project management structure which supports effective project delivery and governance, and will incorporate as appropriate:
- A PFI Project Team, led by the PFI Project Director, and also comprising representatives of each of the key professional disciplines including property, planning, housing, finance, procurement and legal
 - An Aylesbury Project Board, comprising both council members and executive officers. The Board will act as the principal governance body for the Aylesbury PFI project, providing a key link between the Project Director (and Project Team) and the Council's Executive.
 - Lessons learned from other council PFI schemes i.e. Southwark Schools for the Future, Waste PFI and from EU competitive dialogue i.e. Southwark Schools for the Future and Aylesbury phase 1a.

RISK MANAGEMENT

25. The council has already procured major capital investment through the use of PFI in waste management and through the BSF programme and has a good understanding of the capacity of the private sector to accept risk.

Risks	Mitigations
Abortive expenditure on fees for managing Interim OBC	Ensure regular on-going dialogue with the HCA's PFI team to ensure that key

Risks	Mitigations
	issues and risks are shared and managed as they arise in order that the Interim OBC process facilitates the identification of major challenges and avoids potentially abortive works. One of the objectives of the Interim OBC to provide a robust analysis at the earliest possible stage as to the deliverability of the scheme from

Table 4 - Key risks and mitigations

TIMETABLE

26. An indicative timetable is shown in table 4

Major milestones	Indicative Date
Submit Expression of Interest	October 2008
CLG Invited to Develop OBC	July 2009
Executive	October 2009
Submit Interim OBC	June 2010
Submit OBC	December 2010 - March 2011
Commence EU procurement of PFI provider (competitive dialogue)	Early 2011
Complete procurement/Financial Close	End 2013

Table 5 – Indicative Timetable for selection of PFI provider

POLICY IMPLICATIONS

Planning Policy

27. The council is preparing an area action plan (AAP) for the Aylesbury estate and surrounding area. Preparation of the AAP is at an advanced stage and the council is aiming to adopt the plan in January 2010. Together with the Core Strategy, the AAP will replace the Southwark Plan and all future planning applications will be assessed against these documents. The quantum of units set out in paragraph 7 and the approach to delivery using PFI is consistent with the strategy outlined in the emerging AAP and Core Strategy

Housing Strategy

28. The regeneration of the Aylesbury Estate is a key strategic housing priority both in terms of the new high quality housing to be delivered, and the reduced long term impact on the Housing Investment Programme. The new housing will contribute to the affordable and overall London Plan housing targets for new housing development in the Mayor's Housing Strategy. The project proposals are also supportive of the Southwark Housing Strategy. The phased re-provision strategy for the rental homes will also ensure that the size and mix are meeting specific identified housing needs.

Property

29. The proposal will give rise to a number of property implications that will arise if this

route is followed. This will emerge and be reported upon fully at the appropriate stage.

30. As mentioned, it will be necessary to provide vacant possession of the site in order for the proposal to proceed and will necessitate the acquisition of residential leasehold interests and some business leases [e.g. in Taplow]. Ultimately, to achieve this, it is anticipated that compulsory purchase powers will be needed. Section 226 of the Town & Country Planning Act 1990 appears to be the most appropriate enabling legislation. This provision enables land to be assembled for redevelopment. To achieve an Order there is a prescribed process to be followed. The initial step is for Executive to pass a resolution to make an Order. A report in pursuance of this will be made at the appropriate time setting out the full rationale for the Order. Generally speaking, this should be made once a development partner has been selected and can demonstrate funding to achieve the purpose of the Order. In the meantime however voluntary negotiations are taking place with leaseholders with compulsory powers in the background; this means they are offered the same terms that they would receive if there was an operative Order.
31. The land and buildings in this phase are held by the council for housing purposes. The council is enabled by s32 of the Housing Act 1985 to dispose of land held for housing purposes. This authority is however subject to restrictions that are set out in the concurrent of the Strategic Director of Communities, Law & Governance.
32. Reference has been made in this report to the cost of acquiring leasehold interests. The estimated cost is based on current values. As has been well documented, there has been a substantial fall in property market activity and values in the past eighteen months. The regeneration of this phase is a long term project and it is likely that property market activity and values will change considerably over the duration of the project. This could result in substantial changes to the cost of acquiring leasehold interests. Since such changes cannot be predicted with any confidence current value levels have been used in making the estimate but it needs to be recognised that these may change radically over the lifetime of the project.

Financial

33. The development of the Aylesbury Estate phases 2 and 3 including a PFI scheme represent large financial challenges for the council.
34. Where expenditure cannot be defrayed by the use of existing resources, it will where possible need to be resourced from external resources that have been earmarked for that purpose. Where this is not possible exploration of other external funding sources and testing of the assumptions sitting behind costs will need to be undertaken by financial advisors and the project team to establish how such costs can be resourced and what action can be taken to reduce the level, improving affordability.
35. The council is already undertaking diligent analysis of assumptions, options, cost levels, funding sources in order to identify affordability issues as early as possible so that mitigating action can be taken.

VAT implications

36. The area of VAT implications for the Aylesbury scheme is complex and work is being undertaken to assess the VAT implications in this case, specialist advice will be sought as required to mitigate the risk of sub-optimal decisions being made with regard to VAT from the council's perspective.

37. The key issues for the council are:

- Assessing what implications the development of the Aylesbury estate with a PFI element has for the council's VAT exemptions limit.
- Ensuring appropriate classification of the eventual overall housing supplies as either statutory landlord ones (non-business) or business supplies. In the former case recovery of VAT incurred is possible and the council would seek to undertake this wherever it is appropriate to do so.
- Local Authorities can also elect to Opt to Tax (OTT) supplies in certain instances. This arrangement permits recovery of VAT incurred on costs based on levying VAT charges on sales to purchasers. The council would explore this option where appropriate.

Legal Implications

38. All legal implications are included in comments from the Strategic Director of Communities, Law & Governance.

Consultation

39. Prior to starting work on the AAP, the council prepared an overarching consultation strategy to guide the overall approach to consultation on the AAP. All consultation carried out on the AAP has been consistent with this strategy and also with the requirements of the Statement of Community Involvement (SCI). Details of consultation undertaken are set out in the Aylesbury AAP consultation report.

40. The successful partners will be required to work within the Aylesbury consultation strategy including working with a design team comprising of officers and residents. The partners will also be required to undertake a series of wider public consultation exercises with Aylesbury residents during the development of the scheme.

Community Impact Statement

41. There are no implications arising from the preparation of the interim Outline Business Case at this time.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities, Law & Governance

42. This report seeks to obtain approval to the preparation of an Outline Business Case (OBC) and as such there are no legal issues arising. A team of lawyers from Communities, Law and Governance are advising on this regeneration and will continue to assist during the PFI scheme.

43. It is noted at paragraph 31 that the land and buildings held in these phases is held by the council for housing purposes under Part II of the Housing Act 1985 and may therefore be disposed of pursuant to the disposal power contained at section 32 of that Act. However, section 32 disposals require the express consent of the Secretary of State (unless they fall within a general consent e.g. are for the best consideration that can reasonably be obtained) and the council's constitution requires applications to the Secretary of State for the disposal of housing land be approved by Council Assembly. An alternative would be to appropriate the land

for planning purposes and use the disposal power contained in section 233 of the Town and Country Planning Act 1990, which provides that disposals may be made in such a manner and subject to such conditions as appear to be expedient in order to secure the best use of that land or to secure the carrying out of works needed for the proper planning of that area. Should the disposal consideration be less than the best consideration for that particular type of development, Secretary of State consent to the disposal will still be required, but an application for Secretary of State consent can be made without Council Assembly approval. A further advantage of appropriating the land for planning purposes is that any private rights affecting the development (e.g. rights of way, rights of light) will be overridden (section 237 Town and Country Planning Act). However, appropriation of housing land may have an adverse impact on the Housing Revenue Account and this will need to be quantified before the disposal strategy is fixed.

Finance Director

44. This report is seeking Executive approval to:
 - Note the success of the first stage of the PFI bidding process
 - Approve the preparation of an Interim Outline Business Case (OBC) for a Private Finance Initiative (PFI) scheme for phases 2 and 3 of the Aylesbury Regeneration programme.
 - Receive a detailed options appraisal as part of the Interim OBC in June 2010.
 - Agree funding for the production of the Interim OBC.
45. The Finance Director notes from paragraph 3 and 4 that the increased application for £180.25m PFI credits was successful and that a government announcement was made on July 17 2009 confirming a preliminary award of credits and to prepare an Outline Business Case.
46. The Finance Director acknowledges the proposal for a PFI scheme within the Housing Revenue Account, having an intended contractual term of 30 years commencing in 2013/14, with the units reverting to council ownership at the end of the contractual term. It is noted that the PFI credits support the cost of demolishing units, but specifically not the cost of acquiring leaseholder interests in order to commence the scheme. Alternative funding for these acquisition costs, and other infrastructure costs not met by PFI will have to be identified.
47. The two stages of the PFI procurement process outlined in paragraphs 15 and 30-33 are noted, with the sources for cost estimates being prior experience of similarly sized schemes and advice from the HCA.
48. Indicative funding for the production of the Outline Business Case (OBC) has been identified. Work will be needed by the project team and in conjunction with advisors and the HCA going forward to evaluate and monitor the cost of OBC production and to ensure that the funding sources identified for this purpose can be used to defray the cost to the level and at the time required.
49. Identification of such funding will be an important requirement to progressing successfully since funding at an appropriate level is required to ensure that the project team is sufficiently resourced to manage risk and complete the heavily prescribed procurement.
50. The Finance Director notes the proposed contents of the Interim OBC and that the information outlined in paragraph 18 has been prioritised by the Homes and Communities Agency. It is acknowledged that progressing to full OBC is

contingent upon acceptance by the HCA of the Interim OBC. The cost of preparing the Interim OBC is noted, however since this is the first time the Council has undertaken this stage diligent assessment and monitoring of the required tasks and costs will be needed to ensure that an appropriate cost of production is achieved.

51. The report highlights the fact that there are significant up-front costs to be borne by the council in order for this scheme to be successful.
52. Whilst the expenditure requirements have been outlined detailed analysis of these requirements will need to be undertaken as part of the completion of the Interim OBC with the intentions of reducing the impact of the costs where possible and concurrently identifying funding sources to defray them.
53. The estimated financial impact in relation to the PFI represents a very significant financial challenge to the council and will require continual re-examination moving forward.
54. The proposed PFI project management structure is seen. Establishment of the correct team will be crucial to the successful progression of the scheme and for the effective identification, management and mitigation of risks such as those detailed in table 4. The in-house project team will need to be sure that the funding sources can be identified to meet the cost of the project management team for the implementation period.
55. There are significant financial risks detailed in table 4. The project team will need, in conjunction with consultants to proactively and diligently address each risk in order to prevent a risk leading to the failure of the scheme. In particular those risks resulting from non-existence of funding sources and/or reliance on phased funding receipts must be fully analysed and understood since such could potentially lead to the council facing serious financial pressure and/or delay the progression of the phases.
56. The indicative timetable at paragraph 26 is acknowledged. This timetable is heavily prescribed and given the long lead in period sufficient understanding should be achieved by the project team in order to cope with changes or delays and the effect on resource implications fully understood. Robust scoping of cost incurrence and resource availability should be undertaken to mitigate any potentially negative effects to the council of timetable delays, or changes in cost and funding profiles.

BACKGROUND DOCUMENTS

Background Papers	Held By	Contact
Aylesbury Area Action Plan	Planning Policy Team	Tim Cutts 020 7525 5380
Aylesbury Estate Regeneration Phases 2 and 3 - Application for provisional Communities and Local Government support for HRA PFI projects	Aylesbury Regeneration Team	Silvera Williams 020 7525 4806

APPENDICES

No.	Title
1	Phase 2 and 3 property details

AUDIT TRAIL

Lead Officer	Richard Rawes, Strategic Director of Regeneration and Neighbourhoods		
Report Author	Adeola Dada, Aylesbury Assistant Project Director		
Version	Final		
Dated	October 12 2009		
Key Decision?	Yes	If yes, date appeared on forward plan	June 2009
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER			
Officer Title	Comments Sought	Comments included	
Strategic Director, Communities, Law & Governance	Yes	Yes	
Finance Director	Yes	Yes	
Strategic Director of Environment and Housing	Yes	Yes	
Executive Member for Regeneration	Yes	Yes	
Executive Member for Housing	Yes	Yes	
Executive Member for Resources	Yes	Yes	
Date final report sent to Constitutional Support Services			

Appendix 1 - Property details

Phase 2	Tenanted	L/H	Total
Wendover 241 – 471	198	39	237
Foxcote	19	11	30
Padbury	16	9	25
Ravenstone	68	13	81
Winslow	21	9	30
Wolverton 152-192	32	9	41
Phase Total	354	90	444
Phase 3			
Wendover 37-72, 117-156, 201-240	101	15	116
Wolverton 126-151	21	5	26
Brockley House	12	3	15
Wendover 1-36, 73-116, 157-200	110	14	124
Wolverton 60-125	51	15	66
East Street	10	2	12
Northchurch	62	20	82
Taplow	191	24	215
Phase total	558	98	656
Grand total	912	188	1100

Existing property details

The development proposals for the PFI project area are summarised in the following table. Properties will be developed in a range of sizes and types to meet the needs of later phase tenants and the housing market. Associated infrastructure including parking, although at reduced levels, is included. Infrastructure quality is a high priority for the council and residents.

	Rental	Intermediate	Sale	Total
Phase 2	241	81	322	645
Phase 3	169	57	224	450
Total	410	138	546	1094

Proposed property details

The rental homes will range in size from one to five bedrooms, in a mix of houses, maisonettes and flats. Flats and maisonettes will be located in blocks of six to ten storeys. The breakdown of types is as follows:

Type	Number
Houses	124
Maisonettes	91
Flats	195
Total no. units	410
Total no. habitable rooms	1,534

Proposed housing types

EXECUTIVE AGENDA DISTRIBUTION LIST		MUNICIPAL YEAR 2009-10	
NOTE: Original held by Constitutional Team; all amendments/queries to Paula Thornton/Everton Roberts Tel: 020 7525 4395/7221			
To	Copies	To	Copies
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N Stanton / K Humphreys / P Kyriacou		Constitutional Team, Tooley Street	4
L Manchester / T McNally / A Morris		Doreen Forrester-Brown	1
D Noakes / P Noblet / L Rajan / L Robinson			
Other Councillors	1 each	Trade Unions	
F Colley / A Lasaki / T Eckersley / J Friary		Roy Fielding, GMB	1
B Hargrove / J Salmon / R Thomas / V Ward		Mick Young, TGWU/ACTS	1
L Zuleta / P John / P Bates		Euan Cameron, Unison	1
Political Assistants		Tony O'Brien, UCATT	1
Dan Falchicov, Liberal Democrat Group	1	Michael Davern, NUT	1
Political Assistant		James Lewis, NASUWT	1
John Bibby, Labour Group Political Assistant	1	Pat Reeves, ATL	1
Libraries	1 each	Sylvia Morriss, NAHT	1
Albion / Camberwell / Dulwich / Newington		Irene Bishop, SHA	1
Peckham / Local Studies Library			
Press		Others	
Southwark News	1	Shahida Nasim, Audit Commission	1
South London Press	1	Robin Campbell, Press Office	1
Members of Parliament		Constitutional Officer	20
Harriet Harman, MP	1	Total:	77
Tessa Jowell, MP	1		
Simon Hughes, MP	1		
Corporate Management Team			
Annie Shepperd	1		
Romi Bowen	1		
Deborah Collins	1		
Gill Davies	1		
Eleanor Kelly	1		
Richard Rawes	1		
Susanna White	1		
Duncan Whitfield	1		
		Dated: 06/10/09	