

# **London Borough of Southwark Response**

## **Examination of the New Southwark Plan**

### **Inspectors' Matters, Issues and Questions**

#### **Matter 2: The Spatial Strategy and Area Visions**

1. This background paper proposes to include a factual update to the New Southwark Plan to include a site allocation (NSP1A) for Aylesbury Action Area Core that is in the Aylesbury Area Action Plan and to carry forward the relevant policies in the AAP. It includes a draft of the site allocation.
2. The National Planning Policy Framework (NPPF) 2019 paragraph 33 says that policies in local plans (Southwark Plans, Area Action Plans (AAPs)) should be reviewed to assess whether they need updating at least once every five years and then as necessary.
3. The NPPF paragraph 31 says that the preparation and review of policies should be underpinned by relevant and up to date evidence. They should be informed by sustainability appraisal and should demonstrate how the plan has met sustainability objectives with a review of options, impacts and compensatory measures.
4. A clear consideration of rescinding the adopted Area Action Plan as part of the process of updating Southwark Council's Development Plan will be presented to Cabinet and Council Assembly alongside updating the NSP. Until the NSP is adopted the Area Action Plan will remain adopted with full weight.
5. This paper also provides an update in the delivery and phasing of homes in the Aylesbury Estate.

#### **Why these amendments are required for soundness**

6. The amendments set out below are necessary for soundness of the New Southwark Plan (Paragraph 35 of the National Planning Policy Framework), in particular effectiveness to include the allocation and relevant policies from the Aylesbury Area Action Plan in the New Southwark Plan to provide certainty on development coming forward in the Aylesbury Area Action Core instead of the different policy requirements being set out in two documents which may lead to confusion if some standards for housing and parking a different in both documents. In addition, it is necessary to ensure the Plan is positively prepared as the development coming forward in the Aylesbury Action Area Core includes significant delivery of new homes in the borough and therefore will contribute to meeting the borough's housing requirement. The Aylesbury AAP will be presented to Cabinet to set out that it should be rescinded on adoption of the NSP.

## Policy standards

7. There are policies in the New Southwark Plan for the Aylesbury where there are different standards which have been consulted on. These are:
  - A. Aylesbury Area Vision Policy AV.01 and Vision Map, which were inserted into the Amended Policies version of the New Southwark Plan which was subject to public consultation between January 2019 and May 2019 and August 2020 to November 2020. The Vision Map illustrates the Area Action Plan Boundary and Action Plan Area Site Allocations. The Area Vision sets out how development should come forward in the area and replicates the target of 4,200 new homes that include replacement of the current social rented housing units through the provision of 50% social rented and intermediate homes.
  - B. SP1 quality affordable homes - the Indicative New Southwark Plan housing trajectory which sets out when the homes will be under construction from the Aylesbury AAP.
  - C. P1 Social rented and intermediate housing - as all development that creates 10 or more homes must provide the maximum viable amount of social rented and intermediate homes. The minimum amount should be 35% (25% social and 10% intermediate) except in the Aylesbury Action Area core, AAP2 and 3 where it should be 50% social rented and intermediate, AAP1 where it should be 59% and AAP 4 where it should be 42%.
  - D. P1 - Where development can follow the fast track route to provide 40% social rented and intermediate housing with no grant subsidy a viability appraisal is not required. This is higher at 60% social rented and intermediate housing for the Aylesbury Action Area core.
  - E. P16 Reason 11 says that detailed tall building policy and guidance can be found in the site allocation and Aylesbury Action Area Core.
  - F. Table 9 the cycle parking provision has been updated so that it is increased to the same as the London Plan (2021) for all of the different land uses as set out in EIP177 (NSP cycle and car parking standards amendments).
  - G. Site allocations NSP 80 Morrison's Walworth Road, NSP 81 330-344 Walworth Road and NSP 82 Chatelaine House, Walworth Road fall within Walworth Vision Area and Vision Map, however, they are in close proximity to Aylesbury.
  - H. This would add the Aylesbury Action Area core as an allocation (NSP1A) showing the phasing of sites coming forward.

## Proposed changes from the Aylesbury AAP to include in the NSP

8. The Aylesbury Area Vision Policy AV.01 and Vision Map are within the NSP as highlighted above. The proposed change is to include a site allocation (NSP1A) in the New Southwark Plan for the sites in the Aylesbury Action Area Core, this Action Area Core is already identified within the vision map but it needs to be reflected in the site allocation. This will bring forward most of the information from the policies in the Aylesbury Area Action Plan that are required to ensure that decisions can be made using the New Southwark Plan without the Aylesbury Area Action Plan. This will enable the Aylesbury Area Action Plan 2010 to be rescinded. This would mean that on adoption, the New Southwark Plan can be the policy document used to determine planning applications for development coming forward in the Action Area Core. There may be further work to bring forward masterplans into the New Southwark Plan, however the main policy will be included in the most up to date plan for decision making. This will demonstrate that Southwark has a clear policy and site allocation for the Aylesbury Action Area Core in the New Southwark Plan.

Through discussions on Statements of Common Ground and the Hearing sessions for Matter 10 on Area Visions, it has been agreed that the Aylesbury Area Vision will be amended as follows (~~red text with new text with underline and deleted text with strikethrough~~) which is proposed as a minor modification:

### The Aylesbury Area is:

- A residential area located north of Burgess Park and between Walworth Road and Old Kent Road. It originally accommodated 2,750 homes and is characterised by ~~large concrete slab~~ buildings built in the mid 1960s – 70s, now at the end of their service life, but which were valued by residents for the number of social rent units and the larger flats and room sizes. ~~which~~ They are set amongst mature trees, green and open spaces and play space;
- Served by emerging new community infrastructure, which includes three new high-performing schools, existing primary schools, the re-landscaped Burgess Park and sports facilities, including a new BMX cycle track. Burgess Park is protected Metropolitan Open Land and plays an important function for green space, play areas, recreation and sports facilities;
- Served by good bus transport links, along the Walworth Road and Old Kent Road corridors, and near to the Elephant and Castle train and underground stations and the Old Kent Road Opportunity Area.

### Development in of the Aylesbury Area should:

- Generate new neighbourhoods with a range of housing tenures that will attract existing residents to stay and new people to move in, including Southwark residents who want to stay and benefit from the great connections, facilities and communities;

- Stitch back into the surrounding context and enhance the ability for pedestrians and cyclists to get around a network of attractive tree-lined streets and public open spaces, arranged around a loose grid of well designed urban blocks;
- Deliver the three green fingers which will run from Burgess Park into the Action Area Core connecting with Surrey Square Park, the Missenden Play area and Faraday Gardens and providing important public space;
- Establish a local hub in the vicinity of East Street and Thurlow Street with a range of community facilities including a new Health Centre, Library, pharmacy, café, employment opportunities and a public square;
- Deliver homes and a wider urban environment suitable for residents at all stages in their lives, encouraging people to live and work locally. This will include excellent cycling provision, safe secure streets with good building frontages and a choice of homes with a priority for high quality social rented housing, including a range of different sized homes, generous space standards and provision of specialist housing;
- Contribute by encouraging all those who take decisions that affect our community to aspire to and maintain the highest standards;
- Deliver an exemplary neighbourhood in which we and our children will want to live and of which we can be rightly proud.
- Reinforce its image as a place for families to live and deliver an excellent range of quality public and private open spaces, and will provide new local opportunities for shopping and employment in Thurlow Street and East Street, as well as supporting existing town centres.
- Follow the View Management Guidance in Annex 1 for the One Tree Hill and Nunhead Cemetery borough views.

### **Growth opportunities in the Aylesbury Area:**

- The Area Action Plan 2010 envisaged approximately 4,200 new homes with the provision of 50% social rented and intermediate homes affordable housing, including the re-provision of 2,249 social rented homes. The emerging direction of travel of planning policy seeks to build new homes whilst also supporting any existing residential use. ~~optimise the potential of brownfield land.~~ This suggests that it would now be appropriate to consider an increased number of homes for the Aylesbury area within the land covered by the Action Area Core Plan boundary, with a view to moving towards replacing all the existing social rented homes in and in reasonable proximity to within the original footprint of the original estate. Irrespective of density, The objective of delivering 50% affordable housing social rented and intermediate homes should be met with a preference for social housing in accordance with Policy P1 the Area Action Plan.

- The Action Area has the potential to provide a minimum of 600sqm of employment space, up to 6,500sqm of retail, community and leisure facilities and a minimum of 600sqm of flexible retail or workspace.
9. SP1b – we will include the housing capacity coming forward through the Aylesbury site allocation within SP1b.
  10. Within the Area Action Plan the parking requirement is a maximum of 0.4 spaces per home averaged over the whole masterplan, this is also reflected in table 11 of Policy P53 in the New Southwark Plan. TfL have required this to be amended to 0.25. We proposed a factual update to the NSP parking standards in table 11 and the Aylesbury Action Area Core site allocation as set out below to demonstrate general conformity with the London Plan (2021). This is also set out in the NSP cycle and car parking standards amendments (NSP177).
  11. An amendment to the parking requirements in Aylesbury Action Area to: 0.25 maximum spaces per home for the entire site redevelopment from the 2 March 2021. Some sites may provide up to 0.4 maximum spaces per home where this is demonstrated to be required to enable rehousing of existing residents.
  12. The Aylesbury Area Action Plan BH4 sets out higher requirements for the larger family housing than P2 in the New Southwark Plan and higher space standards for social and intermediate housing than the New Southwark Plan policy P14 design standards.
  13. Policy 2 (new family homes) of the New Southwark Plan should be updated to reflect the different standards in the Aylesbury Action Area core. These are as follows:

<b>BH4 AAP</b>	<b>NSP policy P2</b>
3% studio max	5% studio max
70% 2 or more beds	60% 2 or more beds
20% 3 beds	20% 3 beds
7 % 4 beds	Does not include as additional
3% 5 bed	Does not include as additional

14. Policy P14 (residential design) of the New Southwark Plan sets out space standards. The Aylesbury Area Action Plan space standards are linked to the site allocation, they are more generous than the space standards in the Policy P14 for some of the social rented and intermediate properties. These space standards should be inserted into Policy P14 and reference is made to these in the site allocation. These standards are set out in the table within the site allocation below.

15. Policy P16 (tall buildings) to add the following - Opportunities for taller buildings in the Aylesbury Action Area are focused on the main routes and their junctions, and sites adjacent to Albany Road and Burgess Park. General building heights are lower.

16. The NSP has been updated to remove all references to the AAPs through minor modifications.

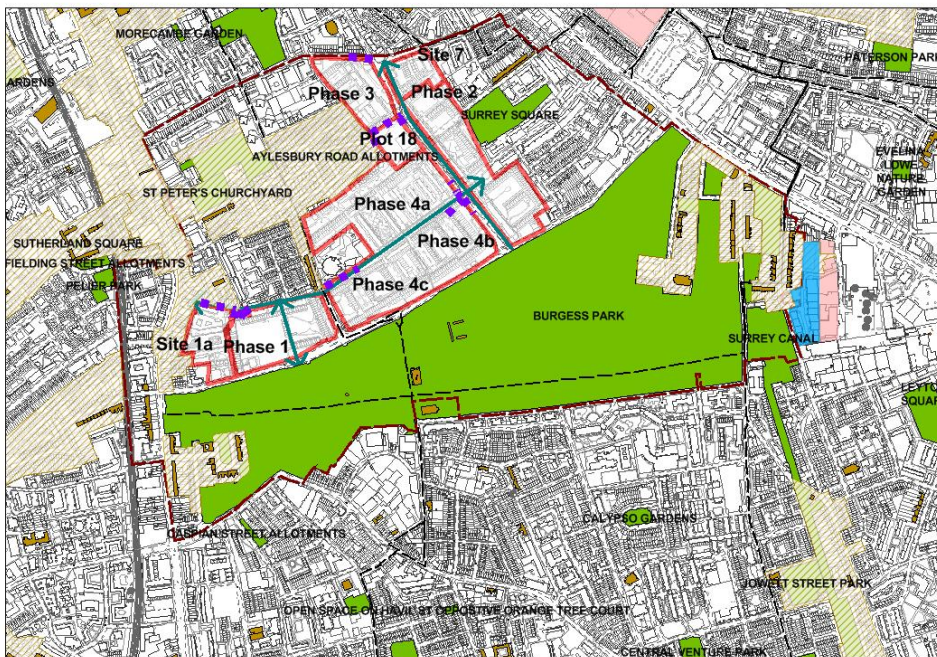
### NSP1A - Site Allocation

17. Proposed Site Allocation to be inserted into the New Southwark Plan (this will be designed up as per the other site allocations):

18. NSP1A: Aylesbury Action Area Core is illustrated in the allocation, this includes the updated phasing for the redevelopment coming forward (further details on the phasing are set out below).

19. When the whole of phase 1 is developed we will remove it from the policies map and we will take the same approach for the other phases.

### NSP1A: Aylesbury Action Area Core



Site area: 240,000sqm

Existing uses: Residential  
Schools  
Offices  
Community uses  
Retail



Open space  
Play space

**Indicative residential capacity:** 4,200 (gross)

**Site:** Development of the site must:

- Increase the provision of new homes, including the reprovision of 2,249 social rented homes;
- Provide employment space (minimum of 600sqm), retail, community and leisure uses (up to 6,500sqm), flexible retail or workspace (minimum of 600sqm) to complement existing shops on East Street will be provided at the junction of Thurlow Street and East Street
- Provide open space (30,000sqm).

**Planning applications** 14/AP/3843, 14/AP/3844, 15/AP/4387 and 16/AP/2800 are relevant to this site.

**Delivery so far:** 408 new homes have been built on Site 1a and Site 7 and a further 351 homes are now under construction on two sites (First Development Site – Site 1b/c and plot 18). 229 of these will be council homes and should be ready by the end of 2021. A further 352 new council homes are about to start construction which will be ready in 2024.

- A Southwark Resource Centre and the new Michael Faraday School are complete.
- A community space, extra care homes and homes for people with learning difficulties, Library, Early Years and Health Centre are under construction in the First Development Site.

### **Design and accessibility guidance:**

The site is undergoing significant regeneration to provide mixed use development, centred around the reprovision of new homes with a range of tenures that will attract existing residents to stay and welcome new residents. Redevelopment will come forward in four phases as indicated in the site allocation. Through better urban design and architecture this will enable higher densities to be achieved and will bring more people to live in the action area core, whilst at the same time improving the quality of residents' living conditions and the environment. The social rented and intermediate new homes should meet the space standards set out in Table 6A in Policy P14. The design of the new buildings should respect the wider area including preserving and enhancing the nearby conservation areas. A high quality pedestrian environment and improved landscaping with tree-lined streets should be delivered with a new local hub. Development should provide landscaping, public spaces and parks for the benefit of local residents. The amount of car parking in development proposals should not exceed 0.25 maximum spaces per home for the entire site redevelopment. Some sites may provide up to 0.4 maximum spaces per home where this is demonstrated to be required to enable rehousing of existing residents.

### **The site location:**

Approach to tall buildings	The tall building should comprise the district landmark building of between 15 and 20 storeys
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	<p>at the junction of Thurlow Street and Albany Road to mark the main entrance to the neighbourhood and symbolise the area's regeneration;</p> <p>Local landmark buildings of between 10 and 15 storeys to mark the entrances to Portland Street, the King William IV and Chumleigh green fingers, and also the Amersham Site. The design of these taller buildings needs careful consideration. They should be elegant and slender. Proposals should demonstrate that harmful effects on residents, pedestrians and cyclists, such as overshadowing and wind funnelling, will be minimised.</p>
Impact on listed buildings or undesignated heritage assets	The site lies in the setting of Grade II listed 1, 1a and 3-11 Portland Street (and attached railings).
Impacts on Conservation Area	Development should enhance the setting of the adjacent Liverpool Grove Conservation Area and Walworth Road Conservation Area and the proposed new Thomas A/Beckett and High Street Conservation Area and Mission Conservation Area
Impacts a distinctive Borough View or London View Management Framework View (LVMF)	No
Impacts an Archaeological Priority Area	No
Impacts a Scheduled Ancient Monument	No
Is in close proximity to the River Thames	No
Is in a Town Centre	Part of the allocation – Elephant and Castle Major Town Centre
Is in an Opportunity Area	Part of the allocation – Elephant and Castle Opportunity Area and part of allocation Old Kent Road Opportunity Area
Is in the Central Activity Zone (CAZ)	No
Can provide Low Line walking routes	No
Impacts a designated open space	The site is in proximity to Burgess Park (Metropolitan Open Land), Surrey Square (Borough Open Land).

### Space standards



20. Space standards to be inserted into Policy P14 as Table 6a for just the Aylesbury Action Area Core intermediate and social rented housing. These ensure that where there are higher standards for the area that they are carried forward:

Number of bedrooms flats	Number of bed spaces (persons)	Intermediate	Social rented
		Net internal square area sqm	Net internal square area sqm
1b	2p	50	52.3
2b	3p	63	66
2b	4p	77.2	80.9
3b	5p	86.6	90.8
4b	6p	99	99
5b	7p	112	115.5
<b>maisonettes</b>			
2b	4p	79.3	83.1
3b	5p	89.8	94.1
4b	6p	100.8	105.6
5b	7p	117.1	122.7
<b>house</b>			
2b	4p	83	86.9
3b	5p	94	98.5
4b	6p	101.9	106.7
5b	7p	120.2	126

### Monitoring Table

21. The monitoring table in the AAP (Appendix 6) will be retained and regularly updated and monitored to demonstrate how the AAPs have been delivered. There will also be more social and other data that will now be collected as part of the NSP. It is part of the NSP monitoring framework that is available online, this is going through examination. These will be adopted in 2021.

### Phasing and delivery of the Aylesbury regeneration

22. The figure below illustrates the updated phasing of regeneration coming forward on the Aylesbury Estate.



23. A significant number of homes have already been delivered at Aylesbury prior to planning permission being granted for the outline consent. These comprise:

**Site 1a delivering 261 homes**

07/CO/0046 - included 261 units (increase of 1 unit from the permission)  
 (Phase 1A) - Outline Planning Application for the demolition of 1-41 Bradenham, 1-12 Red Lion Close, the Aylesbury Day Centre, the elevated pedestrian link across Bradenham Close and the single storey garages on Red Lion Close, and the erection of a series of buildings ranging in height from 1 (c.4.5m) to 10 storeys (29.9m) in height comprising around 260 dwellings, 404m<sup>2</sup> of retail floorspace, a new day centre and provision of public open space and public realm improvement work. Granted 11/06/2007, completed 2011/2012.

**Site 7 delivering 147 homes**

12/AP/2332 - included 147 units, 88 net (Phase 1A) Aylesbury Proposal Site 7 - 1-27 and 28-59 Wolvertan, Sedan Way, demolition of existing buildings and redevelopment of the site to provide 147 residential units including flats,

maisonettes and houses (30 x 1 bed, 71 x 2 bed, 13 x 3 bed, 28 x 4 bed, 5 x 5 bed) of which 58% would be affordable housing. The proposed residential blocks range between 3 and 10 storeys in height (10 Storeys at Thurlow Street) with a basement car park together with new vehicle access, plant, landscaping, cycle storage and refuse/recycling facilities. Granted 19/02/2013, completed 2016.

24. Site 10 (known as Plot 18) and the First Development Site are currently under construction.
25. Ellison House is an approved premises facility, it has 31 rooms which will be vacated this year. A new facility has been built on the corner of Site 4b for 36 rooms, this had its own consent.
26. The table below sets out the phases for development from the AAP and how they have since been amended:

<b>AAAAP proposal site and phasing</b>	<b>AAAP Development number and block address</b>	<b>AAAP number of homes</b>	<b>Number of homes / updates</b>	<b>Expected delivery</b>
AAAP P1 Phase 1 (2009-2016)	1a: (1-12 Red Lion Close; 1- 41 Bradenham; and the Aylesbury Day Centre)	260 homes	<b>261 homes completed</b>	-
	1b: (1-35 Chartridge; 42-256 Bradenham; 69-76 Chartridge; 77-105 Chartridge; Ellison House; 1-28 Arklow House)  1c: (36-68 Chartridge; 106-119 Chartridge; 120-149 Chartridge; and 1-172 Chiltern)	408 homes  472 homes	Now known as first development site – 842 homes in total, construction has started (14/AP/3843).	Delivery of all units expected between 2021-2025
	7: (1-27 Wolverton; and 28- 59 Wolverton)	165 homes	<b>147 homes completed - developed by L&amp;Q</b>	-
	10: (Youth Club Amersham; and 300-313 Missenden)	112 homes	Now known as Plot 18. This has been moved to	Delivery 2022/2023

			<b>Phase 2.</b> It is under construction – 16/AP/2800 for 122 homes.	
AAAP P2 Phase 2 (2013-2018)	4a (391-471 Wendover; 1-30 Foxcote; 140 Albany Road; 24-36 Ravenstone; and 67- 81 Ravenstone)	212 homes	Phase 2	Outline consent – first ones to address re-provision, this will be delivered later in the Plan period.
	4b (241-390 Wendover; 1-30 Winslow; 1-25 Padbury; 1-23 Ravenstone; and 37-66 Ravenstone)	206 homes	Phase 2	
	5 (37-62 Wendover; 117-156 Wendover; 201-240 Wendover; 126-151 Wolverton; 152-175 Wolverton; and 176-192 Wolverton)	227 homes	Phase 2	Outline consent
AAAP P3 Phase 3 (2017-2020)	6 (1-36 Wendover; 73-116 Wendover; 157-200 Wendover; 60-84 Wolverton; 1-14 Brockley House; 105- 125 Wolverton; and 85-104 Wolverton)	168 homes	<b>Now Phase 2</b>	Outline consent
	8 (218 A-F East Street)	62 homes	Phase 3	Outline consent
	9 (1-215 Taplow; 184 A-F East Street; 1-20 Northchurch; 21-40 Northchurch; 41-56 Northchurch;	219 homes	Phase 3	Outline consent

	Aylesbury Day Nursery; 57-76 Northchurch; Tykes Corner; and Aylesbury Access Centre)			
AAAP4 Phase 4 (2020-2027)	2a (1-35 Gayhurst; 62-79 Gayhurst; 145-162 Gayhurst; and 80-120 Gayhurst)	196 homes	Phase 4c	Outline consent
	2b (36-61 Gayhurst; 1-20 Hambledon; 1-18 Gaitskell House; 121-144 Gayhurst; 1- 24 Calverton; and 19-31 Gaitskell)	312 homes	Phase 4c	Outline consent
	3a (32-61 Latimer; 114-141 Latimer; 7-35 Emberton; and 198-202A Albany Road)	298 homes	Phase 4b	Outline consent
	3b (1-31 Latimer; 86-113 Latimer; 1-6 Emberton; 1-31 Danesfield; 25-31 Calverton; 32-42 Gaitskell House; 43- 66 Gaitskell House; and 62- 85 Latimer)	321 homes	Phase 4b	Outline consent
	11 (Amersham Community Centre; 284-299 Missenden; 77-105 Michael Faraday House; and 57-76 Michael Faraday House)	174 homes	Phase 4a	Outline consent
	12 (59-75 Missenden; 256-283 Missenden; 166-255 Missenden; 1-36	172 homes	Phase 4a	Outline consent

	Michael Faraday House; 37-56 Michael Faraday House)			
	13 (1-30 Soane House; 31- 35 Soane House; 1-12 Lees House; 77-105 Darvell House; 51-67 odd Inville Road; 1-8 Chadwell House; and 47/47a Villa Street)	101 homes	Phase 4a	Outline consent
	14 (44-58 Missenden; 76-165 Missenden; and 1-43 Missenden)	119 homes	Phase 4a	Outline consent

## Masterplan

- 27.** The outline application for the Overall Masterplan proposes the following development in a range of building types between two and 20 storeys:
- 2,745 mixed tenure homes including (based on the illustrative masterplan):
    - 1018 Target Rent homes
    - 378 Shared Ownership homes
    - 1,349 Private homes
  - Up to 2,500sqm of employment floor space.
  - Up to 3,500 sqm of retail/workspace floor space.
  - Up to 6,402 sqm of healthcare/community/early years floor space.
  - Extensive new public open space
- 28.** The reserved matters planning application for Plot 18 proposes the following development in two parcels, the North block and the South block with buildings from four to 15 storeys:
- 122 mixed tenure homes including:
    - 46 Target Rent homes
    - 10 Shared Ownership homes
    - 66 Private homes
  - A health centre
  - A library
  - An early years nursery
  - Two retail spaces

- A community facility
- A new public square

**29.** The detailed application for the First Development Site proposes the following development in a range of building types between three and 21 storeys:  
The tenure breakdown for the First Development Site (1a, b and c) is currently as follows:

- 348 homes for social rent including 54 extra care homes and 7 homes for adults with learning disabilities
- 211 homes for shared ownership/shared equity
- 235 homes for private sale
- 48 homes for private rent
- A community facility
- Extensive new public open space.

**30.** **Appendix 2** of the Site Allocation Methodology Report sets out the phasing of homes coming forward through the planning approvals, it should be noted that the delivery of homes is considered through each planning application, the demolition/completion of new dwellings are only accounted for once the whole scheme has been fully implemented, therefore the figures are set out as net.

**31.** When the regeneration of the estate is considered as a whole, the replacement homes will be delivered up to 2027/28 and the additional homes will be delivered beyond this.