

Item No. 13.	Classification: Open	Date: 12 December 2017	Meeting Name: Cabinet
Report title:		Old Kent Road Area Action Plan: Further Preferred Option	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Mark Williams, Regeneration and New Homes	

FOREWORD – COUNCILLOR MARK WILLIAMS, CABINET MEMBER FOR REGENERATION AND NEW HOMES

We must be ambitious if we are to meet the need for more housing in London whilst increasing employment and at the same time designing new neighbourhoods that deliver open space, community facilities, improvements to air quality, and a massive shift to sustainable and active travel. This plan sets out a clear vision for how this will all be delivered along the Old Kent Road. By working in partnership with our local communities, businesses, landowners, Lewisham, Transport for London, and the Mayor of London we will deliver significant benefits for our residents and for London.

This Old Kent Road Area Action Plan sets out how we will deliver 10,000 new jobs in addition to the 10,000 jobs already there, new parks, new school places, a new college, improvements to the Old Kent Road itself, and 20,000 new homes including 7,000 affordable homes all supported by the extension of the Bakerloo Line from Elephant and Castle to Lewisham. We are also seeking to bring a university to the area along with a cultural institution. We will effectively be building a new town on brownfield land in central London – this is part of central London, but will be better. Our ambition is to not only deliver these new homes and jobs but to improve the health, education and life chances of people who already live and work along the Old Kent Road underpinned by decent housing for all and well designed neighbourhoods.

Following previous versions of this plan we have carefully considered the over 1,300 consultation responses we received and have made significant changes to the previous version of this plan. We are therefore undertaking further consultation on this revised preferred option before moving to a submission version next year.

Alongside this plan we are working with our partners to continue developing the funding package for the Bakerloo Line Extension which will cost c£3.5 billion. We expect to raise £200-300 million of Community Infrastructure Levy and have recently updated the CIL rate for the Old Kent Road area. We are exploring options to fund this key project with TfL, the GLA, and Treasury. As set out in this plan the extension of the Bakerloo Line will unlock an additional 12,000 homes – over and above the 8,000 new homes that can be delivered without the extension – and will deliver all of these homes much more quickly. Without the extension we can deliver 8,000 new homes by 2037, with the extension we can deliver those 8,000 homes ten years earlier and then an additional 12,000 new homes by 2037.

The Old Kent Road is a unique opportunity in London to build desperately needed new homes and significantly increase employment. These jobs will be in manufacturing, industry, arts, warehousing and traditional employment activities along with offices, tech and other new types of businesses. This will be enabled by the design of the buildings and places which are specified in the five area masterplans. This is the only place where there is such a significant area of land to develop including large retail warehouses with large car parks. The Bakerloo

Line Extension will unlock the potential of the area to meet the many challenges our borough and London face.

RECOMMENDATIONS

That cabinet:

1. Agree the Old Kent Road Area Action Plan: Further Preferred Option (Appendix A) for consultation.
2. Note the proposed changes to the adopted policies map (Appendix B), Consultation Plan (Appendix C) and Consultation Report (Appendix D).
3. Note the Integrated Impact Assessment (Appendix E) and Habitats Regulations Assessment (Appendix F).
4. Instruct officers to prepare a report for Cabinet regarding a local lettings policy for Old Kent Road.

BACKGROUND INFORMATION

5. In June 2016 Cabinet resolved to consult on the draft Old Kent Road Area Action Plan (OKR AAP) which sets out an ambitious growth strategy for Old Kent Road and the surrounding area which was designated as an opportunity area by the London Plan 2015. Over the next 20 years the opportunity area will be transformed, including the provision of new underground stations as part of the Bakerloo Line Extension, 20,000 new homes, including affordable homes and 10,000 additional jobs. Extensive consultation on the plan took place between June and November 2016 and the council received over 1,000 responses.
6. Once adopted, the OKR AAP will form part of Southwark's Local Plan and be used alongside the New Southwark Plan to determine planning applications and focus investment. It will also be endorsed by the Mayor of London as an Opportunity Area Planning Framework. As a part of Southwark's Local Plan it is required to be consistent with the borough-wide New Southwark Plan and must be in general conformity with the London Plan.
7. The New Southwark Plan Submission Version was agreed by Council Assembly for consultation on 27 November 2017. These policies apply to development in the Old Kent Road. The New Southwark Plan sets out a vision, policies and site allocations. The Old Kent Road AAP sets out further detail with additional policies and a masterplan with specific land uses and place making of areas that will change along with improvements to transport and the entire AAP area.
8. One of the key drivers for change in the Old Kent Road area is the delivery of the Bakerloo Line Extension and improvements to surface transport on the Old Kent Road itself. TFL consulted on BLE station and shaft locations from Elephant and Castle to Lewisham with 4 options for stations along the Old Kent Road. The council is waiting for the outcome of the consultation which is expected around the end of the year and may include further consultation. Upon completing the strategic surface transport study, TFL is also investigating and modelling the options considered in the study, with a preferred option expected in 2018. The potential station locations and surface transport improvements are an important part of the plan and will inform the final version prior to formal examination.

9. Since the original draft and following the interim consultation in the summer (June to September 2017), the council has explored practical ways of achieving mixed use development in the Old Kent Road. This has informed a series of masterplans for the site allocations, taking into account land ownership and urban design principles to address the type, scale, design and location of development which provide more certainty to the delivery of the key principles of the plan. For example, certainty on the positioning and design of strategic parks including the Surrey Canal linear park, and the requirement to deliver high quality industrial workspace within new neighbourhoods.
10. It is also recommended that officers prepare a report for Cabinet for a local lettings policy in Old Kent Road. This would involve ensuring the local housing needs of residents are addressed in new developments in the area.

CONSULTATION

11. Consultation on the draft AAP is being carried out in accordance with the requirements of the Planning and Compulsory Purchase Act 2004 (as amended). The council received over 1,000 responses to the draft AAP, as set out in the consultation report. The Further Preferred Option is intended to encompass the council's response to extensive consultation and provide the opportunity for further engagement and comment on the progress of the plan before the formal submission version. This is set out in the consultation plan.

KEY ISSUES FOR CONSIDERATION

12. The draft OKR AAP is an ambitious plan for the regeneration of Old Kent Road and the surrounding area. It provides more detail to the New Southwark Plan vision and policies to manage change over the next 20 years.
13. The plan objectives are:

1) NEW HOMES

- Build 20,000 new homes across the opportunity area.
- 7,000 of these new homes will be affordable.
- Provide a mix of home sizes with housing suitable for every stage of life.
- Provide a mix of home types primarily flats but including terraced houses delivered in high density, mixed use neighbourhoods.

2) BAKERLOO LINE EXTENSION

- Extend the Bakerloo Line and deliver three new stations along the Old Kent Road, speeding up the delivery of homes and jobs.

3) EMPLOYMENT, JOBS AND BUSINESS

- Double the number of jobs in the area from approximately 10,000 to 20,000.
- Increase the range of jobs by providing different types and sizes of employment space from laptops to forklifts including light industrial, maker spaces, warehousing and distribution, offices, workspaces, retail, leisure and entertainment facilities.
- Sustain the employment networks and ecosystems which help to make the Old Kent Road successful.

- Provide new employment space mixed with residential in innovatively designed buildings.

4) TOWN CENTRE, LEISURE AND ENTERTAINMENT

- Create a new major town centre, in a significantly more attractive and accessible environment. A variety of shops and facilities including local independent shops and large stores such as supermarkets, homeware and hardware available on the high street.
- Deliver exciting new activities in leisure, entertainment, recreation and play in the town centre for local people of all ages to get out and have fun in the day and night time.

5) PARKS AND OPEN SPACE

- Create three new parks: one at Mandela Way, one at the old Gasworks and a linear park along the route of the Surrey Canal, which will connect existing and new neighbourhoods and help deliver the Greener Belt.
- Create new neighbourhood green links and spaces between these new parks, the stations and busy places linking to established residential neighbourhoods.

6) COMMUNITY AND SCHOOLS

- Expand existing primary schools to provide up to 9 additional forms of entry, one new secondary school and two new primary schools providing high quality learning, play, sports, arts facilities, open and inclusive for the pupils and wider community.
- Promote the co-location of nurseries and older people's accommodation for intergenerational learning and health.
- Deliver a network of arts and cultural spaces which will provide a foundation for the local community, as individuals or groups, young and old, to explore and engage in continuous learning.

7) CULTURE AND HERITAGE

- Strengthen the identity of the Old Kent Road as a cultural destination, attracting new creative enterprises, a university and a major cultural attraction.
- Integrate the Old Kent Road's historic and valued character into new development, celebrating its industrial past and present.
- Protect and enhance listed and non-listed heritage assets and buildings and spaces of townscape and heritage value and find new uses for old buildings.

8) HEALTH AND WELLBEING

- Reduce air pollution to improve the health and wellbeing of our residents
- Build a new community health hub providing a focus for improving health and promoting healthy active lifestyles
- New residential development will have zero car parking. New commercial development will need to commit to the use of electric vehicles. TfL will be encouraged to have a low emission bus fleet and schools will be located away from main roads.

14. The main changes to the plan since previous consultation versions include:

- The reintroduction and new designation of Strategic Protected Industrial Land in South Bermondsey, Galleywall, Admiral Hyson and Glengall Road industrial estates, Ormside Street and the Penarth Centre. This includes a strategy for industrial intensification and key infrastructure (e.g. the IWMMF and electricity substation).
- The requirement for retention or re-provision of employment floorspace across the entirety of the opportunity area including active involvement and security for existing businesses and a range of different employment types from industry to offices.
- Masterplans setting out the type, scale and location of new homes, businesses, schools, health centre, leisure facilities and parks requiring the collaboration of landowners, developers and businesses to secure the effective delivery of future development.
- Strategy for achieving a revitalised high street for the Old Kent Road and proposals for the creation of a transformation of retail and a major town centre. The council is working with TFL to transform the Old Kent Road into a modern boulevard providing a safer and greener environment for people walking and more protection for cyclists.
- Promotion of a healthier environment and transport improvements including the Bakerloo Line Extension, limitations on car parking, reduced air pollution and sustainability improvements for water, drainage and energy.
- Location, design and delivery of strategic parks at Mandela Green, the Surrey Canal, repurposing the large listed gasholder, Malt Street and Ruby Triangle.
- Significant benefits for local residents such as affordable homes, creation of local jobs, new parks and allotments, new health and leisure facilities including potential for the co-location of sports and leisure within new schools, and improved shops and town centre services.
- The delivery of 9 forms of entry through expansions to existing primary schools around the Old Kent Road area and the delivery of 2 new 2/3FE primary schools on sites at Asda and Mandela Way to be delivered later in the plan period. Options for locating a new 6-8FE secondary school (including the gasholder site and council owned land at Sandgate Street) are also identified to facilitate delivery by 2022/23. The plan also identifies the potential to establish further education in the opportunity area and attract a higher education institution.
- Potential to grow the arts and cultural industries in the opportunity area, including providing the right kind of space including affordable space and promote the Old Kent Road as a good location for larger arts/cultural organisations to create a new identity for the area.
- The delivery of a new health hub to serve the Old Kent Road, Canada Water and Bermondsey. The health hub needs to be located close to the junction of Old Kent Road at St James's Road. Potential sites include the Frensham Street depot (subject to depot relocation) and the doctor's surgery on Verney Road, both in Southwark ownership.

Next Steps

15. The council will consult on the Further Preferred Option between December 2017 and 6 March 2018. The consultation report (Appendix B) sets out the scope of consultation that will be carried out along with key events and methods of engagement.
16. The council will consider all responses received to the consultation and prepare a Proposed Submission version of the plan in 2018. Representations will be invited on the proposed final plan and subsequently the AAP will be submitted to the Secretary of State for an examination-in-public (EIP) in late 2018-early 2019. The adoption of the AAP is expected in 2019.

Community impact statement

17. The OKR AAP has the aim of promoting regeneration that benefits existing communities in Southwark and provides new and improved facilities for residents, businesses and accommodates much needed growth in housing and transport infrastructure. In preparing the draft OKR AAP the council has completed an integrated impact assessment (Appendix C). This assessment found that the AAP/OAPF has strong objectives for improving the quality of the environment in the opportunity area including fostering community cohesion, improving health and equal opportunities for all. Policies reflect the aim of achieving revitalised neighbourhoods with new community facilities, healthcare, education, cultural, business, leisure and arts space. The AAP provides many opportunities to replace, enhance and expand community, business and cultural functions, which will be an integral part of the place-making strategy. The implementation of the AAP will ensure high quality development is delivered across the opportunity area, encouraging sites to consider wider considerations to achieve the aspirations of the plan, including new green spaces, improved transport infrastructure, connecting routes and high quality new buildings.

Financial implications

18. There are no immediate financial implications arising from the proposed consultation on the Further Preferred Option AAP. Any potential additional costs from any specific proposals emerging from the preparation and adoption of the plan or any queries thereof will be submitted as separate reports for consideration in line with the appropriate protocols.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

19. As noted in paragraph 6 of this report, the OKR AAP is a local development document under the legislative framework established under the Planning and Compulsory Act 2004 ('the 2004 Act') and the regulations made under that Act, namely the Town and Country Planning (Local Planning) (England) Regulations 2012 ('the Regulations'). As part of the Local Plan for Southwark, the Old Kent Road AAP, once adopted, will be used to make planning decisions on development proposals submitted to the council.
20. The Regulations require that there must be a consultation process in the preparation of a local plan document and the council has already undertaken that process in relation to the original draft of the OKR AAP. The council has had due regard to Regulation 18(3) of the Regulations which requires the council (as local planning authority) to take account

of any representations made in the statutory consultation. Members have the opportunity to consider the consultation responses in the report at Appendix D.

21. Section 19(3) of the 2004 Act requires that, in preparing local development documents, the local planning authority must comply with their statement of community involvement (SCI) and this report confirms that there will be compliance with the twelve week consultation period referred to in the SCI, which is itself a statutory document. The Consultation Plan at Appendix B explains the steps that will be taken to consult on the Further Preferred Option of the OKR AAP which is the subject of this report.
22. As noted in paragraph 16 of this report, the OKR AAP will continue through the statutory preparation process as will be outlined in further reports to Cabinet as the stages progress.
23. This report is accompanied by an Integrated Impact Assessment (Appendix E) which incorporates various appraisals and assessments required by law including the Sustainability Appraisal, Strategic Environmental Assessment, Health Impact Assessment and Equalities Analysis and these are considered separately in the following paragraphs.
24. Section 19(5) of the 2004 Act requires a sustainability appraisal of the proposals in each development plan document such as the OKR AAP. Section 39 requires the council in their plan making function to have the objective of contributing to the achievement of sustainable development. The purpose of the Sustainability Appraisal is to promote sustainable development by assessing the extent to which the emerging OKR AAP, when judged against reasonable alternatives, will help to achieve relevant environmental, economic and social objectives.
25. Sustainability Appraisals are also required to satisfy the Environmental Assessment of Plans and Programmes Regulations 2004 which implement the requirements of the European Directive 2001/42/EC. The Directive requires a formal Strategic Environmental Assessment (SEA) of certain plans and programmes that are likely to have significant effects on the environment.
26. The council is also required by UK law to pay due regard to advancing equality, fostering good relations and eliminating discrimination for people sharing certain protected characteristics, as set out in the public sector equalities duty under section 149 of the Equality Act 2010). The council carries out Equalities Analysis (EqIA) of its plans, decisions and programmes to consider the potential impact (positive and negative) of proposals on the key 'protected characteristics' in the Equality Act 2010 and with regard to the Human Rights Act 1998.
27. Health Impact Assessment (HIA) is a combination of procedures, methods and tools by which a policy, program or project may be judged as to its potential effects on the health of a population, and the distribution of these effects within the population. National Planning Practice Guidance on 'the role of health and wellbeing in planning' states that local planning authorities should ensure that health and wellbeing, and health infrastructure are considered in local and neighbourhood plans and in planning decision making.
28. The Habitats Regulation Assessment at Appendix E is a further legal requirement following the incorporation of European legislation (Habitats Directive) into UK legislation. Regulation 102 of the Conservation and Habitats Species Regulations requires the council (as a plan-making authority) to consider whether a land use plan such as the OKR AAP is likely to have a significant effect on a 'European site' and if so

to make an appropriate assessment of the implications for the site in view of that site's conservation objectives. However, the Habitats Regulation Assessment at Appendix E confirms that the Old Kent Road AAP on its own or in combination with other plans and projects is not likely to have any significant discernible adverse impact on European sites therefore stage 2 (appropriate assessment and ascertaining the effect on site integrity) and stage 3 (mitigation and alternative solutions) of the HRA process are not considered necessary.

29. Part 3B of the Cabinet Portfolios for 2017-18 in the Southwark Constitution provides that the Cabinet Member for Regeneration and New Homes has particular responsibility for development of the local development framework.
30. Part 3B of the Cabinet Role and Functions states that it is an executive function of the Cabinet to ensure consultation on the development of the council's policy framework.

Strategic Director of Finance and Governance (FC17/072)

31. This report is requesting cabinet to approve the Old Kent Road Area Action Plan: Further Preferred Option (Appendix A) for consultation. Full details of all related recommendations are detailed in paragraphs 1-4 and the background is provided within the main body of the report.
32. The strategic director of finance and governance notes that there are no immediate financial implications arising from this report and any costs from specific proposals emerging from the adopted plan would be subject to separate report for formal approval.
33. Staffing and any other costs connected with this report to be contained within existing departmental revenue budgets.

Director of Public Health

34. The Old Kent Road Area Action Plan (AAP) has an overarching policy on social regeneration to revitalise neighbourhoods and to ensure that the benefits and opportunities offered by regeneration can be accessed by all residents, particularly existing residents. Health inequalities are widening in Southwark and the AAP commits to providing targeted support for the more disadvantaged communities to address the social gradient in poor health.
35. The AAP also sets out the policies for the key wider socio economic and environmental determinants and factors affecting health such as opportunities for employment and for local business growth and new and improved housing. Active travel and opportunities for play and physical activity are priorities. The poor air quality is directly addressed as a concern. Green infrastructure is also prioritised with new parks and spaces created and improvements to existing green spaces.
36. Alongside the AAP, there is ongoing work to develop and adopt a health plan for the Old Kent Road. This is referred to in the AAP. The health plan will set out in more detail some of the local health issues such as childhood obesity and chronic health conditions such as asthma and the more detailed actions and mitigation that would be expected such as greater opportunities for healthy eating and fewer hot food takeaway outlets and addressing both internal as well as external air quality and orienting living (housing) and social (cafes and restaurants) spaces away from busy roads.
37. The ambitious vision set for the Old Kent Road has the potential to realise significant improvements in the health and wellbeing for the people living and working in the area

and in the surrounding areas. The director of health and wellbeing welcomes the many positive aspects of the AAP and will work closely with the directors of planning and regeneration to ensure that health is improved and health inequalities reduced and that improved health outcomes are integrated into the delivery and monitoring of the AAP.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
London Plan 2016	Southwark Council 5 th Floor Hub 2 160 Tooley Street London SE1 2QH	planningpolicy@southwark.gov.uk
Web link: http://www.london.gov.uk/priorities/planning/londonplan		
Southwark Statement of Community Involvement 2008	Southwark Council 5 th Floor Hub 2 160 Tooley Street London SE1 2QH	planningpolicy@southwark.gov.uk
Web link (please copy and paste into browser): http://www.southwark.gov.uk/planning-and-building-control/planning-policy-and-transport-policy/consultation-and-updates/statement-of-community-involvement		
Saved Southwark Plan 2010	Southwark Council 5 th Floor Hub 2 160 Tooley Street London SE1 2QH	planningpolicy@southwark.gov.uk
Web link (please copy and paste into browser): http://www.southwark.gov.uk/assets/attach/1767/1.0.1%20DL%20Saved_Southwark_Plan_policies_and_appendices_strikethrough_version.pdf		
The Core Strategy 2011	Southwark Council 5 th Floor Hub 2 160 Tooley Street London SE1 2QH	planningpolicy@southwark.gov.uk
Web link (please copy and paste into browser): http://www.southwark.gov.uk/assets/attach/1675/1.0.2%20DL%20Core_Strategy_2011.pdf		
National Planning Policy Framework	Southwark Council 5 th Floor Hub 2 160 Tooley Street London SE1 2QH	planningpolicy@southwark.gov.uk
Web link: https://www.gov.uk/government/publications/national-planning-policy-framework--2		
New Southwark Plan Proposed Submission Version	Southwark Council 5 th Floor Hub 2 160 Tooley Street London SE1 2QH	planningpolicy@southwark.gov.uk
Web link: http://www.southwark.gov.uk/newsouthwarkplan		

Background Papers	Held At	Contact
Old Kent Road AAP Preferred Option	Southwark Council 5 th Floor Hub 2 160 Tooley Street London SE1 2QH	planningpolicy@southwark.gov.uk
<p>Web link (please copy and paste into browser): http://www.southwark.gov.uk/planning-and-building-control/planning-policy-and-transport-policy/development-plan/area-action-plan?chapter=2</p>		
Old Kent Road AAP: New and Amended Policies	Southwark Council 5 th Floor Hub 2 160 Tooley Street London SE1 2QH	planningpolicy@southwark.gov.uk
<p>Web links below (please copy and paste into browser): http://www.southwark.gov.uk/planning-and-building-control/planning-policy-and-transport-policy/development-plan/area-action-plan?chapter=2</p>		

APPENDICES

No.	Title
Appendix A	Old Kent Road AAP Further Preferred Option 2017 (circulated separately)
Appendix B	Proposed changes to the adopted policies map (circulated separately)
Appendix C	Consultation Plan (circulated separately)
Appendix D	Consultation Report (circulated separately)
Appendix E	Integrated Impact Assessment (circulated separately)
Appendix F	Habitat Regulations Assessment (circulated separately)

AUDIT TRAIL

Cabinet Member	Councillor Mark Williams, Regeneration and New Homes	
Lead Officer	Eleanor Kelly, Chief Executive	
Report Author	Juliet Seymour, Planning Policy Manager	
Version	Final	
Dated	30 November 2017	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
	Comments Sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Director of Public Health	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	30 November 2017	