

21 January 2015

Aylesbury Estate, Walworth

in the London Borough of Southwark

planning application no. 14/AP/3844

Strategic planning application stage 1 referral

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.

The proposal (outline masterplan)

Demolition of existing buildings and redevelopment to provide a mixed use development over 18 plots comprising a number of buildings ranging between 2 to 20-storeys in height with capacity for up to 2,745 residential units (Class C3); up to 2,500 sq.m. of employment space (Class B1); up to 500 sq.m. of retail space (Class A1); 3,100 to 4,750 sq.m. of community space, medical centre and early years facility (Class D1); and, 3,000 sq.m. flexible retail space (Class A1/A3/A4) or workspace (Class B1).

The applicant

The applicant is **Notting Hill Housing Trust**, and the architects are **HTA Design LLP, Hawkins Brown** and **Mae Architecture**.

Strategic issues

The principle of the proposed **comprehensive regeneration** of Aylesbury Estate is strongly **supported** in strategic planning terms.

Nevertheless, the **net loss of affordable housing** does not comply with the London Plan. This issue, in conjunction with others related to **housing, urban design, inclusive access, sustainable development** and **transport** require acceptable resolution prior to the Mayor's decision making stage.

Recommendation

That Southwark Council be advised that whilst the scheme is strongly supported in principle, the application does not comply with the London Plan for the reasons set out in paragraph 78 of this report. The resolution of those issues could, nevertheless, lead to the application becoming acceptable in strategic planning terms.

Context

1 On 28 November 2014 the Mayor of London received notice from Southwark Council of a planning application of potential strategic importance to develop the above site for the above uses. The associated application material was received directly from the applicant's planning agent on 4 December 2014. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor has until 14 January 2015 to provide the Council with a

statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Nevertheless, at the request of GLA planning officers, Southwark Council agreed in this case to allow until 21 January 2015 for the Mayor to provide his representations on the application. This report sets out information for the Mayor's use in deciding what decision to make.

2 The application is referable under the following categories of the Schedule to the Order 2008:

- 1A 1 *"Development which comprises or includes the provision of more than 150 houses, flats, or houses and flats";*
- 1B 1(c) *"Development (other than development which only comprises the provision of houses, flats, or houses and flats) which comprises or includes the erection of a building or buildings outside Central London and with a total floorspace of more than 15,000 square metres";*
- 1C 1(c) *"Development which comprises or includes the erection of a building of... more than 30 metres high and is outside the City of London";* and,
- 3A 1(a) *"Development which is likely to result in the loss of more than 200 houses, flats, or houses and flats (irrespective of whether the development would entail also the provision of new houses or flats)".*

3 Once Southwark Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or, allow the Council to determine it itself.

4 The environmental information for the purposes of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 has been taken into account in the consideration of this case.

5 The Mayor of London's statement on this case will be made available on the GLA website www.london.gov.uk.

Site description

6 Aylesbury Estate is located in Walworth, just to the north of Burgess Park and Albany Road. The estate is approximately 27 hectares in size, and extends northwards for some 620 metres to East Street. The eastern and western extents of the outline masterplan site are defined by Bagshot Street/Surrey Square Park/Sedan Way (to the east) and Dawes Street/Portland Street (to the west). Figure 1 below identifies the outline masterplan site, as well the site of an adjacent detailed phase which has been submitted in tandem with the outline application (refer to GLA planning report [D&P/0306b/01](#)). The Liverpool Grove Conservation Area is situated just northwest of the estate, and is characterised by two to three-storey brick built terraces and blocks of flats which were constructed during the nineteenth and early twentieth century.

7 Aylesbury Estate was designed and built between 1963 and 1977, and comprises a mixture of linear block typologies between four and fifteen-stories. In many instances parking and servicing areas dominate the public realm at the ground floor of the estate, however, a number of the blocks benefit from ground floor garden areas. The estate originally comprised [2,758 social rented units](#), however, [356 of these](#) are understood to have subsequently shifted to private tenure through the 'right to buy' initiative.

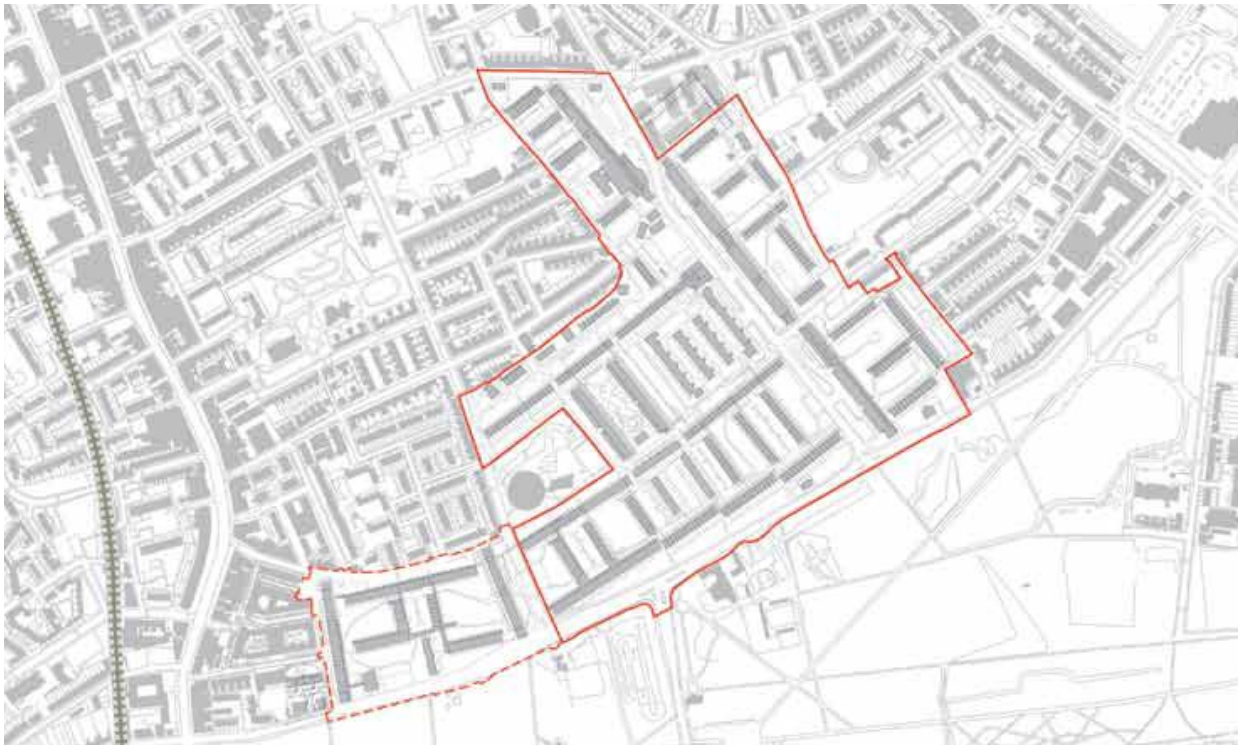


Figure 1: Aylesbury Estate outline masterplan site (solid red line) and detailed phase site (dashed red line).
Source: Design & Access Statement v1, HTA Design LLP, Hawkins\Brown, Mae.

8 A 1.4 hectare portion of the estate known as ‘site 1a’ (at the western edge of the estate, close to Camberwell Road) was redeveloped as part of an early regeneration phase which was completed in 2012. Redevelopment at ‘site 7’ to the north of the estate (south of East Street and east of Thurlow Street) is currently underway. Closer to the heart of the estate (but outside of the site boundary), the distinctive Michael Faraday Primary School at Portland Street (completed in September 2010, and designed by Alsop Sparch) represents a further beacon of the regenerative intent for the neighbourhood.

9 There are no train or tube stations within the immediate vicinity of the site, however, frequent bus services operate along Walworth Road, Albany Road and Thurlow Street at the boundaries of the estate. The public transport accessibility of the site ranges from four (at the west of the estate) to one (at the centre and east of the estate), on a scale of one to six - where six denotes the most accessible locations in the capital.

10 There is currently little in the way of neighbourhood convenience stores on the estate, with local high streets at Camberwell Road (to the west) and Old Kent Road (to the east) operating as the principal destinations for convenience goods shopping.

Details of the proposal

11 The proposal is for comprehensive regeneration of Aylesbury Estate, and this outline application is designed to define the parameters for the phased redevelopment of the vast majority of the estate over the medium to long term. The outline application comprises a masterplan of 18 development plots, to be occupied by a number of buildings ranging between 2 to 20-storeys, and providing up to 2,745 residential units; up to 2,500 sq.m. of employment space; up to 500 sq.m. of retail space; between 3,100 and 4,750 sq.m. of community use space, medical centre and early years facility; and, up to 3,000 sq.m. of flexible retail or business space.

12 In conjunction with the outline application, a detailed phase for an adjacent part of the estate has been submitted in tandem (refer to **GLA planning report D&P/0306b/01**).

Case history

13 On **9 July 2014 a GLA pre-application meeting** was held at City Hall to discuss this scheme. Following the submission of further information on the housing baseline for the estate on 11 August 2014, the advice issued on 22 August 2014 stated that GLA officers strongly support the principle of comprehensive regeneration of Aylesbury Estate in strategic planning terms, however, the **proposed net loss of affordable housing does not comply with London Plan policy**. The applicant was **strongly encouraged to take steps respond to this strategic issue prior to the submission of an application for the scheme**. The applicant was also advised to ensure that other issues with respect to urban design, inclusive access, sustainable development (including the energy strategy) and transport were appropriately addressed by the planning submission.

Strategic planning issues and relevant policies and guidance

14 The relevant strategic issues and corresponding policies are as follows:

- Housing *London Plan; Housing SPG; Housing Strategy; draft Revised Housing Strategy; Shaping Neighbourhoods: Play and Informal Recreation SPG; Shaping Neighbourhoods: Character and Context SPG;*
- Affordable housing *London Plan; Housing SPG; Housing Strategy; draft Revised Housing Strategy;*
- Density *London Plan; Housing SPG;*
- Urban design *London Plan; Shaping Neighbourhoods: Character and Context SPG; Housing SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG;*
- Inclusive access *London Plan; Accessible London: achieving an inclusive environment SPG;*
- Sustainable development *London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change Mitigation and Energy Strategy; Mayor's Water Strategy;*
- Transport *London Plan; the Mayor's Transport Strategy;*
- Crossrail *London Plan; London Plan; and, Use of planning obligations in the funding of Crossrail, and the Mayoral Community Infrastructure Levy SPG.*

15 For the purposes of **Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the 2010 Southwark Core Strategy; 2010 Aylesbury Action Plan; 2007 Southwark Plan (saved policies); and the 2011 London Plan consolidated with 2013 revised early minor alterations.**

16 The following are also relevant material considerations:

- National Planning Policy Framework, Technical Guide to the National Planning Policy Framework and National Planning Practice Guidance; and,
- **Further Alterations to the London Plan 'intend to publish' version** as submitted to the Secretary of State December 2014.

Principle of development

17 In 2005 Southwark Council made a corporate decision to comprehensively redevelop Aylesbury Estate rather than invest hundreds of millions of pounds in an extensive refurbishment programme. Key to this decision was a recognition that many of the existing residential buildings at the estate are poor in terms of energy efficiency, present a number of design and legibility challenges, and are becoming increasingly difficult and expensive to maintain. GLA officers also understand that the current arrangement of undercroft ground floor car parking tends to compound localised issues of antisocial behaviour, and undermines the sense of safety and security in certain parts of the estate.

18 With a view to establishing a dedicated planning policy and design framework for the estate and surrounding hinterland, Southwark Council has developed the Aylesbury Area Action Plan (AAP). In response to consultation prior to submission of the plan to the Secretary of State, the Mayor expressed his view (in April 2009) that the document was in general conformity with the London Plan. The Aylesbury AAP was subsequently adopted by Southwark Council in January 2010, and this plan establishes the principle of comprehensive estate redevelopment at this site. Accordingly the principle of the proposed development is supported in strategic planning terms.

Housing

19 The Aylesbury Estate regeneration programme proposes the demolition of 2,758 homes in total, with this outline masterplan application accounting for 89% of that figure (2,449 units). London Plan Policy 3.14 resists the loss of housing, including affordable housing, without its planned replacement at existing or higher density. This policy states that, at least, equivalent floorspace should be provided in housing redevelopments. GLA officers understand that comprehensive floorspace figures for the existing Aylesbury Estate are not readily available, however, guidance within the Mayor's Housing SPG makes clear that the reprovion of housing may also be considered in terms of unit numbers and/or habitable rooms. Accordingly, an assessment against the requirements of Policy 3.14 is provided below.

Aylesbury Estate – housing baseline

20 Whilst the estate originally comprised entirely social rented accommodation, over time a number of units have been purchased by tenants through the 'right to buy' scheme. The Mayor's Housing SPG clarifies that 'right to buy' properties should not be included within the affordable housing baseline for the estate. Based on the information available, GLA officers understand that the housing baseline for the estate (dated February 2008) is as set out in Table 2 below.

Unit type	Social rent	Private market	Totals
Studio	41	6	47
One-bedroom	887	50	937
Two-bedroom	660	91	751
Three-bedroom	558	146	704
Four-bedroom	218	52	270
Five-bedroom	38	11	49
Total units	2,402	356	2,758
Total habitable rooms	7,345	1,289	8,634

Table 2: Aylesbury Estate housing baseline (as of February 2008).

Aylesbury Estate – early redevelopment phases

21 Since the February 2008 baseline, a number of early phases of the estate redevelopment have taken (or are taking) place - these are known as 'site 1a' and 'site 7' (as discussed in the site description above). Based on the information available to GLA officers the cumulative housing contribution of these early redevelopment phases is as set out in Table 3 below.

Unit type	Social rent	Intermediate	Private market	Totals
One-bedroom	43	18	69	130
Two-bedroom	57	44	107	208
Three-bedroom	19	0	11	30
Four-bedroom	25	0	10	35
Five-bedroom	4	0	1	5
Total units	148	62	198	408
Total habitable rooms	541	162	591	1,294

Table 3: Aylesbury Estate early redevelopment phases

Aylesbury Estate – proposed detailed phase

22 Table 4 below sets out the housing provision within the proposed next detailed phase of the estate regeneration. The detailed phase has been submitted in tandem with this outline application (refer to GLA planning report D&P/0306b/01).

Unit type	Social rent [†]	Intermediate [†]	Private market	Totals
One-bedroom	133	37	191	361
Two-bedroom	72	48	177	297
Three-bedroom	58	14	32	104
Four-bedroom	20	3	10	33
Five-bedroom	18	0	2	20
Total units	301	102	412	815
Total habitable rooms	1,047	327	1,285	2,659

Table 4: Proposed detailed phase of Aylesbury Estate regeneration ([†]including an extra care component).

Aylesbury Estate – proposed outline masterplan application

23 Table 5 below sets out the illustrative schedule of accommodation for the proposed outline masterplan application, which includes all remaining future phases of the regeneration programme across the remainder of the estate.

Unit type	Social rent	Intermediate	Private market	Totals
One-bedroom	263	117	282	662
Two-bedroom	328	174	461	963
Three-bedroom	188	39	308	535
Four-bedroom	159	36	191	386
Five-bedroom	76	10	101	187
Total units	1,014	376	1,343	2,733
Total habitable rooms	3,936	1,237	5,340	10,513

Table 5: Proposed illustrative schedule of accommodation for the outline masterplan covering all remaining phases of the Aylesbury Estate regeneration programme.

Reprovision of housing

24 Table 6 below provides an overview of the delivered, committed and proposed reprovision of housing within the Aylesbury Estate renewal programme (broken down by the contribution made by early phases, the proposed detailed phase and the proposed outline masterplan), against the established housing baseline for Estate.

		Social rent	All affordable	All units
Estate baseline	<i>units:</i>	2,402	2,402	2,758
	<i>habitable rooms:</i>	7,345	7,345	8,634
Early phases	<i>units:</i>	148	210	408
	<i>habitable rooms:</i>	541	703	1,294
Proposed detailed phase	<i>units:</i>	301	403	815
	<i>habitable rooms:</i>	1,047	1,374	2,659
Proposed outline masterplan	<i>units:</i>	1,014	1,390	2,733
	<i>habitable rooms:</i>	3,936	5,173	10,513
Regeneration programme total	<i>units:</i>	1,463	2,003	3,956
	<i>habitable rooms:</i>	5,524	7,250	14,466
Net change against baseline	<i>units:</i>	-939	-399	+1,198
	<i>habitable rooms:</i>	-1,821	-95	+5,832

Table 6: Housing reprovision overview against Aylesbury Estate February 2008 baseline.

25 Table 6 demonstrates that when the housing contribution of the early phases and proposed detailed and outline phases are considered cumulatively, the programme would result in a net gain of 1,198 units, or, 5,832 habitable rooms at the estate in total. However, it is noted that the proposal would result in a net loss of 939 social rented units (39%), or, 1,821 social rented habitable rooms (25%).

26 When the assessment of affordable housing reprovision is widened to include the proposed intermediate tenure (in accordance with the intention of London Plan Policy 3.14 and related SPG), the extent of this loss is reduced somewhat to 399 (17%) fewer affordable units, or, 95 (1%) fewer affordable habitable rooms overall.


27 It is important to recognise that London Plan Policy 3.14 has been designed to enable a degree of flexibility (in terms of mix and tenure) when reprovinding housing and affordable housing. This is in order to allow for the delivery of new homes that respond to local need and contribute towards sustainable mixed and balanced communities. **Nevertheless, whilst the programme as a whole would generate a substantial uplift in housing overall, given the net loss of affordable units and net loss of affordable habitable rooms (albeit the latter loss is comparatively marginal), GLA officers must conclude that the application does not comply with London Plan Policy 3.14.**

28 Notwithstanding the above, it is acknowledged that the adopted Aylesbury APP envisages that the proposed regeneration of Aylesbury Estate is likely to result in a small net loss of affordable housing (approximately 150 units). As discussed in paragraph 18 above, when the Aylesbury AAP was considered against the London Plan as a whole, the Mayor found it to be in general conformity. Accordingly, GLA officers accept that the principle of a limited degree of affordable housing net loss has now been established in this case.

29 Whilst the loss of affordable housing units appears high (and above that cited within the Aylesbury AAP), GLA officers note that the loss in terms of affordable habitable rooms is much less significant. This serves to demonstrate that, to a large extent, the loss of affordable units occurs as a result of the replacement of existing smaller dwellings by new (larger) family sized homes - in

response to local need. Furthermore, as discussed in paragraph 33, the overall mix of housing achieved is welcomed, and represents a genuine step change in housing quality over the existing situation.

30 Given the scale, ambition and complexity of the regeneration scheme, the difficulties of achieving a like for like replacement of affordable housing are appreciated. Nevertheless, given the current position with respect to Policy 3.14, the applicant should address the points below:

- Having regard to advice in the 'maximum reasonable amount of affordable housing' section of this report the applicant should provide a financial viability statement demonstrating that the scheme is maximising the provision of affordable housing as far as is reasonably possible. GLA officers also encourage Southwark Council to consider securing an upwards only affordable housing review mechanism as part of any future section 106 agreement. 
- The applicant (working in conjunction with colleagues at Southwark Council) should set out the key principles of the estate decant strategy - including whether existing residents would have the option to return to redeveloped phases of the estate in future. (GLA officers also seek discussions with Council colleagues to explore how the proposed net loss of affordable units would fit within the context of Southwark Council's wider housing programme, and affordable housing pipeline).

Maximum reasonable amount of affordable housing

31 London Plan Policy 3.12 seeks the maximum reasonable amount of affordable housing on residential schemes, whilst also having regard to local and regional circumstances, and the need to promote mixed and balanced communities. As currently proposed the outline masterplan would achieve a 51% provision of affordable housing by unit, or, 49% when considered on a habitable rooms basis. Whilst it is acknowledged that this generally accords with corresponding targets within the Aylesbury AAP and Southwark Core Strategy, given the overall net loss of affordable housing at the site (discussed above), GLA officers seek a financial viability report for the scheme to demonstrate the maximum reasonable amount of affordable housing in this case. GLA officers would also encourage the Council to consider using the section 106 agreement to secure an upwards only affordable housing review of future detailed phases of the outline masterplan.

Residential tenures

32 In terms of habitable rooms the affordable housing provision across the outline application would comprise 76% social rent and 24% intermediate provision. Whilst this does not accord with the strategic split identified by London Plan Policy 3.11 (which seeks a 60%/40% balance respectively), it is important to recognise that this is a pan-London objective, rather than a site specific target. In this instance GLA officers are of the view that a higher proportion of social rent accommodation is justified given the need to respond to estate decant requirements, and the priority accorded by Policy 3.14 to the re-provision of affordable housing. Furthermore, it is acknowledged that the introduction of 24% intermediate tenure would genuinely enhance the range of tenures at the estate in accordance with the broad aims of London Plan policies 3.9 and 3.11. Accordingly, GLA officers are content that the proposed tenure split is acceptable in strategic planning terms.

Mix of units

33 Having considered the illustrative schedule of accommodation presented for the outline masterplan, GLA officers note that the scheme would allow for an excellent range of dwelling typologies and unit sizes (ranging from one to five-bedrooms). Furthermore, it is noted that the illustrative mix would achieve a 37% provision of family housing within the affordable component.

The proposed weighting towards affordable family housing within the social rent element of the schedule is welcomed and the overall housing mix is supported in accordance with London Plan Policy 3.8.

Children's play space

34 Based on the methodology within the Mayor's Play and Informal Recreation SPG (2012), the outline scheme is expected to support a child population of 2,176, and accordingly generates a playable space requirement of 21,760 sq.m. The applicant has set out details of the proposed play strategy for the masterplan within the Landscape Statement which demonstrates that, following the incorporation of various doorstep and neighbourhood play features, the scheme could deliver 20,300 sq.m. of on-site play space (representing a shortfall of 1,460 sq.m.). GLA officers note that the shortfall relates to provision for older children (rather than those under five years). Noting the opportunities that Burgess Park (in particular) offers in terms of play for older children, GLA officers are of the view that the proposed shortfall may be accepted. However, the Council is encouraged to seek an appropriate financial contribution towards maintenance or enhancement of local public open space in recognition of the anticipated intensification of its use.

Residential density

35 At present the average residential density on the Aylesbury Estate is understood to be approximately 340 habitable rooms per hectare. Having regard to the setting of estate, the Aylesbury AAP acknowledges that this is not particularly high. Furthermore, the AAP notes that the layout of existing development at the estate tends not to optimise the use of available land. Having considered the characteristics of the site and its context (refer to paragraphs 6 to 10 above), the London Plan density matrix (Table 3.2 in support of London Plan Policy 3.4) suggests a residential density for the most accessible parts of the site of between 650 and 875 habitable rooms per hectare. Following an assessment at the local level, the Aylesbury AAP concludes that densities in excess of 700 habitable rooms per hectare would be acceptable at the Aylesbury Estate subject to the highest quality architecture and urban design.

36 GLA officers note that the outline masterplan would create a variety of block typologies across the eighteen proposed development plots - ranging from low density (260 to 440 habitable rooms per hectare) to high density (740 to 1,100 habitable rooms per hectare). The proposed spatial arrangement of these blocks is considered in the urban design section below, however, overall GLA officers understand that the masterplan would achieve an approximate site-wide density of 665 habitable rooms per hectare. This would represent close to a two-fold increase over the existing situation at the site - broadly in line with local and strategic policy objectives. Mindful of the above, and the urban design assessment below, GLA officers are of the view that the proposed residential density accords with the objectives of London Plan Policy 3.4.

Social infrastructure

37 London Plan Policy 3.7 states that large residential developments should, where necessary, coordinate the provision of social, environmental and other infrastructure. Given the quantum of residential development proposed in this case GLA officers are of the view that it is vital the scheme appropriately contributes towards social infrastructure in a way which supports the creation of sustainable communities. Whilst the Aylesbury AAP envisaged a tariff scheme to ensure delivery of key infrastructure at the estate, since the AAP was adopted Southwark Council has undertaken extensive work developing a Community Infrastructure Levy (CIL) for the whole borough. The Southwark CIL was considered at a public examination in July 2014, and following further consultation and submission of a statement of modifications, the Council expects an interim response from the Planning Inspector shortly. Accordingly, in addition to the

proposed delivery in kind of social infrastructure on-site (including 3,100 to 4,750 sq.m. of community use space including a medical centre and early years facility) further financial contributions towards social infrastructure will be secured by way of planning obligation and/or the Southwark CIL as appropriate.

Urban design

38 The Aylesbury AAP includes a masterplan for the Aylesbury Estate redevelopment which broadly promotes a conventional street grid; strong north/south links between Burgess Park and the hinterland to the north; and, improved east/west connections across the estate. Furthermore, the masterplan advocates a reconfiguration of amenity areas within the estate, seeking to draw green space northwards from Burgess Park, and to promote a clear differentiation between public and private amenity spaces. GLA officers are generally of the view that the outline scheme successfully draws on the core design principles of the Aylesbury AAP in order to form a clear spatial strategy for the estate. A strategic assessment of the proposed outline masterplan design is set out below.

Layout

39 The proposal draws on the Aylesbury AAP principles of a simple street layout and block pattern, but adapts the grid from the AAP masterplan slightly. GLA officers support refinement of the AAP masterplan street grid where this is helpful to enhance the nature and legibility of connections to the existing street network (particularly to the east of the estate). However, the proposed deviation of the north-south route west of Thurloe Street (where it meets the proposed Aylesbury Square) is queried. It is noted that the AAP masterplan proposes a direct north-south route from Albany Road to East Street (via Dawes Street), and this would appear to be the most legible approach. Accordingly GLA officers would welcome further discussion with the architect on this route, and the nature of the various design considerations influencing the currently proposed configuration.

40 The intention to include a principal north-south link along Thurloe Street is supported, and will capitalise on the more generous street width in order to provide the opportunity for a high quality pedestrian link between the Burgess Park and Elephant and Castle. Based on detail within the Design and Access Statement it is noted that this route may also include some locally-scaled retail provision and/or workspace. This is supported and would help to provide sustainable local convenience shopping and/or employment opportunities within the estate, jointly promoting the activity and vibrancy of this key north-south connection.

41 A 'community spine' route is proposed to provide the primary east-west pedestrian connection between Old Kent Road and Walworth Road. The Design and Access Statement and Design Code demonstrate that whilst this is likely to be predominantly residential in character, the pepper-potting of community facilities and public spaces along this route (in conjunction with frequent residential ground floor entrances) will ensure that this connection would feel inviting and well used.

Open space

42 In broad accordance with the Aylesbury AAP masterplan approach, the proposal seeks to provide amenity space for residents primarily within residential courtyards, whilst also contributing a number of high quality publically accessible open spaces as part of a comprehensive public realm strategy for the estate. This approach focuses public activity on streets and public spaces (ensuring that these areas are perceived as welcoming and safe) and provides a clear sense of ownership for private amenity areas (ensuring that these are valued and

well-used by residents). Whilst it is acknowledged that this arrangement will effectively reduce the amount of amenity space that is publically accessible at the estate, GLA officers are of the view that it will help to ensure the public realm is more clearly defined – and better used as a result. Overall the proposed scheme is understood to provide 2.44 hectares of open space (in the form of various pocket parks and civic spaces), which will complement the metropolitan-scaled open space offer at Burgess Park.

Height, scale and massing

43 The proposed scale and massing strategy ranges from two to twenty-storeys, and seeks to emphasise the hierarchy of proposed masterplan routes, whilst responding to the varying edge conditions at the fringes of the estate. Accordingly the masterplan proposes low-rise house and flat typologies (of between two and six-storeys) at the interface with the Liverpool Grove Conservation Area, whilst providing a graduated increase in height eastwards (up to eight-storeys either side of Thurloe Street). It is proposed to locate the tallest buildings within the scheme (fifteen to twenty-storeys) at the south of the masterplan along Albany Road – fronting Burgess Park. Whilst this approach would not directly locate the highest density parts of the masterplan with the areas of the estate benefitting from the highest public transport accessibility level, the proposed response is supported on the basis that it would provide a more clearly defined park edge in design terms. It also allows for the favourable interface of building scales at the boundary with the Liverpool Grove Conservation Area (discussed above) whilst supporting delivery of the housing outputs envisaged for this site within the Aylesbury AAP.

44 With respect to the park edge in particular, it is noted that the proposed arrangement of blocks would allow a degree of visual permeability into the estate from the perspective of the park, whilst establishing a clearly defined built frontage with a relatively consistent shoulder height of six to nine-storeys. The architect, nevertheless, proposes to punctuate the shoulder height with taller blocks at various points – particularly emphasising the key junctions at the Portland Street and Thurlow Street. This approach is supported, and will positively contribute towards the legibility of key routes within the scheme.

Architectural quality

45 The proposed approach of defining a range of distinct character areas across the scheme (each punctuated with small open spaces and pocket parks) is strongly supported as a means of introducing visual interest, supporting local legibility and promoting a sense of ownership and identity for future residents. It is noted that the submitted Design Code secures baseline principles for each of the key neighbourhood character areas, as well as guidance on material choices.

46 In conjunction with the design code, GLA officers are of the view that the detailed development phase should act as a benchmark for the quality of the remainder of the scheme. Having reviewed the proposed architectural response for the detailed phase (refer to GLA planning report D&P/0306b/01) officers support the proposed simple, robust aesthetic – which includes extensive use of brick and enables a clear legibility of individual units as well as providing a visual continuity between perimeter block and house typologies.

Residential quality

47 The regeneration proposal comprises a mix of house, maisonette and flat typologies, and details within the submitted Design and Access Statement verify that the parameters of the outline masterplan would allow for all the proposed typologies to meet or exceed the minimum space standards within Table 3.3 of London Plan Policy 3.5. In line with GLA pre-application advice, the

Design Code has been drafted to include details of key residential design quality indicators including efficient unit to core ratios; a minimum of 70% dual aspect units; defensible space guidelines; and, 2,600 m.m. floor to ceiling heights. Based on this, and having regard to the benchmark of quality emerging on the tandem detailed phase (refer to GLA planning report D&P/0306b/01), GLA officers are of the view that the outline application would enable future dwellings to come forward in broad accordance with the Mayor's Housing SPG (2012). The applicant is, nevertheless, advised to include reference to the Housing SPG (rather than the Housing Design Guide, which the SPG has superseded).

Inclusive access

48 The applicant has set out its approach to access and inclusion within the Design and Access Statement, and this is supported by accompanying detail within the Design Code. The applicant has stated its commitment to ensure all dwellings would meet the 'Lifetime Homes' standard, and that 10% would be wheelchair accessible or easily adaptable for wheelchair users. This is supported in accordance with London Plan Policy 3.8, and the Council is encouraged to secure these standards by way of planning condition.

49 The design of the landscaping and public realm, including the open spaces, routes around the site and entrances to buildings, will be crucial to determining how inclusive this development will be. The applicant's commitment to create a highly permeable and inclusive public realm is inherent with the outline design guidance within the Design Code, and it is evident that the scheme will significantly enhance the accessibility of this part of Walworth. However, as discussed at pre-application stage, particular attention will need to be given to the future detailed design of the various proposed areas of shared surface. The specification (within the Design Code) that shared surface areas would be identifiable through textured paving is supported, as is the proposal (evident within accompanying illustrative drawings) that pedestrian routes would be demarcated as distinct from vehicular routes.

Sustainable development

Energy strategy

50 For the purposes of assessing applications against London Plan Policy 5.2, the Mayor now applies a 35% carbon dioxide reduction target beyond Part L 2013 of Building Regulations. Further information on this approach is set out on the GLA website here: [www.london.gov.uk/priorities/planning/strategic-planning-applications/preplanning-application-meeting-service/energy-planning-gla-guidance-on-preparing-energy-assessments].

51 GLA officers broadly support the proposed energy strategy, which has been refined following detailed discussions at pre-application stage. In line with these discussions it is noted that the applicant has continued to explore connection to a district energy network (at Heygate or SELCHP). It is acknowledged that Heygate offers the greatest potential for connection at this point, but that further discussions will need to take place once an energy service company has been selected to operate the network. In the absence of an associated agreement at this stage, the applicant's commitment to ensure that the development is designed to allow for future connection to a district energy network is supported.

52 The on-site energy network proposed by the applicant is supported in principle, however, GLA officers seek an indicative plan identifying the proposed pipe routing and connection points for the various outline development plots. It is noted that the applicant proposes to serve the scheme from two separate energy centres. Having regard to the principles of the proposed phasing strategy, this approach is accepted. The applicant should, nevertheless, provide confirmation of the proposed size and plot location of the primary energy centre (to be

delivered in phase 2) and confirm that this energy centre could be connected to that of phase 1 if required in future.

53 Overall, in terms of carbon dioxide savings against 2013 Building Regulations, the energy strategy would achieve 5% savings through energy efficiency; 30% through district heating (a combined heat and power network); and, 3% through renewable energy technologies (principally photovoltaic panels). This level of saving accords with London Plan Policy 5.2, and is supported subject to the clarifications sought above.

Climate change adaptation

54 The proposed climate change adaptation features to be incorporated as part of the proposal include passive design measures for the built fabric; urban greening contributions (through pocket parks and green roof areas); and, various sustainable urban drainage measures. As set out within the Design Code and Landscaping Statement, whilst in some cases the roofscape of flatted blocks will be required for residential amenity space, there are still considerable opportunities for the provision of biodiverse (sedum, or similar) green roof areas - in conjunction with roof-mounted renewable energy technologies. The proposals are supported accordingly in line with London Plan policies 5.10, 5.11 and 5.13, and GLA officers expect the Council to secure the details of the landscaping and sustainable urban drainage strategy by way of planning condition accordingly.

55 There are a numerous trees of various species at Aylesbury Estate, many of which will be effected by the proposed comprehensive redevelopment. In order to appropriately consider the proposed impact on existing trees the applicant has submitted an arboricultural report. This identifies 363 independent trees and 15 combined groups of trees at the site, of which, 1 tree is assessed to be category 'A' (high quality) and 153 trees are assessed as category 'B' (moderate quality). When developing the outline masterplan the applicant has sought to retain existing high/moderate quality mature trees wherever possible, and to provide appropriate replacement and additional planting as required in accordance with the principles of London Plan Policy 7.21. Whilst the assessment of impact will need to be reviewed at reserved matters stage, GLA officers are satisfied that, subject to normal tree protection measures, it would be possible to retain a significant number of the best mature trees at the site. Furthermore, based on the information provided GLA officers are of the view that the loss of trees expected to occur as a result of the development would be outweighed by proposed tree planting and associated landscaping strategy within the scheme. GLA officers expect the Council to secure the proposed landscaping and tree planting measures accordingly by way of planning condition.

Transport

Car and cycle parking

56 The outline masterplan proposes a total car parking provision of 1,378 spaces for the residential element (representing a ratio of 0.4 spaces per unit) through a mix of under-croft and on-street bays. This represents a reduction compared to the current provision of car parking at the estate, and GLA officers are satisfied that this level of parking is acceptable in strategic planning terms. The applicant also proposes sixteen car club spaces across the estate (including three in the tandem detailed phase). Whilst this proposed provision is supported in principle, TfL would welcome further discussion on how this level of provision has been derived. In addition, TfL seeks confirmation of drop off/pick up arrangements for residents, staff and visitors of the development.

57 The proposed provision of disabled car parking and electric vehicle charging points is not clear from the outline submission. The applicant is advised that these will need to be confirmed and secured as part of any subsequent outline planning permission. Provision should be made in line with London Plan Policy 6.13. Disabled parking should be conveniently located close to wheelchair accessible homes (note that under-croft parking may not be suitable for high-sided vehicles).

58 The site generally lies in a controlled parking zone (CPZ), although it is noted that there are still various areas of uncontrolled parking in the vicinity. It is not currently clear how the on-street element of parking within the scheme will be managed (particularly as the transport assessment states that residents will be exempt from CPZ permits). TfL seeks clarification on this point prior to determination.

59 The proposed non-residential uses do not appear to have any dedicated car parking, whilst this is supported in principle, this position should be clarified with TfL officers prior to determination of the application.

60 It is noted that dedicated cycle parking is proposed in line with London Plan standards. This is supported, however, the applicant is encouraged to apply the emerging standards within the Mayor's 'intend to publish' Further Alterations to the London Plan (this would increase the provision for two-bedroom units for one space to two). In terms of layout and location, cycle parking should be provided in accordance with the London Cycle Design Standards, with a commitment to review provision at the reserved matters stage as part of the travel plan.

Cycle Hire

61 Aylesbury Estate lies just to the south of the existing Cycle Hire zone, and this development is expected to intensify the use of nearby Cycle Hire docking stations. TfL is of the view that this site is suitable for the provision of new docking stations to expand the network and respond to demand. Accordingly TfL recommends that at least two medium sized (30 point) docking stations are provided across the estate, with one to be provided within the tandem detailed application (refer to GLA report D&P/0306b/01), and space for at least a further docking station reserved within the outline masterplan area. Further details of the spatial requirements for this can be provided by TfL. The relevant land should be safeguarded as part of the section 106 agreement, with a contribution of £200,000 (index linked) secured to cover the cost of delivery and maintenance.

Highway and public transport impacts

62 TfL notes that the development is expected to result in a modest increase in peak hour traffic generation. However, given that the car parking provision is slightly less than the existing provision, this occurs as a result of non-residential uses, and in any event is expected to be limited to a maximum of 150 additional trips during the morning peak. TfL is of the view that this level of trip generation would have a negligible impact on the road network.

63 It will, nevertheless, be important to secure robust travel plan measures to reduce peak hour car use as far as possible. The aim of 'no additional peak hour car trips from existing' is a realistic target, however, TfL would like to see this stretched further by seeking a percentage reduction.

64 The outline application proposes traffic calming measures for Albany Road, Thurlow Street and other roads in the area to improve the pedestrian and cycle environment, and to reduce severance to Burgess Park. Whilst this approach is supported in principle, the applicant

should note that Albany Road, Wells Road, Thurlow Street and part of East Street are important bus routes, and TfL will seek to avoid additional delay to bus journeys. Whilst bus priority measures may offer a way forward, any change to local traffic flow would also need to be considered in terms of impacts on the wider network (including the Strategic Road Network and Transport for London Road Network). Accordingly, any subsequent planning permission should require that future highway works that may affect traffic flows and/or the bus routes on Albany Road, Thurlow Street, Wells Road and East Street, should be developed and agreed with TfL. Furthermore, any traffic calming on Albany Road, Thurlow Street or other bus routes should accord with TfL's 'Traffic calming measures for bus routes' guidance.

65 Evidence in this case suggests it is likely that a large proportion of trips to and from this site will be made by bus. Indeed, the submitted Transport Assessment predicts a significant uplift in bus passenger demand (over 280 additional trips during the morning peak). The need for developer funding for bus service improvements is acknowledged by the Aylesbury AAP, and will be particularly important given the approach to car parking (discussed above). Buses passing the site are already crowded, and TfL is seeking an extension of a route from Elephant and Castle to support the tandem detailed phase (funded through the section 106 agreement for that site). The additional demand from the outline masterplan will require further capacity enhancements. Accordingly, £3.75m (indexed) is sought to be secured through the section 106 agreement for the outline application, to fund bus enhancements for the first five years of operation. Further details on this can be provided by TfL on request.

66 The Transport Assessment proposes to assess bus stop upgrade requirements in the outline masterplan area at the reserved matters stage. Whilst the details of these improvements will need to be discussed and agreed with TfL at the appropriate time, a 'pool' of funding for this should be secured at this stage as part of the section 106 agreement for the outline masterplan.

67 TfL has recently agreed with the GLA and the Council a funding arrangement for developer contributions towards strategic transport improvements at Elephant and Castle. The development will benefit directly from these (particularly the Northern Line ticket hall expansion). It is, therefore, expected that the Council will secure an appropriate contribution from both the outline masterplan and tandem detailed phase for this purpose.

Public realm, cycling and walking

68 The detailed design of the public realm should support walking and cycling in accordance with London Plan policies 6.9 and 6.10. In this regard the applicant is advised to consider the Mayor's 'Roads Task Force Report' and 'Vision for Cycling in London' as well as TfL's 'Transport Health Action Plan' and recently updated 'London Cycling Design Standards'. In particular, the applicant is invited to explore opportunities for incorporating 'Quietway' cycle routes in order to support the emerging network.

69 Whilst the details of these matters will be dealt with at reserved matters stage, TfL would welcome joint discussion with the applicant and the Council at this stage, with a view to establishing a flexible walking and cycling framework strategy for the estate.

Way-finding

70 In order to support way-finding in accordance with London Plan Policy 6.10, a contribution of £35,000 (indexed) for six 'Legible London' signs to serve the outline masterplan area and immediate surrounds, should be secured in the section 106 agreement.

Travel plan, deliveries and servicing plan and construction logistics plan

71 As discussed above, it is important that the travel plan is supported by measures to deliver a shift to more sustainable modes of transport (i.e. free membership of the Cycle Hire scheme and car club for each first occupation household etc.). These and other such measures should be appropriately secured, along with regular monitoring and review of the travel plan.

72 In addition, funding towards extension of the existing CPZ (to cover the entire area within or in the vicinity of the site) should be secured. The Council should also consider an additional 'bond' for further mitigation/incentives that is payable should the agreed mode shift targets not be met. The travel plan and bond should be secured within the section 106 agreement.

73 The deliveries and servicing plan and construction logistics plan should be similarly secured by way of planning condition/obligation as appropriate. In particular, the construction logistics plan should seek to avoid construction traffic routing via Elephant and Castle (due to the high level of construction activity occurring in this area over coming years). The plan should also maximise the use of 'FORS' contractors, and contain robust measures to protect pedestrians and cyclist from construction traffic and activity.

Mayoral community infrastructure levy

74 In accordance with London Plan Policy 8.3 the Mayoral Community Infrastructure Levy (CIL) came into effect on 1 April 2012. All new developments that create 100 sq.m. or more additional floorspace are liable to pay the Mayoral CIL. The levy is charged at £35 per square metre of additional floor space in the London Borough of Southwark.

Local planning authority's position

75 Southwark Council supports the scheme in principle, and is expected to formally consider the outline application (in conjunction with the associated application for the detailed phase) at a planning committee meeting in March/April 2015.

Legal considerations

76 Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 of the Order to refuse the application, or issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application and any connected application. There is no obligation at this present stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's statement and comments.

Financial considerations

77 There are no financial considerations at this stage.

Conclusion

78 London Plan policies on housing, urban design, inclusive access, sustainable development and transport are relevant to this application. Whilst the scheme is strongly supported in principle, the net loss of affordable housing does not comply with the London Plan. A summary of the strategic issues in this case is set out below:

- **Housing:** The proposed estate regeneration would deliver a step change in housing quality, support mixed and balance communities, and appropriately prioritise family sized housing as part of a well-considered illustrative residential schedule. **However, the net loss of affordable housing does not comply with London Plan Policy 3.14. Accordingly, the applicant should respond to the issues raised in the housing section of this report prior to the Mayor's decision making stage.**
- **Urban design:** The design of the outline masterplan draws on the core design principles of the Aylesbury AAP, and the proposed spatial strategy for the scheme is broadly supported in accordance with London Plan Policy 7.1. Nevertheless, GLA officers seek further discussion with respect to a north-south masterplan route west of Thurloe Street.
- **Inclusive access:** The proposed response to access and inclusion within the outline masterplan is broadly supported in line with London Plan Policy 7.2.
- **Sustainable development:** Subject to a number of clarifications the proposed energy strategy is supported in accordance with London Plan Policy 5.2. The Council is encouraged to secure details of landscaping, tree planting and sustainable urban drainage by way of planning condition in line with London Plan policies 5.10, 5.11, 5.13 and 7.21.
- **Transport:** Whilst the outline application is broadly acceptable in strategic transport terms, issues with respect to car and cycle parking; Cycle Hire; highway and public transport impacts; public realm, cycling and walking; way-finding; and, travel plan, deliveries and servicing plan and construction logistics plan need to be resolved to ensure accordance with London Plan policies 6.3, 6.7, 6.9, 6.10, 6.13 and 6.14.

79 The resolution of the above issues could lead to the application becoming acceptable in strategic planning terms.

for further information, contact Planning Decisions Unit:

Colin Wilson, Senior Manager – Development & Projects

020 7983 4783 email colin.wilson@london.gov.uk

Justin Carr, Strategic Planning Manager (Development Decisions)

020 7983 4895 email justin.carr@london.gov.uk

Graham Clements, Senior Strategic Planner (case officer)

020 7983 4265 email graham.clements@london.gov.uk
