



Early Housing Overarching Planning Statement

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Tibbalds Planning
& Urban Design
19 Maltings Place
169 Tower Bridge Road
London SE1 3JB

T: 020 7089 2121
F: 020 7089 2120

mail@tibbalds.co.uk
www.tibbalds.co.uk

For Further Information Contact:

Development Team:

Jon Abbott, Assistant Project Director

Tel: 020 7525 4902

Email: jon.abbott@southwark.gov.uk



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Summary

The transformation of the Elephant and Castle into a thriving and successful major mixed use town centre based around an enhanced public transport interchange is identified as a key objective in the Southwark Plan. Both the London and Southwark Plans identify the Elephant and Castle as an opportunity area with the capacity to accommodate a significant number of new homes, jobs, shops, leisure, education and cultural facilities which are required to meet the needs of Southwark residents and Londoners generally. A large 55 acre core site [site 39P in the Southwark Plan] with the capacity to accommodate these agreed plan targets has been identified for the redevelopment and this currently comprises the 25 acre [1212 unit] Heygate Estate in Council ownership, the existing shopping centre, the leisure centre, London Park Hotel as well as land at the northern end of Walworth Road.

The Heygate Estate therefore forms a very significant part of the core Elephant and Castle core redevelopment area. In order to secure vacant possession of the estate the Council has entered into partnership with two consortia of Housing Associations¹ to develop new homes for residents of the estate on 15 sites in the vicinity of the Elephant and Castle. The re-housing of Heygate residents is therefore an essential first step towards comprehensive redevelopment and the delivery of the social, economic and environmental objectives for the area which have been established in adopted regional and local plans. The provision of high quality sustainable new homes through the Heygate rehousing programme will also ensure that existing residents at the heart of the Elephant and Castle benefit early from the regeneration process.

The 15 Heygate rehousing sites have been subject to a very high degree of public involvement and engagement commencing with the Elephant and Castle SPG in 2003 and continuing through the various stages of the Southwark Plan adoption process [including the Public Inquiry itself] and culminating with at least one pre planning exhibition of plans and materials for residents adjoining each of the sites. The details of all this consultation activity will be set out in the community involvement statements which will accompany each individual planning application.

The principle of housing use on each of the 15 sites has now been established through the Southwark Plan process and as a consequence all the sites are now allocated for this purpose on the proposals map. Following the selection of the two consortia of Housing Associations the Council and its partners architects have jointly selected architects to prepare planning applications for each site and the intention is that these are submitted on a phase basis between November 2007 and February 2008. This overarching planning statement (OPS) is one of the key documents that will be submitted with each of the site specific applications.

The central purpose of this OPS is to set out the Council and its Housing Association partners strategy for how the Heygate rehousing programme as a whole will address key policies within the recently adopted Southwark Plan. As stated above the combined schemes are directed towards the delivery of a common objective –the rehousing of an existing residential population living on the Heygate estate and the release of the land upon which it is located for development to achieve wider Southwark and London plan objectives. It is therefore important that individual schemes are considered in the context of the Heygate rehousing programme as a whole and that the connections to the wider plan objectives for the Elephant and Castle are given appropriate consideration when individual applications are considered. The OPS sets out details of this wider planning context in which the programme is being undertaken and establishes a framework for the assessment of the individual planning applications that form the total Heygate rehousing project.

¹ Consortium A is known as Urban Choice and comprises Family/Mosaic and Affinity/Sutton and Consortium B comprises London & Quadrant, Guinness and Wandle.

1 Introduction

- 1.1 This Overarching Planning Statement (OPS) has been prepared on behalf of the Elephant & Castle Regeneration Team and their RSL partners in support of the detailed planning applications that will be submitted as part of the Heygate Estate rehousing programme.
- 1.2 In addition to this Overarching Planning Statement each site-specific planning application will where necessary be accompanied by an appropriate level of documentation, as follows:
- Covering letter.
 - Application forms and fee.
 - Ownership & Certificate Notices.
 - Site plan & 1:1250 base plan (red line plan).
 - Existing and proposed drawings (floorplans, elevations and appropriate illustrative material).
 - A site-specific Design and Access statement that will provide a detailed description of the site and the various factors that have influenced the design; the evolution of the proposals including the various alternative options considered; the detailed design; disabled/ mobility impaired access arrangements and security measures; waste storage and disposal; treatment of the public/ private realm; site access and servicing arrangements and the accommodation of car and cycle parking.
 - A Statement of Community Involvement that will describe the consultations that have been undertaken, the responses received and how each scheme has responded to community feedback.
 - A Sustainability Appraisal and Energy Statement that will demonstrate how each development addresses the objectives/ requirements of the Council's draft Sustainable Design & Construction SPD, July 2007.
 - A Flood Risk Assessment for those sites in Flood Zones 1, 2 and 3.
 - Where necessary a Sunlight and Daylight Report to assess the impact of proposals on existing properties.
 - Where necessary, a Transport Assessment, including a draft Travel Plan.
 - A Service Management Plan (to be incorporated into the Design and Access Statement).
 - An archaeological assessment (if the site is in an Archaeological Priority Zone).
 - A noise and air quality assessment for Major Development in an Air Quality Management Area.
- 1.3 The Statement comprises twelve sections, in addition to this introductory section:
- Section 2 provides the background to the E&C regeneration programme and its strategic planning policy context.
 - Section 3 provides the background to the early housing programme and its objectives as part of the wider E&C regeneration programme.
 - Sections 4 to 12 identify the key planning policy issues raised by the programme.
 - Section 13 identifies the Planning Obligations in relation to the programme and defines the Draft Heads of Terms. These draft heads of terms have been derived from the Council's draft Planning Obligations SPD and in consultation with the Council officers. It is envisaged that they will form the basis of each site-specific section 106 agreement.
- 1.4 The statement is also accompanied by a series of appendices.

2 The Regeneration Context

- 2.1 The redevelopment of the E&C is being lead and promoted by the public sector. It is afforded strong planning support at both the strategic and local levels and lies at the heart of London wide and local adopted and emerging planning policy.

The London Plan

- 2.2 The London Plan (February 2004) and Draft Further Alterations to the London Plan (September 2006) set out ambitions for the regeneration and growth of Greater London. In seeking to accommodate growth both in population and employment, the Mayor promotes greater intensification of development across London. To help achieve this, London as a whole has been divided into five sub-regions and area specific policy frameworks have been produced for each. The Elephant & Castle falls within the South-East London Sub-region and the policies seek to build on and enhance the diverse qualities of the area and to increase its capacity to accommodate growth and maximise the number of additional homes, including affordable housing.

- 2.3 The Elephant & Castle is identified as an 'Opportunity Area', and the draft further alterations to the Plan state that:

"A planning framework has been prepared for the area around the Elephant and Castle. This draws on its good public transport accessibility, relatively affordable land and more closely integrates it with the Central Activities Zone. The framework promotes the area as a suitable location to meet some of central London's longer-term needs for extra office space, as an area generally suitable for tall buildings and a framework of connected public open spaces. The framework seeks a significant increase in housing and retail provision and its integration with a more efficient transport interchange. Environmental and traffic management improvements and resolution of rail related issues are crucial to the successful redevelopment of this southern gateway to central London".

- 2.4 The draft further alteration set minimum targets for homes and jobs to be achieved by 2026. For the Elephant & Castle, within an area of 87 hectares a minimum target is set for new homes of 6000 and 4,200 jobs. The wider Elephant & Castle area is also identified as being within an 'Area for Regeneration'. In planning for these areas Boroughs are encouraged to identify links that will enable residents to benefit from growth in nearby Opportunity Areas and in the Central Activities Zone. The Plan encourages a combination of new transport links to these areas, training programmes, and capacity-building initiatives to ensure that development opportunities benefit and assist in regenerating local communities.

The Southwark Plan (2007)

- 2.5 The Southwark Plan 2007 identifies the Elephant & Castle as one of two Opportunity Areas within the Central Activities Zone. Southwark's vision for the area is for the creation of a thriving and successful mixed-use town centre, which is:

'safe, full of vitality and accessible to and from a highly integrated public transport system and combining historic character with high quality design and layout of new buildings. A place where people will want to live, to work and visit for shopping and leisure'

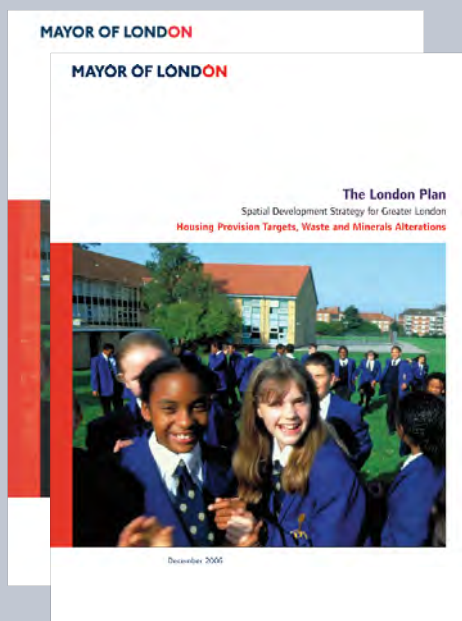


Figure 2.1 : The London Plan 2004, and Alterations 2006



Figure 2.2 : Elephant & Castle Development Framework, Adopted Supplementary Planning Guidance, February 2004

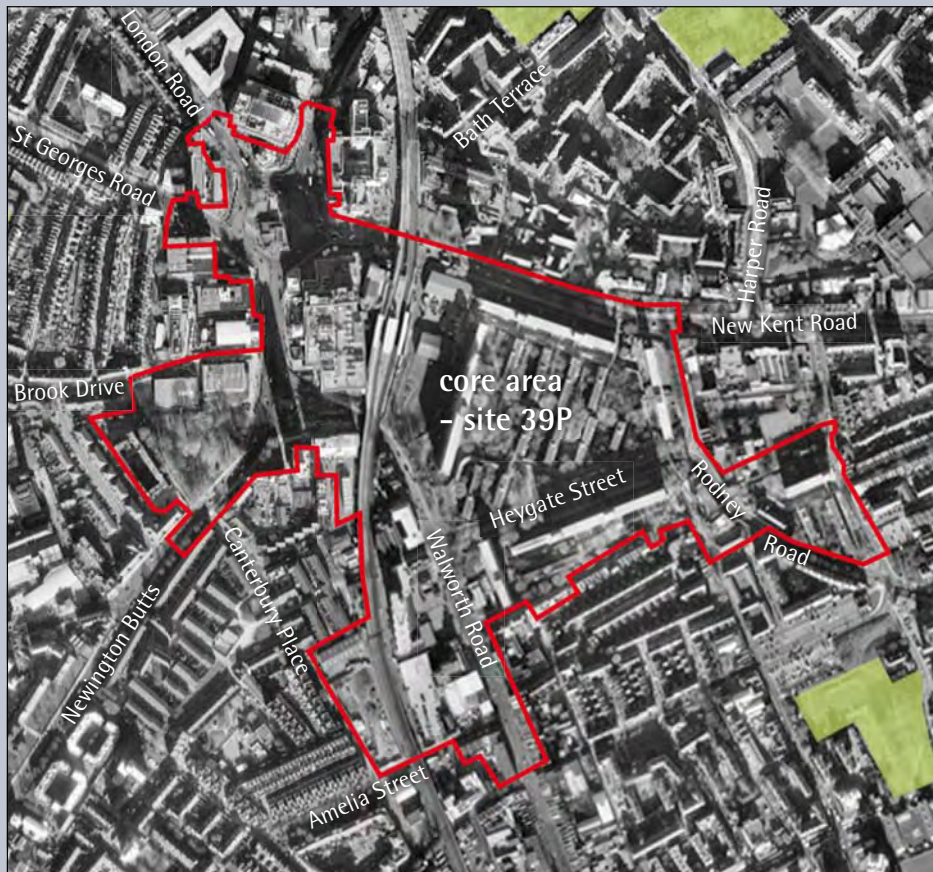


Figure 2.3: Elephant & Castle Core Boundary - site 39P

2.6 The Plan designates a core area of some 25ha at the heart of the Elephant & Castle for comprehensive redevelopment and renewal (Site 39P) (Figure 2.3) for a mix of land uses, including:

- Up to 75,000sqm of new retail and other complimentary town centre uses.
- No fewer than 5,300-mixed tenure homes, including 1,100 replacement homes for those lost through the demolition of the Heygate Estate.
- A minimum 45,000sqm of class B1 use space.
- A life long learning centre, a library, new and improved leisure, health and nursery provision, a healthy living centre, a new six form entry school and a new two form entry school.
- A network of new and improved open spaces.
- A new and improved public transport 'hub' at the heart of the area to serve the needs of the existing and new development.

Elephant & Castle Supplementary Planning Guidance (2004).

2.7 In order to flesh out the policies of the Southwark Plan and to guide and inform the regeneration an area specific spatial framework was prepared and adopted as SPG by the Council in February 2004.

2.8 The SPG sets out the Council's strategy for transforming the Elephant & Castle into a successful town centre and a place that is attractive to live in, to work and visit. It includes a series of principles, designed to both guide and inform the future development and ensure the vision is realised. It was prepared within the context of existing and emerging national, regional, sub-regional and local planning policy.

3 The Early Housing Programme

The Strategy

- 3.1 The focus of the regeneration of the Elephant & Castle, as defined by the Southwark Plan and the SPG is a core area of approximately 25ha at the heart of the E&C. This core area, identified as site 39P in the Southwark Plan is divided by a railway line and is currently occupied by a number of existing buildings, roads and public transport infrastructure.
- 3.2 The Council's spatial strategy, as contained within the Southwark Plan and the adopted SPG envisages that the majority of the existing buildings within the core area will be demolished and replaced with new high quality mixed development designed to maximise the potential of the area. (See Figure 3.1).



Figure 3.1 : The Illustrative Masterplan (from The Framework for Development SPG 2004)

Background to the Heygate Estate

- 3.3 The Heygate Estate, a public sector built mid-rise housing estate occupies a significant part of the core area (Figures 3.2 and 3.3). Built in the early 1970's and situated to the east of the railway line the estate comprises 1,212 units, arranged in a series of mid rise, deck access concrete blocks as follows:

UNIT SIZE	Bedsits	1-bed	2-bed	3-bed	4-bed	Total
Wingrave	0	28	31	17	11	87
Rodney Road	8	10	0	0	0	18
Kinshill	0	119	109	0	0	228
Wansey Street	0	0	4	15	0	19
Swanbourne	0	88	22	0	0	110
Ashenden	0	198	44	0	0	242
Claydon	0	106	110	0	0	216
Marston	0	56	48	0	0	104
Cuddington	0	0	19	39	22	80
Chearsley	0	0	21	34	17	72
Risborough	0	0	10	16	10	36
TOTAL	8	605	418	121	60	1212
% of stock	0.5%	50%	34.5%	10%	5%	100%

Table 3.1

- 3.4 Of these 1212 units 182 are leasehold and the remainder are Council tenanted properties.
- 3.4 Despite its relatively recent construction the Estate suffers from a number of structural, maintenance and management problems and it is reaching the end of its life. The Council has resolved that the most appropriate future for the Estate is demolition and hence the existing tenants need to be re-housed.

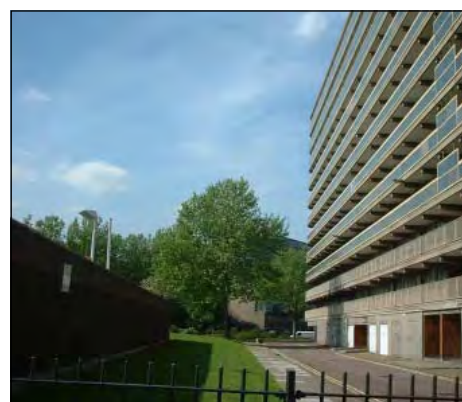
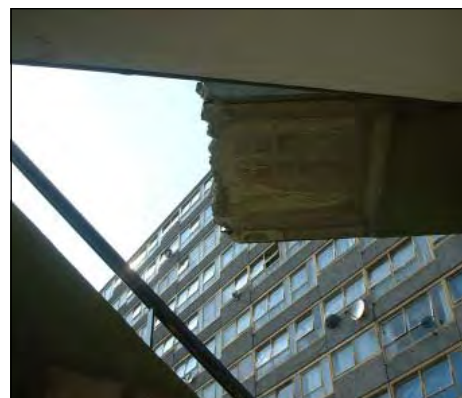


Figure 3.2 : The Heygate Estate

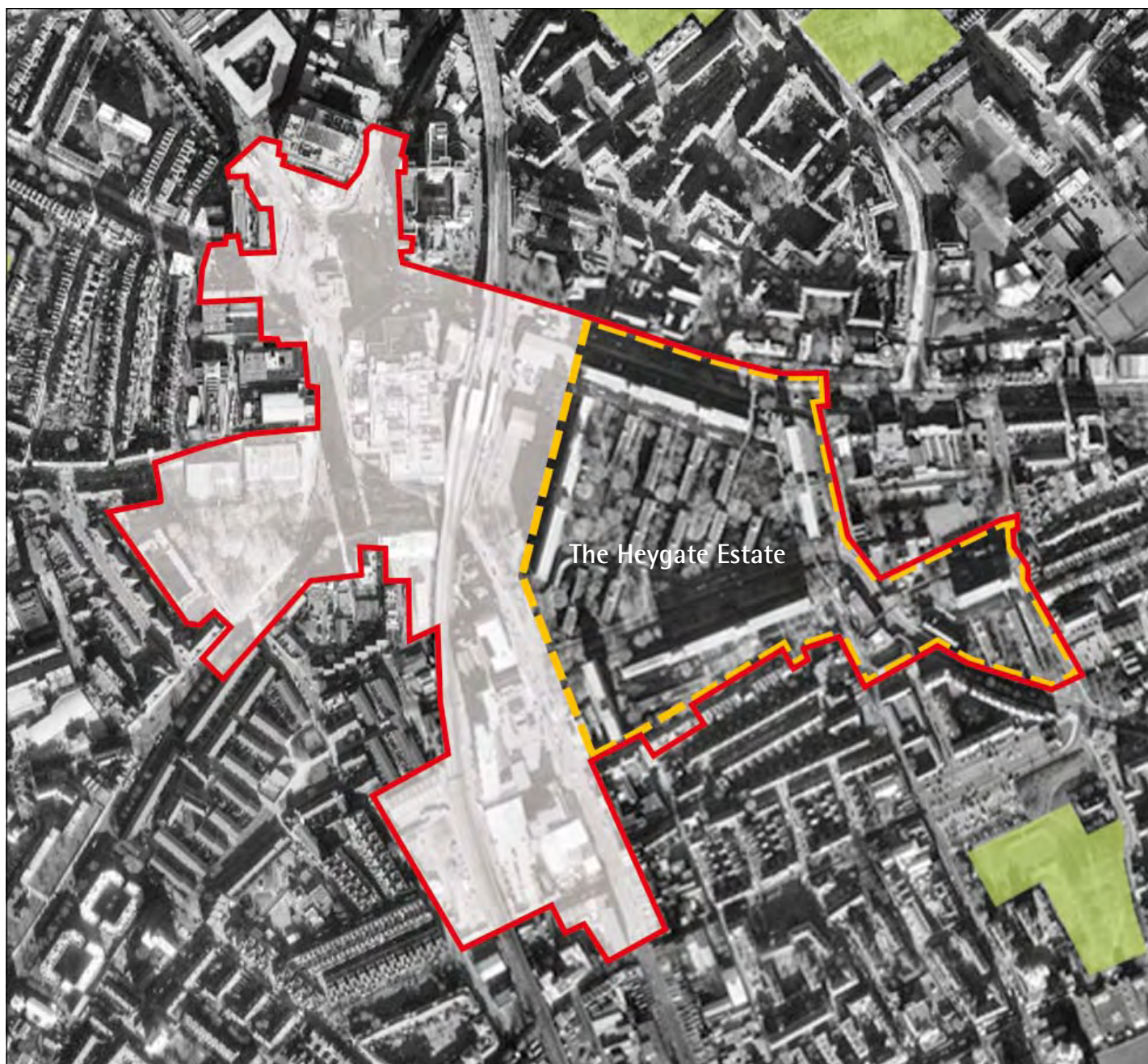


Figure 3.3 : The Heygate Estate

Delivery

- 3.5 The Council has established a formal working partnership with two RSL consortia; Urban Choice (a consortia of Family and Affinity) and a consortia of the Guinness Trust, London and Quadrant and Wandle to secure the delivery of new replacement housing for the tenants of the Heygate Estate.
- 3.6 In parallel with this process fifteen sites have been allocated in the Southwark Plan 2007 to accommodate new housing to replace the Heygate Estate (Figure 3.5).
- 3.7 Design teams have been selected for each of the fifteen sites by the partnership in consultation with existing Heygate residents. This selection process involved the running of a series of mini-design competitions.
- 3.8 The design ideas, generated as part of this competition process have subsequently been worked up into full scheme proposals and have been subject to rigorous financial appraisal in order to ensure that the delivery of social units are maximised within the budget constraints of the programme and the physical, environmental and design constraints of each site.
- 3.9 This appraisal work confirms that the programme has the potential to deliver a maximum of 958 residential units of which 444 will be for social rent, 17 for shared ownership and 497 for private sale.
- 3.10 It is proposed that detailed planning applications will be prepared and submitted to LB Southwark planning department by the relevant RSL Consortia on a site by site basis in the latter part of 2007
- 3.11 In addition to the above it is understood that a number of the existing Heygate tenants will choose to remain in social rented accommodation and therefore will be accommodated within the existing Council stock in the Borough.
- 3.12 All remaining social rented tenants will be housed in the affordable housing being delivered as part of private sector lead schemes that are currently or will be brought forward within the Elephant & Castle Core Area (Proposal Site 39P).
- 3.13 The above programme will allow all remaining tenants on the Heygate to be re-housed which in turn will allow for the Heygate Estate to be demolished and replaced with new mixed development, in line with policies of the Southwark Plan.

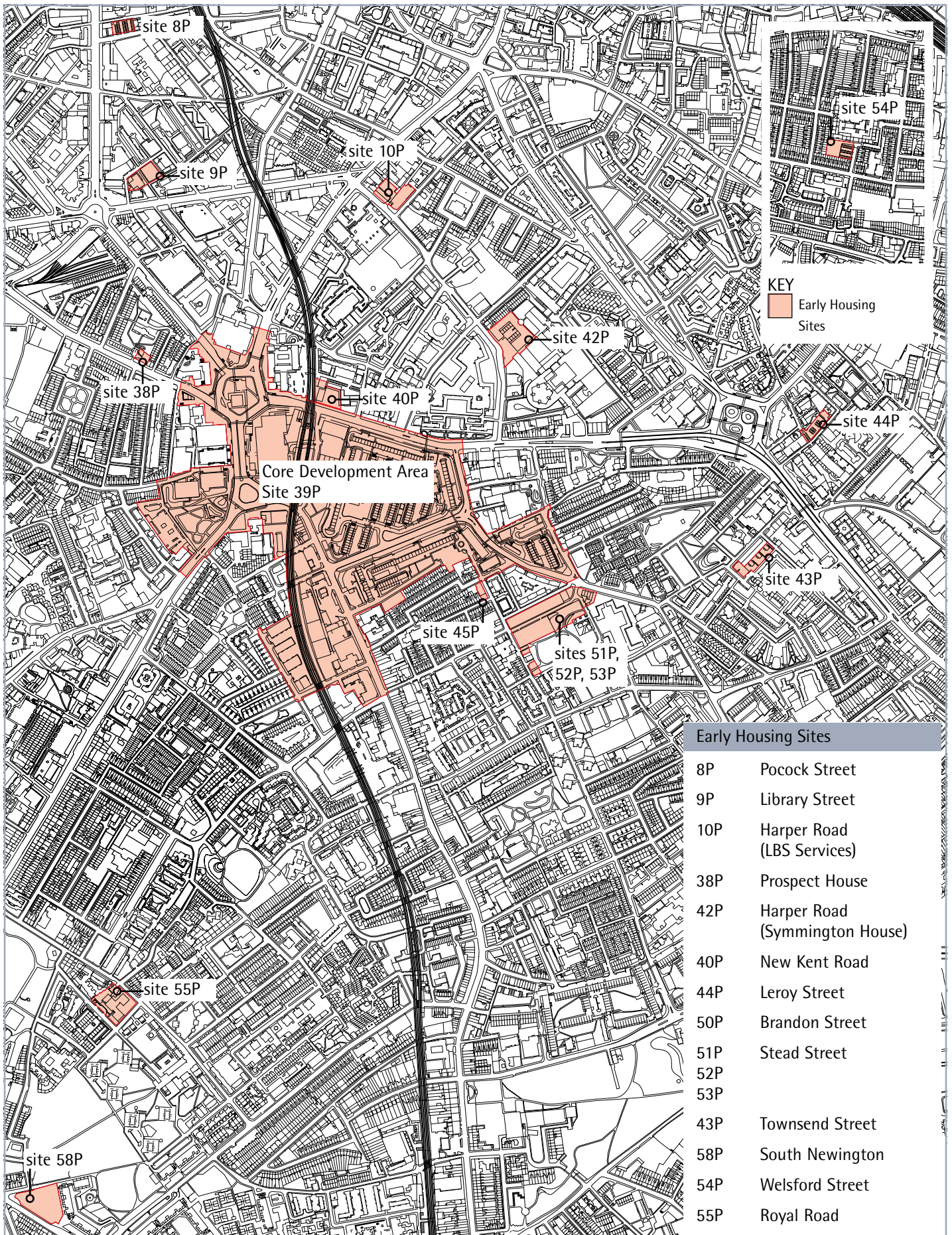


Figure 3.5 : The Early Housing Sites

4 Planning Policy Issues and Influences

- 4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan, unless material considerations dictate otherwise.
- 4.2 The adopted Development Plan for the fifteen Early Housing sites comprises the Southwark Plan 2007 and the Spatial Development Plan for Greater London (The London Plan, 2004).
- 4.3 In addition to the Development Plan there are a number of national and regional, as well as local planning documents relevant to the determination of the planning applications for the 15 sites, the details of which are listed in Appendix 2.
- 4.4 In the context of these adopted planning policies the Early Housing Programme, as part of the Elephant & Castle Regeneration Programme gives rise to a number of programme wide planning issues, which may be summarised as follows:
- Loss of existing affordable housing
 - Dwelling mix
 - The quantum of affordable housing
 - Proposed mix of affordable housing.
 - Access, social inclusion and safety
 - The provision of car parking.
 - Environmental design and sustainability.
 - Flood risk
- 4.5 Each of these key-planning issues is considered in the subsequent sections of this statement.

5 Loss of Existing Affordable Housing

- 5.1 The creation of sustainable, inclusive mixed communities is a key objective of government. PPS3: Housing seeks to improve the quality, affordability and supply of housing in all communities. In pursuit of this policy objective the Government is committed to providing high quality housing for people who are unable to access or afford market housing.
- 5.2 London Plan Policy 3A.12 states that where redevelopment of affordable housing is proposed, it should not be permitted unless it is replaced by better quality accommodation, providing at least equivalent floorspace.
- 5.3 Policy 4.6 of the Southwark Plan asserts that '...development will not permitted where it results in the net loss of residential floorspace except where:
 - The environment is unsuitable for housing or the existing standard of accommodation is unsatisfactory and where improvements to overcome these problems are not possible; or
 - The residential is on a site, which is designated for a different use in preference to housing.
- 5.4 As already stated, the regeneration programme for the E&C envisages the demolition of the Heygate Estate. The housing is reaching the end of its useful life and refurbishment of the existing stock is not a viable option.
- 5.5 As part of the regeneration of the E&C the Southwark Plan makes provision for 5,300 new and replacement residential units. In section 3 it is proposed that the fifteen Early Housing sites, the existing social rented stock and other private sector lead housing schemes brought forward in the Core area (Site 39P) will deliver well in excess of the 1,212 existing Heygate units. In addition the new replacement housing will be of a high quality and will be built to modern, Lifetime Home Standards and will incorporate measures to minimise water and energy consumption in line with current and policy.
- 5.6 Thus in the context of PPS3 and London Plan Policy 3A.12 the demolition and subsequent redevelopment of the Heygate Estate will allow for the delivery of better quality mixed tenure accommodation on the site of the existing Heygate Estate, (as part of Proposal site 39P) and on the fifteen Early Housing sites.
- 5.7 In addition and in line with Policy 4.6 of the Southwark Plan the programme will allow for the removal of accommodation which is reaching the end of its life and will also allow for the delivery of new high density mixed tenure housing in line with the policies for Proposal site 39P.

6 Proposed Dwelling Mix

- 6.1 PPS3 sets out the Government's commitment to provide wider housing choice and a better mix in the size, type and location of housing. The London Plan under Policy 3A.4 requires LPAs through their UDP policies to seek a range of housing choices in terms of mix of housing sizes and types.
- 6.2 Policy 4.3 of the Southwark Plan requires all major new- build development to provide a mix of dwelling sizes and types to cater for the range of housing needs in the area, as follows:
- The majority of units should have 2 or more bedrooms, and developments of 15 or more dwellings will be expected to provide at least 10% of the units with three or more bedrooms with direct access to private outdoor space;
 - The number of studio flats must not exceed 5% of the total number of dwelling units within a development. Studio flats are not suitable for meeting affordable housing need; and
 - At least 10% of all major new residential developments should be suitable for wheelchair users, except where this is not possible due to the physical constraints of the site.
- 6.3 Based on the detailed appraisal work that has been undertaken by the RSL's and the Council it is anticipated that the Early Housing programme as a whole has the potential to deliver approximately 958 mixed tenure units on the fifteen Early Housing sites (Appendix 3).
- 6.4 Of these 958 units it is currently envisaged that between 50-60% will comprise of more than two bedrooms and between 10-14% of the units will be delivered as three, four and five bed units. (Appendix 2) and hence the Early Housing Programme as a whole will therefore comply the mix requirements of Policy 4.3. However, the location, accessibility and the physical characteristics of certain sites, means that not all of the sites are suitable for family units and hence certain sites on their own may not satisfy the mix requirement established by Policy 4.3 (See Appendix 2). It is important therefore that Policy 4.3 is considered in the context of the programme as a whole.

7 Quantum of Affordable Housing

- 7.1 The London Plan sets an affordable housing target equivalent to 50% of the total number of residential units and in pursuit of this target expects local planning authorities to negotiate the maximum reasonable amount of affordable housing. Policy 4.4 of the Southwark Plan states that within the Central Activities Zone excluding the Elephant & Castle area, the Council will expect at least 40% (by habitable room) of all new housing to be delivered as affordable housing, for all development capable of providing 15 or more additional dwelling units or on sites larger than 0.5 hectares. In the Urban Density zones and the Elephant & Castle area this requirement reduces to 35%.
- 7.2 The primary objective of the Early Housing Programme is to maximise the number of social housing units that can be delivered on each of the Early Housing sites within the overall financial equation, the prevailing planning policy context and the physical capacity of each site. Of the 958 units (2653 hab rooms) that it is estimated will be delivered, 461 units (1361 hab rooms) will be affordable (social rent and intermediate) (Appendix 3.) The fifteen Early Housing sites will, therefore be in a position overall to deliver in excess of both the Southwark Plan target of 35% and London Plan target of 50%.
- 7.3 In addition the demolition of the Heygate estate will allow for a substantial amount of new affordable housing to be delivered as part of the major mixed use development. In accordance with Southwark Plan Policy, 35% of the proposed new housing (by habitable room) will be provided as affordable.

8 Proposed Mix of Affordable Housing

- 8.1 Of the affordable housing that will be delivered as part of the early housing programme it is envisaged that the vast majority of the units i.e. no less than 90% of the units will be social rented and no more than 10% of the units will comprise intermediate units.
- 8.2 Policy 4.4 of the Southwark Plan states that for all new developments in the E&C Opportunity Area 50% of the affordable component should be social rented and 50% intermediate housing. For the Borough as a whole this figure becomes a 70: 30 split. The underlying objective of this policy is to create a more balanced mix of tenure between social and intermediate housing in order to achieve the national objective of creating more mixed and balanced communities.
- 8.3 As stated previously the Early Housing Programme is being pursued for a very particular reason: to provide replacement social rented accommodation for residents that will be displaced as a result of the demolition of the Heygate Estate.
- 8.4 The provision of housing to replace existing social housing already provided on the Heygate Estate means that no grant funding will be available from the Housing Corporation to help fund the delivery of the replacement social housing. In view of this situation the partnership intend to fund the developments from three sources:
- Private sale. Each site will deliver a proportion of units for private sale and shared equity units. The receipts from these outright sale and shared equity units will help to cross subsidise the delivery of the programme.
 - The recycling of land receipts. The Council is the predominant land-owner of the early housing sites (the exception being Rodney Road shops, English Martyrs church hall and part of Harper Road) and to assist the delivery of the programme they intend to allow any land receipts received from the sale of the land to the RSL consortiums to flow back into the programme.
 - Finance. The recycling of the land receipts and the private sale of units generate insufficient funds to enable the delivery of the full programme and hence the RSL consortiums intend to use their own funds to make up the funding gap.
- 8.5 Each Proposed Scheme has been subject to rigorous financial appraisal in order to ensure that the delivery of social units are maximised within the budget constraints of the programme and the physical, environmental and design constraints presented by each site.
- 8.6 In order to maximise the potential levels of return and hence maximise the quantum of social rented units that can be delivered by the programme it has been necessary to maximise the number of units for sale and minimise the number of intermediate units. Any increase in the number of intermediate units will either lead to a reduction in the numbers of private units and hence potential value generation or a reduction in the number of social units. Both these situations will have a negative impact on the overall Programme objectives.
- 8.7 The Early Housing programme is however only one part of a much wider regeneration programme, which covers a substantial part of the Borough. Thus whilst the programme as a whole does not meet the 50: 50 target the programme will allow for the release of the Heygate Estate for redevelopment. The redevelopment will deliver a significant amount of new private, intermediate and affordable housing and associated infrastructure and will allow the area to become much more mixed in line with national and regional policy objectives.

- 8.8 The programme will also allow for a highly concentrated social housing estate to be broken up and dispersed to a number of smaller, mixed tenure developments located in already urbanised mixed housing areas thus allowing for a more mixed and sustainable pattern of development to be established.
- 8.9 In addition and in the context of the Council's affordable housing targets the provision of a higher percentage of social housing will go some way to redressing the balance between social and shared ownership.
- 8.10 In the financial year 2006/7 planning permission was granted for 3062 new homes in the Borough. Of this affordable contribution 52% were social rented and 48% shared ownership. The provision of a housing programme which encourages a higher proportion of social rented housing compared to shared equity will assist the Council in meeting its 70:30 social rented target.

9 Access For All, Security and Safety

- 9.1 At National level PPS1 Creating Sustainable Development has social inclusion and social progress that encompasses the needs of everyone as a key aim. Paragraph 1.19 requires that planning policies at the local level should address accessibility to jobs, health, housing, education, shops, leisure and community facilities; should take account the needs of women, young people and children and the elderly, as well as disabled people, black and minority ethnic groups and other disadvantaged groups.
- 9.2 The Building Regulations (2000) and in particular the approved document Part M 'Access to and use of buildings' require reasonable provision to be made to ensure that buildings are accessible and usable. Accordingly the preparation and submission of Design and Access Statements form part of the Planning Application submission documentation. It is therefore essential to demonstrate compliance with relevant Building Regulation Standards in order to ensure that access is considered at the earliest possible stage in the development process, and to ensure facilities are integrated in an inclusive manner.
- 9.3 Policy 4B.5 of the London Plan requires all development to meet the highest standards of accessibility and inclusion. All development should be used safely, easily and with dignity by all 'regardless of disability, age, gender, ethnicity or financial circumstances'.
- 9.4 The policy requires Design and Access Statements to be submitted with Planning Applications. These statements are required to set out the approach taken to deliver an accessible and inclusive environment and to provide details of national standards used, such as British Standard BS8300 2001, Inclusive Mobility, Lifetime Homes Standards and Wheelchair Housing Standards, along with any relevant local standards.
- 9.5 Policy 3A.4 Housing Choice outlines that Boroughs should take steps to identify the full range of housing needs and that all new housing is built to Lifetime Homes standards and 10% of new housing is designed to wheelchair accessible or easily adaptable for residents who are wheelchair users.
- 9.6 At the local level Southwark Council has a number of policies aimed at ensuring developments are designed to be accessible to all who visit, live, work or stay in the borough, including those with disabilities.
- 9.7 Strategic Policy SP3 of the Southwark Plan 2007 requires all development to be accessible, improving people's life chances by achieving the highest possible quality of development with infrastructure required to meet people's needs within Southwark.
- 9.8 Under Policies 4.2 and 4.3 the Council expects new housing development to be built to Lifetime Home standards and for 10% of all new housing to be designed to be wheelchair accessible.
- 9.9 In accordance with these policy requirements the early housing schemes have been designed to the following standards:
- Housing Good Practice Guide – All affordable housing comply with Section C (The Internal Environment) of the National Federation of Housing Good Practice Guide.
 - Housing Design and Specification – All affordable residential units comply with the essential items of the Housing Design and Specification Guide.
 - Housing Quality – All the affordable housing will achieve housing quality target values as required by the Housing Corporation.
 - Secure by Design- All proposals have been designed to 'Secure by Design' standards.

- 9.10 In addition and in accordance with policy Lifetime Homes Standards have been applied to all of the residential units.
- 9.11 Each Planning Application is accompanied by a Design and Access statement, which shows how the principles of inclusive design have been integrated into the development and how such inclusion will be maintained and managed.
- 9.12 Based on the provision of 958 units overall, the early housing programme should, based on Southwark Plan policy deliver 96 or 10% of the units as disabled. Based on discussions with the Council it has been agreed that based on the current overall provision that 10% or currently 44 of the social rented units will be designed so that they are capable of adaptation to suit the needs of wheelchair users. Of these units two will be fully adapted in order to accommodate the actual demand from residents currently living in the Heygate.
- 9.13 The Council and the RSLs want to ensure that the Early Housing delivers a number of disabled units that is sufficient to meet the actual number of disabled people on the Heygate. Existing housing allocation practice will mean that the delivery of additional disabled units over and above those required to re-house Heygate residents will result in the units being allocated to other disabled residents who currently live in the Borough, live outside the Borough or they will potentially stand empty. Given that the purpose of the Early Housing Programme is to deliver new accommodation for Heygate residents and the demand for new units is high, the potential loss of units to residents from outside the Heygate estate should not be encouraged, hence the need to limit the provision of adapted social rented units to meet Heygate demand only.
- 9.14 The RSL's have, however confirmed that of the remaining 42 social rented units that will be capable of adaptation that they will be prepared to accept an obligation attached to any future planning application whereby priority is given in any future allocation of these units to wheelchair occupiers and that if this demand is taken up then these units will be adapted to full wheelchair standards.
- 9.15 Layouts for each of the social rented wheelchair apartments are included within each of the Design and Access Statements for the specific Planning Application.
- 9.16 Additionally and in accordance with the London Plan, 10% or currently 50 of the private units and 10% or currently 2 of the shared equity units will be designed so they are capable of adaptation to suit the needs of wheelchair user. Typical layouts will be flexible enough to allow this to occur during construction, or through the refurbishment of units at a later date. Again the adapted wheelchair accessible flat layouts are included within the documentation, which is submitted with the Planning Application.
- 9.17 In addition and in line with guidance from the Greater London Authority the partnership confirm that they will be prepared to accept an obligation attached to any future planning permissions requiring them to market 50% of the private units that are capable of adaptation as disabled units for a period of six months, prior to construction.
- 9.18 It is understood that this is an approach that has been adopted by the GLA and Waltham Forest Borough Council. It provides a flexible means by which the market can respond to the specific demands of disabled users as they arise.

- 9.19 The above provisions will ensure that the Early Housing programme as a whole is capable of providing 10% of the units as being suitable for wheelchair units, in line with policy.
- 9.20 The development proposals for each site have been designed with safety and security in mind and they address the relevant principles identified in Secured by Design. The key elements that have been addressed include natural surveillance, lighting, management of the common parts and controlled access. The specific measures employed by the development are included within the site-specific Design and Access statements that accompany each detailed Planning Application.
- 9.21 In conclusion the programme will meet the policy objective to deliver safe, accessible and inclusive environments that are capable of adaptation to meet the needs of all members of the community, in line with policy.

10 Car Parking Provision

- 10.1 At the national level PPS3 and PPG13 recommend improved accessibility through the encouragement of modes of transport other than the private car and restricting private car use
- 10.2 These policies are reiterated in the London Plan where the emphasis is upon encouraging patterns and forms of development that reduce the need to travel by car. In areas of high accessibility the Plan sets out a regime of parking restraint in areas of high accessibility. Policy 3C.22 seeks to ensure that on-site car parking at new developments is the minimum necessary and that there is no over-provision that could undermine the use of more sustainable non-car modes. The policy goes on to state that the only exception to this approach will be to ensure that developments are accessible for disabled people.
- 10.3 In pursuit of these objectives the London Plan states UDP policies and Transport Implementation Plans should:
- Adopt on- and off- street parking policies that encourage access by sustainable means of transport and assist limiting the use of the car.
 - Adopt maximum parking standards of 1 to less than 1 space per unit for flatted developments, taking into account local circumstances and allowing for reduced car parking in areas of good transport accessibility.
 - Reduce the amount of existing, private and non-residential parking as opportunities arise.
 - Recognise the needs of disabled people and provide adequate parking for them.
- 10.4 The Southwark Plan contains a number of policies, which seek to promote more sustainable transport choices for all members of the community and minimise the need to travel especially by car.
- 10.5 The policy preference is to locate developments generating a significant number of trips near to transport nodes. However where development is not located within easy access of public transport nodes policy 5.1 of the Southwark Plan requires applicants to demonstrate that sustainable transport options are available to site users. Such sustainable transport options include for the introduction of car clubs, car sharing, safe routes to schools, improvements to cycle, pedestrian and public transport networks and scooter pools.
- 10.6 In the context of promoting more sustainable transport choices policy 5.6 of the Southwark Plan requires all development to minimise the number of car parking spaces. Table 15.4 (appendix 15) of the Plan sets down the Council's maximum residential parking standards. Those standards relevant to the Early Housing sites are as follows:

Zone of Accessibility to Public Transport	Residential Car Parking Provision (maximum)
Central Activity Zone (High Accessibility to Public Transport).	0.4 of a maximum space per unit. On street parking permits will not be available for residents for new developments. Car free if within a Controlled Parking Zone.
Public Transport Accessibility Zone (High Accessibility to Public Transport).	1 maximum space per unit. Within controlled parking zones on street parking permits will not be available for residents of new developments.
Urban Zone (Medium Accessibility to Public Transport).	1 maximum space per unit.

Table 10.1

- 10.7 In the context of these sustainable transport objectives policy 5.6 of the Southwark Plan requires all development to include a justification for the

amount of parking sought taking into account of Public Transport Accessibility Levels (PTAL), the impact on overspill parking and the demand for parking within the Controlled Parking Zones.

10.8 In the context of these policy requirements the partnership appointed JMP Consulting to undertake a study to assess the relative accessibility of the 15 Early Housing sites and determine appropriate parking levels for each of the early housing sites.

10.9 This process comprised:

- A review of existing car ownership and parking occupancy levels on the Heygate Estate.
- Meetings with LB Southwark Parking Team to understand existing controls and issues at each site.
- Identification of sites where significant parking displacement is likely to occur, or where any parking displacement will impact surrounding streets.
- Site-specific Public Transport Accessibility Level (PTAL) calculations for each site, in accordance with TfL guidelines.
- An investigation of existing car club/ car sharing arrangements and the impact these will have on the relative accessibility of each site.
- Meeting with LB Southwark Highways and Planning to discuss and agree the proposed report findings.

10.10 The output from this process confirmed in the first instance:

- Sites 8P, 9P, 10P, 38P, 40P, 42P are located in the CAZ and have a PTAL of 6B.
- Sites 50P, 51P, 52P and 53P are located in the CAZ and have a PTAL of 6A.
- Site 58P has a PTAL of 6A.
- Site 44P is located just outside the CAZ and has a PTAL of 5.
- Site 43P is located just outside the CAZ and has a PTAL of 4.
- Site 55P has a PTAL of 4.
- Site 54P has a PTAL of 3.
- 14 of the sites are located in a CPZ.
- Site 54P is not located in a CPZ.

10.11 Based on the above and the maximum car parking standards contained within the Southwark Plan JMP have assumed a maximum parking provision as follows:

Site ID	Total units	PTAL	Zone of accessibility	CPZ Area	Maximum Parking StandardsSouthwark Plan	No of on site car parking spaces
8P	48	6b	CAZ	C2	Car Free	0
9P	42	6b	CAZ	C2	Car Free	0
10P	34	6b	CAZ	D	Car Free	0
38P	18	6b	CAZ	C2	Car Free	0
40P	56	6b	CAZ	D	Car Free	0
42P	110	6b	CAZ	D	Car Free	0
50P	18	6a	CAZ	M1	Car Free	0
51P,52P, 53P	311	6a	CAZ	M2	Car Free	0
58P	117	6a	PTAZ	J	0.4 space/ per unit	47
44P	23	5	PTAZ	Gr	0.4 space/ per unit	9
43P	44	4	UZ	M1	0.4 space/ per unit	18
55P	110	4	UZ	E	0.66 space/ per unit	73
54P	27	3	UZ	None	0.66 space/ per unit	18

Table 10.2

- 10.12 Given the location of each of the Early Housing Sites, their current accessibility and/ or their location within CPZ's it is considered that there is further scope to reduce the levels of on-site car parking through the introduction of other sustainable transport options.
- 10.13 As part of the transport strategy the RSL's have agreed with the Council to contribute towards the provision of 2 car club spaces that will be provided in the vicinity of each site.
- 10.14 Research on the impact of car clubs on general parking requirements is limited, however Carplus the national charity promoting responsible car use provides some data. Carplus plays a unique bridging role between green transport organisations and the motoring lobby. A document prepared by Carplus titled 'Using cars to reduce car use in local transport plans v3, November 2004' notes that within the UK, one car club space can provide a net reduction of 3.5 cars.
- 10.15 Thus the provision of two car club bays per development would have the effect of reducing the on site requirement on sites 58P, 44P, 43P, 55P and 54P by 7 spaces as follows:

Site ID	No of on-site car parking spaces	Reduction in on site provision as a result of 2 car club spaces per site	No of on-site car parking spaces
58P	47	7	40
44P	9	7	2
43P	18	7	11
55P	73	7	66
54P	18	7	11

Table 10.3

- 10.16 The above allocation, however makes no reference to unit mix and given the location of each of the above sites it is considered appropriate to prioritise any future car parking provision to family housing i.e. 3 bed plus units and to constrain parking in relation to 1 and 2 bed units.
- 10.17 In line with Southwark Plan policy each early housing site will be provided with covered cycle parking. In addition each site will produce a site specific Travel Plan and RSL's will sign up to the Council's requirements in relation to the provision of parking permits to new residents.

10.18 In view of this situation, and given the relative accessibility of each site and the rapidly changing development context it is considered appropriate that any on site car parking provision should be limited to meeting family housing needs and given the above all other housing could reasonably be car free (i.e. 1-beds). Based on the current schedule of accommodation:

- Site 58P will deliver 14 x 3+ bed units = 14 units
- Site 44P will deliver 5 x 3+ bed units = 5 units
- Site 43P will deliver 15 x 3+ bed units = 15 units
- Site 55P will deliver 34 x 3+ bed units = 34 units
- Site 54P will deliver 4 x 3+ bed units = 4 units

10.19 Based on the Southwark Plan car parking standards, the individual PTALs and the provision of 2-car club spaces per site the car parking requirement on each site would therefore be as follows:

Site	No of 3 bed units	LB Southwark parking standards	No of car parking spaces	Reduction re. 2 car club spaces	No of car parking spaces
58P	14	0.4 space/ per unit	6	7	0
44P	5	0.4 space/ per unit	2	7	0
43P	15	0.4 space/ per unit	6	7	0
55P	34	0.66 space/ per unit	14	7	7
54P	4	0.66 space/ per unit	3	7	0

Table 10.4

10.20 Based on the above therefore site 55P should accommodate 7 car parking spaces on the site. However if it is not feasible to accommodate this parking the RSL will contribute to additional car club spaces in the vicinity of site 55P.

10.21 In relation to disabled people and the mobility impaired Southwark Plan Policy 5.7 requires a minimum of one accessible car parking space per development, where associated car parking is not provided; or a minimum of two accessible car parking spaces in circumstances where associated parking is provided.

10.22 Based on this policy requirement a disabled parking bay will be provided for each disabled resident on the Heygate (2 parking bays). In addition and based on guidance in the London Plan each development will have at least one accessible car parking space where no general parking is provided. All developments with associated car parking will have at least two parking bays for use by disabled people.

10.23 Sites with observed on-street parking potential where disabled bays could be provided include: 8p Pocock Street, 9P Library Street, 10P Harper Road, 38P Prospect House, 40P New Kent Road, 42P 153-163 Harper Road, 43P Townsend Street, 54P Welsford Street, 55P Royal Road and 58P Bolton Crescent. Some of these sites include those with off-street parking bays so there is potential of extra provision for those sites in line with demand that might come forward for disabled units as part of the proposed marketing exercise in relation to the private/ intermediate units or in relation to the social units, those that might be converted to disabled units in the future as a result of any future allocations programme (see section 9 above).

10.24 As far as the Heygate Estate is concerned the accommodation allocation process assumes that residents decanted from the Heygate Estate will not be issued

with CPZ permits. The issue of additional CPZ permits could develop areas of parking stress around the Early Housing sites and would be inconsistent with the approach generally adopted by LB Southwark, where 'No CPZ Permit' arrangements are put in place as part of a planning consent for new development.

- 10.25 Decanted residents will, however be given the opportunity to select accommodation through the Early Housing programme, or will be given the option to bid for accommodation through the Home Choice programme elsewhere in the Borough where car parking is available.
- 10.26 In addition to the above five of the fifteen early housing development sites include currently in-use car parks or garages:
- 8P Pocock Street
 - 44P Leroy Steet
 - 51P, 52P and 53P Stead Street
 - 54P Welsford Street
 - 43P Townsend Street (Comus House)
- 10.27 Redevelopment of these sites is likely to result in displaced parking in surrounding areas once the developments are brought forward. Based on survey work undertaken by JMP it is concluded:
- 8P Pocock Street: There is sufficient space on-street to accommodate any displaced parking.
 - 44P Leroy Steet: An additional 6 no. spaces will be required on-street to accommodate the displaced parking.
 - 54P Welsford Street: There is sufficient space on-street to accommodate any displaced parking.
 - 43P Townsend Street (Comus House): There is sufficient space on-street to accommodate any displaced parking.
 - 51P, 52P and 53P Stead Street: There is insufficient space in the immediate area to accommodate displaced parking on market days (Thursday and Saturday surveyed). Displaced parking may be accommodated in the wider CPZ area.
- 10.28 In relation to sites 51P, 52P and 53P additional work has been undertaken in relation to the shopping patterns associated with East Street Market and the changes to these shopping patterns that will occur as a result of the proposed redevelopment of sites 51P, 52P and 53P. This work demonstrates that there is sufficient space on the roads immediately adjoining the site to accommodate both local resident and market trader's vehicles displaced from the sites. As far as shoppers are concerned, Southwark are exploring the potential to relax yellow line restrictions in the vicinity of the market to accommodate demand. As a result it will be possible to accommodate the volume of weekday visitors to the market on the immediate roads. At the weekend there is potential capacity in the wider CPZ to accommodate the volume of visitors. In addition the evidence from the surveys suggests that a significant proportion of vehicles parking at the site are making journeys from within SE17 or southward. Alternative sustainable modes of transport are potentially available to these visitors.

11 Environmental Design and Sustainability

- 11.1 Policies at the national, regional and local levels requires that all new development should have a positive impact on the environment in terms of energy and water use, pollution, waste, flood risk and biodiversity.
- 11.2 The Council has prepared a Supplementary Planning Document: Sustainable Design and Construction (Draft for Consultation, July 2007) to explain in detail how the various national, regional and borough wide planning policies will be applied to different types of development.
- 11.3 In the context of this Overarching Planning Statement the draft SPD sets down a number of relevant expectations as follows:
- Maximise energy efficiency through design: Development must meet the minimum carbon dioxide emissions targets in Part L of the Building Regulations through energy efficient design. Major developments shall provide a formal energy assessment to explain the energy demand for a particular development and how much CO₂ has been saved through the design choices made.
 - Supply energy efficiently: Residential development should connect to community CHP or CCHP systems where these exist or are being developed within the following distances of the site:
 - Less than 20 dwellings: 50 metres
 - 20-30 dwellings: 100 metres
 - 31-40 dwellings: 150 metres
 - Over 40 dwellings: 200 metres.
 - Where development will be completed before the public CHP or CCHP system it will connect to is completed, an efficient gas boiler or bio-fuel boiler system should be used temporarily.
 - Development not able to connect to a public CHP or CCHP system will need to demonstrate how the proposed energy supply system is the most efficient possible.
 - Use renewable sources of energy: Major development will need to provide at least 10% of its energy requirements from renewable sources.
 - Minimise emissions from energy supply systems: Applications for district CHP and CCHP schemes will need to be accompanied by a formal air quality impact assessment. This should compare the emissions from the CHP/ CCHP plant with the combined emissions from the individual boilers it would be replacing.
 - Supply water efficiently. The possibility of sourcing water from boreholes should be investigated.
 - Developments should include grey water reuse or rainwater collection systems unless this is not viable due to site constraints.
 - Reducing the need for water. Applications should demonstrate how the water demand of the development has been minimised through water efficient design. Development should achieve a water use target of 110L per person a day, unless this is demonstrated not to be achievable due to site or financial constraints.
 - Improving air quality. In an Air Quality Management Area major development will need to provide a formal air quality impact assessment.
 - Minimising air pollution. Applications should provide information on how the energy supply system has been designed to minimise air pollution to the fullest extent feasible.

- Ensuring good levels of indoor air quality. Development must meet the minimum requirements of Part F of the Building Regulations; should include information on how development has been designed to provide good indoor air quality and minimise the need for mechanical ventilation and how odour release will be controlled.
 - Reducing water pollution. Major developments will need to incorporate sustainable drainage techniques into the site and there should be no increase in surface water runoff.
 - Reducing disturbance from noise. Applications should contain a construction management plan that sets out how noise impacts have been mitigated.
 - Reducing disturbance from artificial light. Applications should provide information on how lighting has been used efficiently and how unnecessary light spill has been overcome.
 - Identify and clean up contaminated sites. On sites that have had or are adjacent to past industrial uses, a study must be submitted with the planning application to identify the potential for contamination and any proposed remediation strategy.
 - Waste minimisation and management. Applications should include information on how developments have been designed to minimise the use of building materials, reuse existing materials on site and recycle materials that are not needed.
 - Applications should provide a plan explaining how waste will be managed on-site once the building is occupied.
 - Protection and enhancement of biodiversity and trees. All applications should provide information on existing trees on or close to the site, including details of their size, condition and ecological or aesthetic value.
 - Applications should explain how the development has been designed to accommodate the trees and how they will be protected during construction.
 - Applications should contain details to explain how the development has been designed to maximise its contribution to nature conservation in the light of site constraints.
- 11.4 In the context of these requirements the Council intends to implement a number of strategic/ area wide and local initiatives as part of the Elephant & Castle regeneration programme, including:

Energy and water supply.

- 11.5 The generation of low carbon heat and power at the E&C will be achieved by installing gas fired combined heat and power (CHP) engines at two locations: Heygate Boiler House and St Mary's Churchyard. Waste heat will be recovered from engine lubrication, cooling and flue gases to produce a supply of medium temperature hot water for space heating and domestic hot water services, and a supply of high temperature hot water or steam, which can be used in summer to drive local absorption chilling for the purpose of supplying chilled water for space cooling.
- 11.6 It is envisaged that the heat network at the Elephant and Castle will in due course become part of an extended network covering the whole Borough and served by a number of CHP stations.
- 11.7 A Multi-utility services company (MUSCo) will supply all of the heating, hot water, and power requirements of the Elephant and Castle, as well as providing a supply of non-potable water and area-wide fibre to the home data infrastructure. The non-potable water network will be supplied from two water abstraction boreholes located at Stead Street and St Mary's Churchyard

respectively. The contract to drill and test the boreholes will commence in July 2007 with the construction of the first borehole at Stead Street. The design of the borehole headworks, valve chamber and treatment plant will be integrated into the Early Housing Development at Stead Street site 53P. It is estimated that connection to non-potable water services will reduce dependence on mains potable water by between 25% and 30%. It is proposed that the MUSCo will sell electricity (generated by the CHP plant as well as electricity imported from the grid or a distribution network) to the new developments through private wires as well as through the local distribution network, and may in addition chose to sell electricity to third parties through the distribution network as an embedded generator.

- 11.8 It is estimated that between 65% and 75% of the heat and power supplied will be derived from local gas fired CHP. As a result, the heat and power supplied by the MUSCO will have a significantly lower carbon content than heat supplied from boilers and electricity supplied from the grid. Development that is designed for connection to MUSCo heat and power services will benefit from a reduced carbon footprint.
- 11.9 Gas boilers will be required to meet peak heating and hot water demands and to provide resilience of supply. It is the intention that a proportion of the required peak load and backup boiler capacity will come from plant installed in the early developments and adopted in due course by the MUSCo. Early developments include Castle House, London Park Hotel and the Volvo Garage site, and the early housing developments at Stead Street and Brandon Street (sites 50P, 51P, 52P and 53P).
- 11.10 It is proposed that each of the Early Housing Developments will make adequate provision for future connection to the MUSCO district heating and fibre to the home data networks. In addition, specific early housing developments (sites 50, 51, 52 & 53P) will install dual water supply circuits (potable and non-potable) within each building and make adequate provision for connection to MUSCo non-potable water services located at Stead Street site 53P.
- 11.11 Early developments which are scheduled for completion prior to the MUSCO being fully operational will where appropriate make sufficient space provision within their central plant rooms for the future installation of a heat exchange substation by the MUSCo and subsequent switch-over from stand-alone boilers and grid supplied electricity to CHP district heating.

Renewable sources of energy

- 11.12 As part of the regeneration strategy for the E&C the Council wishes to see the deployment of CHP compatible renewable technologies and building systems across the development. In line with the SPD and the Council's objectives site specific Energy Strategies will be produced for each of the relevant Early Housing developments. These strategies will contain a detailed renewable energy feasibility study and in line with the E&C Energy Strategy the following technologies will be considered:
- 11.13 Suitable for all developments:
 - Building mounted wind turbines
 - Roof mounted photovoltaic cells
 - Solar thermal
- 11.14 Suitable for Early Housing Sites: 8P, 9P, 10P, 38P, 42P, 43P, 44P, 54P, 55P, 58P:
 - For sites, which are located in the surrounding neighbourhood, away from the core development area stand-alone biomass boilers will be considered. All development within the core area and on the periphery of the core area

will allow for the supply of low carbon heat from the MUSCo, a proportion of which will be sourced from centralised biomass boiler plant. This includes the early housing sites at New Kent Road, Stead Street and Brandon Street (sites 40P 50P, 51P, 52P & 53P).

- 11.15 The assessment of renewables will indicate the percentage carbon abatement achieved by each technology and the annualized cost per kg of carbon abated in line with policy.
- 11.16 In calculating the baseline carbon footprint of the building, the partnership has agreed with the Council that it will accept the lower carbon factor for heat supplied from CHP on the basis that it is considered likely that all buildings will be connected to district heating by the time the Elephant and Castle build programme is complete:
- Carbon content of CHP heat: 0.074 kgCO₂/kWh
- 11.17 It has also been agreed with the Council that development within the core area (including early housing sites at New Kent Road, Brandon Street and Stead Street) may also adopt the carbon intensity factors for electricity supplied by private wire network i.e.
- Carbon content of CHP electricity: 0.309 kgCO₂/kWh
- 11.18 In addition it has been agreed that developments which are unable for technical reasons to achieve 10% from appropriate building integrated/ renewable technologies will be required to make a contribution to a 'Green Fund' based on:
- The baseline carbon footprint: taking into account the location of the development and its connection to MUSCO heat and private wire power services i.e. where appropriate taking the benefit of the reduced carbon content of CHP heat and electricity
 - The most cost effective renewable energy technology suitable for the site in question (in terms of cost per kg CO₂ abated)
 - The percentage contribution from building mounted/ integrated renewable technology
- 11.19 The fund will be 'ring-fenced' for investment in infrastructure renewable energy technology within the energy centres.
- 11.20 In relation to the remaining requirements of the Sustainable Design & Construction SPD each relevant site specific application will be accompanied by a Sustainability Assessment, Energy Strategy and A Design and Access Statement that will include information in respect of the following:
- Water consumption, recycling and conservation.
 - Ventilation.
 - Use of sustainable building materials.
 - Waste minimisation and management and the refuse storage/ recycling facilities.
 - Lighting.
 - Nature conservation, habitat creation and biodiversity.
- 11.21 The RSL's have confirmed that all of the homes will be designed to a very good Eco Homes standard in line with the requirements of the original design briefs.
- 11.22 In addition all construction works will be carried out in accordance with the Council's Environmental Code of Construction Practice.

12 Flood Risk

- 12.1 PPS25 requires site specific Flood Risk Assessments (FRA) to be submitted with ALL proposals for new development in Flood Zones 2 and 3 as well as development proposals on sites of 1 hectare or more in Flood Zone 1.
- 12.2 Sites 10P, 42P and 58P are located in Flood Zones 1 or 2. The remaining sites are all located in Zone 3 and hence each application will be required to be accompanied by a FRA.
- 12.3 Each of the Early Housing Sites has been allocated in the Southwark Plan and has been the subject of a Public Inquiry. This guidance recognises that in exceptional circumstances, there may be valid reasons for a development type, which is not entirely compatible with the level of flood risk at a particular site to nevertheless be considered. In these circumstances PPS25 states that it will be 'necessary for the LPA or developer to demonstrate that the site qualifies for development in the manner proposed by passing all elements of the Exceptions Test'.
- 12.4 The Exceptions Test provides a method of managing flood risk whilst still allowing necessary development to occur.
- 12.5 Paragraph D9 of PPS25 sets out the three elements of the test that must be passed for the development to be permitted. These are as follows:
- It must be demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk.
 - The development must be on developable previously-developed land or, if it is not on previously-developed land, that there are no reasonable alternative sites on developable previously-developed land; and
 - A site-specific Flood Risk Assessment must demonstrate that the development will be safe, without increasing flood risk elsewhere, and where possible, will reduce flood risk overall'.
- 12.6 The Early Housing Programme as a whole will deliver wider sustainability benefits as follows:
- Each site is allocated for housing in the Southwark Plan.
 - The proposals will deliver high quality housing to replace the Heygate Estate, which suffers from a number of maintenance, environmental and management problems and is in need of replacement.
 - The Programme allows existing residents to be re-housed on available land situated close to their existing homes.
 - The re-housing programme will allow for the site occupied for a poor quality and failing housing estate to be released for major, high density mixed use redevelopment and regeneration, adjacent to a major public transport interchange.
 - Each Early Housing development will be built to Lifetime Home Standards and will incorporate a number of measures to reduce energy and water consumption and encourage energy consumption from renewable sources.
 - Each Early Housing development will accommodate limited car parking and will include secure cycle parking in line with Planning Policy, which seeks to minimise travel, especially by car.
 - All developments promote the efficient use of land and are of a high quality design that have been developed in consultation with the end users.

- 12.7 The majority of the land included as part of the Early Housing Programme comprises previously developed land. A number of the sites have, however now been cleared of development and comprise either of car parking or open space/ sports courts or play areas. The Early Housing sites utilise all land that is in Council ownership, that is available for development and which is situated close to the existing Heygate Estate.
- 12.8 Financial constraints associated with the project and the lack of grant funding means that it is not feasible for the Council to purchase other previously developed private land outside of the flood risk areas to allow for the delivery of such housing. It is therefore considered that there is no other more suitable sites that could deliver such replacement housing within the financial, geographic location and programme constraints of the wider regeneration project.
- 12.9 In addition to the above Flood Risk Assessments have been prepared for each development, which shows that the developments would be safe, without increasing flood risk elsewhere.

13 Planning Contributions and Draft Heads of Terms

Planning contributions

- 13.1 In July 2007 the Council adopted Supplementary Planning Document (SPD) on Section 106 Planning Obligations. The SPD sets out how planning obligations will be used to promote sustainable development and deliver the infrastructure necessary to support the growth of the residential, business and visitor populations.
- 13.2 The SPD provides guidance that expands on the policies concerning planning obligations of the Southwark Plan, particularly Policy 2.5 and appendix 6. It provides a list of standardised off-site planning tariffs aimed at addressing the following areas:
- Affordable housing.
 - Archaeological investigation and excavations.
 - Children's play facilities, public open space improvements, and sport and recreation.
 - Community and health facilities.
 - Education provision and facilities.
 - Legal and monitoring costs.
 - Strategic transport projects.
 - Training and employment initiatives.
- 13.3 The SPD also identifies a number of planning obligations that might also be sought on a site-specific basis to address issues including biodiversity, community safety, conservation of buildings, improvements to the public realm, highway works, parking, employment during construction, public art and waste management.
- 13.4 Based on the delivery of 958 mixed tenure residential units the Council has advised that, based on the obligations identified by the draft SPD and Southwark Plan that they would expect the partnership under normal circumstances to:
- Provide 35% of hab rooms as affordable housing in line with Southwark Plan Policy 4.4.
 - Provide 50% of the affordable housing provision as social rented and 50% as intermediate in line with Southwark Plan Policy 4.4.
 - Pay an off-site planning contribution of £1,764,770 in respect of the new private/ intermediate housing that will be delivered as part of the programme to cover education; employment of a work place coordinator; public open space, children's play equipment and sports development; strategic transport; health and administration.
 - If necessary make site-specific contributions towards the enhancement of the public realm in the vicinity of each site.
 - If necessary make site-specific contribution to infrastructure improvements, such as pedestrian crossings, cycleways and traffic calming in the vicinity of each site.
 - Make site-specific contributions to sustainable transport measures such as car clubs and local travel plan groups on a site-specific basis.
- 13.5 As already explained the Early Housing Programme comprises one component part and essentially the first phase of a significant regeneration programme focussed on the Elephant & Castle.

- 13.6 In the context of this wider programme the Early Housing programme has one sole objective to deliver the maximum amount of social rented housing to enable residents from the Heygate to be re-housed. The delivery of a successful programme will allow for the estate to be demolished and replaced with major new mixed development in line with Southwark Plan Policy.
- 13.7 In pursuit of this objective the Council and the two consortia of Housing Associations have recently entered into a development agreement to secure the delivery of the Early Housing Programme. The agreement places various obligations on both parties to maximise the delivery of replacement social housing. The joint working assumption is that each scheme will initially be designed on a 50/50 tenure split although the provisions of the Development Agreement require that each site provides a minimum of 45% of the habitable rooms in the form of affordable housing.
- 13.8 The programme as a whole is being funded from a combination of Housing Association reserves and cross subsidy generated from the market housing to be sold on each site. There is no Housing Corporation grant available for these developments and this has the effect of reducing the level of subsidy that is available to support the provision of affordable housing through the programme. In order to maximise the amount of affordable housing the Council has therefore agreed to dispose of the sites for a minimum consideration of a peppercorn.
- 13.9 The funding of the early housing programme is therefore highly constrained, and relatively minor variations in the tenure split/mix of units/building specification can have a significant impact on the viability of individual schemes and hence its ability to deliver the objectives of the programme as a whole.
- 13.10 At the present time it is being assumed that the programme has the potential to deliver 444 social rented units; 17 shared equity units and 497 private units. This provision means that 51.3% of the hab rooms will be delivered as affordable and of this affordable provision 94% of the hab rooms will be social rented and 6% will be shared equity.
- 13.11 This target provision is substantially in excess of the planning policy targets in relation to affordable housing and tenure mix set by the Southwark Plan, which as stated above stand at 35% and a 50: 50 social rented/ intermediate split and reflects the very specific and unique purpose of the programme and its objectives.
- 13.12 The delivery of these higher targets will obviously have a significant negative impact upon the viability of each scheme and will undermine the potential of the programme to generate surplus funds to pay for any other off-site contributions.
- 13.13 Under normal circumstances the Council on reviewing appraisals would expect applicants to adjust the mix and deliver additional private housing at the expense of social/affordable units in order to fulfil the requirements of the SPD. In this particular circumstance such an arrangement would, however run counter to the central purpose of the early housing programme and would undermine the wider regeneration objectives of the Elephant & Castle programme as set out in the Southwark Plan.
- 13.14 The SPD acknowledges that planning obligations put a 'considerable financial pressure on proposals' and states that: 'Should the applicant consider that a planning obligation cannot be viably supported by the development, the applicant should submit an 'open book' economic appraisal to the council'. The SPD goes on to state that 'the extent to which a proposal meets the objectives of the Local Development Framework and national policies will be a factor in considering planning obligations against financial viability of a scheme'.

- 13.15 In this context the Early Housing Programme should not therefore be viewed in isolation but as the first phase of the wider Elephant and Castle Programme and the very specific role of the programme within the programme should also be acknowledged. The delivery of replacement social housing will create the opportunity to release the Heygate for redevelopment and will enable the Council to deliver the land use targets set by the London and Southwark Plans for the Elephant & Castle Opportunity Area.
- 13.16 In addition and based on the requirements of the Southwark Plan and the Elephant & Castle SPG the programme will deliver significant amounts of new housing and new facilities, including schools, new health and leisure facilities and major transport improvements. The programme will also release substantial areas of land in a highly accessible location that will enable the Council to deliver, using section 106 monies collected from other developments in the Elephant & Castle area new public open spaces; play facilities; sport and leisure facilities; new schools and health facilities.
- 13.17 Finally the release of the land will allow for new development to be brought forward that will generate substantial planning contributions in line with the requirements of the Section 106 SPD that will help pay for the delivery of the new facilities at the E&C and elsewhere. The programme will also deliver substantial on site infrastructure improvements that will contribute to the movement and accessibility of the area.
- 13.18 Based on the above the wider programme will create the opportunity to deliver the benefits that would normally be provided through standard charges. It will create the opportunity to provide land to enable the Council to deliver works, using Section 106 monies collected from other developments in the area and will allow for substantial amounts of development to be brought forward that otherwise would not be brought forward if the Heygate was not redeveloped that will in turn generate substantial additional Section 106 funds.
- 13.19 In view of the above the development partnership will, in addition to this Overarching Statement submit a detailed financial appraisal with each of the early housing site planning applications. These site-specific financial appraisals will provide an indication of the level of planning obligations that can be delivered in respect of each site and will allow the Council to understand the cost value implications of providing a higher proportion of social rented housing than the Southwark Plan requires.
- 13.20 If developments can not provide the full set of standard charges based on the number of new housing units. The contribution will be made by discounting each of the standard charges by a similar amount
- 13.21 This approach accords with the requirements of the SPD and will provide the necessary transparency to demonstrate the unique circumstances of the programme and the role it performs within its wider regeneration context.
- 13.22 In terms of any on site obligations the partnership acknowledge that improvements to the public realm and highway infrastructure will be considered on a site by site basis and in accordance with the output from individual Travel Assessments.
- 13.23 In addition it has been agreed that the programme as a whole will contribute £30,000 to facilitate the delivery of two car club spaces per development and to allow the Council to adjust the CPZ's in the vicinity of each site in relation to the application of future car permits.
- 13.24 The RSL's also propose through their own programmes to deliver the Council's objectives in relation to local employment in construction.

Draft heads of terms

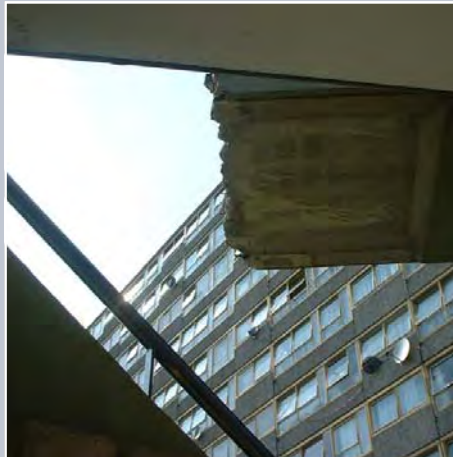
13.25 Based on the above the heads of terms for each site will cover the following:

- Affordable housing details: Quantum, mix and location of affordable housing (rent and shared ownership).
- Affordable housing: shared ownership household annual income thresholds.
- Car clubs: A contribution of £30,000 towards the delivery of a minimum of two car club spaces per development and a commitment to provide a number of car club free memberships to be offered to residents.
- Employment & Training: RSL's proposals for the engagement of local residents into employment on the site during construction
- Green Travel Plan: A plan or document setting out a package of measures to be adopted by the developer in the management of the Site.
- Traffic Management Order Amendment Contribution: A sum of £2,500 per site.
- Parking Permit Restriction: Each new occupier of each development shall not be entitled (unless they are the holder of a disabled person's badge) to be granted a Parking Permit to park a vehicle in a parking bay and will not be able to buy a contract to park within any car park owned, controlled or licensed by the Council.
- Connection to the MUSCO high voltage electricity service, are-wide fibre optic network and non-potable 'green' water supply.
- Green Tariff Contribution, where necessary.
- Environmental Sustainability: The construction of all housing units to achieve at least 'very good' rating for the purposes of the Eco-Homes standard pursuant to the BRE Environmental Assessment Method. Submission of energy scheme for each development to include heating strategy and an explanation as to how at least 10% of the scheme's energy requirements can be derived from renewable sources or green fund contribution.
- Site specific landscape works and/ or play works identified as part of individual planning application.
- Site specific street/ highway improvement works identified as part of individual planning application.
- Payment of Council's Administration Costs.

14 Summary of Policy Requirements

14.1 Based on the above LB Southwark and its RSL partners confirm that the fifteen Early Housing programme will:

- Deliver a quantum of affordable housing across the programme in excess of the Southwark Plan target of 35% and London Plan target of 50%.
- Deliver no less than 90% of the units as social rented and no more than 10% of the units will comprise intermediate units.
- Ensure that all housing housing will be built to Lifetime Home Standards.
- Ensure that 10% of the social rented units will be designed so that they are capable of adaptation to suit the needs of wheelchair users. Of these units two will be fully adapted.
- Ensure that 10% of the private units and 10% of the shared equity units will be designed so that they are capable of adaptation to suit the needs of wheelchair users.
- Ensure that 50% of those private units that are designed so that they are capable of adaptation to suit the needs of wheelchair users will be marketed as disabled units for a period of six months, prior to construction.
- Will contribute towards the provision of 2 car club spaces that will be provided in the vicinity of each site.
- Deliver 7 on site car parking spaces on site 55P.
- Apart from site 55P will be largely car free apart from disabled parking.
- Two disabled car parking spaces will be provided in relation to the two fully adapted units to cater for Heygate residents. In addition and based on the London Plan each development will have at least one accessible car parking space where no general parking is provided. Site 55P will incorporate at least two parking bays for use by disabled people.
- Ensure that each development makes adequate provision for future connection to the MUSCO district heating and fibre to the home data networks.
- Where appropriate make sufficient space provision within their central plant rooms for the future installation of a heat exchange substation by the MUSCO and subsequent switch-over from stand-alone boilers and grid supplied electricity to CHP district heating.
- Install dual water supply circuits (potable and non-potable) on Sites 51, 52 and 53P within each building and make adequate provision for connection to MUSCO non-potable water services located at Stead Street site 53P.
- Look to integrate CHP compatible renewable technologies and building systems in line with the E&C Energy Strategy.
- Be designed to a very good Eco Homes standard.
- Comply with adopted planning policy in all other respects.



Appendices

Appendix 1 - The Fifteen Early Housing Sites. Southwark Plan

Appendix 2 - National, Regional and Local Policy relevant to the Early Housing Programme

Appendix 3 - Southwark Plan - Early Housing Proposal Sites

Appendix 1

The fifteen Early Housing sites. Southwark Plan 2007

To help secure the delivery of the new replacement or 'Early' housing, fifteen sites have been allocated for housing in the Southwark Plan. The majority of the land is in the ownership of the Council and is in a variety of different uses:

Site ID (from draft Southwark Plan)	Site name	Current use
8P	Manna Ash House, Pocock Street	LB Southwark parking garages
9P	Library Street	Housing offices and garden
10P	LBS Social Services, Harper Road	Social services offices
38P	Prospect House	Children's playground
40P	Albert Barnes House, New Kent Road	Sports court and open space
42P	153-163 Harper Road	Residential and small car park & open space
43P	Thornton House, Beckway Street and Comus Place	Derelict houses & a small car park for Thornton House
44P	Land to the south west of Stewart House, bound by Leroy Street and Aberdour Street	LB Southwark parking garages
50P	Land bound by Brandon Street and Larcom Street South-west	Sports court
51P	Nursery Row Park car parks, Wadding Street and Brandon Street.	Stead Street car parks, local shops, Stead Street & open space
52P	The Crown, Brandon Street.	
53P	Nursey Row Park, Brandon Street	
54P	Welsford Street garages	LB Southwark parking garages and a surface car park
55P	Royal Road	Old residential type housing and a large garden
58P	Land immediately located to the south east of Bolton Crescent and Camberwell New Road intersection	Open space

Appendix 2

Relevant National, Regional & Local Policy

National Planning policy: The relevant national planning policy is set out in the various Planning Policy Statements, Planning Policy Guidance Notes and Government Circulars:

- PPS1: Delivering Sustainable Development (2005)
- PPS3: Housing (November 2006)
- PPG9: Bio-diversity and Geological Conservation (August 2003).
- PPS10: Planning for Sustainable Waste Management (July 2005).
- PPG13: Transport (September 2004).
- PPG16: Archaeology and Planning (November 1990).
- PPS22: Renewable Energy (August 2004).
- PPG24: Planning & Noise (September 2004).
- PPS25: Development and Flood Risk (October 2006).
- Circular 06/98: Planning & Affordable Housing.
- Circular 05/05: Planning Obligations.

Regional and London-wide Planning Policy:

- Spatial Development Strategy for London (The London Plan –February 2004).
- Draft Alterations to the London Plan- Housing Policies (October 2005).
- The London Plan: Sub-Regional Framework for Central London. May 2006.
- SPG – Accessible London: Achieving an Inclusive Environment (April 2004).
- SPG- Housing (November 2005).
- Draft SPG –Sustainable Design and Construction (May 2006).
- Mayor's Municipal Waste Management Strategy (September 2003).
- Mayor's Energy Strategy (February 2004)
- Mayor's Air Quality Strategy (2007).

Local Planning Policy:

- Southwark Plan 2007.
- SPG- A Development Framework for the Elephant and Castle (February 2004).
- SPG- Crime & Safety
- SPG – Access and Facilities for people with disabilities and people with mobility difficulties (November 2002).
- SPG (draft) – Access and Facilities for people with disabilities and people with mobility difficulties.
- SPG (draft) – Archaeology (November 2002).
- SPG (draft) – Affordable Housing (November 2004)
- SPG (draft) – Design (November 2002).
- SPG (draft) – Designing out Crime (November 2002).
- SPG (draft) – Resources (November 2002).
- SPG (draft) – Parking (November 2002).
- SPG (draft) – Sustainability (November 2002).
- SPG (draft) – Tall Buildings (November 2002).
- SPG (draft) – Residential Design Standards (November 2002).
- SPD – Section 106 Planning Obligations (July 2007).

Best Practice Guidance:

- Building Research Guidelines Handbook 'Site Layout Planning for Daylight and Sunlight.

Appendix 3

Southwark Plan: Early Housing Proposal Sites (August 2007)

Site	1 bed	2 bed	3 bed	4 bed	5 bed	Total
8P Manna Ash House, Pocock Street						48
Private	8	9				17
Rent	8	23				31
Shared equity						
9P Library Street						42
Private	11	12				23
Rent	5	7		6		18
Shared equity	1					1
10P LBS Social Services, Harper Road						34
Private	5	9				14
Rent	6	4		4		14
Shared equity	3	3				6
38P Prospect House						18
Private	4	4				8
Rent	5	5				10
Shared equity						
40P Albert Barnes House, New Kent Road						56
Private	14	18				32
Rent	1		23			24
Shared equity						
42P 153-163 Harper Road						110
Private	17	45				62
Rent	16	28		4		48
Shared equity						
43P Thornton House, Beckway Street and Comus Place (Townsend)						44
Private	9	18				27
Rent		1	15			16
Shared equity	1					1
44P Land to the south west of Setwart House, bound by Leroy Street and Aberdour Street						23
Private	6	6				12
Rent		6	5			11
Shared equity						

Site	1 bed	2 bed	3 bed	4 bed	5 bed	Total
50P Land bound by Brandon Street and Larcom Street South-west						18
Private	1	8				9
Rent		5	4			9
Shared equity						
51P Nursery Row Park car parks, Wadding Street and Brandon Street.						
52P The Crown, Brandon Street						
53P Nursey Row Park, Brandon Street						311
Private	79	61	9			149
Rent	86	55	18		3	162
Shared equity						
54P Welsford Street garages						27
Private	8	8				16
Rent		2	4			6
Shared equity		5				5
55P Royal Road						110
Private	26	26	12			64
Rent	14	10	22			46
Shared equity						
58P Land immediately located to the south east of Bolton Crescent and Camberwell New Road intersection						117
Private	34	28	2			64
Rent	22	15	8	2	2	49
Shared equity		4				4
Total	390	425	122	16	5	958
Private	222	252	23			497
Rent	163	161	99	16	5	444
Shared equity	5	12				17
%age units affordable						48.1%
No hab rooms private						1292
No hab rooms affordable						1361
%hab rooms affordable						51.3%

