

Elephant and Castle Master Regeneration Plan

Version 16

Draft

Prepared by London Borough of Southwark and Lend Lease
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Table of Contents

1. INTRODUCTION.....	3
1.1 INTRODUCTION.....	3
1.2 PROJECT STATUS	6
1.3 PURPOSE OF MRP	7
1.4 VISION, CORNERSTONES & PROJECT OBJECTIVES FOR THE REGENERATION AGREEMENT SITE.....	8
1.4.1 Development Objectives for the Regeneration Agreement Site	8
2. DEVELOPMENT STRATEGIES FOR REGENERATION AGREEMENT SITE	10
2.1 PLANNING STRATEGY.....	10
2.2 REGENERATION AGREEMENT SITE MASTERPLAN & DESIGN STRATEGY	10
2.2.1 Masterplan Background.....	11
2.2.2 Land Uses	13
2.2.3 Housing	13
2.2.4 Design Code.....	13
2.2.5 Indicative Regeneration Agreement Site Plans	14
2.3 INFRASTRUCTURE STRATEGY	17
2.4 LAND ASSEMBLY	17
2.5 SUSTAINABILITY STRATEGY	18
2.6 SOCIO-ECONOMIC STRATEGY.....	19
2.7 CONSULTATION STRATEGY.....	19
2.8 ESTATE MANAGEMENT STRATEGY.....	20
2.9 HEALTH & SAFETY	21
3. TIMING.....	22

1. Introduction

1.1 Introduction

The potential for major redevelopment at Elephant and Castle (“E&C”) has been recognised by the London Borough of Southwark (“LBS”) for some time. Since 1999 LBS has put in place a series of strategies and measures to bring this forward.

E&C Opportunity Area (the “Opportunity Area”) , as defined in the Southwark Plan, covers 170 acres stretching from the Borough Road in the North to East St in the south. The ‘Opportunity Area’ is also designated in the London Plan as an area with the capacity to meet some of the capitals need for new homes and jobs.

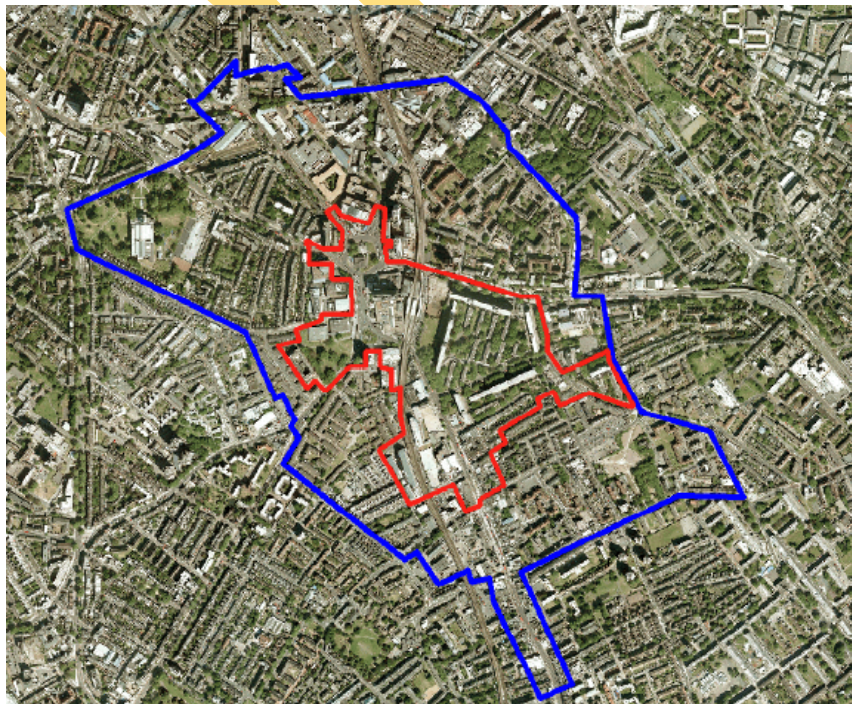
The vision for the Opportunity Area set out in the Southwark Plan is for:

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

LBS has adopted a comprehensive plan led approach to facilitate the delivery of this vision and the objectives for the Opportunity Area are set out in Policy 6.1 of the Southwark Plan.

The Southwark Plan defines a E&C Core Area, a 25 hectare site shown as Site 39P (see below) where it was recognised that there was potential for substantial change to transform the area through a process of comprehensive regeneration and renewal.

Site 39p

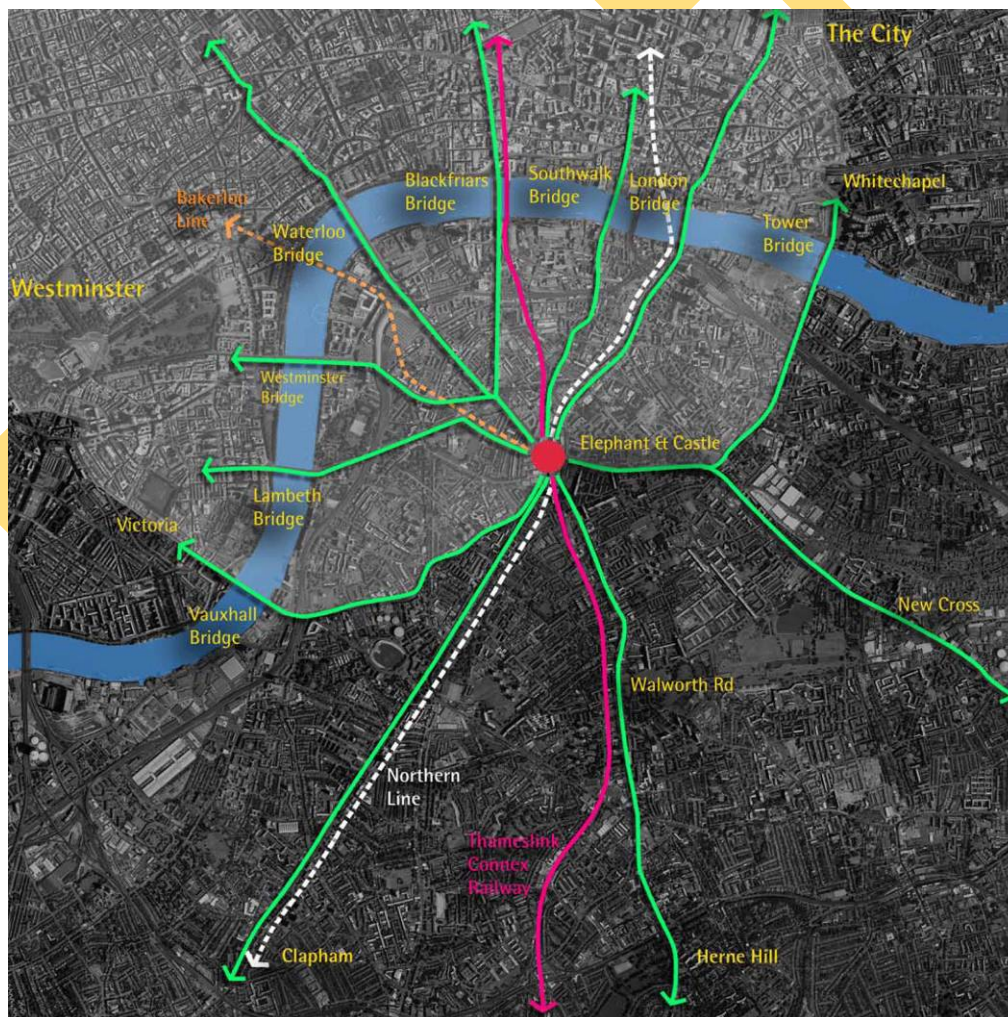


— Opportunity Area
— Core Area

LBS has adopted a Development Framework for this Core Area. The purpose of which is to help facilitate the long-term redevelopment of the site which includes the Council owned Heygate Estate and the E&C Shopping Centre.

The Development Framework (adopted as Supplementary Planning Guidance for E&C in February 2004) includes an illustrative masterplan which provides more detail as to how the vision for a high density, vibrant and recognisable town centre, supported by excellent public transport facilities and a public realm of the highest quality should be given effect. The guidance includes a series of plans (land use, movement and circulation, built form etc) which in combination provide a framework for the coordinated and coherent redevelopment of the Core Area.

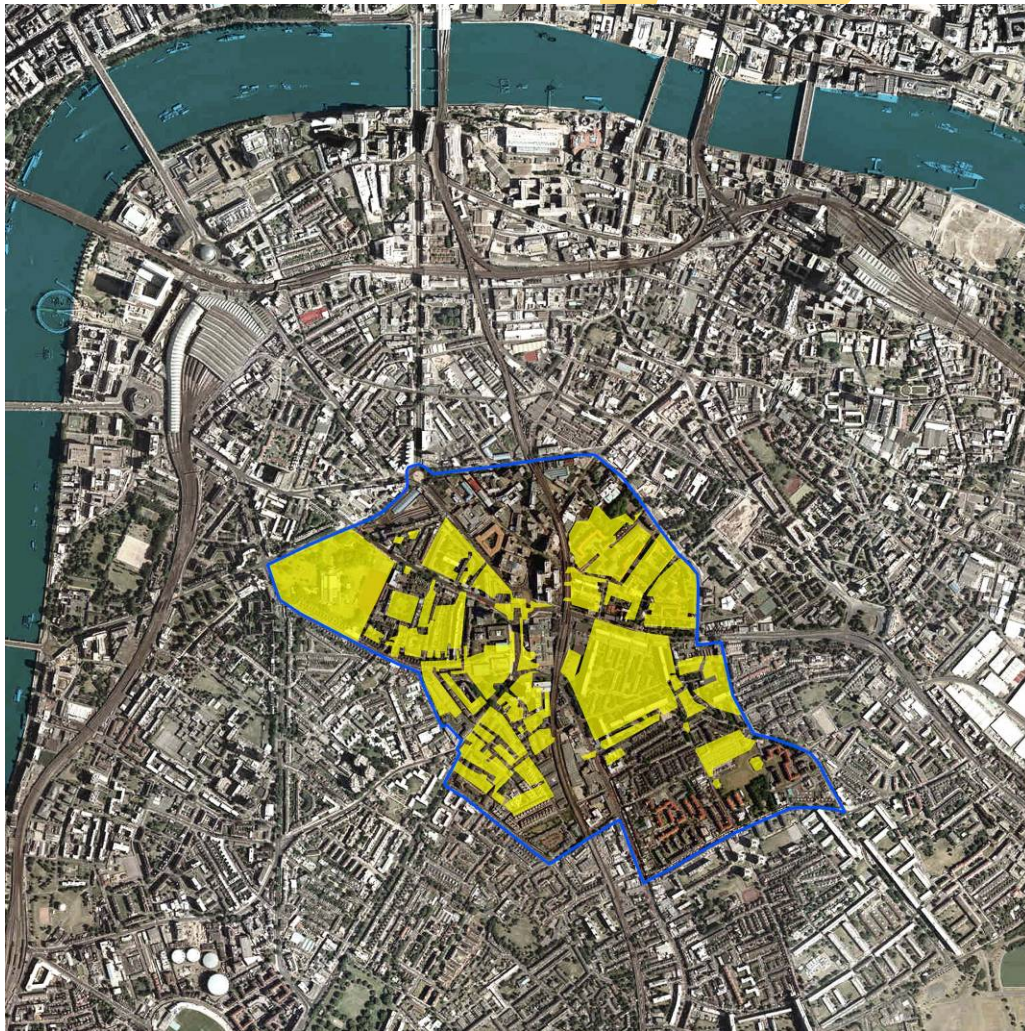
Elephant and Castle Transport Links



LBS's 'Core Strategy' document, published November 2009, consolidates the Council's vision for the Opportunity Area and states that they "will facilitate regeneration of the Elephant & Castle into a more desirable place for both existing and new residents. There will be excellent shopping, leisure facilities and

cultural activities. London South Bank University and London University of the Arts will develop further as important centres of learning. Elephant & Castle will continue to be highly accessible from other places in Southwark and London". In order to support this LBS are "using our land at the heart of the area to stimulate 440,000 sqm of new development with up to 45,000 sqm new shopping and leisure floor space and 25,000 – 30,000sqm of business floorspace. We will meet our target of 4000 new homes by working with the local community, registered social landlords and private developers to deliver new homes. We will also meet the London plan target of 5000 new jobs by encouraging more offices, hotels, small businesses and developing the evening economy and cultural activities".

LBS Land Ownership within Opportunity Area



LBS's promotion of E&C since 2002 has built wide public support for the overall regeneration. There has been significant regeneration activity in the Core Area. To date around 1739 new homes (of which 400 affordable) have either been completed, are under construction or have received planning consent. The most notable addition to the area has been the 44 storey Strata Tower a predominantly residential scheme

which will be completed in May 2010. In addition LBS has completed the restoration of the St. Mary's Churchyard providing a bench mark for future high quality public realm and open space in the area. Transport for London will shortly commence enabling works to remove the Southern Roundabout and subways. The replacement signalised junction with surface pedestrian crossings will further transform the quality of public realm in the area. The rehousing of residents from the Heygate Estate is now well advanced and as of 22nd June 2010 there were only 33 occupied homes remaining.

1.2 Project Status

In July 2007 LBS selected Lend Lease ("LL") as preferred commercial partner for the redevelopment of the E&C Regeneration Agreement Site ("RA site"). Completion of the Regeneration Agreement ("RA") was originally anticipated to take place by December 2007 however the severe economic downturn prevented this from occurring.

LBS and LL have now agreed to enter into the RA in 2010 to develop the RA Site which is a significant part of the Core Area and comprises the existing Heygate Estate (Rodney Road Phase and Heygate Phase in the RA) and the Shopping Centre (Shopping Centre Phase in the RA). The redevelopment of the RA site will make a significant contribution to the overall objectives for the Opportunity Area.

Regeneration Agreement Site Plan



1.3 Purpose of MRP

The draft Master Regeneration Plan (“MRP”) forms part of the RA and is intended to provide an overview of the project and the steps that both parties intend to take to advance its delivery. It therefore has the following purposes:

- a) to communicate the development management proposals for the RA Site at E&C to the LBS Cabinet (and Members) and LL Board;
- b) set out for residents and businesses what LBS and LL are seeking to deliver at the RA site and how this will contribute to the vision of the Opportunity Area;
- c) describe the general principles of how LBS and LL intend to work together to deliver the redevelopment of the RA site;
- d) establish a reference point from which future decisions on the direction of the project can be assessed; and
- e) confirm the tasks that need to be undertaken to implement the redevelopment of the RA Site.

It is acknowledged that the development recommendations contained within this draft final MRP plan will need to be refined and agreed over the coming year, following the conclusion of a RA and a MRP finalised. E&C is a regeneration of major proportion and importance to both Southwark and London. It is anticipated that delivery of this large regeneration site will occur on a phased basis over a period of 15 years. It will be essential to the success of E&C that the regeneration can evolve to meet changing expectations and economic fluctuations. The MRP will reflect this by being an evolving document, which will be updated throughout the life of the regeneration to monitor the progress and changes occurring at E&C.

1.4 Vision, Cornerstones & Project Objectives for the Regeneration Agreement Site

1.4.1 Development Objectives for the Regeneration Agreement Site

The overarching objective for the RA Site is “*to build on its strengths and overcome the weaknesses and as a result establish the Elephant & Castle as a thriving and successful urban quarter*”. In pursuit of this, the following development objectives have been set for the RA site:

- Supports a successful, vibrant mix of homes, shops and businesses and other uses and activities.
- Provides a balanced and integrated mix of residential accommodation, across the full range of private and affordable housing.
- Minimum of 25 per cent Affordable Housing provision in aggregate on Rodney Road Phase and Heygate Phase together and 25 per cent Affordable Housing provision on the Shopping Centre Phase. All such Affordable Housing to be divided equally between social rented and intermediate housing.
- Has its own clear and positive identity.
- Provides opportunities for local independent retail businesses, reflective of the diversity of the surrounding residential populations, to contribute to the distinctive identity of E&C.
- Improves the life chances of individuals through enhancing health, educational attainment through provision of training opportunities, skill levels and employability of individuals.
- Contains a range of high quality public spaces.
- Is designed to be safe and free from the fear of crime through meeting ‘Secure by Design’ requirements.
- Provides training and employment opportunities for Southwark residents both during construction and in the completed scheme.
- Encouraging the use of public transport, focusing on the pedestrians and cyclists within a high quality public realm which is both safe and inviting for 24 hours a day.
- Has a high quality, attractive and successful public realm of streets and spaces that are well designed and easy to understand.
- Is clean and well maintained.
- High quality green spaces, which encourage activity and improve the appearance and the quality of life for the people in it.

- Has easy access to a diverse range of good quality local facilities and services.
- Adopts a balanced and integrated range of measures to maximise the efficient use of natural resources, limit carbon emissions and minimise waste.
- Contains new buildings that are well designed, flexible and energy efficient.

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2. Development Strategies for Regeneration Agreement Site

2.1 Planning Strategy

Objective: LL, in partnership with LBS will produce a planning application for the RA site which will comprise two elements:

- a. a detailed scheme for the first plot to be implemented;
- b. a masterplan for the full RA site (Rodney Road Phase, Heygate Phase and Shopping Centre Phase) which will take the form of an outline application.
- c. the RA site Masterplan will be required to show key routes through the site, public open spaces, land use (including affordable housing), quantum's of development, the massing of the development, site access, servicing and car parking, indicative phasing including the s106 strategy. The outline application will include a full Strategic Environmental Assessment ("SEA") which will appraise the schemes environmental, economic and social impacts. The SEA will incorporate a Transport Assessment, Retail Impact Assessment and an evaluation of economic benefits. Following the grant of outline planning the detailed design will form part of reserved matters submissions on a building by building basis as delivery of the masterplan is progressed.

The project is being implemented over a 15 year period and inevitably there will be economic changes that will affect viability of individual phases of the project. The planning consent for the masterplan will therefore need to contain some flexibility to allow for responses to market circumstances. Such changes will be reported in the MRP and where these are significant revised planning applications may be required.

How?: The plan for the RA site has evolved as a collaborative process between LBS and LL and this is intended to continue throughout the life of the RA. There will be regular design sessions with the LL appointed architects and LBS representatives. The scheme for the masterplan and the first phase will continue to evolve to a position when it can be presented to local stakeholders and further public consultation can be undertaken prior to submission of a formal planning application.

When?: The preparation of the planning application (including the SEA) and an extensive programme of public consultation will be a key activity following the signing of the RA. LL and the Local Planning Authority (LPA) will enter into a Planning Performance Agreement (PPA) that will establish a programme for the preparation and submission of a formal planning application that will include details on the required documentation to be submitted and relevant policies to be addressed.

2.2 Regeneration Agreement Site Masterplan & Design Strategy

As noted in section 1, LBS has established a strong planning framework for the Opportunity Area which includes the RA site.

Since their selection as preferred development partner in July 2007, LL in collaboration with LBS have undertaken further work to develop proposals for the RA site that are consistent with the planning regime for the area. The following section is intended to demonstrate a preferred approach for the master planning of the RA site. It should be noted however that these plans do not have any formal planning status and it is

the intention of LL and LBS to refine and test them further prior to a submission of a planning application. This process of testing and refining the scheme will include an extensive programme of public consultation (see consultation strategy).

2.2.1 Masterplan Background

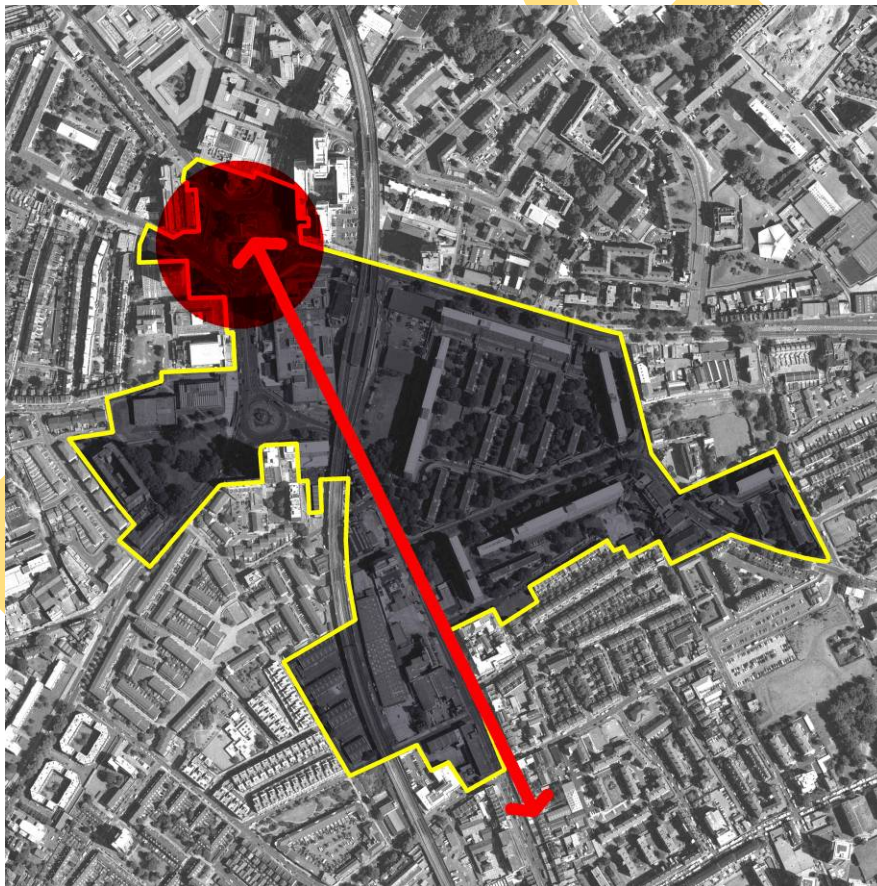
The masterplan strategy is driven by a need to reconnect the communities to the north and south of the Heygate Estate together with those disconnected to the east and west by the railway viaduct, shopping centre and Elephant Road.

Reconnecting Streets



A key aspect of this strategy is to reconnect the Walworth Road back through to the northern roundabout, tying the main retail and business artery to the south with the heart of the E&C. This route becomes an anchor for the scheme and draws people through to the main public transport hub. Secondly by drawing adjacent streets into the site currently occupied by the Heygate Estate and linking pre war routes north of New Kent Road and south of Heygate Street a network of new routes converge to form a new linear park at the heart of the current Heygate Estate site. This new park acts as a new destination and focus for the scheme. It is the most significant new open space within the regeneration forming a network of open spaces – squares and parks – with different scales and characters which encourage diverse uses including markets, children’s play areas, public gardens and urban squares.

Re-Establishing Walworth Road



Establishment of the key routes and spaces defines the building plots. These plots will be made up of individual buildings which together will form traditional urban blocks. The inherent flexibility of this design approach will allow the buildings to respond to commercial and social change. The building heights will be determined by environmental and urban criteria. Taller buildings will be located to the west and centre of the masterplan area and will decrease in height towards the east. The councils E&C SPG envisaged a central cluster of very tall buildings. This approach is no longer viable given the need to respect the important strategic view from the Serpentine Bridge. Instead a site wide distribution of tall buildings is envisaged which will give identity and visibility to the districts in which they are placed.

2.2.2 Land Uses

E&C is a city centre where people live, work and socialise. A complimentary and diverse mix of uses would help encourage occupation and ownership of the streets and spaces within the regeneration area. Our aim is to ensure that people feel safe and welcome 24 hours a day.

Establishing specific character areas which integrate with one another will ensure that people use specific spaces for particular reasons. The spaces to the west of the railway viaduct are livelier and form the heart of the city centre. Spaces towards the east are quieter and are more local in character. The uses are aligned with this spatial approach.

At ground level retail/food and beverage will be the prominent uses. In line with the overarching design vision we envisage a number of urban Villages. The overlapping Villages will help define the character of the streets and spaces within the regeneration area and help to break down the scale and thereby encouraging diversity and uniqueness.

To help create vibrant and lively streets and spaces entrances to the upper floor residential will be largely at street level. Multiple access points within a single urban block increases activity and footfall adding to the sense of safety and security.

2.2.3 Housing

E&C is primarily a place that people call home. The development of an integrated and cohesive housing strategy is therefore at the heart of our vision for the regeneration of the area.

We do not want to repeat the mistakes made during the 1960's and 1970's where single tenure housing areas encouraged social division. Our strategy is to encourage communities to mix, where tenure is blind and where housing is clustered, facilitating communication and a willingness to know your neighbour.

Building heights are reduced to the east of the Masterplan area so will the urban block densities. Higher densities consistent with a city centre location will prevail to the west while a more local yet urban density will predominate along the southern boundary of the RA site.

We are proposing a high percentage of dual aspect homes, which have access to public and semi private open space, are environmentally sustainable and offer a mix of both family and single person dwellings. The low, medium and high rise massing associated with each of the new urban blocks ensures that a broad range of housing typologies can be offered. This clustering of different housing typologies not only delivers a greater mix of people within each urban block but also offers a more robust commercial model where choice is maximised.

2.2.4 Design Code

Objective: Create a Design Code the development with a distinctive character which is informed by the history of the area and that provides for a coherent overall form of development.

The masterplan will set out a clear vision; a vision where people come first and where democracy, inclusion and governance are a priority. Sustainability will be demonstrated in all its manifestations built on five principles-

1. Economic strength – a masterplan based on sound commercial principles, which is deliverable and provides sufficient flexibility to work with rather than against the market.
2. Focusing on people, community and society – a safe, healthy and attractive place to live and work, celebrating its own positive identity and character for the good of all.
3. Environment, climate change and energy – a managed environment where minimising energy use, encouraging recycling and waste reduction and designing a positive sensory experience is the norm. Using appropriate technology – fit for purpose.
4. Movement and access – encouraging the use of public transport, focusing on the pedestrians and cyclists within a high quality public realm which is both safe and inviting for 24 hours a day.
5. Governance – a partnership between the new community of residents, LBS and LL which is anchored on engagement and which has a long term commitment to maintaining the quality of the physical environment.

How?: Through the preparation of a Design Code which will form part of the outline planning application. The contents will reflect the requirements of existing LBS policy and maintenance standards set by LBS. The Design Code will be developed to provide detailed guidance in relation to materials, building heights, identify locations for statement buildings, (including the location for tall buildings) and guidelines for the design of public realm. The Design Code will also set out the approach to the appointment of architectural practices.

When?: The Design Code will form part of the planning application for the RA site (see planning strategy above) and it will be subject to consultation as part of that process.

2.2.5 Indicative Regeneration Agreement Site Plans

The following are indicative plans intended to demonstrate a preferred approach for the master planning of the RA site. These plans do not have any formal planning status and it is the intention of LL and LBS to refine and test them further prior to a submission of a planning application. This process of testing and refining the scheme will include a programme of public consultation.

Regeneration Agreement Site



Indicative Model showing general approach to massing of scheme



2.3 Infrastructure Strategy

Objective: To provide the necessary infrastructure to support the phased redevelopment of the area. This will be informed in part by the sustainability strategy [see below].

How?: LBS and LL will work with Dalkia Bio-energy to develop an integrated network of sustainable infrastructure comprising heat, power, cooling, water, waste management and data services. In addition LL will work with statutory undertakers to provide the necessary reinforcement works to ensure that the local network of power, water and sewage has sufficient capacity to meet the development's requirements.

LL and LBS will continue to discuss with the public transport providers (TfL, Network Rail, LUL, Highway Authorities) to agree a programme of investment to mitigate the scheme's impacts.

When?: The RA site masterplan will identify land and areas within individual buildings / plots to accommodate the utility and infrastructure requirements.

The planning application will include for a transport assessment that will evaluate the impact of additional trips generated by the development on the highway network and public transport system. This will identify the impacts of the development that need to be mitigated. The agreed conclusions from this exercise will determine the level of investments in transport works that will be secured through a S106 agreement.

The planning application will include details of new junctions, servicing arrangements and car parking provision.

2.4 Land Assembly

Objective: To consolidate the Rodney Road Phase and Heygate Phase in to a single ownership and secure vacant possession prior to development commencing. To negotiate with the owner of the Shopping Centre Phase land with a view to bringing this into the development at the earliest possible stage, subject to viability.

How?: LBS to continue re-housing tenants on the Heygate Estate. In the case of leaseholders on the Heygate Estate LBS will continue to proceed with negotiation by way of agreement but will use CPO powers if necessary.

LL and LBS will continue to discuss the land occupied by the shopping centre with St. Modwens.

When?: In terms of Rodney Road Phase of the RA site LBS has already secured vacant possession. . In the case of the remaining Heygate Phase LBS continues to re-house tenants as rapidly as is practical and on 9th February 2010 agreed to pursue a CPO for the remaining leaseholders and other third party interests. LL will submit to LBS for its use a plan showing the extent of any land or interests to be acquired once the details of the scheme are fully understood.

2.5 Sustainability Strategy

Objective:

To deliver a sustainable redevelopment of the RA site that achieves the highest standards of environmental performance, demonstrates socially sustainable outcomes and seeks to meet the Council's objective of net zero carbon growth.

How:?

- The generation of renewable electricity provided by the Multi-Utility Services Company (MUSCo) and the connection of buildings and individual address points within them to the sustainable network of heat, water and telecoms provided by the MUSCo. These arrangements will initially achieve Code for Sustainable Homes 4 and have the capacity to achieve the sustainable requirements of the development over time.
- Apply good master planning and building design across the development, including passive solar alignment, predominant wind direction for cross flow, pedestrian friendly ground plans, etc
- Use appropriate green building rating tools throughout the project to guide the team's progress and ensure the best outcome is achieved including Code for Sustainable Homes Level 4 and BREEAM Excellent.
- Proactively seek opportunities to reduce carbon emissions beyond current Building Regulations throughout the energy hierarchy in design, construction and operation.
- Adopt the waste management hierarchy throughout the development process and in operation with the ultimate aim to reduce waste generated, maximise diversion from landfill and optimise reuse and recycling opportunities. Ensure that the ability to recycle, particularly for blocks of flats is designed into both the master plan and individual buildings. Investigate the use of an integrated waste management system.
- Aim to increase the ecological value of the development through understanding the local biodiversity flora and fauna, incorporating new habitats into the development and ensuring existing habitats are enhanced.
- Ensure materials and products are sourced responsibly and their life cycle is considered as integral to the selection process.

When:?

Key Performance Indicators (KPIs) will be developed to track our progress and report our performance in the consistent delivery of environmental and socially sustainable outcomes. In addition the SEA to accompany the planning application will provide further details on the impact of the scheme and the measures that are proposed to mitigate them.

2.6 Socio-Economic Strategy

Objective: The development will make a significant contribution to meeting LBS's employment and enterprise strategies and the London Plan target of 5000 new jobs for the Opportunity Area. LL and LBS intend to target those most disadvantaged in the labour market through the construction phases of the project as well as through the creation of new jobs in the completed development. LL and LBS will seek to provide SME and BME businesses with opportunities to access contracts during and post construction of the development:

How?: by way of a phased programme to deliver the following;

1. support local people into construction jobs with contractors on the development site;
2. formal construction Apprenticeships will be provided through the Development;
3. a programme to support local people to access jobs generated by the completed Development and associated local economic growth;
4. opportunities for those furthest from the labour market to progress towards employment opportunities.
5. a coordinator be provided to support the development, implementation and delivery of economic development programmes
6. actively encourage and provide information to SME and BME businesses to access contracts during and post construction of the development;
7. affordable retail space;
8. consider opportunities for local businesses through the temporary use of vacant land;
9. consider the development of affordable business space as part of the re-provision of office space currently in Hannibal House (Shopping Centre Phase), as market conditions improve.

When?: LL and LBS will agree targets for employment, training, affordable retail space. In addition the SEA will appraise the potential employment and business opportunities. Both LL and LBS will work with other potential agencies to secure additional funding to support the programme.

2.7 Consultation Strategy

Objective: Local residents, businesses and other stakeholders will be kept informed about scheme progress, have the opportunity to inform the content of the planning application, understand the development process and the critical decision points during it.

How?: A programme of consultation will build on the previous engagement activity that has been carried out at the E&C as part of the rehousing of Heygate residents and the preparation of the E&C SPG and Southwark Plan. The Planning and Regeneration Strategies above highlight that the next phase of work will be focused on the preparation of a planning application for the RA site. A programme of consultation using a variety of techniques including exhibitions, internet, local media and publications will be prepared by LL and LBS. The programme will be flexible to ensure that all sections of the community have opportunity to be involved.

When?: The full consultation programme will be produced three months after the RA is signed.

2.8 Estate Management Strategy

Objectives: To provide a comprehensive Estate Management Strategy for the completed development to ensure the quality, sustainability, choice and value of the scheme are maintained. The plan will need to identify long-term revenue streams for the maintenance of the area and an appropriate delivery structure. In addition the Estates Management will provide information on the management of the scheme during the development phase including proposals for appropriate temporary uses of vacant sites during the phased redevelopment of the area.

How?: To ensure that the high quality external environment is maintained the completed RA site will be managed by its own security, maintenance and cleaning service. In order to consider all the necessary requirements for this management company, all relevant stakeholders and professionals will be consulted to ensure that sustainability and maintenance of the environment is at the heart of the estate management principles.

Involvement of local residents and businesses in the future management of E&C is very important in the delivery of the estate management strategy. In order to facilitate their involvement a local stakeholder forum will be established building upon the model of engagement built throughout the planning and construction phase.

LBS and LL will undertake noise and air pollution monitoring during the demolition and construction phases. Contractors will be required to carry out works in accordance with LBS Codes of Construction Management which includes guidance on hours of operation and measures to mitigate impacts on neighbours. Contractors will also be required to sign up to the Considerate Contractor Scheme.

When? In terms of demolition, information on the methodology for undertaking these works will be produced as part of the prior approval notice which will be submitted to the planning authority and all this material will be publicly available. This includes information on noise and air pollution monitoring, asbestos removal, management on construction traffic and handling of waste.

Progress on the longer term management issues including proposals for temporary uses, establishment of the stakeholder forum and appointment of the management body will be updated through the annual business plan.

2.9 Health & Safety

Objectives: To undertake the development of the regeneration agreement area in accordance with LL's Incident and Injury Free Vision

How?: In order to achieve this philosophy the following actions will take place during the life time of the development:-

- All Contractors and Designers that are appointed by LL will be competence checked in line with UK Legislation, in addition to this, their ability to enhance and support the LL Incident and Injury Free Vision will be assessed;
- All Design will be in accordance with the LL Asset Global Minimum Requirements – this will be assured through the application of the Risks and Opportunities at Design (ROAD) Process and periodic Design GAP Analysis Reviews;
- All Contractors will work in accordance with the LL Construction Global Minimum Requirements through adherence to the contractually binding LL Employers Health & Safety Requirements. Performance against these standards will be monitored during the Monthly Assessments of Projects and Independent Audits.
- All Staff and Contractor Staff and Operatives will receive the 4 hour Incident and Injury Free Orientation if they are on site for more than 14 days
- All Supervisors will receive the Incident and Injury Free Supervisors Skills training
- All LL Staff will have Roles and Responsibilities for Health and Safety and will be competent to hold their role
- Safety Leadership Teams will be established at all levels of the development to drive safety performance and provide “Uncompromising Leadership” on safety
- Safety is our highest priority and will not be compromised.
- Everyone who is involved in the E&C development is accountable for safe outcomes
- LL truly believe that every incident is preventable but should an incident occur it will be robustly investigated to ensure that lessons are learned and implemented to prevent reoccurrence

A LL Health and Safety Assurance Team will be established on the development to provide overall assurance to the Head of Safety and the Executive Management Team that the LL Incident and Injury Free Vision is being met.

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3. Timing

Following the signing of the RA, the Masterplan will be subject to a period of review and consultation. Before work on the planning application can commence the project team need to “freeze” the masterplan design. The following is an indicative outline programme of the anticipated first 12/18 months:

Sign Development Management Agreement for Rodney Road Phase Demolition	16/3/10
Undertake surveys for Rodney Road Phase Demolition	Summer 2010
Make Application for Prior Notification for Demolition Rodney Road Phase	Summer 2010
Application for Demolition Approved	Summer 2010
Asbestos removal for Rodney Road Phase commences	Winter 2010
Physical demolition of Rodney Road Phase commences	Winter 2010
Physical demolition of Rodney Road Phase completed	Spring 2011
Sign Regeneration Agreement	Summer 2010
Masterplan review and consultation	Winter 2010-Spring 2011
Commence preparation of planning application	Spring 2011