

Item No. 10.	Classification: Open	Date: 9 May 2017	Meeting Name: Cabinet
Report title:		Elephant and Castle Shopping Centre Equalities Analysis and Mitigation Projects	
Wards:		East Walworth, Chaucer, Cathedrals and Newington	
Cabinet Members:		Councillor Mark Williams, Regeneration and New Homes and Councillor Johnson Situ, Business, Culture and Social Regeneration	

FOREWORD – COUNCILLOR MARK WILLIAMS, CABINET MEMBER FOR REGENERATION AND NEW HOMES AND COUNCILLOR JOHNSON SITU, CABINET MEMBER FOR BUSINESS, CULTURE AND SOCIAL REGENERATION

Significant progress has been made to deliver the council’s vision to regenerate the Elephant and Castle opportunity area and this report seeks to update cabinet on the place making report set out on 20 October 2015.

The first new phase of the former Heygate estate, Trafalgar Place, is not only complete and occupied in part by former estate residents but was also successful in winning the 2016 London Planning Awards for the Best New Place to Live in London and the Mayor’s Award for Planning Excellence. It was also shortlisted for the prestigious Stirling Prize for the best new building across the whole of the UK. Across the whole of the opportunity area, the council is on track to deliver an overall increase in the amount of affordable homes since before the Heygate estate was demolished.

St Mary’s Quarter has been transformed with the newly landscaped St Mary’s Churchyard and the state-of-the-art Castle leisure centre, alongside two new developments at One the Elephant and 80 Newington Butts. St Mary’s Quarter exemplifies our original vision for a mixed use mixed tenure town centre: it incorporates a range of over 600 market, intermediate and affordable homes, provides new retail units (one of which has been let out to local Southwark business A Silva Dentist Studio), creates a new home for Southwark Playhouse, and provides a new public leisure centre. The Castle centre was paid for entirely by the construction of One the Elephant and opened successfully in April 2016 with 200,000 visitors passing through its doors, many of whom have enjoyed access to the council’s policy of free swim and gym for local residents on Fridays and at the weekend.

The next key piece of the new town centre jigsaw is the redevelopment of the shopping centre. After creating history as the first covered shopping mall in Europe when it opened in 1965, the shopping centre has suffered from serious decline. Redevelopment will provide a range of benefits for our residents, including a 21st century underground station for the Northern Line, a brand new headquarters for the University of the Arts London incorporating a new campus for the London College of Communications, together with new shops, homes and cultural facilities.

After a lengthy public consultation exercise, the developer of the shopping centre, Delancey has now submitted one of the largest planning applications ever made in Southwark. The council has carried out an independent equalities analysis of the

shopping centre which includes an in-depth survey with both the businesses operating in the centre and the members of the public using the shops. We have also met with the independent businesses trading in the centre to discuss how we can best work together during the redevelopment process. A summary of the findings and recommendations from the independent analysis are made in this report.

Having developed a detailed understanding of the issues and aspirations of both the operators and users of the shopping centre we have now identified a range of measures to assist the local traders in the shopping centre. We will expect Delancey to deliver and fund these projects. We will ensure the developer provides a detailed relocation strategy and maintains a database of vacant premises for the independent traders to relocate to. A relocation fund will be established and be designed in close collaboration with the local traders to help them move to new premises across Southwark. An independent business advisor will be appointed to act as a neutral single point of contact for the shopkeepers who will provide them with access to a range of expert advice. Finally, we plan to develop a new retail space in close proximity to the shopping centre to provide additional relocation opportunities for the traders, spreading the economic benefits of the increase footfall in the area. This report reflects our key ambition to ensure local residents and businesses are at the heart of plans to revitalise the Elephant and Castle opportunity area.

RECOMMENDATIONS

That Cabinet notes:

1. The findings of the equalities analysis that was undertaken to inform the council of the equality implications of the shopping centre redevelopment project and to fulfil the council's Public Sector Equality Duty (PSED) in relation to any future decision to consider exercising CPO powers at the site.
2. That a database of vacant premises will be established and maintained by the developer.

That Cabinet agrees:

3. To require the developer to implement a package of measures to support relocation and mitigate the impact of the closure of the shopping centre on local traders and residents, details of which are set out in paragraphs 33 to 49 of this report.
4. To receive a progress report in the next six months.

BACKGROUND INFORMATION

5. In October 2015 cabinet considered a report concerning the next phase of the Elephant and Castle regeneration which is focused on the shopping centre. The council's Core strategy identifies Elephant & Castle as a major town centre within the London retail hierarchy with capacity of up to 45,000m² of new shopping and leisure floorspace to meet the needs of the Borough's growing population as well as the surrounding catchment area. The redevelopment of the shopping centre has been recognised for some time in council planning documents as one of the means of achieving this objective. In 2015 cabinet noted that the council may in the future be asked to resolve to make a compulsory purchase order (CPO) to enable the regeneration of Elephant and

Castle Shopping Centre to proceed. Officers were authorised to commission an equalities impact analysis which was intended to inform future decision making.

6. The shopping centre is currently owned by DV4 Limited. It is intended that the owner forms a special purpose vehicle with APG a Dutch pension fund called Elephant & Castle Properties Co. Ltd to develop the proposed scheme. Delancey is the appointed agent of the special purpose vehicle and will be promoting the scheme and carrying much of the work for its principal. In this report the term 'developer' refers to this relationship. It is important to emphasise that the centre is neither owned nor managed by the council and as a consequence the day to day management and landlord and tenant issues and the programme for redevelopment are not matters which are directly controlled by the council in its capacity as landowner.
7. The shopping centre currently has 86 tenants of which 41 are multiple and 45 are local operators. For the purpose of this report an independent or local operator is classed as an operator with fewer than 3 retail units which is the definition used for the council's s106 affordable retail clauses. The current available information suggests that 27 local operators would fall within this category. As a result of the long standing expectation that the centre will be redeveloped, with two exceptions these leases can be terminated quickly on giving contractual notice. The scheme coming forward may also include three freehold properties in New Kent Road that have to be purchased by the developer. In these circumstances, there are powers available to make a compulsory purchase order (CPO) under the Town and Country Planning Act 1990 to acquire the two tenanted and three freehold properties. The power to make such an order rests with the council not the developer.
8. Since the October 2015 cabinet report the developer has submitted a planning application for the joint redevelopment of both the shopping centre and the London College of Communications campus sites (application reference 16/AP/4458). The application is subject to determination through the statutory planning process including referral to the Mayor of London. This includes the level of affordable housing that will be subject to the assessment of the viability appraisal submitted in support of the application.
9. The developer is committed to bringing forward the regeneration of the site as quickly as is practical. The current programme assumes demolition and redevelopment commences in 2019. There does however remain some uncertainty as to the precise programme for the closure of the shopping centre. As with many complex development schemes it is contingent on the developer securing planning permission, vacant possession and confirmation of funding from lenders/investors. The impact of this uncertainty has on the viability of the centre and businesses within it is one matter the council will have regard to should it be asked to consider making a CPO.
10. This uncertainty as to the future of the shopping centre is understandably causing concern for traders and residents. The council has recently met and visited many traders to understand the issues they currently face and to discuss practical solutions for them. The Mayor for London stated in his stage 1 planning report stated that the proposed mix of uses in the development was "strongly supported" but went on to note that "The applicant nevertheless needs to work with Southwark and existing occupiers to progress the detail of it's business relocation strategy". This report responds to that advice by setting out a required

package of mitigation measures to assist traders to relocate.

11. Traders have expressed concern that the proposed regeneration is already adversely affecting trade. Figures supplied by the developer suggest however that footfall has remained constant over the past five years. The summary table below provided by Footfall Limited demonstrates the evidence that footfall remains strong and provides a comparison of Clapham Junction station mall.

<i>Year</i>	<i>Elephant and Castle Shopping Centre</i>	<i>Clapham Junction railway station retail mall</i>
2012	10,580,659	10,526,845
2013	11,974,524	10,396,576
2014	12,149,034	10,471,469
2015	11,460,057	10,101,055
2016	11,185,994 (Forecast)	8,951,619

12. This redevelopment will require the closure of the centre. All businesses will therefore have to relocate or cease prior to demolition. The landlocked nature of the site coupled with infrastructure constraints and the integrated design of the building prevent a phased approach to its regeneration.
13. The developer's regeneration programme will need to reflect the objective of providing businesses with a reasonable window in which to relocate if they wish to and also the objective of maintaining the centre as a viable trading location meeting the needs of local residents. Encouraging businesses to relocate early will increase the risk of voids which would be to the detriment of remaining traders and residents as it would reduce both footfall and cause other traders to vacate resulting in a downward trading spiral.
14. The developer has advised the programme for business relocation will therefore need to be focused within a specified time period. The programme will commence once the developer has sufficient confidence that statutory and commercial risks are addressed. As a consequence, the mitigation measures will only formally come into effect at this point as it is only then that businesses will be required to vacate the centre. Current indicators suggest this point will not be reached until at least the summer of next year.
15. Given the understandable concern of stakeholders about the future of the centre it is recommended the council should now require a set of interventions that are intended to support independent traders through the redevelopment process. The timetable outlined provides an opportunity to undertake consultation to develop these interventions in more detail.
16. It is appropriate to clarify the measures required of the developer set out in this report are without prejudice to any measures the planning committee may require when it comes to determining the previously mentioned planning application. The measures assume the developer will seek the council to use its compulsory purchase powers and any agreement to do so will require, as a minimum the developer's commitment to the mitigations set out in this report.
17. The proposed mitigation measures focus on the needs of independent traders as multiple retailers have the resources and capacity to relocate their branches within the shopping centre to new locations and will be better able to offer local staff new opportunities in their sites across London. Multiples by their nature

have a wide portfolio over many locations and have a corporate resource (in terms of specialist advice) to manage the portfolio to mitigate risk and maximise the overall business. Local operators are unlikely to have direct access to such a resource and the cost of recourse to specialist services is likely to place a disproportionate burden on the overall viability of the business. For this reason, local operators are more vulnerable in business terms than multiples and it is appropriate for the council to consider providing them with support.

18. At its meeting on 30 January 2007 the executive received a report concerning business continuity at the centre and affirmed the council's willingness to negotiate with other parties to develop a "business continuity charter". The intended purpose of the proposed charter was to guide the relevant stakeholders on the regeneration of the centre.
19. Not long after that executive recommendation the financial crash of 2007 occurred that resulted in a severe and prolonged down turn in the property market. Against this background the proposed charter was not developed any further by the parties.
20. Ten years later things have moved on:
 - There is a different shopping centre owner that was not party to 2007 discussions
 - The centre is to be redeveloped independently to the former Heygate Estate in 2007 a single regeneration was envisaged
 - The nature of the regeneration is very different it now includes a new Northern Line station and the University of Arts London site
 - A planning application has been lodged setting out proposals for the regeneration
 - Other major developments in the immediate area have been completed.
21. It is therefore appropriate to adopt a fresh approach to the impact the proposed closure of the centre will have on its traders. The proposed mitigation measures do however draw on some of the earlier proposals as they include an independent advisor, affordable retail units and a database of available premises

KEY ISSUES FOR CONSIDERATION

Equalities Analysis findings

22. In October 2015 cabinet authorised officers to commission an equalities analysis to help inform the council on the equality implications of the shopping centre redevelopment project. This is necessary to fulfil the council's public sector equalities duty relating to any future decision to consider exercising CPO powers at the site. The analysis will be used to inform the equalities impact assessment that will be produced to inform cabinet if it is asked to make a resolution to exercise compulsory purchase powers to acquire property interests to effect the proposed regeneration.

23. AECOM Ltd was subsequently commissioned to carry out the analysis. The first step in the process was to design a business and customer survey which was conducted with 86 businesses and 502 customers in early 2016. The results were then analysed and the completed analysis can be viewed at the weblink set out at the end of this report. The overall findings are summarised below.
24. The equalities analysis highlights a range of positive and negative impacts. It notes that a majority (68%) of customers support the proposal to redevelop the centre and the major objectives of the project are seen as significant benefits by more than 64% of all of the businesses.
25. It shows the majority of businesses (64%) wish to relocate within the Elephant and Castle area.
26. An issue identified in the equalities analysis is black and minority ethnic (BME) business owners may be less willing or able to engage in the redevelopment process relative to other business owners.
27. It notes that some BME-owned businesses providing convenience goods and services may cease to operate as a result of the redevelopment. A number of respondents (33%) were of the view that the centre is an important hub for BME goods, services and cultural activities. The redevelopment of the centre has the potential consequence of negative equality effects on the local BME community, in terms of access to culturally specific shops and also on community cohesion and sense of place. Respondents were of the view that while the local area (especially the Walworth Road) has a diverse mix of shops that provide a similar range of goods and services to the centre, these alternatives are delivered in a different format and layout.
28. The equalities analysis highlighted the potential adverse risk to older people using the bingo hall who may suffer from a “loss of social inclusion if this facility is no longer available for them to visit regularly.” As age is a protected characteristic under the Equality Act 2010, AECOM was commissioned to carry out additional analysis specifically targeted at the users of the bingo hall to understand their patterns of use, aspirations and issues related to the potential redevelopment of the centre. This supplemental analysis can be viewed at the weblink set out at the end of the report.
29. The secondary analysis indicates the bingo hall caters mostly to a local clientele, with almost two thirds (63%) of users living in Southwark and 94% of those interviewed visiting at least once a week (with over a third (36%) visiting on five days a week or more). Nine in ten of those surveyed are aged over 45 and in terms ethnicity 62% of the user group identify themselves as being of Black/African/Caribbean/Black British descent, making this the most represented group amongst the sample.
30. The important function the bingo hall has for groups with protected characteristics is noted. Officers understand the developer and the bingo hall owner are in discussion regarding the regeneration with a view to agreeing a way forward.
31. In addition to the potential equalities risks presented by the displacement of BME businesses and the impact on older and BME users of the bingo hall, the equalities analysis highlighted a range of positive impacts from the planned

redevelopment, including the following:

- Improved and more diverse retail offer
 - Improved transport connections i.e. new Tube station
 - Improved image for Elephant and Castle
 - More sustainable centre from new housing and improved transport connection
 - Improved sustainability for other local shops e.g. in Walworth Road resulting from less convenience outlets when the current centre closes.
 - New employment and training opportunities for local people;
 - Provision of new housing
 - Improved accessibility of public realm, streetscape and safety.
32. The equalities analysis makes a range of recommendations to mitigate the impact of the regeneration:
- The developer should establish a relocation strategy alongside a database of alternative opportunities for relocation within the existing area, with the objective of enabling businesses who wish to do so to relocate to alternative premises in the Elephant & Castle area
 - In tandem with the relocation strategy, it is recommended that an independent expert be appointed to provide advice on matters relating to relocation and business support.
 - The council continues to secure affordable retail space through planning agreements linked to developments in the wider Elephant and Castle opportunity area, or projects delivered directly by the council within the same.

Mitigation measures

33. The following section sets out a package of mitigation measures that seek to address the findings in the equalities analysis and concerns expressed by residents and traders. It is recommended that the developer publishes a relocation strategy. This strategy will include detail on both the database of opportunities for relocation and details of how tenants of the shopping centre will be selected for affordable retail units at 50 New Kent Road which is also managed by Delancey.
34. There are two key phases of the project. Phase 1 is before the formal decision to redevelop the shopping centre project and will be centred on providing business planning advice to prepare operators for potential changes to their businesses. Phase 2 will commence if the decision is taken (by the developer) to regenerate the centre which will trigger the commencement of the relocation strategy.

Database of opportunities

35. The developer will be required to coordinate and publish a database of vacant units which traders can apply for in the local area. As well as affordable retail units which have already been secured through other development sites, the database will include high street and market stall opportunities in the wider town centre, including the Walworth Road and East Street areas that are capable of providing similar trading opportunities with similar footfall in close proximity to the site.

Business support and relocation advisor

36. Following recent visits to the centre and conversations with traders one of the key requests is for access to an independent business advisor who can act as a neutral single point of contact and who can provide access to a range of expert advice.
37. The council has drawn up a brief to secure the services of an independent business advisor that can help independent traders plan for their future. It is proposed to structure the appointment of the advisor in two phases, with an initial phase of practical support whilst the shopping centre is still trading and when the decision is taken to close the centre, the advisor will then coordinate a range of specialist advice for traders seeking to relocate, facilitating access to independent surveyors, solicitors, accountants and other specialists as appropriate. This advisor role will build on and learn from the recent appointment for an independent business advisor to assist with the Peckham Rye Station Square project.
38. The procurement process for the advisor is well advanced. A preferred provider has been identified and will be introduced to traders. The developer will underwrite the cost of this.

Affordable retail units

39. In accordance with local planning policy, the council has secured agreement with developers to provide a number of new affordable retail units in the Elephant and Castle opportunity area. There are three recent examples of redevelopments in the local area providing new affordable business premises for local operators. These are summarised in the table below:

<i>Development (planning application reference)</i>	<i>Description</i>	<i>Local operator</i>	<i>When opened</i>
Strata Tower (05/AP/2502)	Retail unit	Inara – money exchange business based in the Shopping Centre	2015
2-10 Steedman Street (11/AP/0868)	Ground floor of development and 3 railway arches to the rear	Hotel Elephant – local not-for-profit providing low cost studio space and cafe	2016
120-138 Walworth Road (09/AP/1069)	Retail unit on Walworth Road	Latin bites – a new café operated by La Bodeguita, an existing restaurant that is based in the Shopping Centre	2016

40. The detailed process for marketing and letting the affordable retail units is set out in each of the planning agreements for the above sites. The developers are required to market the units to local operators with less than three retail units and the terms of the agreement generally provide a discounted rent for the first five to

ten years of trading to help the business establish and grow in the new location.

41. Within the town centre, the council has secured significant affordable retail space which will be available for qualifying shopping centre tenants in two major developments. At 50 New Kent Road seven affordable retail units have been constructed¹ and are being reserved for shopping centre traders. These will be released when the developer implements the centre regeneration. The criteria and application process for qualifying traders interested in these units will be set out in the developer's relocation strategy.
42. At Elephant Park, 10% of the retail floorspace within the entire development has been secured as affordable retail space with an obligation on the developer (Lend Lease) to first of all market the units to local operators from the shopping centre. Most of the affordable retail floorspace is expected to be provided in early phases completing in March 2019, with marketing of units starting towards the end of 2018. .
43. The developer's relocation strategy for the shopping centre will detail the mechanisms and process for how traders can apply for units across the various sites and a single point of contact will be provided for the traders to coordinate the different relocation opportunities.

Additional sites for relocation and convenience retailing

44. In addition to the above, the council is developing feasibility studies for two projects on its own land in the Elephant and Castle. These have potential to provide alternative accommodation for centre traders and convenience retail for local residents.
45. The first site is the dis-used garage area beneath Perronet House. The podium building and the ground floor contain garages in two areas, north and south. The southern garages are not in use and part of this space has recently been converted into a new pharmacy for the locality. This proposal seeks to build on the success of the pharmacy project and convert the remaining dis-used garage space in the southern car park into additional retail frontage. The recent changes to the road layout mean that this location now has a lot of passing pedestrians making it potentially a strong retail location. The project has the potential to animate Elephant Square as well as providing circa 500m² of additional retail space for local traders. The next step is to develop a set of designs which can be reviewed with local residents before entering the planning process.
46. The second project seeks to redevelop the garage block on Arch Street into around 250m² of modular retail units which can be let on affordable terms to local traders. The project also has the potential to animate a key route into the town centre that forms part of the emerging "Low Line" (strategy to create a new pedestrian link alongside the railway viaduct from the river to Camberwell). Similarly, this project is at feasibility stage and the next step is to develop a set of designs which can be reviewed with local residents before entering the planning process.

¹ Note an application has been submitted to the council by the developer for 50 New Kent Road seeking to amend the layout of affordable retail and increase the number of units from 6 to 7.

47. Local ward members have expressed concern that the regeneration of the shopping centre may affect the ability of local residents to access affordable convenience retail during the demolition and construction process. These two sites at Perronet House and Arch Street will provide additional accessible options for residents within 500 metres of the centre together with Walworth Road, and other retail parades at East Street, Sherston Court/Draper House, New Kent Road, and London Road.

Relocation fund

48. It is desirable to assist the local operators to relocate in the locality to maintain their businesses and livelihoods and for consumer choice. It does however need to be recognised the reality is that it is unlikely to be possible to achieve this in all cases. Notwithstanding the mitigation measures described above, there is a shortage of alternative retail premises in the locality to absorb all the businesses that will be displaced from the shopping centre. Furthermore, rents payable by businesses are lower than they are in other trading frontages with similar custom in the locality. This means that alternative premises with a similar footfall are likely to have higher rents and rates and some traders aspiring to relocate may find their business models unsustainable at these higher costs and cease trading altogether.
49. In order to help local operators that have viable business plans to move to new locations such as the Walworth Road the developer will be required to establish a discretionary relocation fund. The independent advisor will consult tenants in the shopping centre and following this will make recommendations for awarding grants to assist businesses to relocate.

Update on other local initiatives

50. In 2014, in response to recommendations from the overview and scrutiny committee, the council commissioned GVA and East architects to carry out a *Vitality, Viability and Vulnerability* study into the Walworth Road and surrounding area. The study assessed the existing strengths and weaknesses of the high street and looked forward to the opportunities and challenges that it was facing as a result of substantial development that had already taken place and was planned over coming decades. While the report found that economic activity was generally healthy and businesses in Walworth were optimistic about changes ahead, a number of opportunities for intervention were identified, building upon the strong assets already in place. These included opportunities to strengthen the East Street market and retail environment, supporting the existing diverse independent retailers and developing better pedestrian and cycle links between the Walworth Road and its hinterland, including the stations at Elephant and Castle. Planning and design considerations were also put forward to further strengthen the high street's physical and commercial presence.
51. Since 2014 a number of local projects have been conceived and taken forward following these findings and these are summarised in the next section of the report. These initiatives are intended to support the role of Walworth Road and East Street in providing a strong local complementary offer to the retail and leisure developments coming forward at Elephant and Castle.

Elephant Road

52. Elephant Road is a key spine that links the shopping centre, railway station and railway arches with the new Castle Square, the new public park within Elephant Park and the Walworth Road to the south. The route also forms part of the Low Line strategy.
53. The equalities analysis included surveying the 15 businesses located in the railway arches on Elephant Road as regeneration may impact upon them. There were no particular findings in this area of the study that are different from the shopping centre.
54. Network Rail has notified the council and the tenants of the five northern-most arches on the road of its intention to carry out survey work with a view to potentially developing a planning application and a business case to invest in their refurbishment. These are directly opposite the recently completed development at 50 New Kent Road. Should a planning application be successful and funding secured this will potentially allow for relocation of businesses from the southern end of Elephant Road to enable the premises to be refurbished. This programme is subject to internal Network Rail investment decisions so no definite programme is in place and the council will continue to liaise with Network Rail.

East Street

55. The council is also investing in a programme of works to improve the trading environment along East Street and part of the Walworth Road. A budget of £810,000 has been secured from the Mayor's High Street Fund (GLA) and the council's Improving Local Retail Environment (ILRE) fund. After careful consultation with traders in the area, a series of improvements will be completed by autumn 2017, including the following items:
 - Restoring existing market barrows and providing new replacements
 - Branded street enhancements with new market furniture signage, gazebos and tote bags
 - Walworth Road market entrance improvements with catenary signage/lighting and a public art commission.
 - Improvements to Dawes Street market entrance (fence, signage and seating)
 - East Street shopfront improvements with new signage, awnings, repainting and graphics on shutters
 - Decluttering and better signage for the public toilets on junction with Portland Street.

Latin Elephant

56. Southwark is an ethnically diverse area and all ethnic groups are equally valued and treated. In connection with the proposed shopping centre regeneration it is

appropriate to recognise the Latin American community and the proposal's particular impact. Whilst other ethnic communities are generally widely dispersed throughout London the Latin American community is concentrated in a relatively few areas of which Southwark particularly in and around the Elephant & Castle has the second highest concentration. In recognition of this in September 2012, Southwark became the first council in the country to recognise this minority group and include 'Latin American' in the ethnicity section of monitoring forms.

57. The council is proud to provide a home for the vibrant Latin American community and it is important to note that this key group forms a small part of a very diverse and multicultural community at the Elephant and Castle as summarised by the equalities analysis. In terms of business community the Latin American/Hispanic group forms a distinctive but small part of the trading mix.
58. Since 2008, the council has supported Latin arts charity Carnaval Del Pueblo to develop a series of successful events programmes which celebrate Latin culture. The Plaza Latina community event in Nursery Row Park is now in its 4th year with performers from 11 different Latin American countries. Carnaval Del Pueblo is in the final stages of fitting out a new community hub for the Latin community on East Street. Three disused retail units have been refurbished to create affordable trading and co-working space for local traders, together with an event space for community and business programmes. The accommodation opens directly onto East Street market. The new hub has been supported by the Council and Peabody Trust, the landlord of the 3 units and will open later this year.
59. In 2015/16 the charity Latin Elephant successfully applied to the council's High Street Challenge programme to part-fund a report researching further creative projects to support the Latin Community. The report seeks to develop a Latin Quarter at the Elephant and Castle and an update on the projects proposed in the report is included below.

<i>Latin Elephant report project</i>	<i>Update</i>
Latin Boulevard / Public realm improvements	The council is working with Living Streets and the Walworth Society to develop a programme of public realm improvements called Walk Elephant. We will work closely with the Latin community to develop specific projects.
Food and craft markets	The council's Markets team is working with the Latin community to offer new trading opportunities including East Street.
Community hub	The new Latin hub at 53-63 East Street will open in 2017 (see above)
Arts and events	The council has supported Plaza Latina to deliver 6 events since 2014

60. The council is currently consulting on the area visions for the new Southwark Plan and direct reference is made to the Latin American community as a minority group.

High Street Challenge

61. Since 2014, the council's High Street Challenge Programme has invested over £250,000 in community-led projects supporting local businesses and improving the town centre experience around the Elephant and Castle, Walworth Road and East Street. Funded projects include support for Latin Elephant, the Plaza Latina festivals in East Street, Walworth Society historical walks and advice for local businesses. The recommended awards under the High Street Challenge Round 6, to start in 2017, include additional specialist engagement and support for local businesses at the Elephant and Castle. These projects will add further value to the initiatives detailed in this report to ensure that local businesses benefit from a coordinated offer of targeted and specialist support.

Next steps

62. The council will continue to work to appoint a business support and relocation advisor to carry out preparatory work with the local operators in advance of any formal decision by the developer to close the shopping centre. At the same time, the council will continue to develop the projects for two new affordable retail locations. The independent advisor will work closely with local operators to bring forward recommendations on the terms for a discretionary relocation fund to help businesses to relocate.

Policy implications

Planning policy

63. The Elephant and Castle supplementary planning document (SPD) which was adopted in March 2012 sets out the detailed vision for the area and gives specific guidance related to the opportunities and objectives of redeveloping the shopping centre. The adopted policy seeks to establish the Elephant and Castle and Walworth Road as a major retail centre within the London hierarchy with a capacity for up to 45,000m² of additional retail and leisure space. The redevelopment of the shopping centre has been recognised for some time in council planning documents as one of the primary means of achieving the objective of creating a major retail centre.
64. As noted in the October 2015 report, the shopping centre was planned and designed for a very different era and the principles for its original design and layout in 1965 have not stood the test of time. The centre is very inward looking, with poor connections to the local neighborhood, a lack of active frontages at the ground floor, and a poor quality of public realm.
65. The overall vision set out in the SPD is to stitch the town centre back together: to re-connect the routes through the area and enable local residents to move through the heart of the town centre easily. Specific objectives include creating new pedestrian links through the site at ground floor level and beneath the viaduct to connect the tube station with the train station and Elephant Park. Before the re-planning of the area in the 1960's, the heart of the Elephant and Castle and the Walworth Road used to be connected as one seamless high street. Regeneration will enable the centre and the Walworth Road to be re-integrated, with the missing stretch of retail along the top of the Walworth Road put back through the Elephant Park project and new pedestrian "desire lines" returned through the redevelopment of the shopping centre. In addition to the

planning benefits of an accessible and integrated town centre, regeneration also presents the opportunity to improve public transport accessibility, with the opportunity to transform the Northern Line station with a new Jubilee-line style ticket hall and escalators.

66. Part of the vision is to retain a diverse and vibrant retail mix in the town centre that provides opportunities for small businesses displaced by development to continue to operate in the area and benefit from regeneration.

Economic wellbeing strategy

67. A partnership for local growth' the Southwark economic wellbeing strategy sets out the council's strategy for achieving inclusive local economic growth over the period 2017 to 2022.

It includes the ambitions that:

- Businesses are valued customers of the council who benefit from responsive services that meet their needs
- Southwark businesses are able to take advantage of growth opportunities afforded by regeneration and development in the borough
- Southwark town centres are thriving and diverse with a strong sense of identity, and are great places to visit and shop
- Quality space is available for a range of business uses that support a diverse town centre economy
- Every Southwark resident has access to quality, affordable, and healthy food and produce from their local high street or market.

Community impact statement

68. The Equality Act 2010 imposes a general equality duty on public authorities (the Public Sector Equality Duty, or PSED), in the exercise of their functions, to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Act.
- Advance equality of opportunity between people who share a relevant protected characteristic and people who do not share it.
- Foster good relations between people who share a relevant protected characteristic and those who do not share it.

69. For the purpose of the PSED the following are 'protected characteristics'

- Age
- Civil partnership
- Disability

- Gender reassignment
- Pregnancy and maternity
- Race
- Religion or belief
- Sex and sexual orientation.

70. The equalities analysis will inform the council on the equality implications of the redevelopment project and measures that may be taken to mitigate these. Additional equalities work will be carried out through the life of the project as needed to ensure the analysis is kept up to date and continually monitored.

Resource implications

71. The package of mitigation measures set out will assist traders to relocate to enable the redevelopment of the shopping centre to proceed. As the redevelopment is being promoted by a private developer it is appropriate for the cost of these measures to be met by the developer. This will be made a condition of any potential planning permission for the scheme. The scope of the individual projects referred to in this report will also inform scheme costs. Further work will be undertaken during the project development phase to finalise costs and should there be any direct resource implications for the council these will be reported through the standard gateway process.
72. There are no additional financial implications due to the approval of these recommendations.
73. Staffing and any other costs connected with this recommendation will be contained within existing departmental revenue budgets.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

74. The recommendations of this report raise no particular legal issues. However the future actions envisaged by the report will have legal implications. Legal advice will be sought at the relevant time and included in subsequent reports to cabinet.

Strategic Director of Finance and Governance (FC16/048)

75. This report is requesting cabinet to note the findings of the equalities analysis undertaken regarding the shopping centre redevelopment and also note that a database of vacant premises will be established and maintained by the developer.
76. The report is also requesting cabinet to agree that the developer is required to implement a package of measures to support the relocation and mitigate the impact of the closure of the shopping centre on local traders and residents, details of which are set out in paragraphs 33 to 49 of this report. Full details are

provided within the main body of the report.

77. The strategic director of finance and governance notes that the council expects the costs of such measures as detailed in the report to be funded by the developer and will be part of the condition for any agreement for the council to exercise its compulsory purchase powers.
78. The strategic director of finance and governance also notes that there are no immediate financial implications arising from this report and any potential cost implications arising in the future will be subject to separate reports for formal approval.
79. It is noted that staffing and any other costs connected with this recommendation will be contained within existing departmental revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
2017 Planning application	160 Tooley Street London SE1 2QH	Dan Taylor 020 7525 5450
Link: (copy and paste link into browser and input the application reference 16/AP/4458) http://planbuild.southwark.gov.uk:8190/online-applications/		
Elephant and Castle 2012 Supplemental Planning Document	160 Tooley Street London SE1 2QH	Dan Taylor 020 7525 5450
Link: (copy and paste link into browser) http://www.2.southwark.gov.uk/downloads/download/2896/elephant_and_castle_spd_supporting_documents		
Cabinet October 2015 Report	160 Tooley Street London SE1 2QH	Paula Thornton 020 7525 4395
Link: http://moderngov.southwark.gov.uk/ielistDocuments.aspx?CId=302&MId=5140&Ver=4 (Item 18)		
Executive January 2007 report	160 Tooley Street London SE1 2QH	Paula Thornton 020 7525 4395
Link: (copy and paste link into browser) http://moderngov.southwark.gov.uk/Data/Executive/20070130/Agenda/Item%2013%20-%20Business%20Continuity%20at%20the%20Elephant%20and%20Castle.pdf		
Overall Equalities Analysis report	160 Tooley Street London SE1 2QH	Dan Taylor 020 7525 5450
Link: (copy and paste link into browser) http://www.2.southwark.gov.uk/downloads/download/4803/elephant_and_castle_shopping_centre_equalities_analysis		

Background Papers	Held At	Contact
Supplemental Equalities Analysis report (bingo hall)	160 Tooley Street London SE1 2QH	Dan Taylor 020 7525 5450
Link: (copy and paste link into browser) http://www.2.southwark.gov.uk/downloads/download/4803/elephant_and_castle_shopping_centre_equalities_analysis		
<i>Vitality, Viability and Vulnerability</i> study of Walworth Road by GVA and East architects	160 Tooley Street, London SE1 2QH	Local Economy team 020 7525 5676
Link: http://www.2.southwark.gov.uk/info/200183/elephant_and_castle/4090/walworth_road_study		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Mark Williams, Regeneration and New Homes	
Lead Officer	Eleanor Kelly, Chief Executive	
Report Author	Jon Abbott, Head of Regeneration North	
Version	Final	
Dated	25 April 2017	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS CABINET MEMBERS		
Officer Title	Comments Sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Members	Yes	Yes
Date final report sent to Constitutional Team	25 April 2017	