

<b>Item No.</b>	<b>Classification:</b> Open	<b>Date:</b> 19 <sup>th</sup> February 2004	<b>Meeting Name:</b> Executive
<b>Report title:</b>		Elephant and Castle – Adoption of Supplementary Planning Guidance	
<b>Ward(s) or groups affected:</b>		Cathedral, Chaucer, East Walworth and Newington	
<b>From:</b>		Strategic Director of Regeneration	

## RECOMMENDATIONS

1. That the Executive formally adopts Supplementary Planning Guidance (SPG) for the Elephant and Castle.

## BACKGROUND INFORMATION

2. The draft SPG was published for consultation in June 2003 under the title “Elephant and Castle Framework for Development”. It was developed from the 2002 draft Elephant and Castle SPG and the “Elephant and Castle Emerging Framework Principles”, which was endorsed by Executive in December 2002. It is therefore deeply rooted in a continuous sequence of public consultation and responses obtained there from.
3. The purposes of production of this document are:
  - to establish, through a detailed programme of public consultation and involvement, a pattern for redevelopment that can be achieved through the attraction of funding and development partners,
  - to establish a framework for detailed planning decisions
  - to establish a certain and achievable programme for delivery with particular reference to the re-housing of Heygate residents and the phased investment in infrastructure.
4. The SPG takes its themes from the Council’s Community Strategy and the emerging Unitary Development Plan [UDP]. Through being developed in parallel with the UDP it has been possible for each to influence the other and has meant that consultation and public involvement has been in the context of a comprehensive review of land use and planning policy for the Borough as a whole. These matters were considered in detail by planning Committee on the 13<sup>th</sup> January when it formally commented upon the draft UDP. Those comments are set out in sections 21-24 of this report below.
5. As SPG within the new UDP the accompanying document takes the key principles and policies of the new UDP and applies them in detail to the specific circumstances of the Elephant and Castle. This is necessary because the scope of the Elephant and Castle proposals embrace approximately 55 acres of land most of which are proposed to be cleared of existing buildings over the next 5 years. The guidance will therefore provide a context for the following:

- A framework for public and private infrastructure investment, including Section 106 contributions.
  - Directing the phased development of a mixed-use, public transport reliant new town centre i.e. a means of ensuring that the earliest developments that take place contribute directly to the achievement of the overall vision.
  - Supporting development control decisions so as to ensure the Council's development and regeneration objectives are reflected at each stage of the redevelopment, and that piecemeal developments are avoided.
  - In practical terms the SPG is expected to form a basis for Southwark as a major landowner to procure partners to implement the overall scheme. Most immediately it will allow the Council to proceed with all of the actions agreed by Executive on the 17<sup>th</sup> June 2003.
6. The content of the draft SPG is fully consistent with the Council's wider published objectives as set out in Part 1 of the UDP and as a consequence of this compliance the proposals generated for the Elephant and Castle represent a marked departure from the last scheme which centred around the creation of an enclosed shopping mall and associated access and parking arrangements.
  7. Over the three months following publication of the "Elephant and Castle Emerging Framework Principles" in December 2002 its contents were tested, further developed and discussed with the Greater London Authority [GLA], London Development Agency [LDA], Transport for London [TfL], major landowners etc before being reported back to the Executive in April 2003 at which stage it was agreed that it be released into a major public consultation exercise which was completed in mid-September. A copy of the document was sent to each Council member and further copies are available upon request or by visiting the Council's website.
  8. In summary, the document restates the previously identified weaknesses of the area, but concentrates on strategies for developing a new Elephant and Castle characterised by a sustainable local economy, social equity in the provision of transport, housing and access to public facilities and a managed relationship between education, training and access to work within a sustainable mixed-tenure, mixed-use London town centre. The physical proposal at the heart of the document is the creation of a major new town centre served by improved public transport and pedestrian movement and supported by the extension of the Walworth Road through to a major civic space where the northern roundabout sits today. The core area is intended to be genuinely mixed-use providing new leisure, retail, employment, restaurant/bar uses as well as more than 4,200 additional new homes and a range of high quality public spaces and pedestrian routeways.

9. The document lays out a strategy for unlocking this development opportunity, the major elements of which are:
  - A. Re-housing of Heygate Estate residents. It is proposed to achieve this by developing mixed tenure housing through partnerships with Residential Social Landlords [RSL's] in three regeneration cluster areas, by allocating existing Council units to those residents who wish to remain Council tenants, by directing S106 housing in the regeneration area to Heygate households and by introducing a package of other measures including compensation for leaseholders to offer the widest possible choice of re-housing opportunities.
  - B. Reducing the impact of traffic. This involves dismantling the 1960's traffic system by rerouting through traffic away from the centre. This will provide road capacity for buses and trams through the heart of the area and permit the removal of the subways and replacement by surface pedestrian links between the two tube stations and the train station. Pedestrian priority will be further increased by establishing safe and convenient linkages into adjoining residential areas and "designing-in" a servicing strategy for town centre buildings that minimises entry by delivery vehicles.
  - C. Removing the Shopping Centre. The shopping centre building blocks the Walworth Road from a direct connection to the planned civic space on the northern roundabout. Its presence diminishes the Walworth Road and both physically and psychologically obstructs the connection between Walworth and North Southwark. Through relocating businesses wherever possible on to the Walworth Road and surrounding trading locations it will be possible to strengthen the retail offer of the Walworth Road and reestablish a traditional high street with active frontages all the way through to the town centre.
  - D. Unlocking early sites. A number of prominent buildings have remained vacant for many years; in particular the London Park Hotel and Castle House and the former Elephant and Castle swimming pool. There are also derelict buildings on Newington Butts, Newington Causeway and unused buildings along London Road. Other buildings are either underused or contain low-grade urban uses; for example, the northwestern side of Walworth Road, the arches fronting Elephant Road and the Castle Industrial estate. The area also contains lengthy dead frontages; for example, the Heygate frontages onto the eastern side of Walworth Road and the south side of the New Kent Road. The plan contains positive support and encouragement to bring many of these sites into early development and therefore active use.
10. The remainder of the document sets out principles for advancing the development as agreed by the Executive and a programme of planned development which links closely with the preparation of the new Southwark plan.

## **KEY ISSUES FOR CONSIDERATION**

### **Public Consultation**

11. Full details of the consultation programme are set out in Appendix B. Consultation on the draft SPG was formally launched on the 6th June 2003 and was announced by newsletters sent to all businesses and residents in the area, posters, advertisements in the press, radio and television releases and material placed on the Elephant Links and Southwark Council websites. The launch was opened with a business breakfast for local shops and businesses in the shopping centre, followed by a staffed display of the full proposals accompanied by illustrative material, leaflets, cd-roms, and questionnaires. Five full days of open public exhibition with the development team present were held at the shopping centre and a further 6 on the Heygate Estate for which block by block invitations were issued with follow up invitations to residents who had not been able to attend. Thereafter the exhibition moved to the Elephant and Castle Leisure Centre, Walworth Town Hall, Southwark Town Hall and London College of Printing.
12. Further meetings and presentations were held with Community Councils, Neighbourhood Forums and Tenants Associations. In addition, many presentations were made to Heygate residents at tenant and leaseholder meetings and at the regular meetings with the residents project team formed from the Committee of the Heygate Tenants and Residents Associations. The Town Centre Liaison Group was also established as a forum for direct discussions with Elephant and Castle businesses with particular emphasis upon the concerns of those based in the shopping centre.

### **Planning Committee - Formal Observations**

13. The draft SPG was referred to Planning Committee on January 13<sup>th</sup> 2004 for formal observations. Prior to the Committee briefing sessions were provided for Planning Committee members and the full range of supporting technical documents were made available for their reference and perusal. The Committees comments are reported in paragraph 21-24 below.

### **Consultation Outcomes.**

14. From the first version of the SPG published in December 2002 the proposals have been constantly modified and refined through a continuous programme of public involvement and technical testing. The document as a whole is therefore intended to be a formalized expression of all the issues that have been debated over that period. However a number of particular issues warrant highlighting.
  - Integration with surrounding area – The December 2002 plan was interpreted by many respondents as being likely to create an area separate from its immediate surroundings. The primary response to this has been to propose the re-alignment of the Walworth road in order to create a continuous High Street of retail and public activities directly connecting local services into the dense and busy new centre. This reinforces the accessibility to local people and should spread the benefits of increasing activity to local businesses and

service providers.

- Increasing the provision of open space – The new plan now contains 5 major open spaces within the core area and the layout of the area is now more directly derived from the arrangements of the open spaces than from the siting of particular buildings. This has been further developed into the definition of five quite different public spaces each designed to attract different uses and to create settings for distinct collections of buildings.
- Early benefits for local residents – The proposed regeneration clusters have been specified in such a way as to incorporate early improvements to open spaces and early facilities in the immediate surroundings of the early housing schemes. These will be consulted upon individually but will bring visible improvements early in the life of the overall programme.
- Longer term benefits for residents – Many of the respondents to the consultation exercise referred to the need to demonstrate the connectivity between the existing SRB scheme and the proposed redevelopment. This has now become explicit in the proposals for new education and leisure facilities at the Elephant and will increasingly inform training and business development programmes as new commercial space is planned and defined. In particular this will assist in the creation of the new employment and access facilities to be developed at 56 Southwark Bridge Road as part of the SRB legacy programme.

#### 1. Wider General Public.

15. The consultation exercise run for the general public [i.e. excluding the Heygate exercise for which see below] generated 464 written responses. Of these 71% of respondents live in the SE17 and SE1 postal districts and 14% gave addresses outside Southwark. 37% of respondents are owner-occupiers, 35% are Council tenants. 61% of respondents described themselves as white and 14% described themselves as black.
16. The survey asked people to express an overall view of the regeneration plans, which resulted in 80% expressing themselves to be strongly or moderately in favour of the proposals with 9% expressing strong or moderate opposition. Approval ratings were highest for leisure, transport, public open space, employment, town centre and education and housing proposals all of which attracted support at levels in excess of 70%.

#### 2. Heygate Residents [tenants/leaseholders]

17. This research was composed of two elements. The first was based on written responses made on the feedback forms distributed at the Heygate exhibition days. Every tenant and leaseholder received a copy of the newsletter describing the scheme and giving exhibition dates and individualised invitations to successive events on the estate were delivered to every household. Considerable efforts were made to ensure that every visitor to the event completed a questionnaire providing feedback on the exhibition material. 290 residents visited the display between the 17th July and the 2nd of August of whom 259 completed the feedback form representing 255 households or 21% of the total number on Heygate. 60% of the residents stated that they liked the plans for the Elephant and Castle and 13% said they disliked them. Of the

proposals for re-housing the Heygate Estate 52% said they liked them and 18% disliked them.

18. The survey asked residents to indicate issues, which were of greatest importance in relation to their new homes, their locations, and the terms of the tenancies. The most significant issues were the desire for safe [81%] and spacious [76%], homes with good domestic facilities i.e. bathrooms/kitchens [69%]. In relation to location 82% listed good transport links as the most important followed by 78% citing safety, and a further 70% ticked nearby shops and residents. In relation to tenancies terms 72% listed rent level as the most important aspect, the availability of right to buy, resident involvement with management decisions and formal tenant representation structures were listed by fewer than 50% of respondents. A summary of the independent market research findings from the Heygate consultation exercise are attached as Appendix C.

### 3. Local Businesses and Landowners

19. The major landowners have been actively involved in discussions during the preparation of the framework and although it has not been the purpose of the exercise to resolve detailed site specific issues there is strong support for the framework as now set out.
20. Elephant and Castle businesses involvement has now been formalised through the establishment of the Elephant and Castle Businesses Liaison Group which provides a regular meeting of the Council, shopping centre landlord individual businesses and business advice.

### 4. Planning Committee

21. Southwark's Planning Committee considered the draft SPG at the same time as receiving the second deposit draft of the UDP. The Committee was generally welcoming and supportive of both documents and noted the strong connection between both in terms of the key principles of urban mixed use, emphasis upon sustainability, overt commitments to high quality design, the achievement of balance between an increasing population and the provision of a wide range of facilities and services, the promotion of improved education and employment opportunities, and a strong emphasis in favour of public transport.
22. The Committee re-emphasised the importance of securing the early provision of new public facilities including leisure and fitness activities, schools and increased availability of public toilets. The Committee expressed support for the public interchange facilities and the attempt to switch the balance of transport movement in favour of public transport, but did stress the importance of maintaining safe capacity on the inner ring road whilst avoiding rat running through surrounding residential areas.
23. Although not discussed in detail at Planning Committee the Committee did seek assurances that local traffic management measures would be implemented as necessary to protection of residential amenity. The Committee also remarked upon the "ambitious" car parking standards [i.e. minimal in relation to retail and commercial floorspace and approximately 25% in relation to new residential units

with strong emphasis upon encouragement to create car clubs].

24. In both cases i.e. ring road capacity and parking standards the Committee acknowledged that considerable progress had been made in discussions with TfL and noted the importance of reaching a formal agreement in respect of each.

5. Greater London Authority/Transport for London/London Development Agency

25. As expanded on in previous reports, the draft SPG has been developed in the context of rapidly changing national regional and sub-regional guidance. In particular the emergence of the London Mayor's Spatial Development Strategy ["The London Plan"] has been considering planning policy designed to support growth of the London economy, strengthening of the city's transport systems, and the introduction of a much more overt sustainability agenda. The Mayor's stated intention is to achieve a city that supports more "human" places i.e. creating life and activity in public spaces in a manner more akin to other European cities. The Elephant and Castle is identified as an Opportunity Area within the London Plan, indicating that strong support will be given to the development of a place and economy which demonstrates all of these qualities. Appendix D contains the Mayor of London's response to the consultation framework in which he makes the following main points:

- A. General response. The Mayor commends the framework approach, which he sees as strong in urban design and consistent with the principles of urban renaissance. He confirms that if Southwark adopts it as SPG then the Mayor will adopt it as an area opportunity framework. This is an extremely positive response and provides considerable weight to the document and increases the confidence that it will establish in the public and commercial environments.
- B. Housing. The Mayor reconfirms the previous figure of 5,300 new homes of which 1100 are deemed to be Heygate replacement and 4,200 represent the net increase as per the earlier draft of the London Plan. The Mayor recognises the considerable existing imbalance in favour of social housing at the Elephant and indicates that the London Plan target of 50% affordable housing may be reduced with a preference to provide more intermediate housing than might be appropriate in other locations in London. He also acknowledges that the large infrastructure investment required at the Elephant may support the redirection of S106 contributions away from housing and into transport and other public realm works.
- C. Retail. The Mayor supports the creation of a major retail and leisure centre at the Elephant and Castle and acknowledges the strength of the evidence supplied to him, which confirms massive leakage of expenditure out of the Borough. He has requested that further research be undertaken to confirm that harm is not caused to adjacent centres in other Boroughs.

- D. Transport. The Mayor confirms that TfL is broadly happy with the transport proposals for the Elephant but makes his support contingent upon further work to demonstrate that the capacity of the inner ring road is not adversely effected. The Mayor indicates that there are likely to be severe limitations of capital resourcing from TfL hence no doubt his comments in relation to S106 contributions.
- E. Urban Design. Although complimentary about the framework in urban design terms the Mayor has repeated his request that an external advice or consultative group is established to ensure that the highest standards of architecture and place-making are established and maintained throughout the life time of the project.

### **Other key Participants**

#### Education Sector

- 26. Work with Southwark Education Department and Department for Education and Science [DfES] has resulted in a proposal to establish a new city academy at the Elephant and Castle. This would be an approximately 1200 pupil academy including years 12 and 13 and potentially with a formalised relationship with the University and London Institute. Initial feasibility work is being undertaken with the DfES and the prospective sponsor and the initial indications are that a very high quality urban school can be established in the location. This will represent a step change in the support for education beyond the programmes already run through the SRB arrangements.

#### Health Sector

- 27. The PCT/Public Health Directorate and Healthy Southwark Partnership [PCT] has made a helpful and carefully considered response to the draft SPG. The PCT estimates that the generation of new residential units will require significant new health provision and is likely to require 3-5 new GP's and an expansion in the provision of community based health facilities. The measures to reduce traffic flow are generally welcomed especially the safer route proposals and provision of new leisure facilities.

### **Testing the Plan**

- 28. In parallel with the consultation exercise, the draft SPG proposals as published in June 2003 have been subjected to rigorous testing in order to establish the robustness of its contents. This has been an essential part of creating a development proposition that can carry market and local confidence, and which is capable therefore of being moved from plan to implementation as rapidly as possible. The achievement of this will meet the most frequently repeated concern of local people as expressed in the consultation responses that programme certainty should be established as soon as possible after adoption in order to allow households and businesses to make firm future plans.

29. The basis for testing has been the adoption of an assumed use mix within a provisionally assessed development capacity. This anticipates a total area of new development of approximately 6.5 million square feet containing approximately 4.5 million square feet of housing, 1 million square feet of retail and leisure and the balance to be made up of public, cultural, education, employment and other uses.

### **Movement testing**

30. The draft SPG sets out that the central objective is to balance the creation of a public transport and pedestrian centre with the need to achieve the TfL objective of maintaining sufficient capacity on the ring road to handle current levels of traffic. Implementing this means that a greatly increased number of visitors to the centre will largely arrive by public transport and this has necessitated loading assessments for buses, trains, tubes and tram[s].
31. Modeling exercises designed to measure the likely “trip generation” brought about the scale and mix of development indicated in the draft SPG have therefore been undertaken by appropriate professional consultants. There have been three strands to this work.
- The first is an assessment of the capacity of individual transport modes to handle increased loads e.g. more passengers at bus stops, more passengers entering and leaving tube stations etc.
  - The second is the ability of the pavements, streets and public spaces to handle large increases in pedestrian flows.
  - The third is the capacity of the road system to manage traffic flows on the inner ring road in the context of the town centre which is overtly designed to facilitate public transport and pedestrian priority. The following paragraphs are all based on the outcomes of these assessments.
32. Proposals in relation to buses have been confirmed by the testing to be sound i.e. the routing of bus lanes through the site of the current southern roundabout with the establishment of bus stops and stands handling interchange with the tube stations and the new access to the overground station.
33. The tram alignment has been provisionally changed in order to accommodate the proposal for a City Tram connecting the City via London Bridge and the Elephant to Battersea. In order to avoid a complex tram crossing the two routes have been aligned on the west side of the new civic space running south in front of the tabernacle and then diverging to the Walworth road and Kennington Lane at approximately the position of the southern roundabout.
34. For the remainder of the road system the current model proposes one carriageway for general traffic with a bus priority lane [and where appropriate a tramline] in each direction. This is supported by reduced capacity of entry into the charging zone and by the imposition of minimal parking provision for the commercial activities in the new town centre.

35. These measures provide for the creation of widened, direct pedestrian crossings around the central core thereby achieving the pedestrian at grade transport interchange that was first proposed in the initial draft development framework. They also facilitate direct access on foot and by bicycle from the surrounding residential areas into the new town centre reinforcing the accessibility of the new facilities to local people.
36. In the case of the overground station a new accessible and direct escalator and lift entry point will take the passengers to an improved and covered platform at top of viaduct level.
37. The new tram is expected by TfL to have an annual passenger carrying capacity of 72million and should relieve pressure to some degree on the Northern Line. However the most sensitive aspect is the possibility of over running the capacity of the lifts at the Northern and Bakerloo stations which could entail very expensive alterations in particular if escalators and below ground concourses have to be installed. Ultimately this is a cost that may have to be borne in part or in total by the scheme if it proves necessary to achieve the central objective of an area of surface pedestrian and public transport movement rejecting the use of the private car as a means of servicing the retail, commercial and residential centre.
38. As noted above these proposals have the initial support of TfL who are currently undertaking their own detailed analysis of the proposals in conjunction with the Council's transport consultants. Although the Mayor for London has indicated that public capital resources are unlikely to be available in any substantial sums to finance these works, the designation in the UDP of the Elephant and Castle as a Transport Development Area provides a policy framework within which a structured Section 106 strategy can be created which will direct planning contributions from individual schemes into public procurement of all infrastructure works necessary to achieve these improvements.

#### **Public Realm and Open Space Testing.**

39. As emphasised in the previous decisions of the Executive the creation of a safe and attractive street scene is an essential component of achieving a busy and successful new town centre. The Council has retained Gehl Architects to provide a brief for what will become a series of competitions to design open spaces and a series of requirements that will be enforced in designing and building the new streets. Their report is included in the suite of supporting documents. Amongst other requirements it proposes active street frontages, high quality landscaping and materials, active use of widened pavements, use of tree planting to create "boulevard" routes and the creation of distinctive and memorable public places.
40. It will be evident that this is strongly related to the movement strategy because the capacity of streets and places to handle general traffic, pedestrian, public transport and cyclists whilst meeting servicing requirements for a large town centre goes to the heart of establishing a dense mix of uses within a thriving urban destination.

## **Built Form Testing**

41. In general terms the proposed development rises from the scale of the surrounding areas through to a dense and tall core around the interchange. Within this overall morphology buildings present active frontages to streets and spaces. The massing and orientation of buildings can have a profound effect both on their own performance and on the impacts that they create within their immediate surroundings.
42. The proposals as they stand reinforce the preeminence of Walworth Road as the major movement corridor and public high street, and the tall buildings immediately south of the civic space contribute to the creation of the major public space for south London.
43. As drafted the framework SPG makes the highest quality of architecture and built form an absolute requirement of all new buildings within the regeneration area and emphasises both the Council's and the Mayor for London's stipulation that a board must be established at an early stage to oversee the architectural integrity of the whole development.

## **Environmental Testing**

44. As noted above, the previous draft framework directed that the scheme should seek to use environmental, meteorological and resource factors to optimal effect. In other words, buildings should be massed and orientated so as to benefit from passive solar gain, to reduce heat loss from prevailing winds, to minimise adverse conditions from down drafts and shadowing and individual building design should facilitate minimal energy consumption and maximum recycling and use of renewables.
45. The June development model has been subjected to intensive wind tunnel and daylighting/shadowing testing and as a consequence there has been some reorganisation and reshaping of buildings within the core area. In particular the tallest buildings have now moved to a more northerly position marking the top of the Walworth Road but with their lower structures designed to minimise undesirable wind effects. These new positions mean that undesirable shadowing impacts to the market square or Metro Central are largely avoided.
46. Proposals are also contained within the draft SPG for a new and permanently established Energy Centre to secure within the development of individual plots the objectives contained in general form within the guidance itself. This proposal also paves the way for the establishment of an energy and services company in which Southwark may wish to take a long-term stake and which would manage the supply of energy and other services into buildings designed for low levels of service consumption. Apart from the wider environmental benefits such an arrangement will also minimise the draw on increasingly over loaded energy supplies into central and Greater London and reduce the costs for residential and commercial occupiers. The scale of the development at the Elephant and Castle makes it an ideal location to set and achieve very demanding targets for the responsible use of non-renewable resources.

## **Crime and Safety Testing**

47. Initial discussions have taken place with the Metropolitan Police Crime and Safety Officer with whom the development team will be collaborating in the production of the site briefs and the preparation of the open space competition briefs. The intention is that all housing should meet secured by design or equivalent standards and that streets, public spaces and buildings should “design out crime” and create a safe and pleasant urban environment. This is another obvious area of responsibility for the area based management arrangements referred to elsewhere in this report, and which will be worked up in detail once lead scheme partners have been selected.

## **Sustainability Testing**

48. Sustainability issues have become increasingly mainstream in development planning and large-scale regeneration projects of this type are expected to make a substantial contribution to sustainability objectives. The sustainability analysis carried out upon the draft SPG has entailed a rigorous application of current and emerging best practice and policy. As already noted the development of a dense new centre facilitates a strong shift away from car dependency and reduces the need for travel in the surrounding areas as high quality facilities are brought within easy reach of a large population. In addition the large volume of residential and commercial floorspace allows for services and waste management arrangements to be designed in such a way as to minimise resource consumption and to achieve much higher targets for recycling and use of renewables than has so far proved possible in any other area of the Borough.
49. The early preparations for the Elephant and Castle have concentrated upon building the capacity of the local population by encouraging improvements in schools, supporting small local businesses and bringing training facilities in to the area. The long term arrangements proposed in elsewhere in this report should establish this objective, as well as the related commitments to mixed-use and mixed tenure, as permanent objectives for the area. The establishment of a services company possibly operating in parallel with a business improvement district function should be a permanent legacy of the regeneration programme and is the obvious vehicle for achieving these outcomes.

## **Residential Testing**

50. The plan incorporates a number of pre-existing targets in particular the Council's requirement to secure re-provision in the early phases of the social housing capacity of the Heygate Estate. Thereafter the plan conforms to the London Plan target of 4,200 new homes. The Mayor has already strongly indicated his intention to adopt the draft SPG as the Opportunity Area framework for the Elephant and Castle thereby incorporating this target and the requirement for the incorporation of 4,200 new jobs as adjuncts to the London Plan itself. This means that residential developments within the SPG area will conform to the Council's affordable housing policy [and supporting SPG] and the London Plan but subject to moderation through reference to the matters referred to by the Mayor for London in his formal comments on the draft SPG and as summarised below:

1. Planning obligations will have regard too the substantial infrastructure costs a large proportion of which are expected to be borne by individual development phases. The objective of creating a public transport rich and pedestrian friendly town centre entails major works of alteration to roads and public traffic infrastructure. This requires that a balance, that may shift from time to time, will have to be maintained between affordable housing provision and other forms of planning contributions and:
  2. That the current levels of social rented housing accommodation are amongst the highest in London.
51. The plan proposes that all section 106 and affordable housing generated at the Elephant should in the first instance be directed to meet the needs of Heygate tenants and residents displaced by the proposed demolition. In any event it is a requirement that all new housing at the Elephant is mixed tenure and that that single tenure developments should be avoided.

### **Retail Testing**

52. Roger Tyms and Partners who are also advising on the UDP and have been working closely with CACI [the GLA's retail advisors] have undertaken most of the retail analysis.
53. Executive will recall that RTP's retail capacity analysis identified a shortfall of at least 92,000 sq.m for the London Borough of Southwark as a whole of which up to 75,000 sq.m could be provided at the Elephant and Castle. This assumes 50% retention of spend within the Borough which is itself substantially above current spend retention which is barely 23% in the Borough as a whole and 11% in the central Southwark area. In response to concerns from London Borough of Lambeth and a request from the GLA, RTP have considered the possible adverse impacts in particular on Brixton and other Southwark centres. Their preliminary findings are that the creation of a shopping and leisure destination at the Elephant and Castle is most likely to reduce travel and spend in more distant locations in particular the West End.

### **Commercial Testing**

54. Commercial assessments are being carried out in part through a programme that is partly co-funded by the LDA. In addition the scheme proposals as they have been developed have been widely discussed in the commercial and financial markets following the publication of the Council's Prior Information Notice a little over a year ago. As an adjunct to these activities the Council is progressing jointly with the LDA an assessment of the Elephant and Castle's capacity to attract and develop creative and cultural industries within the redeveloped core.

55. The Council's objectives must be to secure a high quality scheme in accordance with the objectives and policies in the framework SPG based on value for money from public investment. To achieve the overall objectives requires early investment in what is traditionally considered to be public infrastructure i.e. roads, public realm, public transport and social housing etc. It is essential therefore that a S106 strategy is established that can manage a logical programme of phased infrastructure delivery designed to avoid piecemeal development and facilitate the achievement of the overall plan. As the Mayor sets out in his formal response this will require some flexibility as to the application of S106 contributions although this would not be such as to inhibit the generation of the early housing needed to secure a speedy and efficient decant of the Heygate estate.
56. The commercial assessments being undertaken therefore have to have close regard to the capacity of any development partners to support the long term objectives of the scheme and therefore it is intended that the commencement of a formal procurement exercise designed to introduce a partner or partners able to work along side the Council in full pursuit of the SPG objectives will be initiated immediately following adoption.

### **Employment and Enterprise**

57. The draft SPG draws upon Southwark's Enterprise and Employment strategies which encourage business creation and support measures to involve local people in the employment measures thereby generated. Within the plan there are upwards of 2 million square feet of non residential floorspace identified for a mix of major town centre retail and commercial use, traditional high street businesses, and proposals for more local businesses, public facilities, live-work and incubator units in the outer core. As noted elsewhere in this report particular encouragement is being given to London's creative business sector to take advantage of the availability of space at the Elephant including railway arches, market square location etc.
58. Also measures are proposed in the report to assist the relocation of businesses affected the redevelopment of the core. In some cases this will entail moves to new high street locations but particular encouragement is being given to consolidating in one location those businesses which have the potential to establish a distinctive character. For example it may be possible to establish a Latin American quarter, building upon the already growing reputation of the area in this respect.

### **Public and Civic facilities**

59. The draft SPG anticipates a growing need for new and improved public facilities to meet the demands of the existing and future residents of the area. Contained within the document is guidance designed to support the expansion of the University and London College of Printing, the introduction of new and replacement health and leisure facilities, a site for a new secondary school, and the proposed development of a new science museum.

## **Early Housing developments**

60. The draft SPG includes proposals for some 20 sites upon which it is intended to carry out early housing developments. These would be partnership projects between the Council as landowner and the Housing Associations and housebuilders as developers and contractors.
61. The immediate purpose of the schemes is to provide new homes for households displaced by decanting of the Heygate Estate. The scheme requires a maximum of 1000 tenanted units to be provided within mixed tenure developments. However market research indicates that this is likely to reduce to approximately 700 following completion of the detailed housing referencing exercise. In practice the total number of units, both social and private to be developed at the Elephant and Castle is not sensitive to the number of Heygate tenants wishing to remain in the area. However the Council's previous decision not to require any double moves means that the early sites must provide for all outgoing Heygate households that wish to remain at the Elephant and Castle in a new home.
62. Although housing capacity to meet Heygate needs will be derived from a combination of new build on the early sites, new build of other housing association schemes and S106 housing within private schemes the Council as housing authority must secure enough housing capacity on its own sites to be certain in the offer that it is making to its tenants.
63. Almost all of the early sites are identified as being suitable for low to mid rise developments. In each case the design and build standards should conform to the UDP and SPG standards and should therefore represent the highest standards of social housing achieved in the Borough. In most cases the sites have been identified as part of a cluster within which environmental and other works will be coordinated to ensure that area based renewal is achieved by the introduction of new development.
64. The list of sites as set out in the draft SPG differs in a small number of cases from that agreed for consultation in February 2002. The status of the Leisure Centre site has now changed as it is identified as a site for a new City Academy although the possibility of achieving residential development over a school has not been discounted. Also, the sites "identified for further consideration" in the February report have been removed following consultation and further feasibility work. New additions to the list include Welsford Street SE16 and Royal Road SE17, and Surry Row corner of Blackfriars Road SE1.

## **Summary of Development Considerations**

65. The emergence of the London Plan and the new Southwark Plan provide an opportunity for the Council to adopt detailed guidance for the comprehensive rejuvenation of an area which has become widely associated with many of the characteristics of urban decline. It also does so at a time when there has been an increased interest in development in city fringe locations and when there has been notably increases in development land trading activity. In adopting this SPG the Council will achieve 5 purposes which are considered essential to securing

sustainable regeneration.

- By adopting the SPG the Council formally recognises the compelling case for large scale and co-coordinated regeneration of the Elephant and Castle. By acknowledging the weaknesses of the present area the draft SPG places emphasis upon measures to realise the huge potential of its location.
- The SPG as drafted is the result a sequence of large scale public consultation exercises which have demonstrated very substantial public support for regeneration. The document therefore seeks to link the general policy context with the strong public desire for regeneration by setting out a clear programme that uses the tools of planning to attract major investment directed at creating a sustainable town centre.
- The SPG will establish confidence and certainty in the market place. The public and private investment requirements at the Elephant and Castle are so substantial that only a clear and robust framework of the kind proposed can support the long term commitment of resources that is now demanded.
- The plan provides a direction which avoids the limitations on the one hand of uncoordinated piecemeal development which is incapable of addressing the major obstacles to creating a successful place and, on the other hand, the inappropriate development model of a monolithic, inward looking, car dominated, institutional retail or commercial approach.
- The SPG will provide a development control tool in the form of planning guidance which will give the local planning authority a basis for determining applications in such a way as to ensure consistent decision making in support of the overall development objectives.

### **Forward Programme**

66. The adoption of SPG for the Elephant and castle, taken together with the adoption of a formal decant policy for the Heygate estate will enable full effect to be given to the decisions made by Executive on the 17<sup>th</sup> June 2003. This will allow the following programme to be put into implementation:
- March 2004 – Public Launch of adopted SPG and announcement of the Council's intention to commence both housing and commercial procurement processes.
  - March 2004 – Briefings for SouHag Housing Associations and proposals for nominations into new build housing association schemes within Elephant and Castle regeneration area.
  - March 2004 – Commencement of detailed design work and seeking of approvals for the removal of southern roundabout and closure of pedestrian subways at Elephant and Castle south.
  - April 2004 – Appointment of re-housing team followed by immediate commencement of housing referencing programme.
  - April 2004 – Launch of development proposals for demonstration housing scheme at Wansey Street.

- June 2004 – Commencement of formal Housing procurement exercise under EU Directive procedures.
- September 2004 – Commercial partner procurement underway.
- End of financial year 2004/5 – Completion of Housing partner selection process; commencement of development on Wansey Street leading to first occupation before end of 2005; planning application submitted for Castle House.
- 2005 – Commencement of southern roundabout works, delivery of first partnership housing units, and commencement of working arrangements with selected commercial partner[s].

## SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

### Borough Solicitor & Secretary

67. Section 12 of the Town and Country Planning Act 1990 requires the Council to prepare a Unitary Development Plan (“UDP”) for its area. PPG12: Development Plans (1999) gives advice about the content and process for adopting Supplementary Planning Guidance (“SPG”). This is guidance which does not form part of the development plan but takes the form of design guides, area development briefs or advice and guidance which supplements other specific policies in the development plan. SPG should be consistent with national and regional planning policy guidance and with the policies in the adopted development plan, in this case the Southwark UDP adopted in 1995. In some instances the policies in the adopted UDP have been overtaken by revised national and regional policy guidance and this should be reflected in any SPG.
68. The Secretary of State will give substantial weight to SPG which has been prepared in the proper manner and is consistent with the development plan. The proposed Elephant and Castle SPG has been subject to consultation and would become a material consideration in determining planning applications in the area once it has been adopted. As indicated in the report, the Elephant and Castle has been identified as an Opportunity Area in the draft London Plan, which is expected to be formally adopted early in 2004. If the proposed SPG is adopted as an Opportunity Area Framework by the Mayor this will increase the weight that can be afforded to it in determining planning applications.
69. Under the Council's Constitution, one of the functions of the Planning Committee is to comment to the Executive on proposed SPG. It is the responsibility of the Executive to adopt SPG.

Background Papers	Held	Contact
1 <sup>st</sup> /2 <sup>nd</sup> Deposit Southwark Plan Executive Papers and appendices; Emerging	All papers held at Elephant & Castle Development Team Coburg House 63-67 Newington Causeway	Jon Abbott 020-7525-4902 <a href="mailto:jon.abbott@southwark.gov.uk">jon.abbott@southwark.gov.uk</a>

<p>Framework Principles for E&amp;C [December 2002] and ;Early Development and Investment Opportunities [Feb 2003] Elephant and Castle - Approval of Framework for Development [April 2003] London Borough of Southwark Retail Study – Roger Tym &amp; Partners June 2003. Appendices referred too in SPG</p>	SE1 6LS	<a href="mailto:chris.horn@southwark.gov.uk">chris.horn@southwark.gov.uk</a>
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## APPENDIX A

### Audit Trail

<b>Lead Officer</b>	Chris Horn.	
<b>Report Author</b>	Jon Abbott	
<b>Version</b>	final	
<b>Dated</b>	11 <sup>th</sup> February 2004	
<b>Key Decision?</b>		
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Borough Solicitor & Secretary	Yes	Yes
Chief Finance Officer	No	
<i>List other Officers here Strategic Director of Education and Culture, Strategic Director of Housing</i>	No	
<b>Executive Member</b>		
<b>Date final report sent to Constitutional Support Services</b>		