

Cabinet

Tuesday 20 March 2012

4.00 pm

Ground Floor Meeting Room GO1A, 160 Tooley Street, London
SE1 2QH

Supplemental Agenda No. 2

List of Contents

Item No.	Title	Page No.
13.	Elephant and Castle Supplementary Planning Document / Opportunity Area Planning Framework Consultation response from the GLA and details of proposed changes agreed to Appendix A between the GLA and Southwark Council.	1 - 7
17.	Motions referred from Council Assembly To consider comments of the cabinet member for transport, environment and recycling in respect of the motion on the themed debate, Appendix 1 of the report contained in the main agenda.	8

Contact

Paula Thornton 020 7525 4395 or Everton Roberts 020 7525 7221

Or email: paula.thornton@southwark.gov.uk; everton.roberts@southwark.gov.uk

Webpage: <http://www.southwark.gov.uk>

Date: 20 March 2012

1

Agenda Item 13
GREATER LONDON AUTHORITY
Development & Environment Directorate

City Hall
The Queen's Walk
More London
London SE1 2AA
Switchboard: 020 7983 4000
Minicom: 020 7983 4458
Web: www.london.gov.uk

Tim Cutts

Planning Policy Team
Southwark Council
160 Tooley Street
LONDON SE1 2QH

Our ref: PDU/LDF28/SPD11

Your ref:

Date: 14 March 2012

Dear Mr Cutts,

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Planning and Compulsory Purchase Act 2004 (as amended); Town and Country Planning (Local Development) (England) Regulations 2004 and Amendment Regulations 2008. Re: Elephant & Castle Supplementary Planning Document – consultation draft.

Thank you for your letter of 23 December 2011 consulting the Mayor of London on the draft stage of Elephant & Castle Supplementary Planning Document (SPD). The Mayor has afforded me delegated authority to make comments on his behalf on emerging SPDs. These comments are officer-level only and do not preclude any further comment the Mayor may make on future consultation phases of the Council's Local Development Framework.

The SPD has been drafted in consultation with GLA officers with whom a series of amendments to the consultation draft have been agreed. These are necessary to ensure that the document is in general conformity with the London Plan and sound in all other regards and should be taken forward in the final version of the SPD. As you are aware all local development documents including SPDs have to be in general conformity with the London Plan under section 24 (1)(b) of the Planning and Compulsory Purchase Act 2004.

I look forward to receiving a copy of the adoption statement and the final SPD in due course.

Yours sincerely,



Fiona Fletcher-Smith

Executive Director of Development & Environment

cc Valerie Shawcross, London Assembly Constituency Member for Lambeth and Southwark
Jenny Jones, Chair of London Assembly Planning and Spatial Development Committee
Ian McNally & John Pierce, DCLG
Alex Williams, TfL

Policy/ paragraph	Proposed change
Para 2.3.5 (page 19)	The public transport network does have some problems including overcrowding and poor reliability of bus services at some times, congestion caused by the high number of buses at bus stops, passenger capacity problems at the Northern Line underground station, poor access to the rail station, and generally poor interchange between buses, the underground and trains. <u>TfL's analysis demonstrates that while based on the current number of trips existing problems can be managed, improvements to strategic transport infrastructure are required to accommodate mitigate growth and development anticipated in the opportunity area. will need to contribute to funding these improvements.</u>
Para 2.3.8 (page 20)	The substantial amount of development across the opportunity area anticipated in this SPD will <u>cumulatively create the need for timely improvements to strategic transport infrastructure and will be required to provide all or a substantial part of the funding needed to mitigate impacts and secure delivery. Forward funding will also be provided by public resources to ensure that improvements are made in time to accommodate growth. A description of strategic transport improvements and an indicative timetable for their delivery is provided in appendix 4. It is important that infrastructure is upgraded to accommodate growth. There are particularly significant costs associated with improvements to the Northern Line station and northern roundabout. We will need to use opportunities to ensure that development across the opportunity contributes towards these improvements.</u>
SPD14 (page 42)	All developments of 10 or more residential units or 1,000sqm or more of other uses and some smaller developments where there is a relatively high transport impact, will be required to provide a transport assessment. That assessment should detail the likely impact on all transport networks, including walking, and demonstrate how development can mitigate those impacts. <u>All relevant development will be required to contribute towards improvements to strategic transport improvements in accordance with SPD20. Where necessary, development will also need to mitigate site specific impacts. In many cases this will involve a number of developments contributing towards larger scale improvements that would otherwise be unaffordable. All such major developments should have travel plans and construction management plans and, where appropriate, delivery and servicing plans.</u>
New para 4.4.14a – 4.4.15 (page 42)	<p><u>To mitigate impacts on strategic transport infrastructure (see appendix 4) relevant development will need to contribute towards the improvements in accordance with SPD20. In addition, development may need to mitigate site specific impacts, including impacts on bus service capacity and infrastructure, cycle hire provision, cycle routes and accessibility and public realm and highways works such as pedestrian crossings. The need for site specific transport mitigation will be established through the preparation of a transport assessment.</u></p> <p>We will expect all developments of the size stated to submit travel plans, construction management plans and delivery and servicing plans in support of planning applications. These have proven effective in reducing transport impacts from developments. <u>There is further guidance on preparing green travel plans and transport assessments in Southwark's Sustainable Transport SPD and TfL's Travel Planning for new development in London.</u></p>
SPD20 (56)	<p>We will use s106 planning obligations to ensure the delivery of key infrastructure and to mitigate the impact of development. We will pool contributions towards large items of infrastructure, including improvements to <u>public strategic transport infrastructure</u>, the public realm, open spaces, sport, leisure, school places and community facilities.</p> <p>We will use the standard charges in our s106 planning obligations SPD to negotiate s106 contributions. Where appropriate, contributions may be replaced by provision of facilities <u>or infrastructure "in kind"</u>.</p> <p>The s106 SPD standard charge for strategic transport contributions is replaced by the following strategic transport tariff:</p> <ul style="list-style-type: none"> • Residential (Class C3): £104 per square metre (sqm) • Student housing: £65 per sqm • Hotels (Class C1): £145 per sqm

Policy/ paragraph	Proposed change
	<ul style="list-style-type: none"> • Office (Class B1): £0 • Retail (Classes A1-A5): 12 per sqm • Affordable retail space as defined in this SPD: £0 • Development used wholly or mainly for the provision of any medical or health services except the use of premises attached to the residence of the consultant or practitioner: £0 • Development used wholly or mainly for the provision of education as a school or college under the Education Acts or as an institution of higher education: £0 • Developments owned and used by charities as defined in the 2010 CIL regulations: £0 • Local authority leisure facilities and libraries: £0 • Other floorspace: £12 per sqm <p>S106 contributions will be sought for all developments in the opportunity area which provide either at least 100sqm of additional floorspace or one or more additional dwelling unit. Strategic transport improvements (see appendix 4) will be our priority in negotiating planning obligations.</p>
Para 4.7.3 (page 57)	<p>TfL's analysis demonstrates that it will be necessary to carry out improvements to strategic transport infrastructure in order to accommodate the anticipated level of growth in the opportunity area. These improvements are:</p> <ul style="list-style-type: none"> • <u>Works to the northern roundabout which replace subways with surface-level crossings, improve pedestrian and cycle linkages, upgrade the public realm and integrate improvements with work already carried out at the southern junction. TfL estimates that this work will cost approximately £10m.</u> • <u>Improvements to the northern line station comprising enlargement of the ticket hall, increased vertical capacity between the ticket hall and platforms and improved integration with the shopping centre. It has been agreed with TfL that the preferred solution is to provide escalators, TfL estimates that escalator access would cost approximately £139m (further detail on these strategic transport improvements is provided in appendix 4) Adequate mitigation for the growth currently anticipated would be provided by the provision of three additional lifts. TfL estimates that this work would cost approximately £96m. However, escalators have a longer lifespan than lifts and provide greater operational and capacity resilience.</u> <p>The cost of the strategic transport improvements needed to help address additional demands created by growth in the opportunity area is significant. TfL estimates that the costs of removing the subways on the northern roundabout, improving public realm in the central area and introducing bus only movement in London Road will cost in the region of £20m. TfL also estimates that the cost of improving lift access in the Northern Line ticket hall by providing additional lifts will be up to £85m, allowing for contingency (costs are at 2011 prices). The strategic transport tariff we are applying through this SPD will help fund these items.</p>
New para 4.7.3a (page 57)	<p><u>The strategic transport tariff we are applying through this SPD will help fund these improvements. It will be calculated using the gross internal area (GIA) of the development and will apply only to the net additional floorspace i.e. the total proposed floorspace for each chargeable use identified in SPD20 minus the total floorspace in use for each chargeable use in existing buildings to be retained or redeveloped on the application site in question.</u></p>
Para 4.7.5 (page 58)	<p><u>These rates are significantly more than Southwark currently negotiates through s106. Using the standard charges in our s106 Planning Obligations SPD, we currently negotiate around £71 per square metre for residential space, £110 per square metre for student housing, £30 per square metre for hotel space and £100 per square metre for office and retail space. The approach we set out in this policy is to allocate the uplift in funding generated to strategic transport improvements. For example in the case of residential space we will negotiate £104 per square metre for strategic transport which represents the uplift between the current level of £71 per square metre and the maximum viable level of £175 per square metre. In the case of retail space given that we currently charge around £100 per square metre, we will charge £12 per square metre for strategic transport which is the approximate level of the current charge in the s106</u></p>

Policy/ paragraph	Proposed change
	<u>Planning Obligations SPD. Our testing suggested that office floorspace at Elephant and Castle is not viable in current market conditions and consequently we will not require office space to contribute towards strategic transport improvements.</u>
Para 4.7.6 (page 58)	Using the tariff levels set out above, we estimate that around £50 <u>£48m</u> may be generated for strategic transport improvements over 20 years. We will work with TfL, developers and other stakeholders to identify opportunities to reduce the funding gap. This will include updating the strategic transport tariff every year in line with inflation, construction costs and sales values. Over the course of the next 20 years, we expect growth in sales values to outstrip the rise in construction costs. We also expect the effects of regeneration, including improved public realm, open spaces and transport capacity to increase values in the area. If this happens, it will increase the amount which can be collected and reduce the funding gap. A 30% increase in land values and 15% increase in construction costs over a 20 year period would increase the amount which could be raised for strategic transport and public realm infrastructure to around £60 <u>£58m</u> in <u>outturn prices</u> .
Para 4.7.7 (page 58)	In 2012, we will start <u>We have started</u> preparing a community infrastructure levy and expect to bring the CIL into effect <u>adopt the levy</u> in 2013. Once the CIL is in effect, From 2013 onwards, we will only seek s106 planning obligations to mitigate very site specific impacts of development. Key infrastructure will be funded by CIL. In accordance with our Local Development Scheme <u>We will consult on a draft preliminary charging schedule in June</u> CIL proposals in 2012 and update our evidence base, including evidence on viability to ensure that our proposals are robust, can deliver the amount of affordable housing required by our policies and ensure that development is viable and can take place.
Paras 6.5.3- 6.5.7 (page 120)	<p>Over the life of the plan it will be necessary to increase capacity in the Northern Line station and provide improved access to the platforms. While our preferred option would to install escalators, our ability to do this is constrained by the lack of land available as escalators take up more space and the cost. It is possible to provide the necessary capacity by increasing the number of lifts in the station. TfL have estimated that this would cost in the region of £8596m. However our preferred solution would be to provide escalator access to the Northern Line station. TfL have estimated that this would cost £139m. Because any station capacity improvements will require additional land they should be developed and delivered in conjunction with a remodelling of the shopping centre.</p> <p>A key aspiration requirement of the SPD is to transform the public realm around the northern roundabout, removing the subways and introducing surface crossings on all arms of the roundabout. TfL estimated that this work would cost approximately £10m. We expect the improvements to the northern roundabout to be carried out in the first phase of the plan period. Appendix 4 provides further details on strategic transport infrastructure required and an indicative timetable for the implementation of improvements.</p> <p>TfL also aspire to convert London Road into a public transport corridor and reintroduce two-way traffic on St George's Road. TfL also estimate that this work would cost £10m.</p> <p>S106 funding and the community infrastructure levy will play a vital role in helping secure these infrastructure improvements. Using the tariff levels set out in the SPD, we estimate that around £50<u>£48m</u> can be generated for these improvements over 20 years. We will work with TfL, developers and other stakeholders to identify opportunities to reduce the funding gap. There may be opportunities for developers to undertake infrastructure improvements as part of their developments. Evidence suggests that this could result in reduced costs if taken forward as part of a competitive tendering process.</p> <p>Because the work required to deliver strategic transport improvements needs to start in 2012, the public sector will provide any forward funding required before s106/CIL funding can be collected. After 2013, the strategic transport tariff set out in SPD20, collected through CIL, will be used to recoup all or a substantial part of the public sector outlay in mitigating the impact of development. Together with TfL we are considering the phasing of these works. It is likely that the improvements would be funded initially by the public sector which would then be reimbursed from s106 planning obligations and CIL over the plan period.</p>

Policy/ paragraph	Proposed change

Appendix 4: Strategic transport infrastructure (pages 128-129)

Table A4.1 provides a description of the strategic transport infrastructure required in the opportunity area to mitigate the impact of development. The strategic transport tariff referred to in SPD 20 will help fund these works.

Table A4.1: Strategic transport infrastructure

<u>Transport Infrastructure</u>	<u>Strategic Need</u>	<u>Description</u>	<u>Indicative Cost*</u>
<u>Northern Line Ticket Hall</u>	<p><u>To mitigate the cumulative impact of new development and background growth on the NLTH</u></p> <p><u>To ensure a ‘fit for purpose’ station</u></p>	<p><u>Enlarge the NLTH</u></p> <p><u>Increased vertical capacity from ticket hall to platform level</u></p> <p><u>Preferred design solution includes 3 escalators, however provision of 3 additional lifts would be sufficient to mitigate impacts of the growth currently anticipated.</u></p> <p><u>Integration with the E&C shopping centre</u></p>	<p><u>£139m for escalators</u></p> <p><u>£96m for additional lifts</u></p>
<u>Northern Roundabout</u>	<p><u>To enhance the urban realm and deliver a step change in the pedestrian environment</u></p> <p><u>To improve the public transport interchange both in the short and longer term</u></p> <p><u>To improve cycle facilities and enhance cycle safety</u></p>	<p><u>Replacement of the existing sub-ways with at grade crossings</u></p> <p><u>Improved pedestrian and cycle linkages within and through the area</u></p> <p><u>Step change in the quality of the public realm and environment throughout the area</u></p> <p><u>Designed to work with recent improvements at the southern junction</u></p>	<u>£10m</u>

Figure A4.1 provides an indicative timeline which shows the relationship between growth and needed strategic transport improvements. The levels of s106/CIL funding have been derived from our Elephant and Castle viability study. They are based on today's prices and are estimated using the levels of growth set out in the Development Capacity Assessment. Funding will be expected to rise with real growth in sales values. The level of the public sector forward funding requirement will depend on how much s106/CIL is collected and the final costs of the identified improvements. S106 obligations (and in the future CIL) are monitored with quarterly reports shown on our website.

Figure A4.1

<u>Timeline</u>	<u>Development activity</u>	<u>Strategic infrastructure improvement</u>	<u>Costs*</u>	<u>S106/CIL funding generated</u>	<u>Public sector forward funding requirement</u>
2011-2015 ↓	} <u>Shopping centre redevelopment</u>	} 906 homes } } <u>Northern roundabout improvement</u>	} £10m	} S106/CIL: £8.6m	} <u>Forward funding requirement: £140.4m</u>
2016-2020 ↓					
2021-2025 ↓		} 1554 homes	} CIL: £14.5m		
2026-2030 ↓				152 homes	

*costs are at today's prices and include 40% risk and contingency which is appropriate at this stage of the design. They exclude potential financing costs, land requirements and wider surface works that may be required. More accurate costs will be obtained with further refinement of scope and specifications as design work progresses

ITEM 17 - MOTIONS REFERRED FROM COUNCIL ASSEMBLY**Appendix 1 - Motion on Themed Debate - Environment****Comments of the Cabinet Member for Transport, Environment and Recycling**

I am very grateful to the 28 individuals and 6 community groups who took the time to write, email or post up messages for the council in advance of the council assembly debate about the environment, which took place on the 25th January 2012.

All councillors were able to see and read your messages in the lead up to the assembly and that information was very helpful; and influenced how we undertook the debate. I would also like to tell you that I followed up the debate we had at the assembly about cycling and road safety with a collaborative meeting with local cyclists; where we worked out ways to make the borough safer. The group intends to do this by identifying and creating bike routes throughout the borough, linking neighbourhoods, parks, schools and town centres. I do hope you continue to engage with the council on any matter that you feel is important to you and your community

CABINET AGENDA DISTRIBUTION LIST (OPEN)**MUNICIPAL YEAR 2011-12**

NOTE: Original held by Constitutional Team; all amendments/queries to
Paula Thornton/Everton Roberts Tel: 020 7525 4395/7221

Name	No of copies	Name	No of copies
Cabinet Members		Corporate Management Team	
Peter John	1	Eleanor Kelly	1
Ian Wingfield	1	Romi Bowen	1
Fiona Colley	1	Deborah Collins	1
Dora Dixon-Fyle	1	Gill Davies	1
Barrie Hargrove	1	Gerri Scott	1
Richard Livingstone	1	Susanna White	1
Catherine McDonald	1	Duncan Whitfield	1
Abdul Mohamed	1		
Veronica Ward	1	Officers	
		Doreen Forrester-Brown	1
Other Councillors		Jennifer Seeley	1
Catherine Bowman	1		
Andy Simmons	1	Trade Unions	
Toby Eckersley	1		
Gavin Edwards	1	Roy Fielding, GMB	1
Dan Garfield	1	Mick Young, Unite	1
David Hubber	1	Chris Cooper, Unison	1
Victoria Mills	1	Tony O'Brien, UCATT	1
David Noakes	1	Michael Davern, NUT	1
The Right Revd Emmanuel Oyewole	1	James Lewis, NASUWT	1
Geoffrey Thornton	1	Irene Bishop, ASCL	1
Mark Williams	1		
		Others	
Group Offices		Shahida Nasim, Audit Commission	1
Alex Doel, Cabinet Office	1	Robin Campbell, Press Office	1
Tom Greenwood, Opposition Group Office	1	Paula Thornton, Constitutional Officer	20
Press		Total:	66
Southwark News	1		
South London Press	1	Dated: 7 February 2012	
Members of Parliament			
Harriet Harman, MP	1		
Tessa Jowell, MP	1		
Simon Hughes, MP	1		