

Regeneration and Leisure Scrutiny Sub-Committee

Friday 13 May 2011 5.00 pm 160 Tooley Street SE1 2QH

Membership

Councillor Mark Glover (Chair)
Councillor Paul Noblet (Vice-Chair)
Councillor Columba Blango
Councillor Catherine Bowman
Councillor Dan Garfield
Councillor Helen Morrissey
Councillor Martin Seaton

Reserves

Councillor Helen Hayes Councillor Jeff Hook Councillor Andy Simmons Councillor Geoffrey Thornton

INFORMATION FOR MEMBERS OF THE PUBLIC

Access to information You have the right to request to inspect copies of minutes and reports on this agenda as well as the background documents used in the preparation of these reports.

Babysitting/Carers allowances If you are a resident of the borough and have paid someone to look after your children, an elderly dependant or a dependant with disabilities so that you could attend this meeting, you may claim an allowance from the council. Please collect a claim form at the meeting.

Access The council is committed to making its meetings accessible. Further details on building access, translation, provision of signers etc for this meeting are on the council's web site: www.southwark.gov.uk or please contact the person below.

Contact

on 020 7525 0514 or email: julie.timbrell@southwark.gov.uk Webpage:

Members of the committee are summoned to attend this meeting **Annie Shepperd**

Chief Executive
Date: 3 May 2011





Regeneration and Leisure Scrutiny Sub-Committee

Friday 13 May 2011 5.00 pm 160 Tooley Street SE1 2QH

Order of Business

Item No. Title Page No.

PART A - OPEN BUSINESS

1. APOLOGIES

2. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

In special circumstances, an item of business may be added to an agenda within five clear working days of the meeting.

3. DISCLOSURE OF INTERESTS AND DISPENSATIONS

Members to declare any personal interests and dispensation in respect of any item of business to be considered at this meeting.

4. MINUTES

To approve as a correct record the Minutes of the open section of the meeting held on 7 March 2011

5. LEND LEASE CONSULTATION PLAN FOR ELEPHANT AND CASTLE 1 - 20 REGENERATION

Lend Lease will be attending the meeting to discuss their consultation plans for the Elephant and Castle regeneration scheme. A report updating members on the consultation process for Elephant and Castle regeneration is circulated alongside the Elephant and Castle Consultation Strategy.

The Elephant Amenity Network has also produced a paper, which is also circulated.

6. COMMUNITY INFRASTRUCTURE LEVY AND THE GREATER LONDON AUTHORITY

This item is to consider if there is an opportunity to utilise the planed Community Infrastructure Levy to fund regeneration of Elephant and Castle station.

Val Shawcross A.M., Chair of the GLA transport committee, has accepted an invitation to attend and the London mayor's new transport advisor, Isabel Dedring, has been invited.

7. PECKHAM TOWN CENTRE

- 8. SHARD
- 9. WORKPLAN

DISCUSSION OF ANY OTHER OPEN ITEMS AS NOTIFIED AT THE START OF THE MEETING.

PART B - CLOSED BUSINESS

DISCUSSION OF ANY CLOSED ITEMS AS NOTIFIED AT THE START OF THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT.

Date: 3 May 2011

Item No.	Classification: Open	Date: 13 May 2011	Meeting Name: Regeneration and Leisure Scrutiny Committee	
Report title:		Update on consultation process for Elephant and Castle regeneration		
Ward(s) or groups affected:		Cathedrals, Chaucer, Newington, East Walworth, Faraday		
From:		Elephant and Castle Regeneration Team		

INTRODUCTION

- 1. As part of the on-going regeneration of the Elephant and Castle, Lend Lease (LL) is developing a planning application for their development which is due to be submitted in spring 2012. In order to inform the planning application, LL is undertaking a consultation process with key stakeholders, including local residents, local businesses, ward councillors and local community groups based primarily in and around the Elephant & Castle Opportunity Area.
- 2. LL have already begun engagement with identified groups, stakeholders and individuals in the community. This phase of engagement has informed stakeholder mapping of the key groups and interests in the area and their underlying concerns and issues with the proposed regeneration. This process has informed the development of the pre-planning application consultation and engagement programme (see appendix 1 the Consultation Strategy) which outlines LL's process of consultation for this period. Consultation will consist of different forms and levels of interaction, which is outlined in further detail in the key issues section below.
- 3. On receipt of the outline planning application formal statutory consultation will be undertaken by the council's planning authority. However, LL will continue to consult and engage on their plans throughout the development timeline which is expected to be approximately 15 years. The application to be submitted for the masterplan is an outline application and there will be further detailed applications for plots within the masterplan, for which further consultation will be undertaken to inform the more detailed design and associated issues
- 4. This report provides a brief outline of LL's involvement in the regeneration of the Elephant & Castle, consultation process and the roles and responsibilities of LL and the council in its separate roles as both landowner and as planning authority.

BACKGROUND

5. In July 2010, the council's Cabinet entered into a regeneration agreement (RA) for the Elephant and Castle with LL. The RA sets out the key regeneration requirements for LL as the council's delivery partner for the development, a key part of the RA is the Master Regeneration Plan (MRP) which sets out the key ambitions, principles and aims of the regeneration and is available from the project website: www.elephantandcastle.org.uk.

- 6. The regeneration site included as part of the RA involves three distinct phases (see plan attached at appendix 2):
 - Heygate
 - Rodney Road
 - shopping centre.
- 7. It is important to note that the regeneration site for which LL are responsible is part of the wider Elephant and Castle Opportunity Area for which, additional schemes are in various phases of development and subject to their own distinct consultation arrangements.
- 8. As part of their planning strategy, LL will develop an outline planning application (masterplan) for the three phases of the regeneration and will also develop a detailed planning application for Rodney Road. It is these applications that will be subject to consultation in the period up to submission, envisaged currently in the programme as being spring 2012. Once LL have achieved consent on the outline application then further detailed planning applications will be required for the individual plots within the masterplan.

Key issues for consideration

Pre-Planning Application Consultation & Engagement

- 9. LL have already begun initial consultation with key community groups, stakeholders, local residents and ward councillors. LL have attended numerous community meetings and events, including both Walworth and Borough and Bankside Community Councils for various meetings. This initial phase of consultation has been taking place throughout the period December 2010 April 2011. Initial consultation has being based around introducing the LL team to the community, bringing consultees up to speed with developments up to the point of signing the RA and listening to views and issues that the stakeholders themselves have regarding the regeneration.
- 10. LL have taken ownership of the Elephant and Castle website, www.elephantandcastle.org.uk which they have relaunched with key project information. The website is currently being reviewed and redesigned in order that it can fully support the wider consultation process once the masterplan has been launched. LL have circulated a newsletter to the local community which has included key project information about the process for consultation, timeline for events and demolition process for Rodney Road and introduction to the LL team.
- 11. The next phase of the consultation process will take place from May 2011 to autumn/winter 2011. During this period of more formal consultation, the initial proposals for the masterplan will be launched and presented to the public and key stakeholders at stakeholder events and through a programme of exhibition and roadshows which will be open to the public.
- 12. The aim of this phase will be to share the latest proposals for the regeneration and the evolution of the scheme from that agreed in the RA, highlighting the design team's responses to the initial consultation and development of the key principles agreed for the scheme as set out in the MRP. Along with

presentation of initial designs, LL will also present initial proposals to address key issues such as open space, transport and connectivity amongst others in order to gather views which will then further inform the development of the masterplan.

- 13. During this period, the updated website will be launched and a further newsletter will be distributed to local residents and businesses.
- 14. LL have also committed to developing additional forms of consultation and through their consultation plan, propose to set up a Forum as a key aspect of the consultation. The Forum will be established to discuss key issues and inform the development of the masterplan and planning application and aims to include a wide-range of stakeholders from the community, the private and the public sector.
- 15. The first meeting of the Forum will be held in late May 2011 (date to be confirmed in early May) and as a result of the stakeholder mapping exercise, a substantial list of key stakeholders and relevant parties to be invited to attend has been provisionally agreed between the council and LL. The Forum will meet on a regular basis throughout the lifetime of the project and will discuss key issues relevant to the programme in order to best inform the development and associated planning applications. The Forum will be chaired independently and will establish a terms of reference and a code of conduct at its first meeting. A draft programme of topics will also be set out for future meetings. Once established, details of The Forum will be uploaded to the website, including feedback, presentations where appropriate and agendas. The Forum will be one aspect of the consultation process, presentations to Community Councils and regular meetings with key stakeholders will also continue alongside the more formal Forum meetings.
- 16. The second phase of the pre-planning application consultation will take place throughout winter 2011/12 and will involve a presentation of the final masterplan to be submitted as a planning application. This will be presented through a public exhibition and through on-going consultation with stakeholders. Around this time, LL will also establish an on site presence in the area where people will be able to view the proposals throughout the day and have a regular contact point to discuss the regeneration and their thoughts about the project. This phase will highlight responses to the earlier consultations, feeding back on where consultation has informed the plans and where adjustments have been made as a result of the whole process.
- 17. The Forum meetings will continue throughout the period up to the planning application being lodged following which, the post-submission consultation programme will be developed.

Primary roles and responsibilities

18. The following table outlines the key roles and responsibilities of LL and the council. It is important to note that as landowner and planning authority, the council has two distinct responsibilities in supporting the application – these are clearly outlined in the table below.

Council as Landowner	Responsible for:
	 securing vacant possession of the site;

	 engaging Rodney Road demolition works; discharging the council's obligations under the RA; supporting LL in bringing forward planning applications; and, ensuring the council's corporate objectives for the regeneration of the area are delivered.
Council as Planning Authority	Responsible for: assessing the planning application(s) against local, regional and national planning policy and making recommendation on proposals to the council's planning committee who will decide the application; carrying out statutory consultation on the planning application(s) once submitted; and, preparing the Elephant & Castle Supplementary Planning Document and Opportunity Area Framework and undertaking public consultation on it.
Lend Lease	 Responsible for: developing the masterplan for the site; submitting appropriate planning application(s); appointing and instructing a professional design team to undertake the planning application(s); undertaking public consultation during the preplanning application phase; managing the demolition of Rodney Road as the council's development managers; and, managing and delivering the regeneration including all post phase 1 demolition works.

Appendices

Appendix 1	Elephant and Castle Consultation Strategy
Appendix 2	Elephant and Castle Regeneration area site plan



Revised - April 2011





INTRODUCTION

Community and stakeholder engagement on a practical level has been fundamental to the way Lend Lease has done business since its establishment in Australia in the mid-1950s. This philosophy is a core element of Lend Lease's culture and is entrenched into its day-to-day business activities. Lend Lease's Community Investment Framework is the tool used by Lend Lease to ensure it meets the needs of local communities on a project-by-by project basis. The Framework is the thread which runs through the business to ensure conscious and pro-active engagement occurs with our community stakeholders at every stage of the development cycle.

and also to develop a Community Development Strategy in collaboration with key stakeholders for the implementation or delivery stage of a project. This stakeholders is an on-going activity, not just about public exhibitions, but about day-to-day engagement with people and community groups - a continuous Through its Framework, Lend Lease requires all its development projects to carry out a comprehensive consultation in advance of any planning application process ensures continuous engagement with stakeholders throughout the development phase and beyond. Consultation and engagement with process, not a series of individual events. This document is a strategic plan for how Lend Lease intends to conduct its consultation and engagement with stakeholders at Elephant & Castle. The of Southwark has taken place. Every development and community is unique, therefore a bespoke implementation plan will be developed which meets the detail and approach to implementation will emerge once early stakeholder mapping and engagement with principal stakeholders such as London Borough needs of the Elephant & Castle regeneration and its stakeholders.

team and its partners in the long run: a true understanding of local issues, increased stakeholder confidence and added value to the project itself, during its This focused emphasis on stakeholder consultation in the early days of the Elephant & Castle regeneration will deliver enormous value to the development evolutionary, implementation and operational stages. Lend Lease is the first property company to achieve the coveted Business in the Community CommunityMark standard for its approach to community





OBJECTIVES

- Demonstrate Lend Lease and London Borough of Southwark's commitment to the regeneration
- Create an environment which encourages transparency and openness
- Ensure a listening and understanding approach
- Gain knowledge and understanding of local issues at first hand
- Gain knowledge and respect for the history and culture of Elephant & Castle
- Build meaningful relationships with stakeholders
- Ensure stakeholders have access to current information about the project and are able to participate in the regeneration process
- Enable residents and stakeholders to influence the planning application for the development
- Lay the foundation and develop relationships with key stakeholders in anticipation of working up the development's Community Development Strategy
- Achieve a successful planning application
- Ensure a smooth development process
- To provide clear, timely and accurate information to stakeholders





SCOPE

The regeneration of Elephant & Castle has been anticipated since 1999, therefore consultation undertaken by Lend Lease will be carried out in the context of:

- London Borough of Southwark's consultation with Heygate residents
- London Borough of Southwark's consultation in advancing its Development Framework adopted as Supplementary Planning Guidance in 2004
 - The Southwark Plan Consultation 2004-2007, including the Southwark Plan inquiry in 2005
- The procurement process for selecting a preferred developer
- Subsequent design work on the Masterplan by Lend Lease and London Borough of Southwark
- The signing in 2010 of a Regeneration Agreement

Lend Lease is responsible for the area termed the 'Regeneration Site Area' as set out in the diagram below. This area sits within the Elephant & Castle Opportunity area (blue line) and 'The Core Area' (red line) as defined by Southwark Council.

The Opportunity Area



Regeneration Site Area – Lend Lease



The Opportunity Area
The Cora Area





The Regeneration Site area encompasses:

- Rodney Road and Heygate Phases (to be purchased by Lend Lease)
 The Shopping Centre (owned by St Modwen)



2



STRATEGY

Stage	Summary of activities	Detailed Activity	When by (in line with project programme)
Pre-planning application – Masterplan	 Develop narrative around the E&C regeneration plans for use during consultation (will be constantly evolving) 	 Develop key messages about what the regeneration entails and define the vision for the regeneration. Key facts, vision, context and what we are trying to achieve Conduct workshops with core stakeholders to inform and educate, so LL and other 'informative' stakeholders are fully briefed on vision, key facts, consultative process (high level) 	Spring / Summer 2011
(to Spring 2012)	 Identify all stakeholders (mapping) Define stakeholder groups Agree consultation plan, procedure & codes of behaviour 	Consultation with LBS depts. to get history and be alerted to sensitive topics Regeneration & neighbourhoods Communities, Law & Governance Major projects Environment & Housing Planning Children's Services Children's Services Gain understanding of LBS requirements for formal liaison group (objectives to be met & LBS Statement of Community Involvement). Embed in consultation schedule	Spring 2011



9



	Spring 2011
Assess stakeholder engagement priorities, eg primary, secondary, tertiary. Assess themes / impacts associated with each stakeholder group Agree ownership / relationship manager for specific stakeholders / groups Agree initial approach to consultation, eg managing stakeholder expectations, scope of introductory discussion (high level)	Define nature and frequency of consultation with stakeholder groups, eg: One-to-ones Organisations & societies Community Councils Community Forums Thematic focus groups Eg, landscape, training & employment, business, history, etc Regular formal reviews (planning) Response to invitations Explore possibility of permanent venue (timing & content) Website Timing for public exhibitions (draft) Define risk areas Impact to stakeholder groups Principal milestones Information re on-site activity
	 Identify appropriate materials Agree format of engagement with stakeholders / stakeholder groups Develop a communications plan





		Spring / Summer 2011 & On-going throughout project	As required- likely to be 3-4 times per annum	On-going throughout project
Develop draft schedule of communications activities aligned to programme and impact areas • Site-specific information • Press releases • Community Newsletters (NB Considerate Constructors), • etc	Eg, boards, plans, slide shows – telling the story		 General updates on progress Thematic topics at appropriate time At key milestones (see draft indicative programme) 	Formal note taking of consultation outcomes, action notes and follow-up required by LL team. Collation of key themes for use in developing Community Development Strategy for delivery stage Begin to identify potential partners for Community Development Plan
	• Preparation of consultation materials	· Begin pro-active consultation process	 Regular <u>formal</u> presentations updates to Community Forums / Consultative Groups 	 Recording and analysis of feedback / feedback to development team & principal stakeholders



α





10

Elephant & Castle Consultation Strategy - April 2011

Lend Lease

During 6 weeks post Application	On-going throughout project	On-going
Explore expectations with LBS		
 Public Exhibition (Statutory) – Round 3 Public Meetings (delivered by LL on behalf of LBS? –TBC) 	 Recording and analysis of feedback / feedback to development team & principal partner stakeholders 	• On-going engagement with stakeholder in anticipation of successful Application
	Post Application – statutory Consultation period (6 weeks) (Spring 2012)	

	Between Application & granting of Consent		On-going
· Define key project milestones	 Identify impacts against individual stakeholder groups 	 Identify potential stakeholder partners for development of Lend Lease Community Development plan 	 Implementation of Community Development Plan
	Delivery	Post Planning Consent (Summer 2012 -)	





11

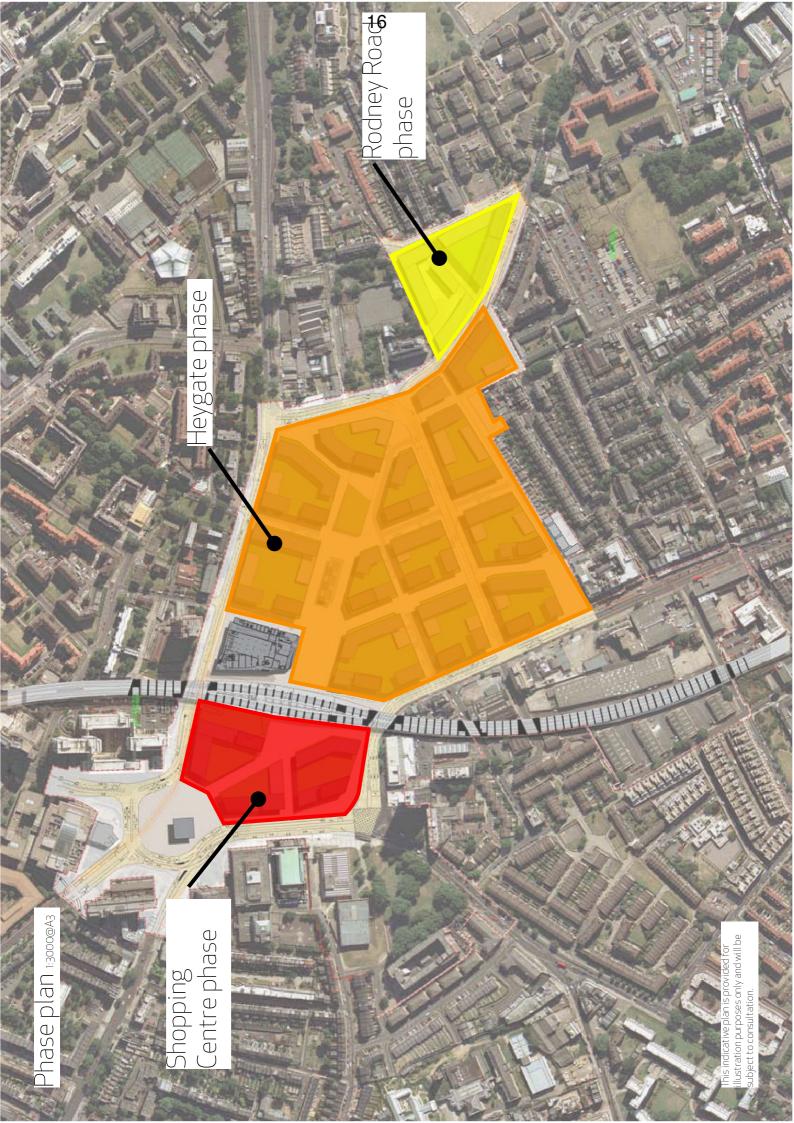
Elephant & Castle Consultation Strategy - April 2011

Lend Lease

On plot by plot basis in line with the individual planning application	On-going throughout project
Develop strategy and implement formal consultation on Reserved Matters applications / specific strategies on a plot by plot basis	Recording and analysis of feedback / feedback to development team & principal stakeholders

On-going
 Draft and implement Community Engagement Plan
Operational





REGENERATION AND LEISURE SCRUTINY SUB-COMMITTEE

DATE: FRIDAY 13TH MAY 2011

ITEM: LEND LEASE CONSULTATION ARRANGEMENTS - ELEPHANT &

CASTLE

REPORT AUTHOR: ELEPHANT AMENITY NETWORK

Elephant Amenity Network

Local residents and traders have come together under the umbrella of the Elephant Amenity Network (EAN) to produce a Community Charter for the Elephant and Castle development.

The Charter's 1st principle is that Lend Lease and Southwark Council operate an "open master-plan" policy. That is, to enter into a development process that is democratic and actively involves the local community.

Consultation strategy document

It is unclear whether Lend Lease has a consultation strategy document and how the public can influence this. Notwithstanding this, some examples of the content we are looking for in the consultation strategy are:

- Recognition of barriers to involvement and strategy to overcome them
- Means of communication to be fully accessible, including provision of hard copy documents, in large print and on tape, use of community notice boards, jargon glossary, governance and decision making process
- "Visioning" event to involve local people in developing an overall vision at the start of the master-plan process
- Workshops, Planning for Real and other participatory methods of involvement (not just road shows and opinion surveys).
- Community resourcing and support (not necessarily financial, one of the most important things we are seeking is access to

independent technical aid, and could also include access to experts at Lend Lease\their consultants, printing, community newsletter distribution and other ways of encouraging independent community activity

- Up to date list of consultees
- The master-plan consultation should be launched with a public meeting to explain the master-plan, its benefits and how Lend Lease will involve the local population in the process.

We would like Lend Lease to consider including the above points in a full consultation strategy document.

The constraints on the scope of the consultation

Because the detail of the Regeneration Agreement remains classified, the local community is unclear about the parameters of the consultation. The timeline document produced by Lend Lease does not include housing, open space or retail among the topics for masterplan consultation. Our own analysis of the massing based on the building outlines in the Regeneration Agreement implies a huge reduction in the amount of open space.

Therefore, we are asking for identification of the constraints on Lend Lease's ability to respond to consultation by amending the master-plan. Without this idea of scope, the basis for consultation is flawed.

Governance arrangements

The current governance structure is limited to a management board with 2*Lend Lease and 2*Southwark officers on it. We seek clarity about how this decision-making process is accountable to the public.

A previous proposal, discussed at several Walworth Community Council meetings, had been to involve local councillors and community representatives on a Steering Group, so as to ensure participation in the process and with an ability to influence <u>and</u> to feed back information to the public.

The setting up of a Steering Group was reported to Southwark Council's Cabinet on 7 July 2010. Where the Steering Group would sit with regard to the Management Board and the wider consultation

strategy was to be subject to community consultation. It is worth quoting in full the relevant paragraphs from the Cabinet report:-

"28. The management board is separate to and different from the proposed Steering Group. The proposed Steering Group will form an integral aspect of the consultation strategy which is contained within the Master Regeneration Plan. The consultation strategy will be formally developed over the next three months in consultation with members, stakeholders and the wider community.

29. The development of the terms of reference for the Steering Group will be carried out in full consultation with the Community Council as well as the wider community and interested stakeholders as a part of the consultation strategy. However, the aim of setting up the Steering Group will be to put in place an appropriate feedback mechanism to review progress of the project and provide a public forum for discussion and debate in respect of the regeneration and its impact on the wider community. Similarly, a feedback mechanism will be put in place to ensure that the views of the Steering Group are raised and discussed with the management board in order to ensure that the views and opinions of all interested parties are considered throughout the development of the project. These proposals will be worked up over time and are part of the consultation strategy which is contained within the MRP. It is anticipated that a full consultation programme will be agreed three months after the RA is signed as part of the annual business plan."

Despite being part of the regeneration agreement between Lend Lease and the Council, nothing has been done to set up the Steering Group; it has been postponed again and again and in the meantime significant decisions taken with absolutely no public involvement. Now we are told, without any of the consultation promised in the Cabinet report, that the Steering Group is being replaced with a 'regeneration forum', and we do not consider this a good substitute. Forums have no bite, especially forums that are imposed!

The problem with the whole development process to date has been the absence of a mechanism/body that can bite and what that signifies and what it has enabled to happen. Trying to set up governance arrangements that appear accountable and transparent only when the decisions have been taken undermines the legitimacy of the development.

We seek real input into the terms of reference of the "regeneration forum" and into the selection of its Chair and facilitator.

Integration of Lend Lease consultation with Elephant & Castle SPD consultation

The Supplementary Planning Document is there to set the parameters for the master-plan, and the 2 documents will need to be "in line" with each other. There is a requirement for the SPD to look at alternatives which should widen the scope of the master-plan consultation.

We seek information as to how the Lend Lease master-plan consultation integrates with the consultation programme for the E&C SPD.

Localism Bill and collaborative neighbourhood planning

The Localism Bill introduces the concept of Neighbourhood Planning, a bottom up approach to planning the future of an area led by the local community. The purpose is to give local people greater ownership. So, how will the Lend Lease proposals for consultation empower local people to take a pro-active role in shaping the future of the Elephant and Castle? Creative and imaginative ways are required.

The Localism Bill designates a neighbourhood forum, made up of local residents, as the mechanism for local ownership. Again, this is quite different to the forum of all the stakeholders - Council, Universities, Police – that is being proposed.

Despite claims that the Elephant and Castle development has been accompanied by continuous consultation, communication and engagement, over and above the requirements of the statutory planning process, the local community continues to feel excluded from the process.

What is needed is a coherent set of principles for collaborative planning at the Elephant and Castle, so that local residents can work closely with Council and developer on the master-plan and the SPD. We look to the Scrutiny sub-committee to assist in moving this forward and in so doing put down a marker for neighbourhood planning in Southwark.

DISTRIBUTION LIST

MUNICIPAL YEAR 2010/11

<u>COMMITTEE:</u> REGENERATION & LEISURE SCRUTINY SUB-COMMITTEE

NOTE: Please notify amendments to Scrutiny Team (0207 525 0324)

<u>OPEN</u>	COPIES	<u>OPEN</u>	COPIES
MEMBERS/RESERVES		Press	2
Councillor Mark Glover (Chair)	1	Scrutiny Team SPARES	10
Councillor Columba Blango	1		
Councillor Cathy Bowman	1	Gillian Jeffery/Alan Ledden, Legal Services	1
Councillor Dan Garfield	1	Shelley Burke, Head of Overview & Scrutiny	1
Councillor Helen Morrissey	1	Paul Green, Assistant to Liberal Democrat Grou	p 1
Councillor Paul Noblet	1	Steven Gauge, Liberal Democrat Political Asst	1
Councillor Martin Seaton	1	John Bibby, Principle Cabinet Assistant Tania Robinson, Environment Dept	1
Councillor Helen Hayes (Reserve)	1	Tania Robinson, Environment Dept	ı
Councillor Jeff Hook (Reserve)	1		
Councillor Andy Simmons (Reserve)	1		
Councillor Geoffrey Thornton (Reserve)	1		
Councillor Scotticy Mornton (Reserve)	·		
		TOTAL HARD COPY DISTRIBUTION	29
OTHER MEMBERS			
Councillor Lisa Rajan	1		
DEPARTMENTAL OFFICERS			

HARD COPIES OF THIS AGENDA ARE AVAILABLE ON REQUEST FROM THE SCRUTINY TEAM Tel: 0207 525 0324