


ORDER OF BUSINESS

ITEM NO.	TITLE OF REPORT	PAGE NO.
261	<div data-bbox="432 472 1038 748"></div> <div data-bbox="683 864 852 898"><u>EXECUTIVE</u></div> <div data-bbox="483 925 1019 965"><u>TUESDAY 22<sup>ND</sup> APRIL 2003 AT 6.00P.M.</u></div> <div data-bbox="228 1032 673 1066"><u>SUPPLEMENTAL AGENDA NO.3</u></div> <div data-bbox="228 1097 1302 1200"><p>The following item has not been circulated to Members or been available to the public 5 clear days in advance of the meeting. It will be for the chair to accept the item for the reasons of urgency stated in the report.</p></div> <div data-bbox="228 1243 1083 1312"><u>ELEPHANT AND CASTLE – APPROVAL OF FRAMEWORK FOR DEVELOPMENT</u></div> <div data-bbox="228 1366 1069 1402"><p>To agree a framework for the development of Elephant and Castle.</p></div> <div data-bbox="228 1456 1216 1525"><p>Please note: Appendix B referred to in the report is not attached and should be available by Thursday 17<sup>th</sup> April 2003.</p></div> <div data-bbox="228 1767 756 1803"><p><b>For further information please contact:</b></p></div> <div data-bbox="228 1856 890 1892"><p>Everton Roberts / Tim Murtagh 020 7525-7221/7232</p></div> <div data-bbox="228 1946 521 1982"><p><b>Dated: 14<sup>th</sup> April 2003</b></p></div>	5976

<b>Item No.</b> 261	<b>Classification:</b> Open	<b>Date:</b> 22/04/03	<b>MEETING NAME</b> Executive
<b>Report title:</b>		Elephant and Castle - Approval of Framework for Development	
<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 agrees the Framework for Development (Appendix B of the report) as an expression of the Council's development objectives for the Elephant and Castle and as the development brief to be used in connection with partner selection processes.
2. That the Executive agrees the release of the Framework for Development (Appendix B of the report) for public consultation as a draft SPG for the Elephant and Castle to be brought back for final approval in Autumn 2003.

### **Background**

#### July 2002

3. In July 2002 the Executive re-launched the Elephant and Castle regeneration scheme under the banner 'Fresh Start for the Elephant and Castle', agreed a work plan to take it forward, and additional appointments to undertake local opinion testing.
4. Officers were instructed to prepare a framework for the regeneration programme, which was to be informed by information derived from a detailed analysis of the strengths and weaknesses of the area supported by independent opinion testing. The first stage of this work was set out in the Emerging Framework Principles document, which was endorsed by the Executive on the 17<sup>th</sup> December 2002.

#### December 2002

5. The Emerging Framework Principles document as endorsed by the executive sets out clear proposals for releasing the potential of the Elephant and Castle by paving the way for a major redevelopment. The report defines a central opportunity area where a new town centre, in effect a new capital for Southwark and the South Central area can be established. This is achieved by the following:
  - a. Demolition of the Shopping Centre, Heygate Estate, Leisure Centre, London Park Hotel and the roundabouts and link road.
  - b. Re-routing of cars from the central area on a new route to the south, utilising the alignment of Heygate Street.

- c. Establishment of a public transport only route through the area occupied by the roundabouts and link road.
- d. Major improvement of the Public Transport Interchange accommodating the proposed London Tram. This has to take the form of
  - i. New entrance arrangements to the Bakerloo and Northern Lines in the vicinity of the northern roundabout.
  - ii. The elimination of the subways and their replacement with convenient, direct and safe surface level pedestrian routes between all modes of transport.
- e. The establishment of a "civic zone" on the western side of the railway viaduct to replace the shopping centre and roundabouts and link road. This area could include a major public space, arts, commercial and public buildings.
- f. The establishment of a "commercial zone" on the eastern side of the railway viaduct centred on the land currently occupied by the Heygate Estate. This area would take the form of a mixed-use area, including retail floorspace on a metropolitan scale serving the wider S.E London catchment area.
- g. Opening up of the arches within the viaduct to facilitate pedestrian movement between the civic and commercial zones.
- h. In addition to the civic and commercial areas two further quarters have been identified -
  - i. St Mary's Churchyard, which is envisaged as a residential area with active ground floor uses which can take advantage of the open space.
  - ii. Area South of Heygate around the Walworth Road Town Hall and Cuming Museum, which has the potential to be further developed as a focus of local activity including other public facilities such as a healthy living centre.
- 6. Overall this has to achieve the Council's strategic objective of an area that could improve local peoples access to new facilities and more closely integrate the Elephant and Castle with the wider London economy. This would create early opportunities for investment in education, culture, training, health and a wide variety of social and environmental programmes.

#### February 2003

- 7. On the 11th February 2003 the Executive instructed officers to proceed with consultation [as part of the final draft framework for development] on proposals to develop early development and investment opportunities in a number of key locations around the Elephant and Castle. These locations were intended to deliver new housing in the context of visible local improvements.

8. The essential elements of the December Principles document have been widely promoted in the local and professional press and disseminated to local residents, businesses, developers, landowners and local institutions e.g. London Institute, South Bank University.
9. The general response has been extremely positive. The document has served to re-establish confidence in the Council's commitment to the regeneration of the Elephant and Castle.
10. More formally the document was presented to the Greater London Authority [GLA], Transport for London [TfL] and the London Development Agency [LDA]. Again the general response has been favourable, although the GLA planning team made the following specific comments:
  - a. They were concerned that the potentially enclosed character of the commercial centre could be read self-contained car based retail centre.
  - b. The potentially very large retail capacity of the scheme [up to a million sq.ft] could distort existing patterns of shopping with potentially adverse consequences for adjoining shopping centres, including the West End. This concern was also made by Lambeth in their formal response to the draft Southwark Plan.
  - c. The GLA's London Plan Team posited that the Elephant may be an area suitable for substantial Office development.
11. In addition to these matters the Executive raised a number of additional concerns that Officers were asked to address prior to the preparation of the consultation draft. These matters were as follows:
  - a. The possibility of the widened Heygate Street alignment creating severance between the area of new development and the existing north Walworth area.
  - b. The risk that the viability of North Walworth Road and East Street market might be undermined by the new development.
  - c. That there had been a tendency to over emphasis the retail content of the scheme, and that greater attention should be paid to the creation of a mixed-use environment with a particular emphasis on investigating the potential for creating an educational hub at the Elephant.

12. The timetable for preparing the Framework for Development required that the December document should be developed by the end of April to form a plan for public consultation. In effect this is a detailed policy document in the form of an Supplementary Planning Guidance [SPG] that would become available for adoption as an adjunct to the Southwark Plan. Because the intention behind the Framework for Development is to resolve matters that were left unsettled through the previous competition process [e.g. The road layout, the character of the interchange, the nature of the commercial centre, and the connections into the surrounding localities] and to ensure that the needs of the local population are aligned with the wider strategic objectives, it is essential that the document has full planning force. The development of the document hand in hand with the production of the UDP will ensure the materiality of its proposals in relation to any planning applications at the earliest possible date. This is particularly important as private developers are already promoting a number of major schemes. In due course the Framework for Development will have the full force of the Southwark Plan behind it.

#### **Factors for Consideration.**

- 13 The officer development team supported by Tibbalds TM2 , Foster and Partners, JMP, and Space Syntax acknowledged most of the points raised in paragraphs 10-11 as matters that needed to be addressed. The December document had established to the satisfaction of most parties that the larger infrastructural elements were capable of being addressed but that the scheme stopped short of creating a distinct place capable of being sustainable and responsive to change over the long term. In addressing these limitations the first response of the team has been to move further away from any semblance of an integrated monolithic shopping centre and to achieve this by reconnecting the Walworth Road to the centre of the Elephant and Castle.
- 14 As part of this exercise, Space Syntax were brought in to review the December Framework proposals and offer strategic design input on pedestrian activity and spatial layout issues. Space Syntax's work had two key findings:
- The conclusions reinforced the importance of the area currently occupied by the northern roundabout as the historic hub of the south central area and as a natural pedestrian focus; and secondly
  - It has further emphasised the strategic development potential of the Walworth Road as the main retailing street for the area.
- 15 The design response has been to reassert the strength of the high street as the means of supporting mixed-use development and to achieve this at the Elephant by continuing the Walworth Rd northwards in a straight line directly to the northern roundabout. This requires a southward extension of the central opportunity to incorporate Walworth Road frontages to an extent sufficient to re-connect the main existing retail zone through to the centre of the Elephant and Castle.

- 16 This has a number of immediate consequences, almost all of which the team believe to be beneficial:

#### Endogenous growth

- 17 The initial analysis had highlighted the inability of the Elephant and Castle as it is presently laid out to respond to wider changes within Central London. In effect the redevelopment of the early 1960's had established such rigidity of land use that the area had been unable to participate in the benefits of economic growth across London in the intervening decades.
18. The December plans represented a significant move towards reintegration but, as the GLA response and members own comments had suggested, the proposed commercial centre ran the risk of the same fate i.e. it did not represent an organic or an evolved growth but rather had the characteristics of an imported development. Given the prevailing market orthodoxy it is likely that a commercial developer/investor would wish to interpret this, against the plan's intentions, as a Bluewater-style retail model.
19. By reverting to a model of an extended high street these weaknesses are readily overcome. The multiple building blocks created by this approach readily lend themselves to a wide variety of uses; they have the potential for allowing non-commercial uses into the heart of the new town centre and have the capacity for independent change over time.

#### Uses

20. Historically town centres are locations where facilities are accessible to the largest catchment area and therefore dynamic places filled with a wide variety of human activity. It is only within the recent, car dependent shopping centre model that retailers have dictated the size and character of spaces and have tended to exclude most other traditional town centre uses
21. Development proposals offer the opportunity to create a new vision for how the town centre is used, based around a network of learning and cultural activity, with visitors drawn in to a vibrant learning and cultural hub (see Learning and Culture proposals below at paragraphs 47-54).
22. The Principles Document identified the outflow of consumer expenditure from the Borough as a whole and from North Southwark in particular. Within certain catchments spend retention on comparison goods shopping fell to as low a level as 11%. By moving to the high street model it will be possible for retailing to be developed in response to the measurable requirements of the existing population, and thereafter to grow to accommodate increasing demand from population growth in the wider south-central area. It is not expected that this approach will threaten the established retail hierarchy in London, and nor is it the intention that it should. However the physical characteristics of a high street model do not pre-determine a specific quantum of retail floorspace in the manner that a shopping centre model inevitably must.

23. The competition submissions all tended to rely upon retailing to create the main anchor for the centre. The high street model does not preclude this possibility but it does allow for alternative approaches to be considered. In the document at Appendix B it will be seen that activities increase in variety and quantum as the new piazza is approached. The character of this place will be strongly influenced by the uses it contains, and as Southwark in particular has seen this need not be anchored by a standardized retail offer. For example the Tate Modern in its first year of operation has attracted over 5 million to visitors to North Southwark. By creating a place that acts as a strong destination it will inevitably follow that retailers will wish to trade where there is a volume of pedestrian movement.
24. The development of a vision for the uses of this new town centre can be based upon consideration of some of the significant groups of pedestrians it attracts. 16,000 students enrolled at the University and using the adjacent educational, cultural and commercial provision will do much to determine the character and usage of the place. There will be peaks and troughs of commuters passing through, but attraction and retention of users among the student/18-30 group will create demand for art, music, film venues and related commercial opportunities both day and night, contributing to the vibrancy of the town centre and extending the visitor offer southwards from Bankside. The proposed Discovery Centre and other cultural provision could be significant attractions in their own right as well as complementing the educational provision.

#### Movement

##### a. Pedestrians

- 23 Pedestrian movement was given the highest priority in the December report and every subsequent participant in the consultation process has supported that approach. Second order should be public transport, but car traffic should be managed in a way that maintains the capacity of the present highway system.
- 24 The challenge therefore is to create a safe but lively town centre avoiding route conflicts as far as possible. The arrival and departure requirements of the area have to be balanced with the need to handle interchange for those who use the Elephant and Castle to switch modes. GLA and TfL acknowledge that this is a challenge of a high order and one which attracts conflicting view points.
- 25 In the "high street" model described in the Framework for Development pedestrian flows are carried along an extended Walworth Road into the heart of the new town centre. In common with existing successful linear high streets [e.g. Kings Road, High Street Kensington, Upper Street] the Walworth Road and the new centre are more effectively rooted into the surrounding areas by a strengthening of the pedestrian connections into the adjoining residential areas.

##### b. Cars

- 26 Because the Elephant and Castle sits on the periphery of the Central Activities Zone [as defined by the London Plan], at the convergence of many major routes, it is inevitable that there will be some severance as a result of the volumes of traffic passing through the area. The December model switched much of this traffic from its present north-south alignment to an east west movement along Heygate Street. Heygate Street in this model became the new southern congestion-charging boundary. Unfortunately with major junctions at Walworth Road and the likelihood of a six-lane highway to accommodate traffic levels, the consequence was to move the problem of severance to a new location inhibiting north-south pedestrian flows. Such a solution is at odds with the objective of integrating the predominantly residential area of North Walworth with the new development.
- 27 The weaknesses in the December plan in relation to width and traffic volumes on Heygate Street have been mitigated by maintaining the congestion charging boundary as it is currently designated but preventing cars from moving north/south along the route between the junction of Walworth Road/Heygate Street to connect with the congestion charging boundary at a point where the southern roundabout is currently located. As a consequence vehicles moving north from Walworth Road would use Heygate Street/Rodney Road entering the congestion charging area via a left turn into New Kent Road.
- 28 The overall affect of this is to reduce traffic flows on individual stretches of road, particularly Heygate Street allowing surface crossings to be introduced. The Framework for Development proposes a design guide, which will include designs for widened distinctive, characterful, pedestrian footways and crossings, which practically and visually emphasise the priority given to pedestrians. In the case of Heygate Street which is already under the control of Southwark, [and is intended to remain so under this plan] the Council will have the opportunity to pilot these measures.

#### Buses

- 29 The arrangement as drawn in the Framework for Development allows Buses to share the pedestrian route north of the junction of Heygate Street and then to take a prioritised route through to the heart of the new town centre. The route also permits substantial capacity for bus stops and the improved safety and convenience of surface crossings will facilitate a much more efficient interchange between buses that has previously been possible.

#### Cyclists

- 30 The present cycles routes, which form part of the London Cycle network, although well signed and generally clearly indicated by surface materials, are not generally well used. This is borne out by the Space Syntax survey which shows that cyclists are generally using the extremely busy and dangerous roads at the centre of the Elephant in preference to the designated routes. In the new model cyclists will be able to share central routes with pedestrians, buses and the tram.



### The London Tram

- 31 The London Tram has been accommodated in all of the previous plans. Under the updated proposals the Tram will enter the town centre from London Road, cross the new piazza and share central routes with pedestrians, cyclists and buses before rejoining the road network on Heygate Street and continuing south through the Aylesbury Estate to Peckham as previously proposed.

### Railway

- 32 The present access via the shopping centre or Elephant Road is poor. The station has little prominence, and its relationship to other modes of transport is extremely weak. The new proposals envisage escalator access points and lifts to platform level. Escalators/lifts would be located to the north and south to provide ease of interchange to other modes of transport and for access to and from the centre generally. This arrangement preserves sufficient flexibility to accommodate Thameslink expansion plans, including platform extension should this prove necessary.

### Underground.

- 33 Of the two tube lines the Northern Line operates at or close to capacity. Recent improvements will facilitate better movement in the ticket hall but do not address carrying capacity. The Bakerloo Line by contrast retains carrying capacity but the configuration of the ticket hall and the lifts is inefficient and overcrowded.
- 34 Interchange between the two lines is poorly configured below ground, but the numbers of passengers transferring from one line to another is relatively low and high cost improvement measures have not been an LUL priority for investment.
- 35 In the Framework for Development proposals the emphasis is upon improving passenger movement from platform to surface within the individual stations to improve passenger convenience and comfort to levels consistent with Central London stations. In practice this may mean replacement of lifts in both stations by escalators. Funding from sources other than income derived from the development itself has not been yet identified for these works.
- 36 These measures together with the road proposals will serve to enhance movement between the two tube stations at street level, albeit for a relatively small number of interchanging passengers.

### Interchange

37. The underlying philosophy is to create a place which is attractive, distinctive, lively and mixed in its range of facilities and its ability to provide for a multiplicity of requirements both local and drawn from further afield. The Framework for Development proceeds from the assumption that this is best achieved from the creation of an area, which is characterised by safe pedestrian movement. A necessary requirement of achieving this objective is the ability to manage interchange movements.

38. The proposed layout of the central area is permeable and contains open streets and public spaces. The existing transport facilities at the Elephant and Castle are already in close proximity one to another and the removal of the present layout permits more efficient routes of human movement. In other words, people arriving at the Elephant and Castle should be encouraged to walk at ground level from their arrival point to their intended destination or next mode of transport without the need to create an interchange "box" or below ground structures.

#### Residential

39. The London Plan expectation is for the provision of 4,200 new homes. It is proposed that a minimum of 28.5% of this total is social rented housing i.e. 1200 units. Of these units it is proposed that priority is given in the first instance to the re-housing of households displaced by the demolition of the Heygate Estate. This requires therefore that all housing derived from Section 106 planning agreements within the plan boundary be directed in the first instance to meeting the needs of the Heygate re-housing programme. In addition the framework proposes a target of a further 10% intermediate housing covering key worker, shared equity, open market rented, student, live-work, and low cost housing for sale.
40. However, by achieving levels of affordable housing provision in excess of the legal requirement of PPG3 it will not be possible within these numbers to redress the overwhelming imbalance of the area as a whole in favour of social rented housing. Nonetheless replacement of the Heygate Estate will constitute a marked improvement in the quality of affordable housing at the Elephant and Castle.

#### Public Realm and Open Space.

41. The proposals provide for a major new civic space between the two tube stations, a new city park, a new market square and an improvement of St Mary's Churchyard within its existing boundaries. In addition the draft proposals provide for smaller spaces linking new buildings and facilities and supporting the web of new pedestrian routes. All of this is planned to be principles document.
42. Proposals for a "Learning City" backed by a network of learning and cultural providers (see Learning & Culture, paragraphs 46-54) could be a key theme in the definition of how the public realm works, and how open spaces are linked in accordance with use and character.
43. Each of the major new spaces will have a different character but a detailed design guide, to be prepared and reported with the revised Framework for Development in the autumn, will ensure the quality of the layout and content of each.
44. It is likely that these spaces will require a new model of management, which will place a greater responsibility upon owners and occupiers to support the highest standards of environmental maintenance.

45. During the redevelopment period there may be opportunities to introduce public lighting measures, which can improve public safety and security, create temporary architectural enhancement and signal forthcoming changes. It may be possible to do this in association with the introduction of marketing information into the public realm where this can be done in a tasteful and not overly intrusive fashion. It is therefore proposed that there should be a temporary relaxation of the Council's usual application of the control of advertisement regulations in order to allow a pilot programme to be instituted.

#### Learning and culture

46. The last report to Executive (11.02.03) introduced the notion of a "Learning City" approach to as a key theme of the development of Elephant and Castle as a means of defining an ethos for the new town centre, generating opportunities for residents in the immediate and surrounding areas, and offering one model of how it can both capitalize on and the meet the needs of the young people, students and visitors. Cultural facilities like the Discovery Centre could be an integral part of the wider learning community but also play a role in building pride and a sense of place.

#### Educational Institutions

47. The area has a rich concentration of educational provision and institutions. The development area contains London South Bank University and the London Institute (London College of Printing), 1 secondary school in the core area and 2 immediately on the fringe, plus 10 primary schools and 1 special school within or near the fringe. One of the main Southwark College sites is on the northern periphery of the central planning area.
48. The proposals offer the opportunity to build new secondary school facilities fit for the future on a new site, built as a motivational state-of-the-art learning community, to match the academic and vocational aspirations of pupils and open to the widest range of users as a focal point for a learning community within the school and a learning community around the school. The success of new secondary provision will be enhanced by a location which declares its visibility, desirability and accessibility.
49. The existing schools span a range of modernisation and investment needs. Based on current locations, an investment of £120m would be required to meet those needs. New school buildings could be achieved through a programme of investment which involved the swap of sites, which could release new opportunities for use and links between activities. To give but one example - relocation and rebuilding of St. Jude's Primary School, the current site of which would be very difficult to remodel and renovate effectively.

50. It is proposed that the Framework for Development should recognise the demand for additional primary school capacity arising from the provision of additional homes. While it is not yet possible to produce an accurate bespoke population model at this stage of the development, early estimates made according to GLA guidelines and based on the available development framework proposals, indicate a possible need for the equivalent of 2 new primary schools and up to 500 new secondary places by the end of the scheme. The latter figure is a very cautious estimate - there is evidence of the likely popularity factor, i.e. additional demand stimulated by the provision of a new school among parents who seek secondary places out-of-borough (as shown by the application boom for The Charter School and the City of London Academy); this strengthens the case for the provision of a larger secondary school to serve this catchment area.
51. Education & Culture is working with the above schools to identify opportunities for investment, partnerships and development as institutions, backed by the development of between the individual schools, and between the schools as a sector and the other sectors and providers in the area. The models for discussion cover how learning and cultural institutions and providers can combine to give Elephant & Castle a recognisable dimension as a "Learning City". New models of co-operation, partnerships with other agencies delivering services and extended activities are the expected result.
52. Early meetings with London South Bank University have generated enthusiasm for collaboration in a number of potential developments. There are key areas in the university's strategic development proposals which could be developed as building blocks in a virtual and physical Learning City idea:
- Widening Participation of 18-30 year-olds in Higher Education and improving access
  - dynamic partnerships with schools, colleges, the professions, public bodies and private enterprise
  - to be a University of choice for an increasing number of local, national and overseas students
  - to be more accessible and meet the needs of more students, including successful progression to employment
  - infrastructure strategy - bringing the Keyworth Centre into operation, development of the St George's Circus site, work on traffic-calming measures, concepts that directly support learners, such as Student Information Centres.

### Improvement And Expansion of Cultural Institutions

53. In addition to current provision, key proposals for development of cultural institutions are emerging which offer important dimensions to the definition of civic space at Elephant & Castle. Plans for a Southwark Discovery Centre in the old Walworth Town Hall are taking shape while funding proposals are developed. A sponsor/investor has offered to set up a new art gallery. Early talks with London South Bank University precipitated the idea of developing aspirations for community theatre and dance, by capitalizing on existing vocational strengths of the University and seeking to develop a small theatre. Similarly, there is potential for attracting other institutions which could capitalize on the University's media skills base.
54. A potential site for a new school has been located on the southern side of Heygate Street in the early feasibility work. Proximity to the Discovery Centre site offers the possibility of planning on the basis of an integrated mini Learning Zone on the southern edge of the development and a strong focus for young people's facilities.

### Sustainability

55. The draft Framework for Development contains measures to ensure that all of the building at the Elephant and Castle will conform to the highest standards of sustainability. Building forms and their methods of construction are designed to create the minimum dependence on non-renewable energy sources and to introduce technology that will optimise materials, energy and resources.

### Economy

56. The Elephant and Castle is identified as an opportunity area in the London Plan with the potential to create 4,200 new jobs. Located within London's Central Activity Zone, the expectation is that the Elephant and Castle will support growth in the Central London economy and maintenance of its world city status. The local objective must therefore be to ensure the fullest possible participation by and benefit for local residents. The linkage between the SRB programme and the redevelopment objectives is intended to ensure that this outcome is achieved. The SRB delivery plan supports the programme in general terms but the following specific elements are of particular importance:
  1. Access to employment [creative industries in particular] centre at 56 Southwark Bridge Road.
  2. Elephant Angels. Programme to support and empower local people to take up opportunities created by the redevelopment.
  3. Business Support Agency. Supporting local businesses to manage through a process of transition and to prepare to benefit from the new trading circumstances.
  4. Kick Start. Sport/music programme targeting young people at risk of offending.

5. Education. Programmes to encourage better attendance, parental and community involvement in education, study support skills, and improve children's play.

57. The development and promotion of culture and education facilities at the Elephant will contribute to the growth of economic activity and employment opportunities. Academic institutions can help to underpin cultural, sports and leisure facilities to the benefit of local people generally and can contribute to the growth of an active evening economy. The SRB programmes already in place can assist in enabling local residents to secure the maximum benefits from growth in this sector. Similarly cultural, sports and leisure facilities and activities also underpin academic institutions - the combination of the two makes an even more powerful contribution to stimulating economic activity.

#### Section 106

58. The Framework for Development identifies planning priorities in the form of investment requirements. There are measures which will be necessary across the wider area, which cannot be attributed to individual development sites within the masterplan area. The framework anticipates a global planning agreement to allocate and co-ordinate responsibility for the delivery of objectives itemised within it. It will therefore be possible for individual development projects to either deliver elements of public provision directly or to contribute to a global "pot" from which allocations will be made as appropriate to transport works, open space provision, socio-economic projects etc.
59. This is intended to establish planning certainty and to replace what has been relatively ad hoc arrangement for securing planning benefits from individual schemes. This will retain public responsibility i.e. Council responsibility for the allocation of resources and the enforcement of their expenditure as planning conditions and agreements. In this way allocations can be made to those parties best able to deliver individual programmes e.g. TfL for highway works, LUL for works to underground, LBS for estate works, parks, public realm etc. Similarly for socio-economic and education programmes appropriate delivery arrangements are to be worked up within the project timetable.

#### Parking and Servicing

60. The Elephant and Castle is not planned as a car dependent town centre. The location is already strongly served by public transport and through the development proposals and the London Transport initiative it is planned to strengthen this connectivity still further.

61. The high street model generated by the proposed re-alignment of the Walworth Road improves pedestrian flows both north-south and east-west and creates a flexible development model that will allow the non-residential uses to exist in balance with the needs of the existing population. All of this points to a low level of parking provision with the emphasis on resident's reliance on public transport and the establishment of car clubs and car sharing schemes. It is not intended to create a development that draws car borne shoppers and visitors from farther a field and the clearest reinforcement of this is to drive down parking provision in the area. Commercial parking [i.e. B1, Leisure and retail uses] should be restricted to essential users and that necessary for the servicing of the units. Where servicing is brought into the core area, it should do so via below grade routes accessed from the perimeter road system and managed in a way to prevent rat running of other traffic.
62. In terms of residential parking provision the proposed target is a maximum of 25% [off and on street] on the early housing developments, but that the central residential developments within the core opportunity area should be limited wherever possible to only essential users, provision for car clubs and other forms of car sharing and servicing.

#### Early Development and Investment Opportunities.

63. The Framework for Development proceeds from the assumption that the Heygate Estate will be decanted and the displaced households given priority for newly built homes in the surrounding area. These new homes will be within mixed tenure schemes intended to conform to a 70%-30% public to private ratio. The locations of these sites are as previously reported to Executive on the 11th February 2003. The design guidance referred to above will apply to these sites, and will govern standards of external appearance, layout, sustainability criteria etc.

#### Compulsory Purchase.

64. The framework is intended to encourage participation in the regeneration process by third party landowners and developers and to the extent that they can bring forward compliant development proposals public acquisition is not expected to be required. However there are a number of sites, which are essential to the achievement of the objectives defined in the Framework for Development and where full assembly will be required especially where individual owners may be reluctant to participate.

#### Report Consultation.

65. The development of the proposals contained in the document at Appendix 1 are based on extensive discussions and consultations with local people, but in particular reflect work undertaken with the GLA, TfL, and LDA, Cabinet and ward members, Heygate Project team, and the material derived from the Marketlink opinion testing. The draft policy proposals are extensively derived from the strategic material contained in the deposit UDP which itself has been the subject of a borough wide consultation and public engagement exercise.

66. However the purpose of this document is to serve as a draft for a further three month of detailed public debate and consideration. Although some of the material contained in the report has been discussed with the Heygate Project team, and local tenant and residents groups its intended purpose is to serve as a basis for more detailed public engagement in accordance with the launch and exhibition proposals set out below.

## Next Steps

### Public consultation

67. Subject to the decision of the Executive it is proposed to launch the Framework for Development in early June as a draft Supplementary Planning Guidance [SPG] for the Elephant and Castle. This will be accompanied by a detailed presentation of the early housing proposals. Together the material will provide the content for the mobile exhibition of the Council's plans that will be used to elicit comment and involvement by the largest possible number of local people. Kallaway and Marketlink who were appointed as communication consultants in summer of 2002 will support the process. The responses from all of the consultees will be analysed and used to inform the content of the finally revised document which will be brought back to the Executive and/or Council in the autumn.

### Partner Procurement

68. The prior information notice published in summer 2002 under the provisions of the EU Procurement Directive indicated two separate strands of procurement. The first relates to the development of the early housing units, and is expected to be achieved through a partnership with RSL and housebuilders. A number of meetings have now taken place between Council officers and Southwark's Housing Associations and the RSL's are displaying strong interest in securing involvement in the programme. As previously advised it remains the view of officers that RSL's are well placed to deliver development on the scale required and to commit to the creation and long term management of tenancies for an outgoing Heygate population. A report will be brought back in May/June recommending procurement arrangements and associated matters.
69. The second strand is the selection of a commercial partner. The Council issued a prior Information Notice in summer 2002 and officers have used this to maintain discussions with commercial developers, advisors and potential investors. These discussions will continue over the summer and, subject to the decisions of the Executive when the SPG is brought back in the autumn, formal procurement could commence before the end of the year.



### Early Housing Opportunities

70. Consultation within these localities commenced as a consequence of the Executive decision dated 11th February, and is helping to establish priorities for measures to be undertaken in parallel with the Housing Developments. As agreed at the last Executive the project offers an opportunity to co-ordinate existing and new resources to deliver early benefits to surrounding areas. Subject to the outcome of the consultation process this may include open space enhancements, public safety measures and early investment into schools, and a range of environmental and public facilities upgrades.

### Programming

71. Main programme milestones are summarized below:

- Summer 2003 - Commencement of public consultation on draft SPG, commencement of RSL and housebuilder procurement process.
- Autumn 2003 - Adoption of SPG for E&C, and earliest start date for commencement of commercial partner[s] procurement process.
- Winter 2003/4 - Wansey Street housing demonstration project commences on site, finalisation of RSL/Housebuilder selection process for early housing sites.
- Spring 2004 onwards. Submission of early housing planning applications.
- Summer 2004. Completion of Wansey Street development. Commencement of early housing programme as planning consents obtained. Selection of commercial partner[s] process completes.

### Summary

72. Over the last 30 years the Elephant and Castle as a whole has been visibly unsuccessful in seizing the opportunities that have created growth in many other London locations enjoying a similar proximity to the centre. But notwithstanding this general picture, individual sub areas have differed in their capacity to respond to changing circumstances.
73. The University has grown substantially within its triangle and with the consolidation of its formerly disparate faculties to the Elephant and Castle will bring in approximately 16,000 full and part time students. The former health department building [Alexander Fleming House] has been converted to apartments by St George and has established itself as an attractive city fringe address. Similar improvements have been achieved on the London Institute [London College of Printing] site and the Ministry of Sound has grown from its nightclub in Gaunt Street to become an internationally recognised brand.
74. But it is the Heygate Estate, the shopping centre, and the road system i.e. the big integrated single use structures that have proved impermeable to renewal. Their forms defy adaptation, and as their suitability for their original intended purposes has declined they have contributed to the gathering dilapidation of the area in general.

75. It is clearly not possible to turn back the clock, and replan the area as it may have become had the rigidity of the 1960's plan not been imposed upon it. What the framework for Development seeks to achieve is the creation of an open network of streets with buildings that relate to pedestrian and public transport movements, to the extended network of central open spaces and to the re-establishment of a rich variety of human activity at ground level.

#### Reason for Lateness and Urgency

76 The report is late in order to allow for the completion of a round of member, GLA, and TfL briefings that have been necessary to complete final drafting of the Framework for Development.

77 In order to allow sufficient time to prepare publicity and material for a major public launch of the Framework for Development in early June a decision on the report is urgently required.

78 The purpose of the report is to seek Executive endorsement to release the Framework for Development for a three month period of public consultation. The lateness of the report will not therefore prejudice the public's opportunity to scrutinise and comment on the proposals.

Background Papers	Held	Contact
Deposit Southwark Plan 17.12.02 Executive Papers and appendices; Emerging Framework Principles for E&C [December 2002] and ; and Early Development and Investment Opportunities [Feb 2003]	All papers held at Elephant & Castle Development Team Coburg House 63-67 Newington Causeway SE1 6LS	Jon Abbott 020-7525-4902 <a href="mailto:jon.abbott@southwark.gov.uk">jon.abbott@southwark.gov.uk</a> <a href="mailto:chris.horn@southwark.gov.uk">chris.horn@southwark.gov.uk</a>

## APPENDIX A – Audit Trail

<b>Lead Officer</b>	Chris Horn	
<b>Report Author</b>	Jon Abbott	
<b>Version</b>	Final Version	
<b>Dated</b>	11 <sup>th</sup> April 2003	
<b>Key Decision?</b>	Yes	
<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	No
Chief Finance Officer	No	
List other Officers here Strategic Director of Education and Culture, Strategic Director of Housing	Yes	Yes
<b>Executive Member</b>		
<b>Date final report sent to Constitutional Support Services</b>		14 <sup>th</sup> April

**DISTRIBUTION LIST****MUNICIPAL YEAR 2002/2003****COMMITTEE:** EXECUTIVE.

**NOTE:** Original held in Constitutional Support; all amendments/queries to  
Paula Thornton/Tim Murtagh/Everton Roberts Tel: 0207-525 4395/7232/7221

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Local Studies Library	1	Graeme Gordon, Education	1
Press:		Kate Sturdy, Atkins Education	3
Southwark News	1	Committee Clerk	20
Evening Standard	1	<b>OTHERS</b>	
Dulwich Guardian 819 London Rd Cheam Surrey	1	Neil Gray,	
<u>Members of Parliament</u>		District Audit, 222A Camberwell Road SE5	1
Harriet Harman, M.P.	1	Stephen Christie, Liberata UK Limited, Woodmill Building, Spa Road	1
Tessa Jowell M.P.	1		
Simon Hughes, M.P.	1		
<b>STRATEGIC SERVICES DEPARTMENT</b>		<b>EXTERNAL</b>	
Chief Executive		Details set out on separate mailing list	39
Assistant Chief Executive, Improvement & Development, 29 Peckham Road	1	<b>TRADE UNIONS</b>	
Head of Corporate Strategy	1	John Mulrenan, Unison	1
Chief Finance Officer	1	177-179 Walworth Road	
Financial Services D.M.T.	5	London SE17 1RW	
Head of Human Resources	1	Roy Fielding, GMB/APEX Office	1
Head of Marketing & Communications	1	Manor Place Depot	
Head of Social Inclusion	1	30-34 Penrose Street, SE17 3DX	
Kirsty Senior, Marketing and Communications	1	Alan Milne TGWU/ACTS	1
Borough Solicitor and Secretary	1	177-179 Walworth Road	
Head of Administrative Services	1	Tony O'Brien UCATT	1
Gillian Connor (Political Assistant)	1	Frensham Street Depot, SE15	
Nadia Djilali (Political Assistant)	1		
Shelley Burke, CSU / Lucas Lundgren	2		
Ian Millichap, CSU	1		
Lyn Meadows/Karen Murphy, Legal (South Hse)	2		
Rachel Prosser, Legal (Town Hall)	1	<b>Total open</b>	<b>201</b>
<b>SERVICE DEPARTMENTS</b>		Dated: 19 <sup>th</sup> March 2003	
Strategic Director of Education & Lifelong Learning	5		
Strategic Director of Regeneration (Jenny Swaby, Chiltern)	3		
Head of Peckham Partnership	1		
Strategic Director of Environment and Leisure (Chiltern House)	1		
Anne Pettifer, Principal Projects Officer	1		
9 Larcom Street			
Strategic Director of Housing	5		
Strategic Director of Social Services (Pam Strang)	10		
Vicky Bradding, Corp. Sec. , Mabel Goldwin	1		
Bev Winters, Social Services	1		
Jill Beeton, Tim McLoughlin, Hsg, Larcom St	2		
Zbisch Przekop, Head of IT	1		