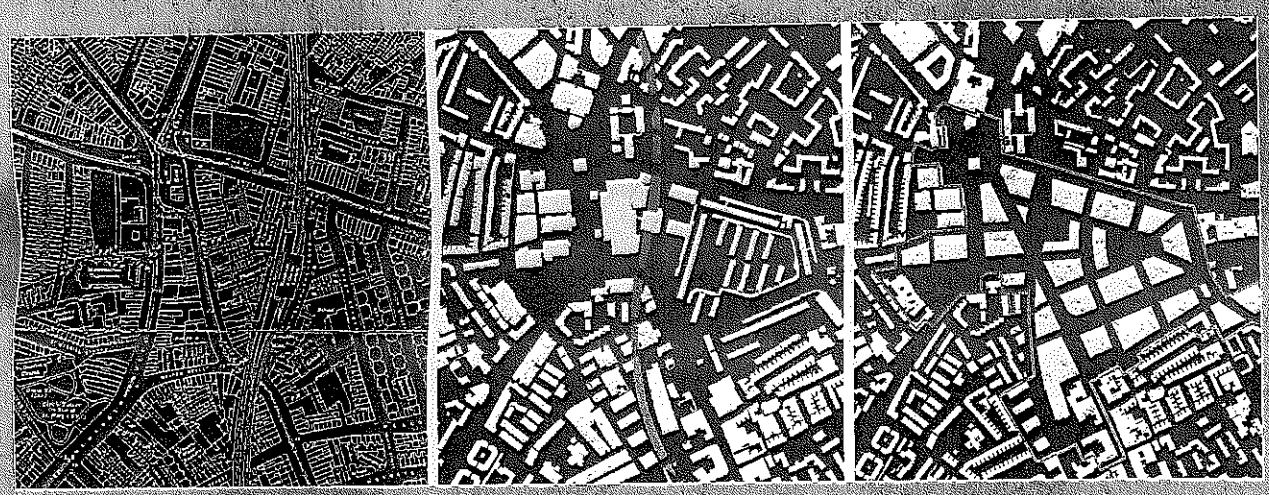
London Borough of Southwark

Appendix B

Draft for Executive
22 April 2003

A Framework for Development



Work in progress

elephant & castle

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two — the opportunity
three — elephant & castle today
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five — the strategic development concept
six — framework policies & principles
seven — implementation & delivery

introduction & background

1.1 introduction

A key objective of Southwark Council is to unlock the potential of the strategic location of Elephant & Castle and stimulate sustainable economic, social and environmental regeneration and renewal throughout south central London.

In pursuit of this objective the Council has developed a series of integrated and linked programmes, initiatives and actions aimed at:

- Creating a sustainable and desirable mixed use environment.
- Establishing a new, pedestrian focused integrated public transport interchange.
- Promoting a local enterprise culture.
- Transforming schools to provide pathways to future opportunities and to sustain regeneration through a culture of learning.
- Stimulating economic growth and investment.
- Improving social conditions.
- Enabling socially excluded individuals to benefit from the transformation of the area.

It is recognised that the realisation of many of the economic and social objectives which underpin the regeneration strategy will require a significant level of new investment in, and renewal of, the physical environment.

The Council also recognises that for such investment and renewal to be effective it must be based on a sound and detailed understanding of all the interrelated issues and problems affecting the area and, most importantly, it must have the support of the people who live there.

The Council has identified an area of some 112ha, focussed on the Elephant & Castle as an opportunity area (Figure 1.2). Within this area the Council intends to promote a strategy of regeneration and renewal. As part of this process the Council has produced a Framework for Development. It is intended that this document, together with the emerging UDP, the Community Strategy and the Local Agenda 21 Strategy, will direct and shape the future economic, social and environmental regeneration of the area and provide the statutory policy context within which future planning applications will be submitted and subsequently evaluated.

The Framework comprises three parts:

Part one : Strategic or area-wide development framework plans, policies and principles.

Part two : Site and area specific development briefs and design guidance,

Part three : A framework for implementation and delivery.

It is intended that these three documents will, when adopted, provide Supplementary Planning Guidance (SPG) that will guide the future regeneration of the Elephant & Castle over the next 15 or so years.

This document is concerned with part one of the draft SPG. It introduces the strategic objectives and specific policies that will be used to guide and inform all new development in the regeneration area. It is also outlines the intended content and scope of the part two and part three documents.

The Framework has been developed from a set of strategic principles that were identified in the Emerging Principles Document presented to the Executive in December 2002. This December document introduced and explained a set of guiding principles for the future development of the area.

The Framework is split into eight parts :

- Section 2: identifies the strategic opportunities that have helped define the future potential of the Elephant & Castle within its south central and wider City context.
- Section 3: focuses on the issues affecting the area.
- Section 4: defines the key physical issues that will need to be tackled if the potential of the area is to be unlocked.
- Section 5: introduces 15 key themes for the future development of the area (based on the Emerging Principles Document, approved December 2002)
- Section 6: comprises the specific policies that will be used to guide development.
- Section 7: outlines the intended scope and content of the framework for implementation and delivery.

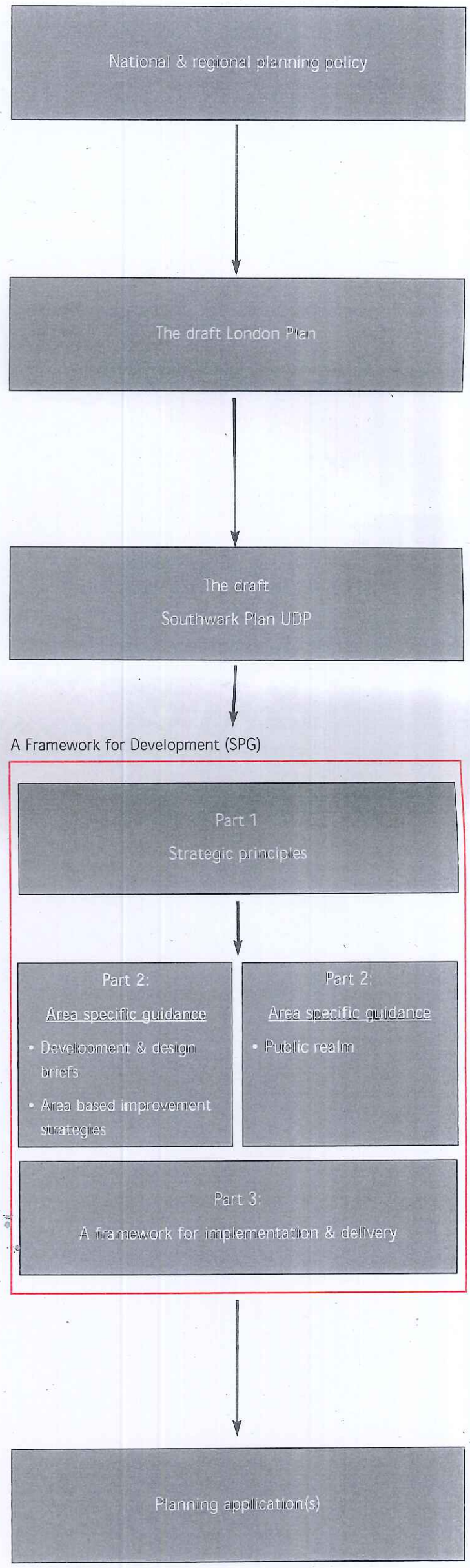


Figure 1.1: The planning policy context

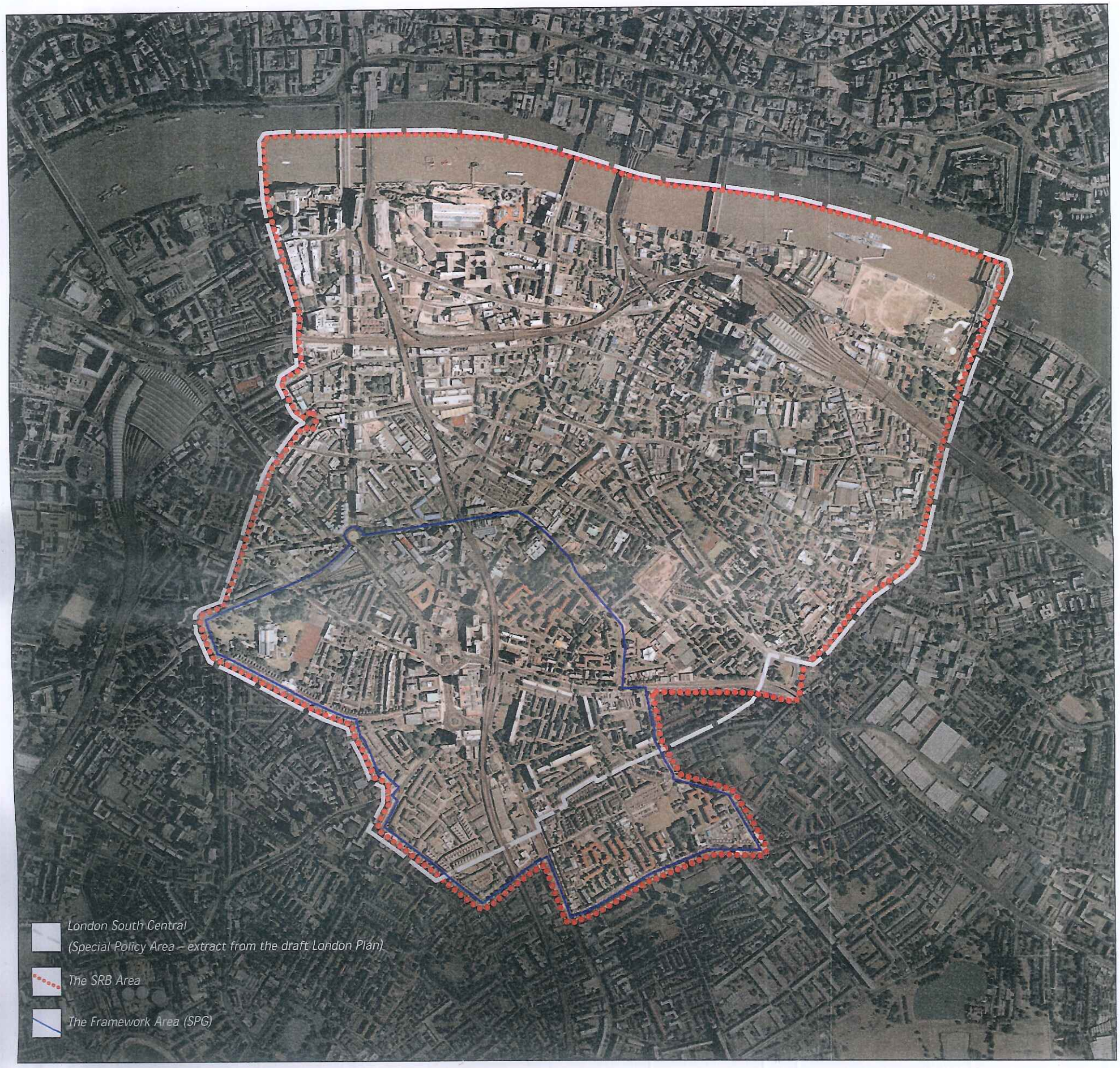


Figure 1.2: The regeneration context

two

the opportunity

the opportunity

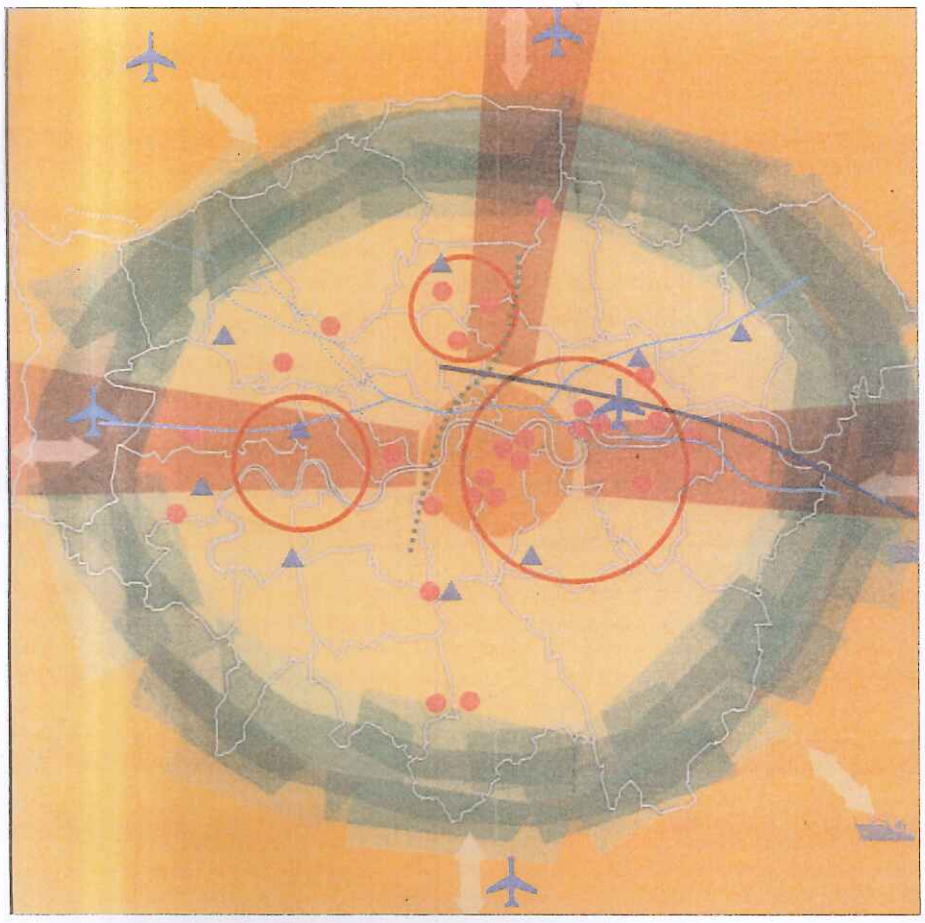
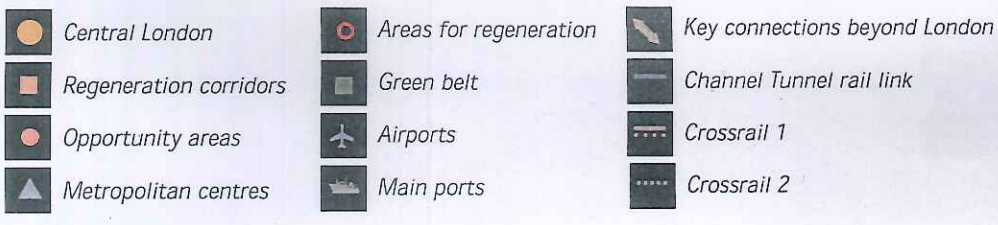


Figure 2.1: Extract from draft London Plan identifying Elephant & Castle as one of six opportunity areas in the Central Area



Elephant & Castle occupies a powerful but under-exploited position within central London. It benefits from a number of distinct advantages that include a supportive planning policy context, a central location, excellent accessibility and extensive public ownership. These are described below.

2.1 a supportive strategic planning policy framework

The Government sets out its national planning framework in a series of planning policy guidance notes or PPGs. For urban locations such as the Elephant & Castle, situated adjacent to a major transport interchange, local authorities are encouraged to be pro-active in promoting a mix of uses including residential and other public transport intensive uses, such as offices, commercial and leisure.

At the regional level the Mayor's draft London Plan identifies 23 ha (57 acres) at the centre of the Elephant & Castle as one of six Opportunity Areas in the Central London Region where there is an emphasis upon regeneration and the creation of significant new jobs and housing. The draft London Plan encourages the planning framework for the area to build on its transport accessibility and its location within the Central Activity Zone to better meet the needs of its local population and the growth of London itself.

For this 23ha area the Plan sets minimum targets for homes and jobs for the period up to 2016. These targets are 4,200 new jobs and 4,200 new homes.

The emerging UDP for Southwark builds on the objectives set by the draft London Plan and identifies Elephant & Castle as a key regeneration area where the emphasis is upon redevelopment. It is identified as one of the main areas that will experience growth in employment and population.

The emerging UDP is supported by more area specific policies contained within draft Supplementary Planning Guidance. The emphasis of these policies is upon comprehensive regeneration, the removal of the constraints, the realisation of wider regeneration benefits, the potential to introduce new uses and facilities to serve the area and the need to address the potential impact of such regeneration on the existing communities.

The opportunity: The emphasis of policy at all levels is upon the comprehensive regeneration of the Elephant & Castle and the establishment of a balanced community; an accessible, high quality urban environment; a high quality public transport interchange; the creation of new jobs, training and housing opportunities; and the provision of access to high quality services and facilities. This all-level support provides a unique opportunity within which to promote and direct change.

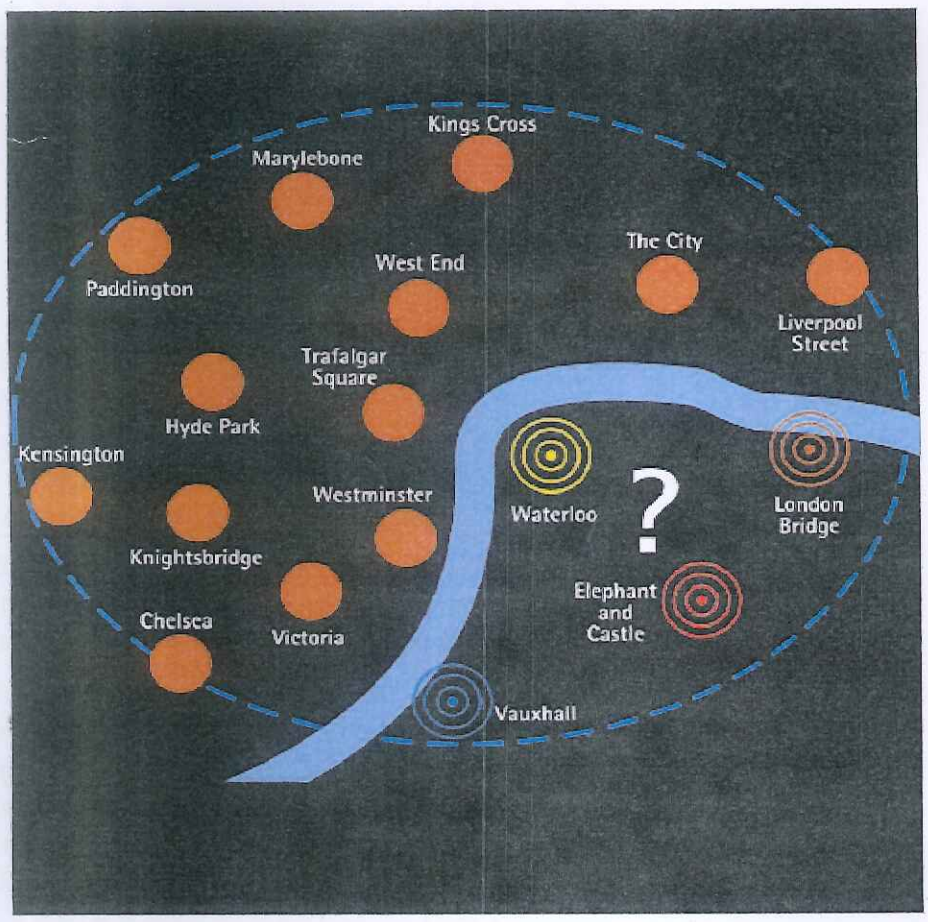


Figure 2.2: A central location

2.2 a central location & proximity to central london

Elephant & Castle occupies a pivotal position, in relation to London's key cultural, financial, visitor and commercial centres (Fig.2.2). Despite this it has traditionally been perceived as being remote from central London. This is due in part to the way in which the urban area has historically developed and the barriers created by the geography of the River Thames. This has meant that the area has been unable to fully capitalise on its geographical position and deliver benefits to the local population. Recent investment and regeneration initiatives focussed on areas including London Bridge, the South Bank/Waterloo and Vauxhall have helped these areas to re-establish themselves as distinct and identifiable London-wide destinations and hence overcome the barriers created by the River. This investment has, however, remained focussed on the higher value areas fronting the River and to date has not managed to penetrate in any meaningful way into the areas situated beyond the railway viaducts. The promotion of the Elephant & Castle as a major new focus for investment will provide the opportunity to pull the focus of recent regeneration activity further south and hence create the conditions necessary to stimulate and promote more widespread regeneration in this part of London.

The opportunity: The area's south central position and accessibility provide a powerful basis upon which to meet the commercial demands of the City and the West End and provide the next logical step for the cross river expansion of central London, and in so doing to bring benefits into deprived areas of South London. It also forms part of a new strategic focus connecting Vauxhall, the South Bank and London Bridge City.

2.3 accessibility & connectivity

Elephant & Castle is extremely well connected by road, rail and underground (Figure 2.3). The presence of the Bakerloo and Northern lines and Thameslink provide fast and frequent access to the West End and the City, Kings Cross and the Midland Mainline, and areas to the south. A network of buses integrates and connects the area with the majority of Central and South London. This accessibility could be further enhanced as a result of the introduction of the London Tram that will connect destinations north and south of the River. Key roads feed into the centre from the north, south, east and west which in turn link and integrate the Elephant and Castle into the wider London context.

The opportunity: Elephant & Castle already contains the key infrastructure to help establish a major new transport 'hub' and provide the foundation upon which to build a successful new destination.

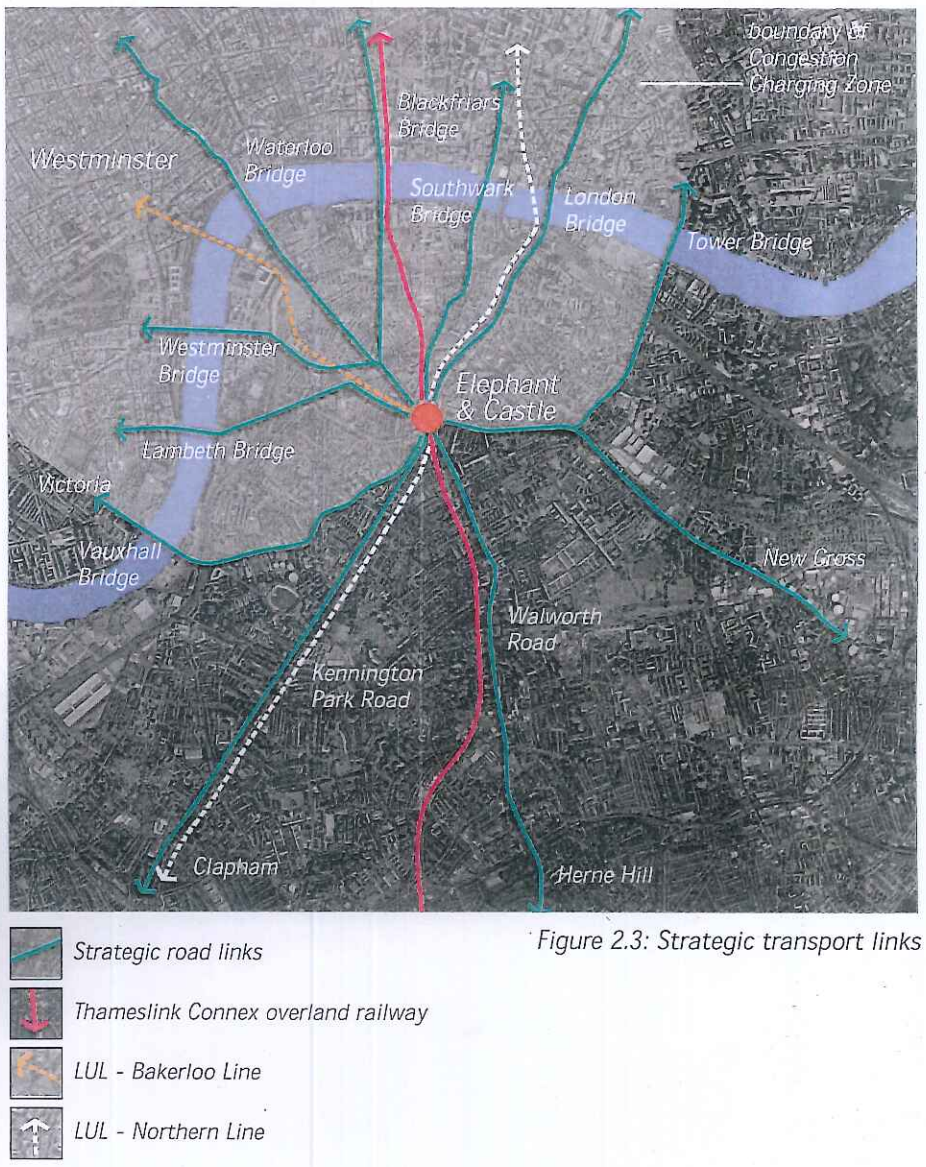


Figure 2.3: Strategic transport links

2.4 landownership

The extent of Council landownership with the potential for change is shown on Figure 2.4. In addition substantial further landholdings rest with other public or quasi public bodies i.e. Transport for London/South Bank University/London College of Printing. All of this points to the opportunity for a coordinated public sector response to initiate comprehensive change, without the need for major land acquisition and site assembly which so often acts as an impediment to regeneration.

The opportunity: The scale and extent of land in public or quasi public ownership provides a unique opportunity to begin the process of tackling the many problems presented by the area and achieve the necessary transformation, in terms of the perception and reality, of the Elephant & Castle as a successful and exciting new mixed use town centre.

Based on the above, the Elephant & Castle, by virtue of its south central location and transport accessibility, presents one of the most significant development and regeneration opportunities in London, if not the UK.

The policy support at national, London and local levels, combined with the area's proximity to Central London, its public transport accessibility and the fact that much of the land is owned and controlled by the public sector, provides a unique and powerful combination of circumstances to promote change and create the conditions necessary to stimulate new investment, economic development and renewal.

The Council is determined to realise the area's evident potential to become a successful metropolitan location. However for it to fulfil its potential and realise the economic, environmental and social benefits, it will need to build on the area's existing strengths and overcome a number of existing problems and constraints. These considerations are discussed in the next section.

Figure 2.4: Landownership - land in the control of the London Borough of Southwark

three

elephant & castle today

elephant & castle today

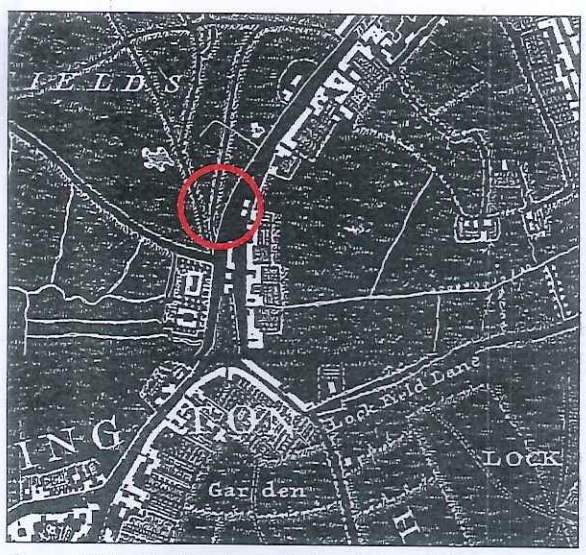


Figure 3.1 : The Elephant & Castle in 1746

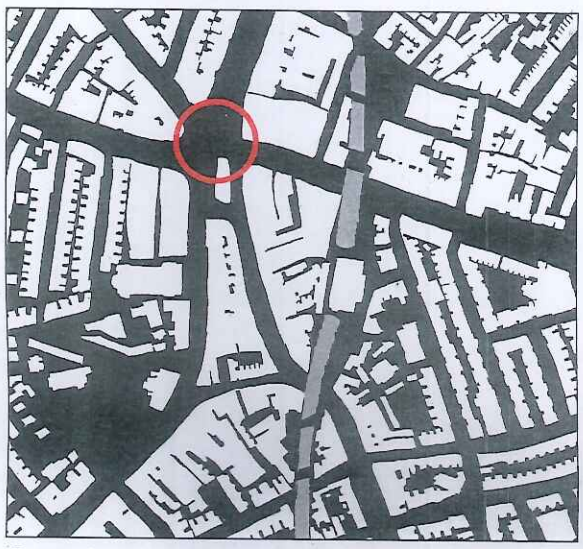


Figure 3.2 : Introduction of the railway results in severance of east/west movement (1916)

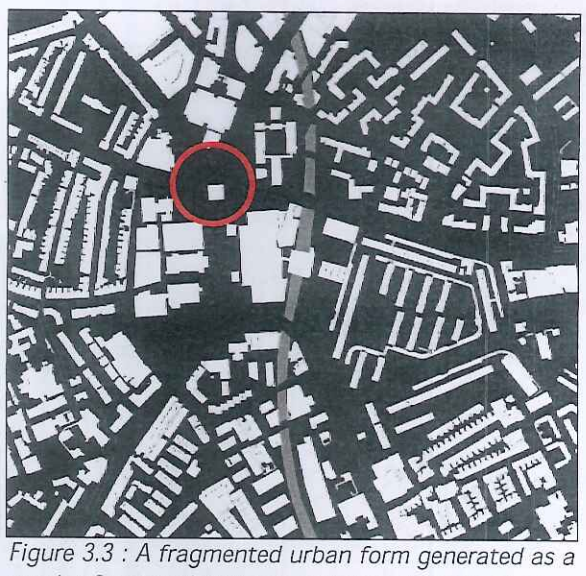


Figure 3.3 : A fragmented urban form generated as a result of successive waves of bomb damage, slum clearance and redevelopment (2003)

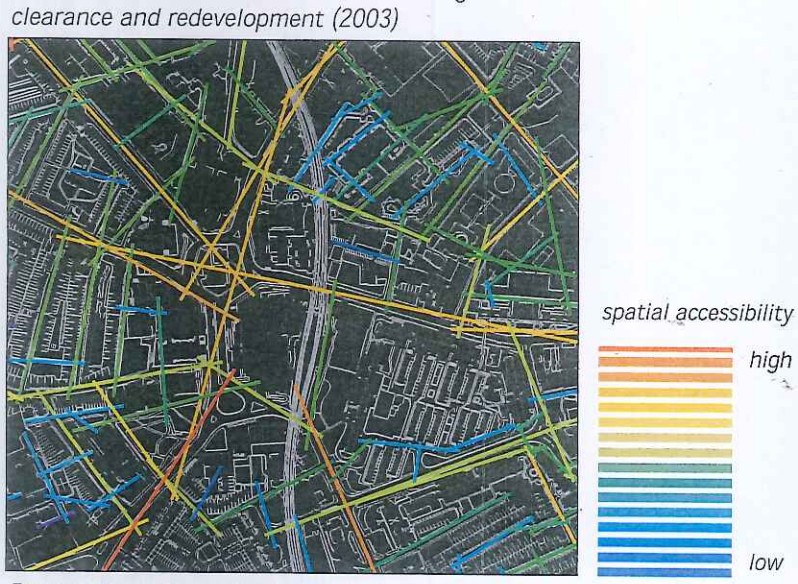


Figure 3.4 : A Space Syntax analysis demonstrates the lack of accessibility, connectivity and legibility

3.1: problems & weaknesses

The historic role and function of Elephant and Castle as a gateway to London and successive waves of bomb damage, clearance and redevelopment have shaped the current form, identity and character of Elephant and Castle. In addition they have caused many of the issues and problems experienced by the area. These may be summarised as follows:

- A fragmented and disconnected urban form comprising a confused, disjointed and often inhospitable network of streets, routes and spaces that actually discourage and prevent through movement and use by pedestrians. (Figures 3.3 & 3.4).
- A poor quality environment characterised and dominated by large volumes of traffic, noise and pollution. (Figure 3.5 & 3.6)
- A hostile and bleak pedestrian environment comprising a confused network of poorly integrated pavements, subways and tunnels. (Figure 3.5)
- A public transport system which is disjointed, dilapidated, difficult to access and which is perceived as unsafe.
- A poor quality image and identity defined by the shopping centre, Elephant and Castle Road and its associated roundabouts and the 'Brutalist' building styles adopted by much of the redevelopment of the 1960's. (Figures 3.5 & 3.6)
- A lack of good quality and accessible public open spaces. (Figure 3.7)
- Outdated building forms which no longer fulfil the requirements of 21st century living. (Figure 3.7)
- Fragmented and single use districts and neighbourhoods which are inward looking and operate independently from one another. (Figure 3.7)
- A lack of identity and a poor sense of place.
- Polarisation of housing tenures.
- Crime and a fear of crime.
- Limited housing choice. (Figure 3.7)
- High levels of deprivation and social exclusion.
- A lack of variety, choice and quality in terms of shopping and leisure.

Figure 3.5 : A poor public realm and built form

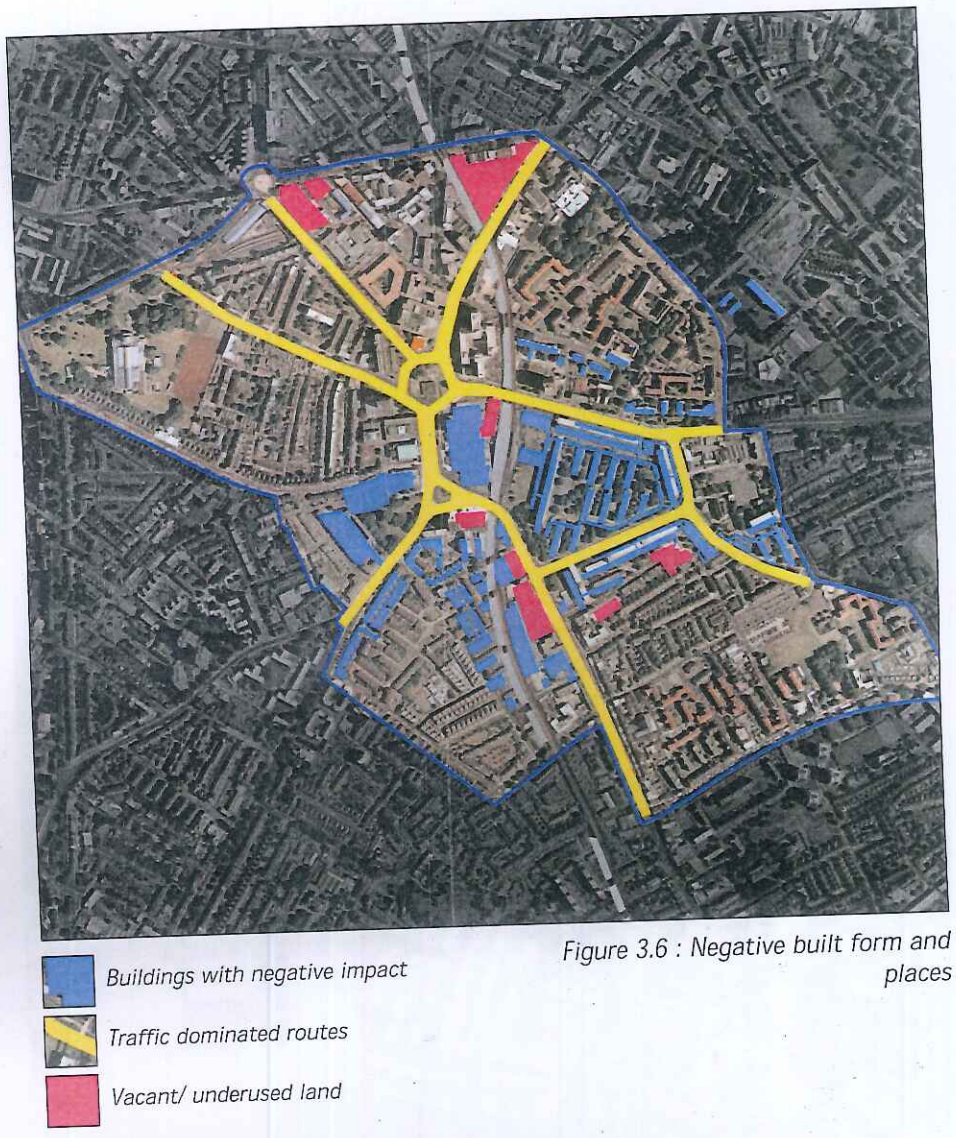


Figure 3.6 : Negative built form and places

Figure 3.7 : Social housing estates within the Framework area

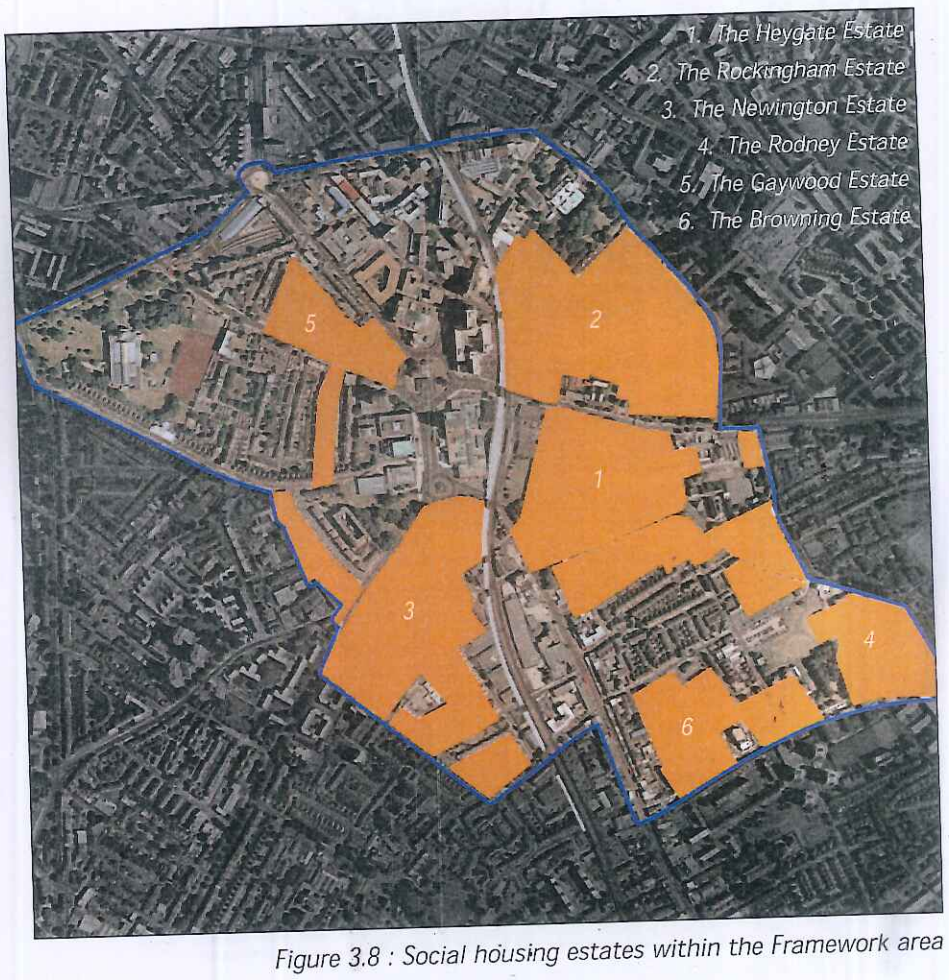


Figure 3.8 : Social housing estates within the Framework area

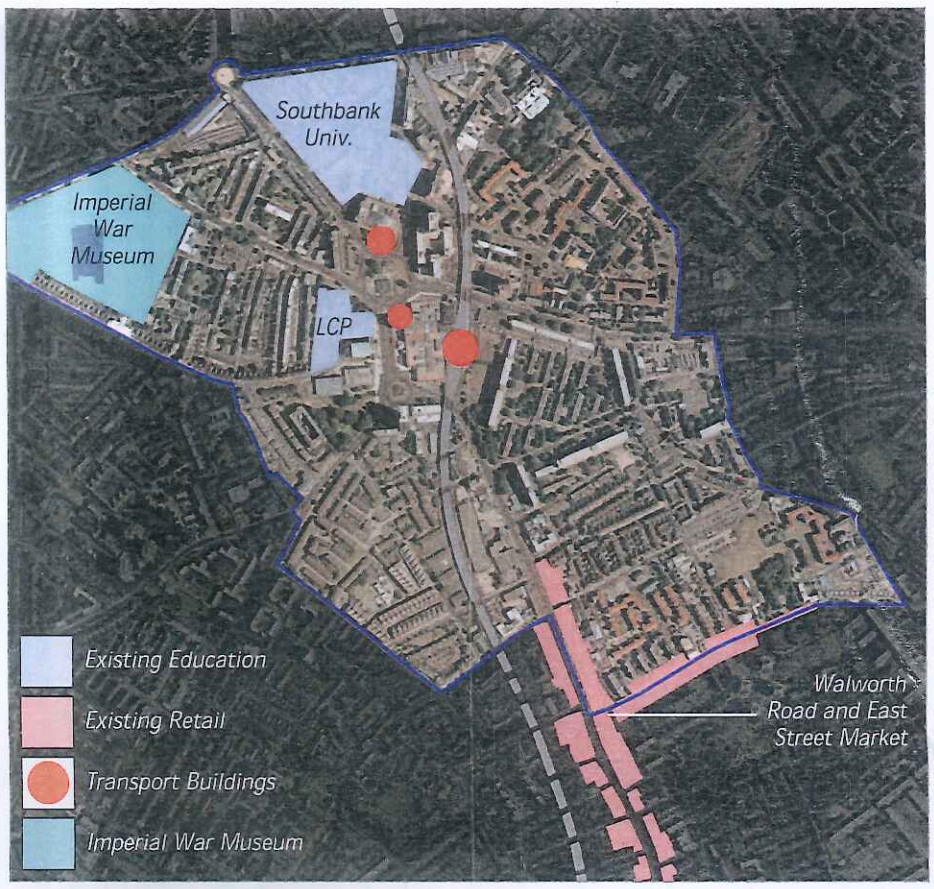


Figure 3.9 : Distinct destinations

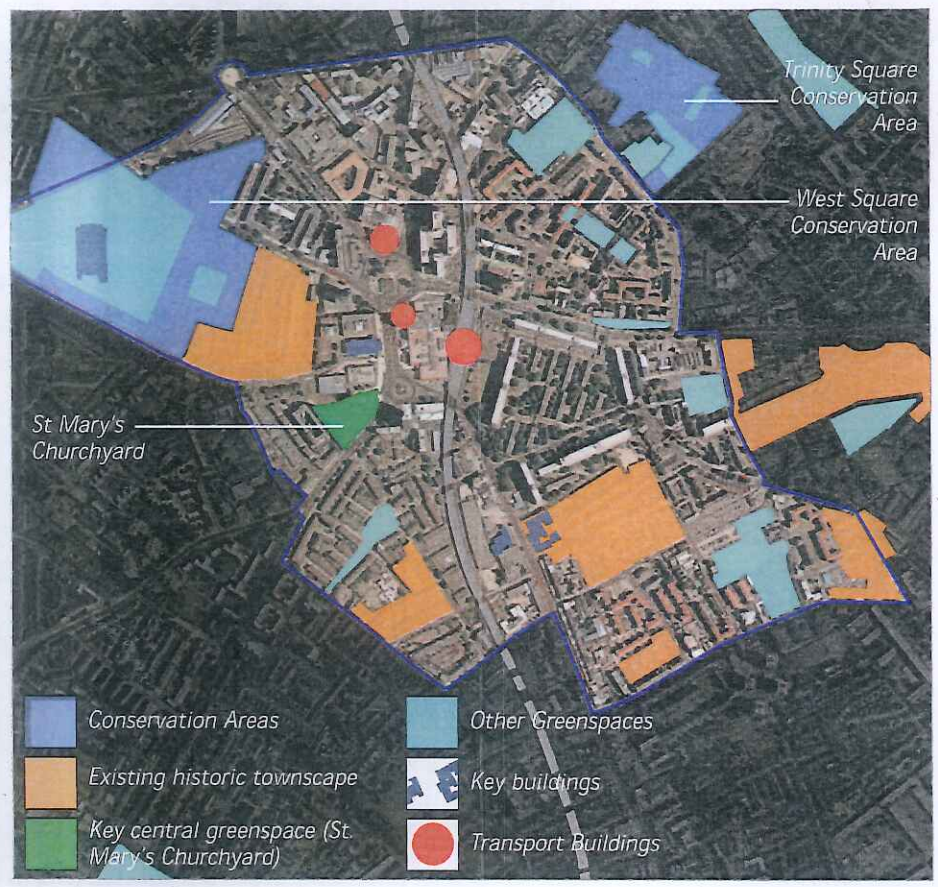


Figure 3.10 : Positive townscape and built form

3.2 local strengths

The presence of positive destinations: The Framework area contains a number of important and valued destinations:

- Walworth Road and East Street Market: The provision of shopping and services that meet the everyday needs of the local population.
- The South Bank University. A significant education establishment. A local employer and destination for 16,000 students.
- The London College of Printing: A significant education establishment. A local employer and destination for students.
- The Imperial War Museum. A London wide visitor attraction.

These areas have an important role to play in the creation of a new focus at the Elephant & Castle. Thus their protection, enhancement and effective integration into any redevelopment proposals will form a key part of the emerging Framework.

Positive townscape and built form: The area benefits from a number of distinct buildings, open spaces and neighbourhoods that contribute to the character and identity of the area. These include:

- Trinity Square and conservation area.
- West Square and conservation area.
- St. Mary's churchyard.
- The town hall on Walworth Road and the Victorian housing situated immediately to the east.
- The Imperial War Museum and its grounds.
- The Tabernacle.
- A number of public open spaces and places.

The conservation and enhancement of these buildings, places and spaces will have an important role to play in terms of establishing a new identity and character for the area.

Excellent public transport connections: As has already been stated the area benefits from excellent public transport connectivity.

- LUL : Bakerloo Line
- LUL : Northern Line (City Branch)
- 23 bus services connecting Elephant & Castle with most of South London, the City, the West End, Waterloo, Kings Cross and Euston.
- Thameslink and Connex train services via Elephant & Castle.

The quality of the public transport facilities, the levels of accessibility and the passenger environment are, however poor. Considerable scope exists to improve the quality of the environment, the levels of integration and passenger comfort.

The enhancement and better integration of public transport will be a key principle of the development framework.

Figure 3.11 : Good public transport accessibility. Movement between public transport modes is difficult and the quality of passenger environment is extremely poor.

Variety and diversity: The area supports a large and diverse residential and business population which contributes to the vitality and diversity of the area.

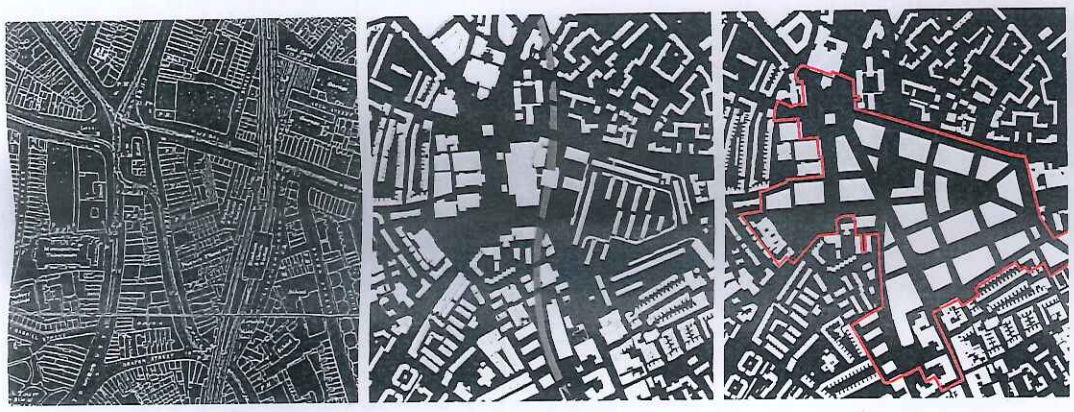
Participation and involvement, meeting the needs of the existing population and creating opportunities for the most socially excluded individuals and households will be a key part of the regeneration process.

Figure 3.12 : Variety and diversity

The analysis of existing conditions has allowed for the identification of the key issues and influences that the Framework will need to address. This information has helped to shape a development strategy for the future regeneration of the area. This is considered in the next sections.

four

unlocking the potential



elephant & castle

unlocking the potential

4.1 removing obstacles to regeneration

The Council recognises that the problems of the Elephant & Castle are significant and that piecemeal intervention over time has failed to overcome the problems that exist, or maximise the potential benefits for the area and its population.

Through this Framework process, the Council intends to embark upon an ambitious and radical programme of renewal and regeneration. The Council accepts that the adoption of such an approach will require significant levels of new investment and an extensive level of remodelling and rebuilding of the area.

The work undertaken by the Council in preparing this Framework has concluded that the key to unlocking the area's potential and overcoming many of its problems and constraints lies with an area of some 25 hectares located at the heart of the Elephant & Castle.

This area contains some of the poorest quality buildings:

- The out-dated Elephant & Castle Shopping Centre, detached from its surroundings and poorly connected to the Walworth Road and East Street Market.
- The Heygate Estate.

It is also the focus of all movement:

- All radial routes feed into the area.
- All key east west and north south pedestrian links converge on the boundary of the area.
- It acts as the point of arrival, departure and interchange for all modes of public transport.

It is also surrounded by;

- a number of distinct districts and destinations which include South Bank University and the London College of Printing; and
- by a variety of residential character areas, ranging from the high density estates of the Rockingham, Newington and Browning to Victorian streets and squares of West Square and Trinity Square.

The area is largely in the ownership of the Council, with the exception of the shopping centre, the London Park Hotel, the railway/ station, the Castle Industrial Estate and the employment areas situated to the west of Walworth road.

This substantial landholding places the Council in a very strong position to co-ordinate overall land assembly in order that land may be parceled up, released and built out on a phase by phase basis. This will provide the opportunity to deliver a more diverse, mixed-use area in a variety of ownerships. This diversity of ownership and use will in turn help to develop long term adaptability and flexibility, based upon a more traditional urban street pattern.

However if the potential of the area is to be released then it will be necessary to remove the elements which have a negative impact and which constrain the area's ability to change. These elements are identified on the next few pages.

Figure 4.1: The central area of opportunity

Elephant & Castle Framework Area

The focus of regeneration

Figure 4.2 : Removing the the shopping centre

4.2 The obstacles to be removed

The shopping centre building. The building visually dominates the area to the west of the railway line. The internal environment of the centre, its isolation and segregation from the surrounding areas, its monolithic scale and form and poor quality means that it contributes little to its immediate surroundings or to the area as a whole. The ability to adapt, alter or indeed improve the structure and the way it interacts with its surroundings is severely limited and constrained by the road network and the structure itself. However the building contains a number of existing businesses and provides daily shopping facilities for many local residents. There will be a need therefore to consider the retention of these local jobs and facilities within the Framework Area, either through the relocation of existing businesses or through the transfer of existing local jobs into new businesses created as a result of the redevelopment.

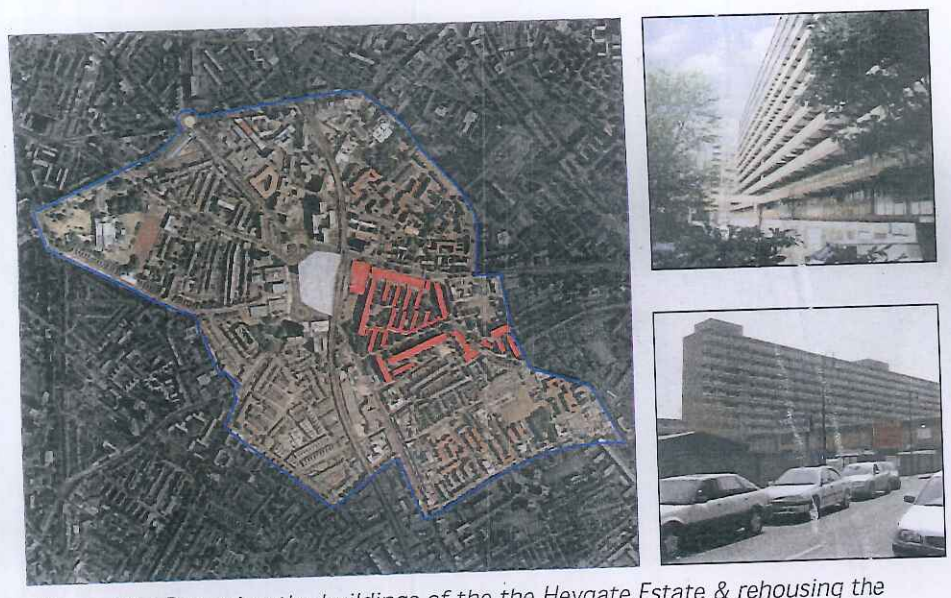


Figure 4.3 : Removing the buildings of the the Heygate Estate & rehousing the tenants

The Heygate Estate. The area east of the railway line is dominated by the high density residential blocks that comprise the Heygate Estate. Recent consultation exercises with residents highlight the many physical problems that exist in relation to the buildings and the public realm. The layout of the estate and the arrangement of the individual blocks isolate it from its surroundings and discourage public movement through the Estate (see figure 3.4). The buildings have a negative effect on the environment and much of the accommodation is unsuitable for modern 21st century living. The removal of these buildings will require a parallel strategy to be developed to rehouse the residents of the Estate in new build accommodation within the Elephant & Castle area. This relocation strategy will need to be developed in close consultation with the existing residents and Council Members.

The Castle Industrial Estate. The area immediately to the east of the railway line accommodates low density, single-storey industrial/commercial buildings and uses which include a Volvo garage. These do not represent an efficient use of land or appropriate uses within the heart of a major new regeneration/redevelopment area and need to be relocated elsewhere.

Figure 4.4: Relocating the leisure centre & replacing the London Park Hotel

The leisure centre building. The leisure centre building has long exceeded its design life. The Council recognises that as part of the redevelopment process a new high quality leisure/ healthy living facility should be provided in a location which better serves the needs of the local population.

The London Park Hotel. This low-grade Victorian building occupies a key gateway site on the edge of St. Mary's churchyard but poorly serves that role and diminishes the park it overlooks. The current owners of the building are in the process of considering the redevelopment of the site for largely residential purposes with ground floor retail/employment uses which will provide an active frontage to the open space that comprises St. Mary's churchyard. The opportunity exists, as part of the redevelopment process to work with the potential developers of the site to obtain a high quality 'gateway' development quite early on in the process of regenerating the area.

The buildings situated to the west of Walworth Road: This area to the northern end of Walworth Road and alongside the railway viaduct contains a collection of uses including a petrol station, office buildings, light industrial buildings situated in close proximity to the railway and vacant or underused land. These uses, buildings and hostel accommodation create a poor quality environment and negate pedestrian links being formed between Walworth Road and the residential areas west of the railway viaduct. They also provide a poor frontage to Walworth Road, with limited enclosure, lack of overlooking of the street and a lack of activity. The redevelopment strategy will need to introduce measures to redevelop this area in a way that overcomes the current weakness of the present connection between the retail frontages of the Walworth Road and the Elephant & Castle. It will provide a high quality, well-balanced mixed use area, incorporating new employment uses, new activities, retail/leisure uses fronting the Walworth Road and residential uses within upper floors. The provision of this new connection provides a key theme of the regeneration strategy.

Figure 4.5 : Encouraging High Street uses to the west of Walworth Road

The railway viaduct: The railway viaducts cut through the middle of the development in a north-south direction, separating the areas to the west from the areas to the east and acting as a barrier to east-west movement. The viaducts also separate the existing shopping centre and Walworth Road. This segregation is exacerbated by the large volumes of traffic using Walworth Road, the poor quality of buildings and lack of activity that exists between the stretch of Walworth Road extending from the southern roundabout to its junction with Heygate Street. The redevelopment strategy will need to introduce measures to both overcome the barrier to east/west movement and to re-connect the existing Walworth Road into the areas west of the railway line.

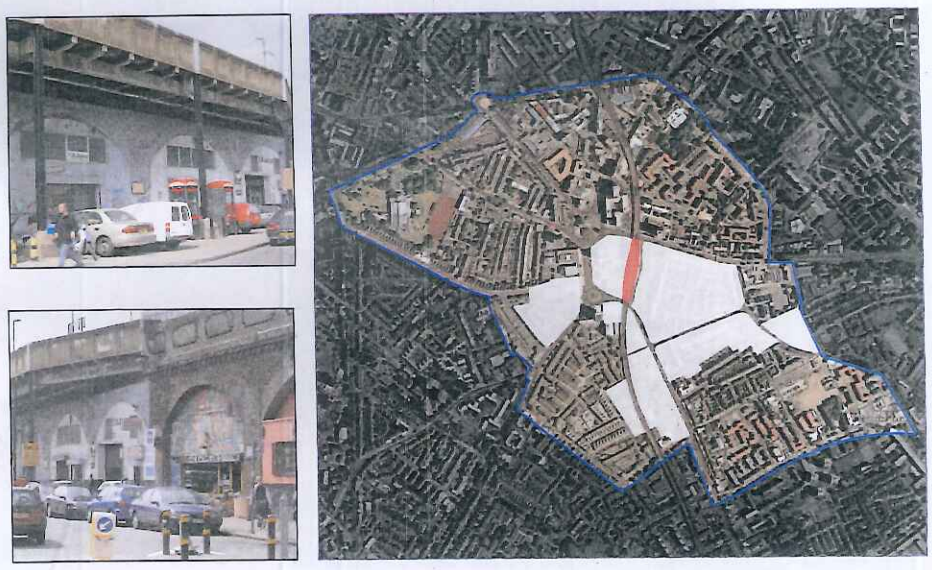


Figure 4.6 : Removing the severance of the railway the viaduct

Reduce the negative traffic impact. The strategic road network passes through the area carrying large volumes of traffic. This volume of traffic has a negative impact on the environment in terms of noise, pollution and severance. A key objective of the process will be to reduce the negative impact of such high volumes of traffic and to maximise the potential to create a traffic free, pedestrian orientated environment at the centre of Elephant & Castle.

Investigations undertaken as part of the process of preparing the Framework suggest that there is potential to redirect traffic away from the central area to the periphery, to reorganise traffic movement, to re-prioritise movement by alterative modes and to enhance the environment.

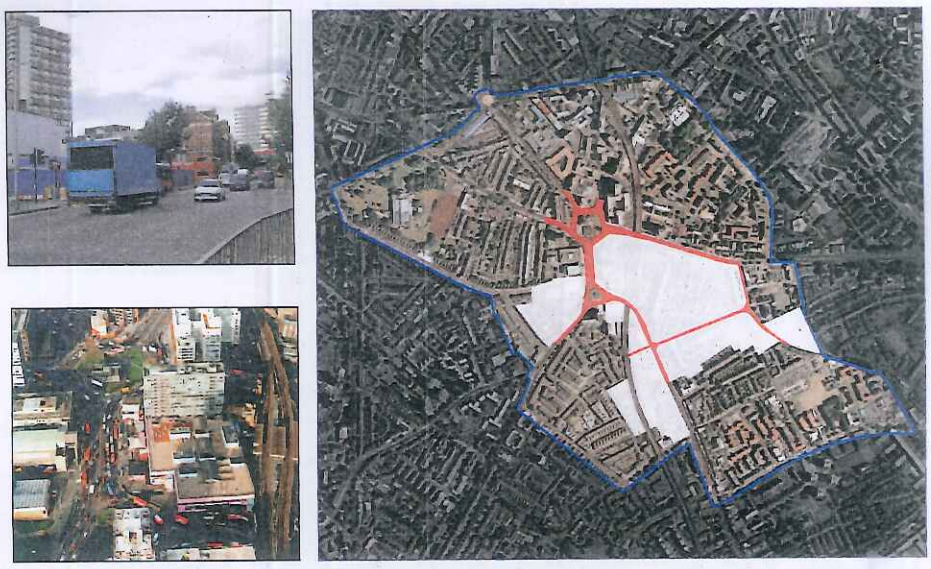


Figure 4.7 : Reducing the volumes of traffic through the area

Figure 4.8: The core area of opportunity.

4.2 the area of opportunity

By removing the negative buildings and structures a core area of opportunity (the core) is created that will allow for:

- the establishment of a new central focus for the area.
- the re-connection of Walworth Road to the heart of the development.
- the problems of a fragmented and confused urban form to be overcome.
- the introduction of a vibrant, diverse and critical mass of new uses and activities.
- the areas east and west of the railway to be re-united.
- the severance and barriers to movement created by the road and the railway viaduct to be reduced.
- the linking and integration of key destinations.
- the integration and connection of existing districts and neighbourhoods.
- the reorganisation of the existing vehicular movement system and an improvement in pedestrian comfort and safety.
- the establishment of an integrated network of north south/ east west pedestrian orientated routes and spaces.
- the creation of new spaces and places that will draw people into and through the area.
- the enhancement of public transport facilities and the interchange between different modes of public transport to be improved.
- the image and identity of the area to be transformed.

The Council's strategy to realise each of the above are set out in the next few pages.

the strategic development concept

Figure 5.1: A high quality public realm

Figure 5.2: A high quality green network

5.1 the challenge & vision

The Council's overriding aim is to build on the strengths of the area and establish the Elephant & Castle as a thriving and successful new town centre; a place where people will want to live, to work and to visit. The Council's vision is for the creation of a place that:

- supports a successful, vibrant and integrated mix of homes, shops, businesses and other uses and activities;
- has its own clear and positive identity, that builds on the strengths of the area and reflects its function as a major new destination in South Central London;
- contains a range of high quality recreation, entertainment and cultural facilities;
- is safe and free of crime and the fear of crime;
- supports centres of learning and training at all levels;
- gives priority to pedestrians rather than cars;
- has a high quality, accessible and integrated public transport system;
- has a high quality, attractive and successful public realm; streets and spaces that are well designed, safe to use and easy to understand;
- is clean and well-maintained;
- has an integrated network of high quality green spaces and green lanes that draws people into and through the area, encourages activity and improves the appearance of the area and the quality of life of the people in it;
- provides for the economic, cultural, social and other needs of a diverse mix of residents;
- provides a balanced and integrated mix of residential accommodation, across the full range of private as well as social, key worker and other affordable housing;
- has easy access to a diverse range of high quality local facilities and services;
- provides for the employment and training needs of the existing residents.
- contains new and refurbished buildings that are well designed, flexible and energy- efficient.

5.2 objectives for action

It is recognised, however, that if the Elephant and Castle is to realise the above and transform itself into a successful and sustainable new town centre the regeneration initiative will need to:

- attract significant levels of new investment;
- promote radical change to generate a distinct new identity and sense of place;
- provide a wide mix of new, commercially viable activities, uses and functions commensurate with its projected role and function;.
- provide a range of new facilities/ initiatives to meet the social, cultural, sport, recreation and training needs of an existing and new population;
- offer new education facilities in order to transform the curriculum, the range of extended learning opportunities and pathways to work, training and further and higher education;
- improve the existing outmoded housing stock and increase the supply and range of new housing;
- provide a significant increase and a diverse range of jobs which provide opportunities for the existing residents of the area;
- replace a fragmented, inflexible and poor quality built form with a more rational, cohesive and complementary pattern of built development, combining mixed-use building blocks arranged around a network of high quality new streets and spaces;
- create a safe and welcoming network of pedestrian orientated streets and spaces that link key destinations and districts;
- shift the emphasis from the car to the pedestrian, reorganise the highway network, reduce the adverse impact of the car on the environment and increase pedestrian/ cyclist comfort and safety ;
- promote travel by public transport and hence provide an improved level of interchange between bus, rail, tube and the proposed Tram which is safe, convenient and easy to use;
- establish a high quality green network comprising new and improved spaces, parks, greenways, rooftop gardens and street trees;
- address the environmental and social consequences of introducing new commercial and residential development.

To respond to these challenges the Council has devised a development strategy for the core area of opportunity. The key structuring elements of this strategy are presented in the following pages.

Figure 5.3: A successful and integrated mix of uses

Figure 5.4: An integrated public transport system

the strategic development concept

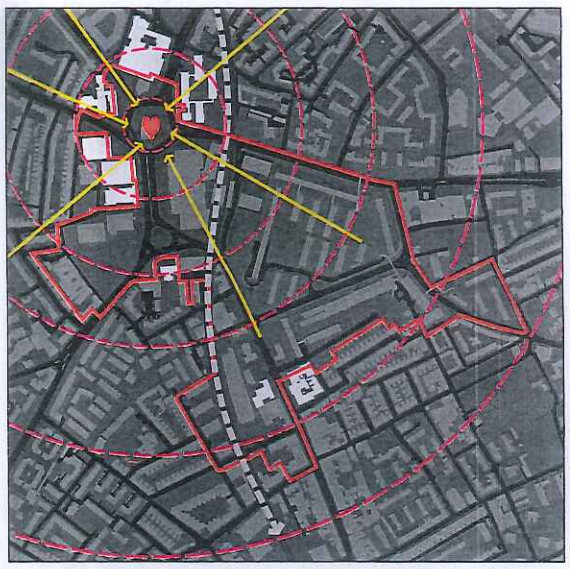


Figure 5.5: Re-establish the focus for the Elephant & Castle

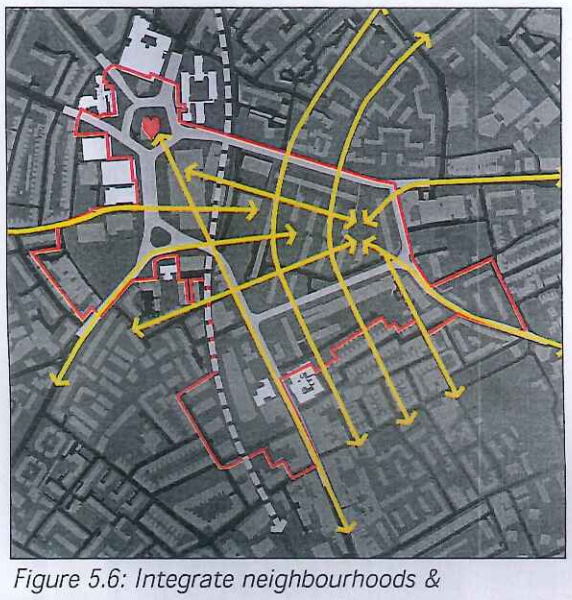


Figure 5.6: Integrate neighbourhoods & destinations

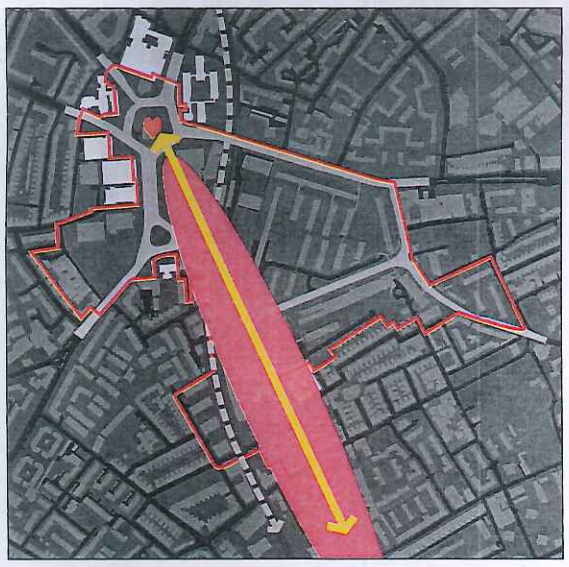


Figure 5.7: Re-connect the Walworth Road to the new focus

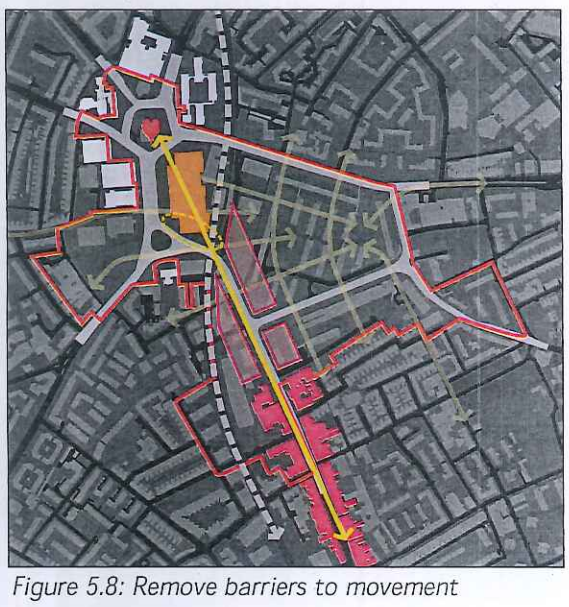


Figure 5.8: Remove barriers to movement

5.3 development concept

The development and regeneration concept stemming from the Council's vision and strategic objectives sets the local agenda for change and establishes the main elements of proposed urban re-configuration. The concept is set out as fifteen strategic development themes, with each of their key implications summarised below. Where these themes have significant spatial consequences these are illustrated on the accompanying diagrams.

1. Re-establish the focus for the Elephant & Castle (Figure 5.5)

- The creation of a new identity for the Elephant & Castle as the capital of London South Central
- The establishment of a new high quality public or civic space, which is highly visible, that terminates all of the major radial routes that converge on the area.
- The location for a concentration of new uses and facilities

2. Integrate neighbourhoods & destinations (Figure 5.6)

- The establishment of a legible hierarchy of streets and connections.
- The creation of a network of efficient, high quality radial pedestrian routes connecting the core into the wider area.
- The creation of a fine grained network of safe pedestrian and cycle routes into and through the area, integrating key local facilities, destinations and neighbourhoods.
- The provision of new east-west and north-south links into and across the core opportunity area, that pick up on key pedestrian desire lines and connect existing and new neighbourhoods.
- The integration of links and connections into a wider 'green lanes' network.
- The promotion of accessibility throughout the day and night creating a 24 hour town centre, ensuring routes are open, well-lit and feel safe.

3. Re-connect the Walworth Road to the new focus (Figure 5.7)

- The reinforcement of the Walworth Road as the linear, '*high street*' centre for the whole community, existing and new.
- The direct extension of the Walworth Road northwards that will provide a direct and clear connection between the existing neighbourhood focus of the Walworth Road to the south and the new heart of Elephant & Castle.
- The provision of a clear, direct link between Walworth Road and the new transport interchange facilities and the railway station.

4. Remove barriers to movement (Figure 5.8)

- The creation of a direct link between the existing Walworth Road, through the railway viaduct to the new heart of the Elephant & Castle.
- The provision of other key east-west movements through the regeneration area, at present hindered by the railway viaduct.
- The creation of a less traffic dominated public realm within the regeneration area that will aid pedestrian and other non-car movements and provide a pedestrian dominated place.

5. **Reinforce the Walworth Road as the retail/commercial/leisure spine for the area (Figure 5.9)**

- The creation of new, but complementary retail functions along the extended Walworth Road.
- The provision of new active ground floor frontages along the extended Walworth Road to provide overlooking and new activity on the street.
- The creation of a balanced neighbourhood through the introduction of other uses within the retail area such as residential, leisure/ commercial uses, cultural/ community uses, evening or 24 hour uses, where appropriate.
- The provision of flexible/ adaptable building forms which are capable of change over time.

6. **Reduce the impact of the car and improve the pedestrian environment (Figure 5.10)**

- The re-routing of traffic to the periphery and the managed reduction of traffic within the core.
- The re-allocation of road space within the strategic road network for pedestrians, cyclists and public transport.
- Environmental enhancement of streetscape.
- The removal of subways and introduction of at-grade crossings to reflect pedestrian desire lines.
- The management of traffic in the wider network and within the Framework area to prevent rat-running of cars and improve quality of life for residents and pedestrians.
- The removal of car traffic from the top of Walworth Road between the junction of Heygate Street to the southern roundabout and from the southern roundabout link between Elephant & Castle Road and New Kent Road.
- The removal of car traffic from London Road.
- The provision of high quality pedestrian environment within the core which is largely traffic free.

7. **Improving provision for buses (Figure 5.11)**

- The introduction of new bus stops and stands around the development to ensure ease of pedestrian access to and from all facilities and other modes of public transport.
- The provision of clear and legible connections to all modes of transport and other facilities.
- The provision of a high quality public realm around bus stops, allowing people to feel comfortable and safe while waiting.
- The introduction of a bus priority link through the heart of the area.

8. **Establish a new high quality public transport hub (Figure 5.12)**

- The bringing of public transport modes closer together.
- Provision of high quality pedestrian access to and between each public transport mode.
- The provision of a new improved pedestrian connection between the Bakerloo and Northern lines.
- The provision of a new improved entrance to the Bakerloo line.
- The provision of improved Thameslink station and new north and south escalator access and lift access to the Thameslink platforms.
- The removal of poor quality subways and the provision of high quality pedestrian only links between each public transport mode.
- The incorporation of the proposed London Tram.
- The designation of London Road as public transport, cycle and pedestrian only link.
- The provision of taxi stands at the heart of the development.

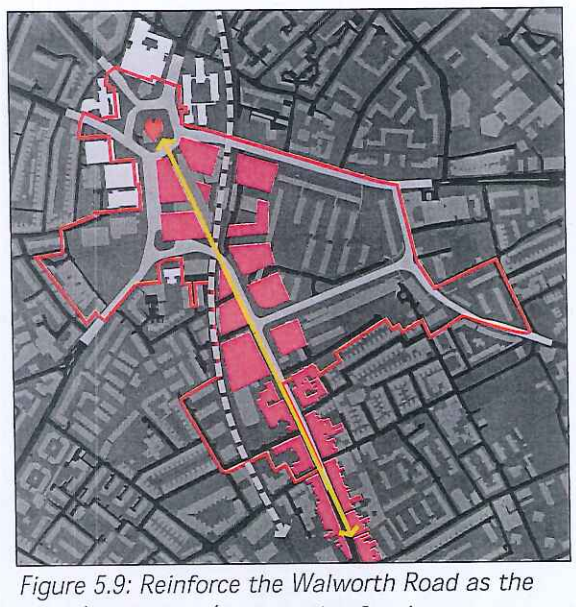


Figure 5.9: Reinforce the Walworth Road as the retail/commercial/leisure spine for the area

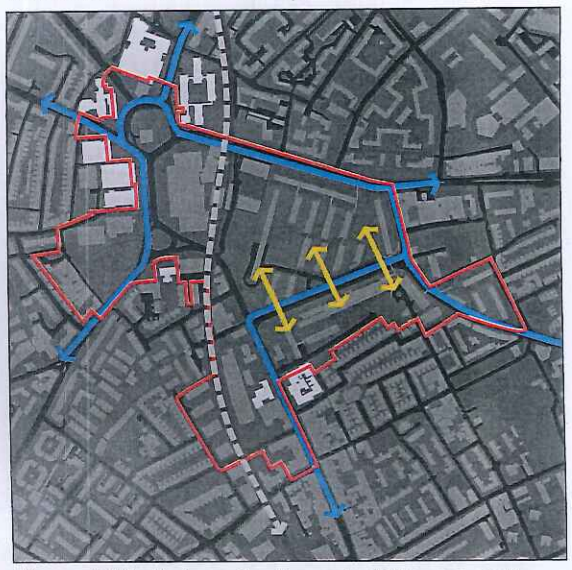


Figure 5.10: Reduce the impact of the car and improve the pedestrian environment

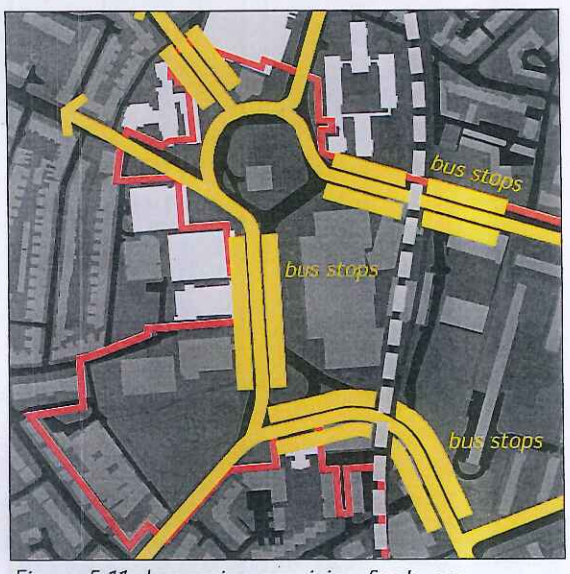


Figure 5.11: Improving provision for buses

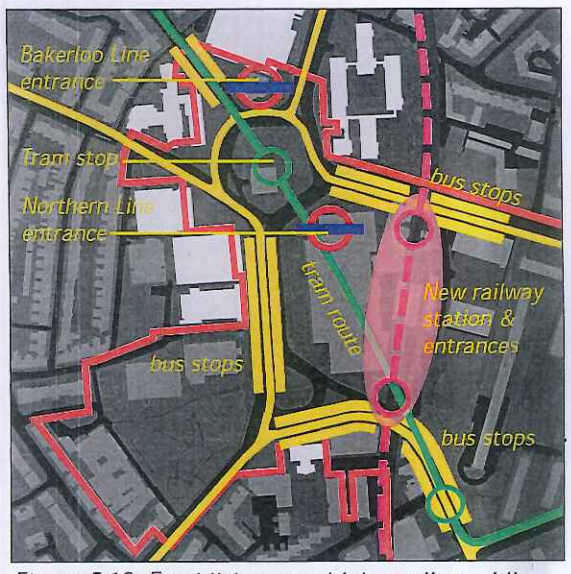


Figure 5.12: Establish a new high quality public transport hub

Figure 5.13: Establish and reinforce character

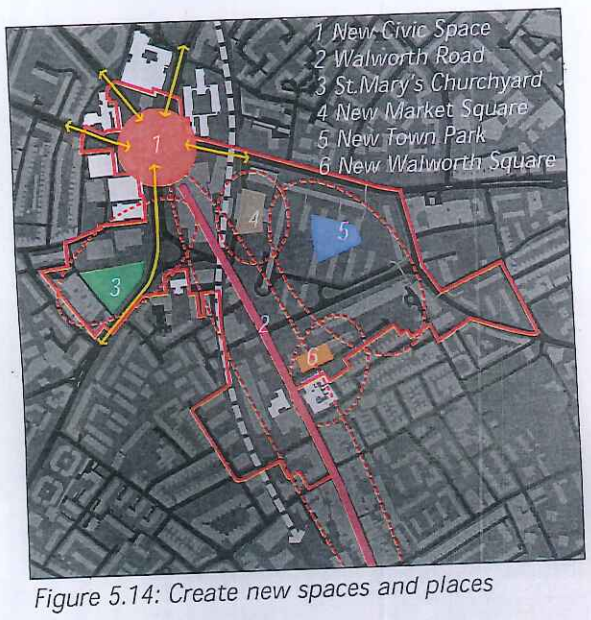


Figure 5.14: Create new spaces and places

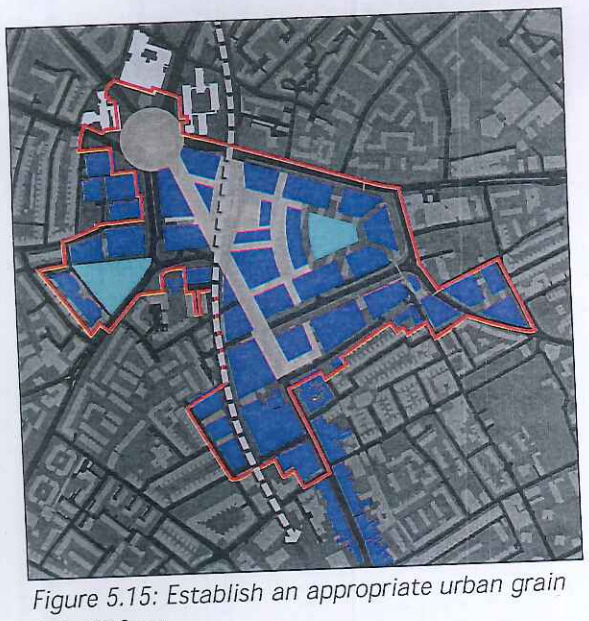


Figure 5.15: Establish an appropriate urban grain & built form

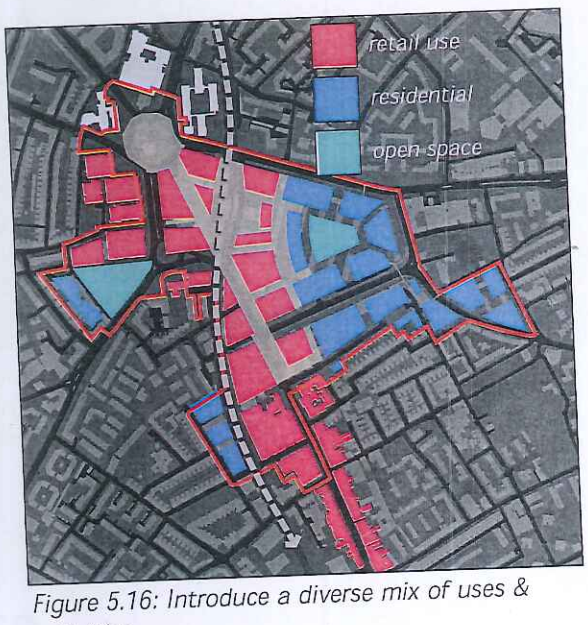


Figure 5.16: Introduce a diverse mix of uses & activities

9. **Establish and reinforce character (Figure 5.13)**

- The establishment of a variety of different areas of character, ambience, function and scale.
- The introduction of measures to reinforce the function and identity of existing areas.
- The continued protection and enhancement of the areas of special townscape quality and character.
- The retention and continued protection of buildings making a positive contribution to townscape character, quality and setting.
- The introduction of measures to improve the quality of the environment.

10. **Create and improve spaces & places (Figure 5.14)**

- The identification of a series of new public spaces and places at key focal points within the area.
- The upgrading of existing public parks and squares.
- The integration of all existing and new spaces and places into a network of pedestrian orientated streets and circuits giving choice to the pedestrian.
- The environmental enhancement/ greening of the public realm.

11. **Establish an appropriate urban grain & built form (Figure 5.15)**

- The development of a distinct and high quality built environment that reinforces the identity and function of each distinct part of the development.
- The incorporation of landmark buildings that will define the new identity of Elephant & Castle.
- The establishment of a pattern of built development, that is easy to use and understand, and is clearly defined by a network of streets, squares and other routes and spaces.
- The delivery of a density and scale of development appropriate to its city centre location.

12. **Introduce a diverse mix of uses & activities (Figure 5.16)**

- The creation of a number of distinctive new urban Quarters/ Districts supporting a diverse range of commercial, retail, residential, leisure, civic, social and education functions.
- Encouraging the development of adaptable and flexible mixed use buildings where appropriate.
- The integration of active uses at street level along all main frontages and open spaces on pedestrian routes.

13. Green the urban area (Figure 5.17)

- The establishment of a clear hierarchy of useable open space.
- The provision of improved levels of access to useable greenspace.
- The upgrading and improvement of existing open space in terms quality, safety, access and levels of facility provision.
- The creation of a wide range of new informal and formal open spaces and places.
- The establishment of a network of integrated and connected routes and green lanes within and around the Framework area.
- Enhance the quality of the townscape and the public realm through the incorporation of high quality hard and soft landscaping and new street trees.

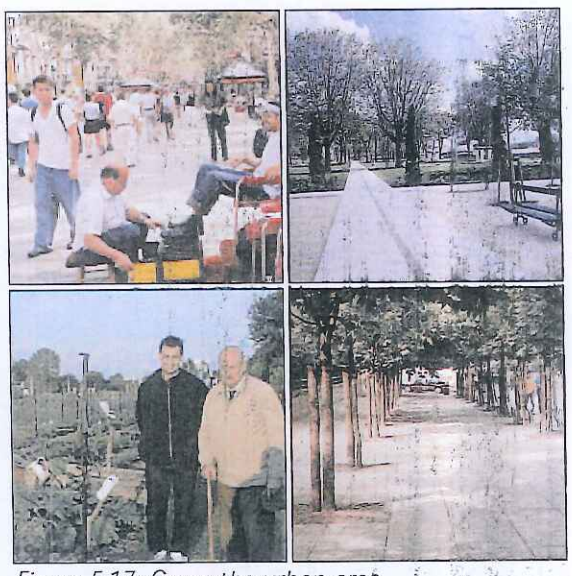


Figure 5.17: Green the urban area

14. Secure environmentally sustainable development (Figure 5.18)

- Reduce the excessive consumption of resources.
- Increase the quantity of waste recycled and reduce the quantity of waste disposal to landfill.
- Alleviate harmful pollution effects.
- Improve the ecological as well as the amenity value of open spaces and the public realm.
- Use alternative sources of energy and water.
- Develop alternative strategies for the delivery of energy and environmental services.
- Improve communication through IT and reduce the need to travel particularly by car.

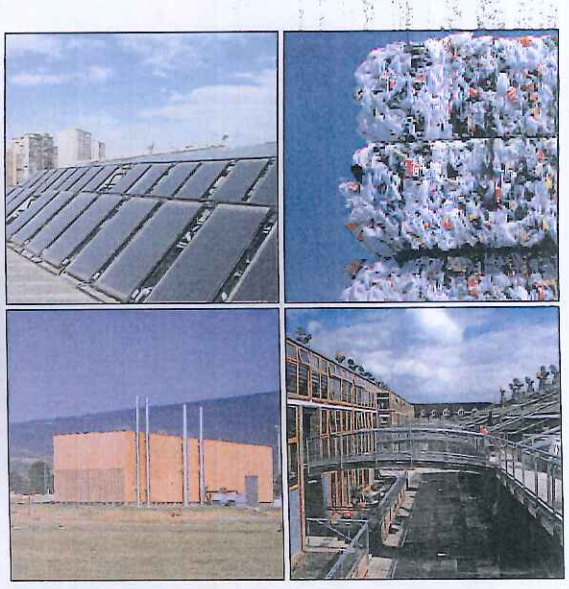


Figure 5.18: Secure environmentally sustainable development

15. Provide opportunities for all (Figure 5.19)

- Support other measures and initiatives i.e. SRB.
- The provision of excellent education and life-long learning facilities.
- The provision of high quality social, recreation and leisure facilities.
- The provision of excellent health facilities.
- The provision of support to existing local business.
- The introduction of measures to tackle crime and improve environmental safety.
- The introduction of improved and affordable childcare facilities.
- Improved links with South Bank University and other local education facilities.
- The provision of appropriate business support aimed at providing advice in the stages of education, training and to access different employment markets.

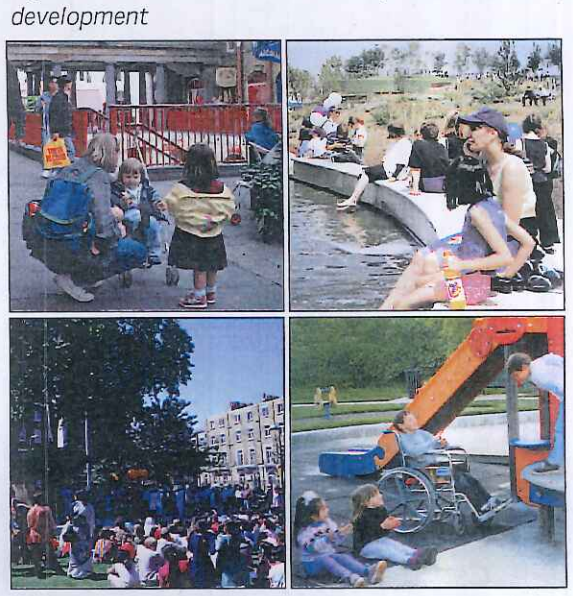


Figure 5.19: Provide opportunities for all

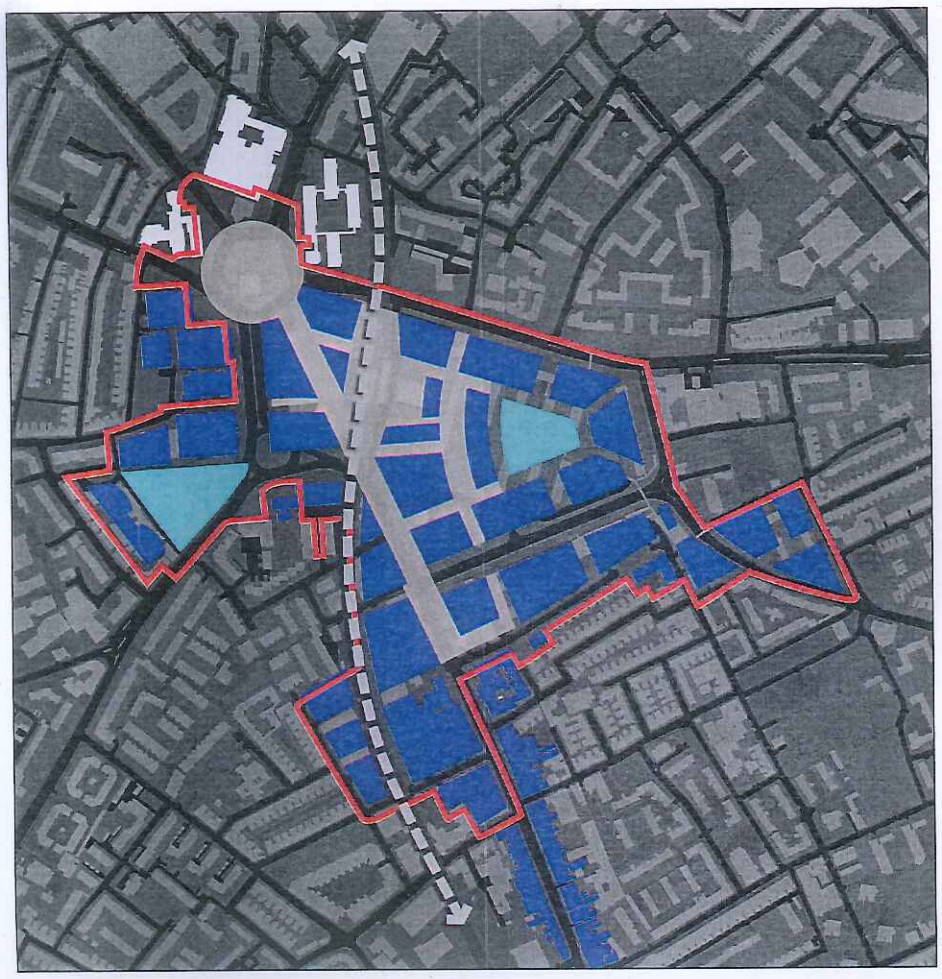


Figure 5.20: Urban design concept : core area

Figure 5.21: Urban design concept : early housing sites and key development sites

- *Early Housing Sites*
- *Sites requiring further investigation*
- *Comprehensive Heygate Estate renewal*
- *Private Sites with affordable housing percentage*

5.4 Relationship between the Core and Periphery

The development concept and the 15 strategic themes apply to the whole Framework area, but inevitably most of the issues to be resolved and development responses are concentrated in the core. The process of development must, however, ensure that the benefits of regeneration accrue in a substantial and equitable way to the periphery of the Framework area.

It is also critical, if the overall regeneration strategy is to succeed, that development opportunities in the periphery are seized from the outset, both to bring early benefits to existing residents and to ensure that the opportunity sites in the core are vacated for redevelopment.

The analytical work leading to the production of this Framework has identified a number of sites with the physical capacity to contain new residential development in locations where such development would bring with it other environmental improvements, and which would contribute to the overall development concept. These have the capacity to accommodate the majority of the existing residents on the Heygate Estate who wish to remain in the Elephant & Castle area.

These opportunities are located in four new regeneration clusters: (Figure 5.21)

- Harper Road.
- St. Mary's Churchyard.
- Rodney Road.
- South Newington.

The development of these sites forms a key component of the regeneration of these localities. As well as providing for new private/ affordable housing, it is proposed to introduce environmental improvement works that will bring benefits which may include:

- Improvements to the public realm both in terms of a consistent and high visual quality but also in terms of safety and security.
- Improvements to pedestrian and cyclist movement and activity through these areas.
- New and improved facility provision.
- Improvements to the management of traffic through the area.
- The greening of the urban area.
- Improvements to play/recreation facilities within designated open space.
- Management and maintenance.
- Delivery and implementation.

It is proposed that the formulation of proposals in respect of each regeneration cluster will be developed in consultation with existing residents of each area.

Funding for the initiative will be derived from sources including SRB, land receipts, the LDA and Section 106 contributions (Section 7).

framework policies & principles

6.1 introduction

The introduction to this document outlined the planning policy framework that will guide and shape redevelopment at the Elephant & Castle.

At the Borough level this will comprise:

- The Unitary Development Plan
- Area specific Supplementary Planning Guidance (SPG)

As already outlined it is envisaged that the area specific SPG will comprise a development framework made up of three parts:

- Part one: Strategic or area-wide development framework plans, policies and principles.
- Part two: Site and area specific development briefs and design guidance.
- Part three: A framework for implementation and delivery.

This section is concerned with part one of the SPG. It introduces the strategic policy objective and specific policies that will be used to guide and inform all new development within the regeneration area (core and periphery). It comprises a series of six area-wide development framework plans that provide guidance in relation to:

- Land use mix.
- Movement and circulation.
- Public transport.
- Parking and servicing.
- Public realm: open spaces & places.
- Building placement, height and massing.

Each framework plan establishes the Council's strategic proposals in relation to the structure, form and setting out of new development on key sites within the regeneration area. The plans are supported by a set of subject specific policies and proposals.

These policies and proposals have been derived in response to the particular needs and demands of the area. They support and build upon the existing and emerging policy context provided by the draft London Plan, the adopted Unitary Development Plan and the draft Southwark Plan. They articulate, as policies and proposals, the Council's vision, objectives and development concept set out in section 5.

In advancing specific development proposals on key sites within the Framework, developers will be expected to take on board the policies and principles contained within this part one document and demonstrate how they propose to help deliver the Council's long term aspiration for comprehensive regeneration and renewal.

It is envisaged that this part one document will be supplemented and supported in due course by area/ site specific design guidance that will take the form of development briefs/ guidance that will expand upon the design treatment of each element of the Framework (see Figure 6.2).

Based on the Council's understanding of the area and its own aspirations in terms of redevelopment it is currently anticipated that nine site/ area specific development briefs will be produced in the period to September 2003 (Figure 6.1).

For each site or area it is envisaged that more detailed guidance will be produced in relation to:

- Land use distribution and mix.
- Townscape.
- Built form (horizontal and vertical requirements).
- Landscape, open space and treatment of the public realm.
- Design quality and character.
- Energy conservation and resource consumption.
- Parking and servicing.

In addition and as part of the delivery and implementation process it is envisaged that landscape and public realm guidance will be produced for the regeneration area (core and periphery). This guidance will address issues including:

- The management of traffic through the area.
- Movement by pedestrian and cyclist.
- Security and safety.
- Environmental enhancement.
- Greening the urban environment.
- The removal and rationalisation of street clutter.
- The establishment of a consistent approach to the treatment of the public realm in terms of use of materials, street furniture, lighting and planting.
- Public art.
- The establishment of new and the enhancement of existing open spaces and places.
- The provision of facilities for play within designated open space.
- Funding and implementation.
- Management and maintenance.

The third and final part of the Development Framework is concerned with issues of implementation and delivery. Section 7 of this document introduces the key principles in relation to securing the implementation of the project in terms of:

- Consultation and involvement
- Securing a development partner or partners
- Relocating Heygate residents
- Use of compulsory powers
- The planning process
- Development related requirements
- Securing the requirements
- Managing the process
- Timescales and phasing

It is envisaged that this part of the framework will be evolved and developed over time, in consultation with key stakeholders, partners in the project and as more detailed work is undertaken as part of the planning process.

Figure 6.1: Extent of the area specific guidance and the area based improvement strategies (refer to Figure 6.2)

Part 1 : SPG: A framework for development: Strategic Policies & Principles

Development framework plans

Function: A set of six plans that establish the strategic principles in relation to the overall structure, form and setting out of key redevelopment sites.

Status: Mandatory guidance.

Policies & principles

Function: A set of policies and principles and supporting statements that expand upon and explain the context and workings of the development framework plans.

Status: Mandatory guidance.

Part 2 : SPG: Area Specific Design Guidance

Design guidance/ area based improvement strategies

Function: Development brief/area based improvement strategies that will provide detailed guidance in relation to use, urban design, built form, character, the treatment of the public realm, design quality, energy conservation, parking and servicing.

Status: Mandatory guidance, and illustrative advice

Public realm design guidance

Function: Area wide strategy that will set out the Council's proposals in relation to the enhancement of the public realm (core and periphery).

Status: Mandatory guidance, and illustrative advice

Part 3 : SPG: A framework for implementation & delivery

A framework for implementation & delivery

Function: A set of policies that will set out the Council's implementation requirements.

Status: Mandatory guidance.

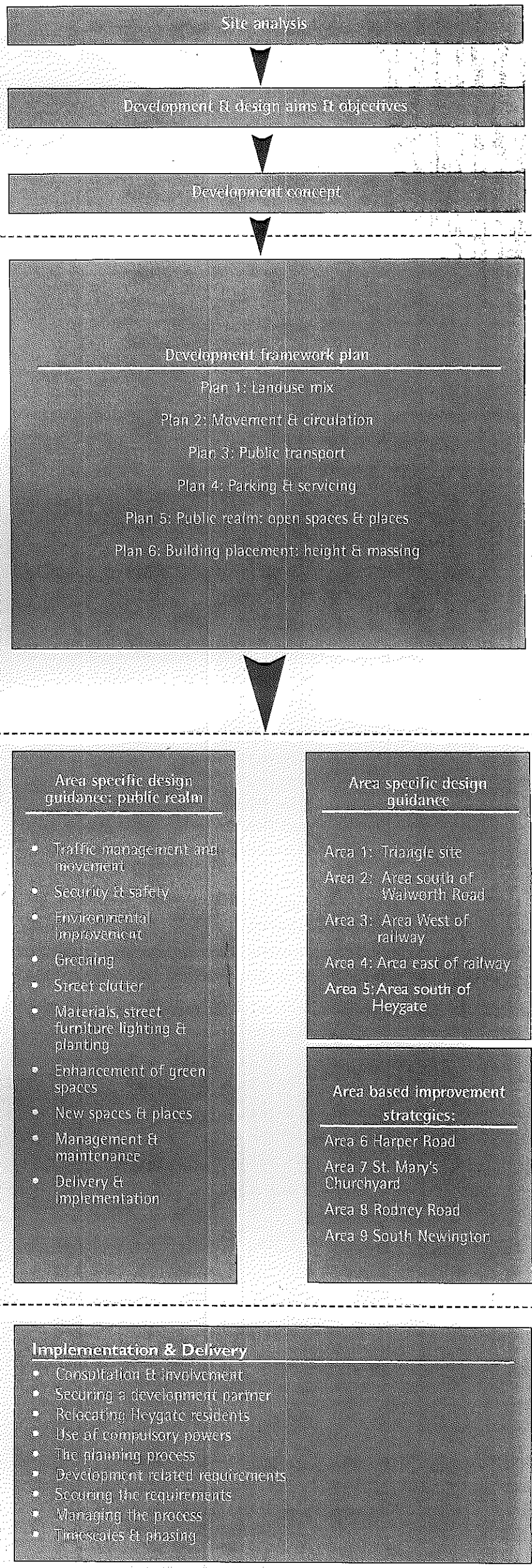


Figure 6.2: The Framework for development

6.2 land use mix

Key land use principles

- Principle one: To establish a high quality, vibrant and successful mixed use destination.
- Principle two: To provide a balanced and integrated mix of residential accommodation across the full range of private, social, key worker and other affordable housing.
- Principle three: To provide a significant increase in the number and diversity of new job opportunities.
- Principle four: To transform the curriculum, increase the range of extended learning opportunities and pathways to work, through the provision of new/ targeted training and further and higher education facilities.
- Principle five: To provide an appropriate range and mix of facilities/ initiatives to meet the cultural, social, sport, recreation, health and training needs of an existing and new population.

In pursuit of these principles the Council will require :

Policy 1.1: The introduction of a vibrant, diverse mix of new uses and activities.

Policy 1.1R/L: Retail/ Leisure

Work undertaken by Roger Tym & Partners as part of a Borough-wide retail capacity study has demonstrated that there is considerable leakage of comparison expenditure from the local catchment area to the West End and other nearby centres. If allowed to continue it is considered that this outflow of expenditure will erode the vitality and viability of the Borough's existing centres, leading to a downward spiral of decline.

In order to redress this problem and create a more sustainable pattern of shopping RTP have concluded that some 96,000sq metres gross of comparison goods retail will be required in the Borough over the UDP plan period. They have also indicated that such retail will need to be of a type and quality that will boost the overall attractiveness of the Borough as a retail destination.

The Elephant & Castle as a result of its central location, accessibility by public transport and proximity to a large residential population is considered to be well placed to take advantage of this untapped potential.

In view of this situation the Council has, as part of this Framework process, explored a number of alternative options in terms of how new retail/ leisure could be accommodated within any new development at the Elephant & Castle. In considering the various options the Council has been mindful of a number of factors, including:

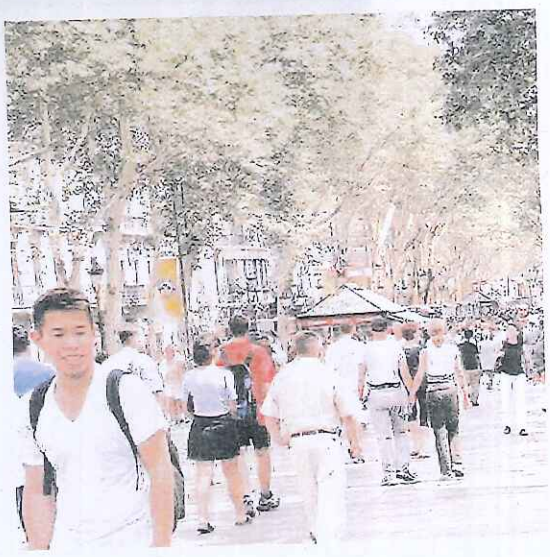
- The GLA's hierarchy of retail centres and Elephant and Castle's designated District Centre status.
- GLA/Tfl's objection to the location of large scale, car based retail at the Elephant and Castle.
- The Council's own objectives in relation to the retention and reinforcement of the Walworth Road as the focus for the area.
- The Framework objective to introduce new development that successfully integrates with and relates to the existing structure, character and grain of the area.

In the light of the above the Council has decided to adopt a linear High Street model to provide a new town centre focus for the area. In pursuit of this model it is proposed that the existing Walworth Road be extended through the arches of the railway viaduct into a new civic space focussed on the northern roundabout.

A group of large scale, mixed-use urban blocks will be introduced along the length of this new 'high street' extension. These buildings will provide the focus for new high quality town centre uses.

Activity and interest will be created through the horizontal differentiation of land uses within new flexible and adaptable buildings. The ground and first floor of each building shall, as a minimum, be reserved for active town centre functions such as retail/leisure/cultural uses that should contribute to the vitality of the street scene..

To the east of the railway viaduct a new Market Square is proposed. It is envisaged



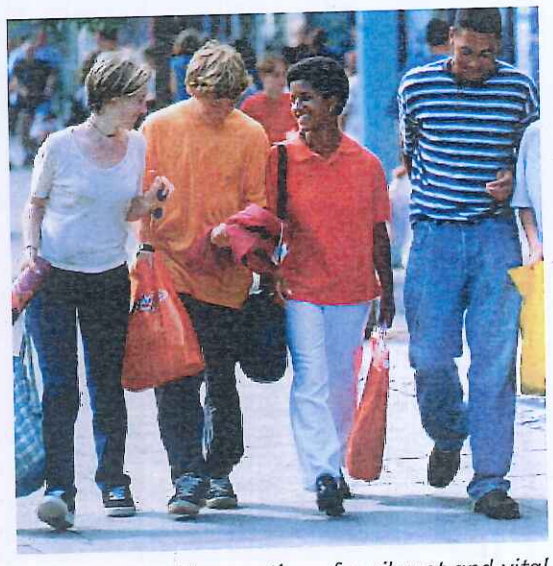


Figure 6.3: The creation of a vibrant and vital new destination

Figure 6.4: Development Framework Plan 1: Land Use

that this space, together with the railway arches themselves, will become the focus for more local and specialist retail activity, cafes, restaurants and an open market. It should become a destination in its own right, a meeting place in the heart of the town centre. It is also considered that the introduction of new commercial leisure uses such as a cinema would be appropriate in the vicinity of the new Market Square.

Further east it is envisaged that the development will become more residential in character. However, at ground and first floors new retail/ leisure/restaurant/cultural uses will be actively encouraged. These uses will be encouraged to spill out into the surrounding public realm in order to help animate and activate the street scene.

In terms of quantum of new retail/ leisure activity the Council considers that, based on the retail capacity work undertaken by RTP, the potential exists to introduce new mixed use retail/leisure activity up to a maximum of 75,000 sqm gross of town centre uses into the core area (63,500sqm gross of which will be new and 11,500sqm of which will replace existing retail as a result of the removal of the shopping centre (see Policy 1.2SC).

However, prior to making a decision in respect of the actual quantum of retail the Council will expect the developer/developers of the core area to undertake and submit a retail impact assessment as part of any planning application process.

Policy 1.1HA: Housing, Relocation of Heygate residents:

Heygate Estate occupies a key area within the core site. It is proposed that as part of the redevelopment process that the buildings will be demolished and the existing 1,206 dwellings will be re-provided on key sites around the Elephant & Castle.

As part of the framework process a number of alternative sites have been considered. This information was presented to the Executive on 11 February 2003. As a result a list of key sites and locations have been confirmed as having the potential to deliver new housing development (see Figure 6.4).

The majority of these sites are included within four new regeneration areas or clusters that have been identified as part of the Framework process (see Figure 6.4):

- Harper Road.
- St. Mary's churchyard.
- Rodney Road.
- South Newington.

It is anticipated that the new housing proposed within each of these areas or clusters will be brought forward in the context of area based improvement strategies, each of which will comprise a series of area specific environmental improvement projects and initiatives designed to tackle issues including:

- Safety and security
- Lighting
- Quality of the public/ private realm
- Quality of existing open space
- Provision of facilities
- Traffic management and car parking

It is anticipated that these strategies will be developed in consultation with local residents in the period to September 2003 and will be adopted within part two of the Framework SPG (see Figure 6.2)

In addition to defining the environmental improvement projects that will be brought forward in parallel with the implementation of the new housing development, each strategy will:

- Confirm the location and extent of each of the proposed housing sites.
- Contain building specific guidance that will address issues including design, density, house type, tenure mix, energy efficiency, standards in terms of Lifetime Homes, treatment of the public/ private realm, and car parking.

Policy 1.1HB: Housing, New housing within the core:

The draft plan sets a minimum target of 4,200 homes to be built within the regeneration area in the next 15 years. Of these it is anticipated the core area will deliver around 3,000 new units that will be accommodated within high quality apartment blocks of mixed size, type and tenure and as part of mixed use blocks.

Part two of the Framework SPG will provide more detail in respect of the integration and design of new housing within individual blocks that comprise the core (see Figure 6.2). This guidance will address issues including:

- Housing mix.
- Density.
- Provision of private/ public amenity space.
- Car parking.
- Energy and resource consumption.
- Character.
- Flexibility in use.

Policy 1.1HC, New housing within the periphery:

It is currently envisaged that a minimum of 1,200 new units will be accommodated within the periphery of the Framework area. Of this total it is anticipated that some 726 new units will house tenants relocated from the existing Heygate Estate. These units will be accommodated on the early housing sites identified by the executive on 11 February 2003 (Figure 6.4).

Further units will be accommodated on key redevelopment sites that will include Castle House and the triangle site, situated at the junction of Newington Causeway and Borough Road.

Part 2 of the Framework SPG will provide area specific development briefs for each of the key redevelopment sites and areas (Figure 6.2).

Policy 1.1 HD, Provision of affordable housing:

Of the housing contained within the regeneration area over two-thirds of the total is social rented (Council/RSL). The Council considers that as part of the regeneration process it will be essential to promote a more balanced tenure mix for the area.

To achieve this objective the Council propose, in the first instance to ensure the re-provision of 1,206 new affordable units to replace those lost by Heygate Estate.

The early housing sites will provide a predominance of affordable housing (70:30). All other housing developments within both the core and the periphery will support a higher level of sale subject to:

- a minimum of 15% of the total on site provision as social rented
- a minimum of 5% of the total on site provision as intermediate (key worker/ shared equity housing)

Based on a total provision of 4200 units it is anticipated that the application of this policy will deliver a minimum of 1206 units or 28.7% of social rented accommodation and 160 units of intermediate housing across the area.

This reduced level of provision is considered appropriate for the Elephant & Castle in view of the current housing mix and the Council's wider regeneration objectives.

The implementation of this policy will generate an increased land value and hence there will be an expectation that such an increase in value shall be used to help fund the wider regeneration benefits identified as part of the Framework i.e. the funding of the environmental improvement works associated with the four area based improvement strategies. (Policy 1.1HA)

Policy 1.1E: Education, employment and life long learning. Improving the skills base of the local population, new job creation and removing the barriers to employment forms a key part of the regeneration strategy for the area.

The developers of sites within the core and the periphery will be expected to deliver, contribute towards and participate in initiatives aimed at improving the local education and employment potential of the area.

Such initiatives will be defined and prioritised as part of any Planning Application/ Environmental Impact process. However the work undertaken to date suggests the following as being appropriate:

- The provision of new short term managed workspace for new starts and small businesses.

- A concentration of new and well-designed small business activity in the Walworth Road area.
- The development of a combined teaching and small business workshop facility.
- The provision of improved school facilities.
- The provision of tailored training and information to support existing and new businesses.
- The provision of affordable childcare, nursery provision and after school clubs.
- Local construction agreements.
- Links to and increased funding of existing programmes and initiatives aimed preparing local people for employment and lifelong learning opportunities.

In consultation with bodies including the LDA, the London Skills Commission and the Social Exclusion Unit the Council proposes to evolve a series of development related employment/ training/ enterprise initiatives that will form part of the implementation framework for the area.

It is envisaged that private sector match funding in relation to the delivery of appropriate employment/ training initiatives will be obtained via contributions through Section 106 agreements attached to any planning permissions granted within the regeneration area (core and periphery).

The benefits sought will be assessed at the appropriate time in relation to the development proposals put forward (see section 7).

Policy 1.1S/C: Social, community, health.

The new development will introduce significant numbers of new people into the area. This increase in population will generate increased demand for new and improved social, community and leisure facilities and services.

As part of the redevelopment process the Council will seek to secure social and community benefits which may include:

- The construction of a new replacement leisure centre.
- The construction of a new healthy living centre.
- The construction of a new library
- Support for new school places and education facilities, including the construction of a new urban school.
- Funding for community safety initiatives/ projects as a result of the new development.

The precise level/ type of benefits that will be sought from developers will be related to the needs and demands generated by any redevelopment scheme and, as required by Circular 1/97, the viability of providing them.

The benefits sought will be assessed at the appropriate time in relation to the development proposals put forward (see section 7).

Policy 1.1C: Cultural

The Council consider that considerable scope exists to enhance the level of cultural facility provision in the area.

As part of the redevelopment process the Council will encourage the establishment of:

- A new performance space.
- A theatre.
- Faraday Museum within the Town Hall on Walworth Road.
- A new arts/cultural facility of international significance

It is anticipated that funding of these facilities will be derived from Section 106 contributions, attached to any planning permissions granted within the regeneration area and through contributions from sources including SRB, LDA, land sales and lottery funding (see section 7).

Policy 1.1E: Employment

The Draft London Plan makes provision for a minimum of 4,200 new jobs. As part of the redevelopment the Council will seek to maximise the potential for new job creation within the Framework area.

In addition to the jobs that will be generated as a result of the proposed mixed use retail/ leisure area the Council proposes:

- The designation of a mixed use employment spine adjacent to the railway line.

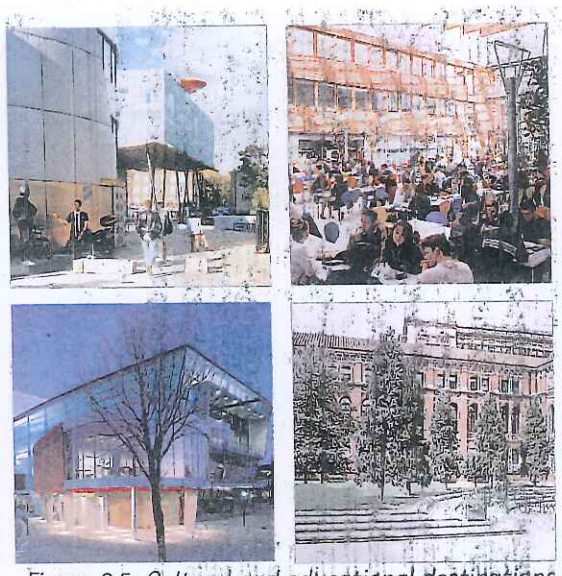


Figure 6.5: Cultural and educational destinations

Figure 6.6: New Housing

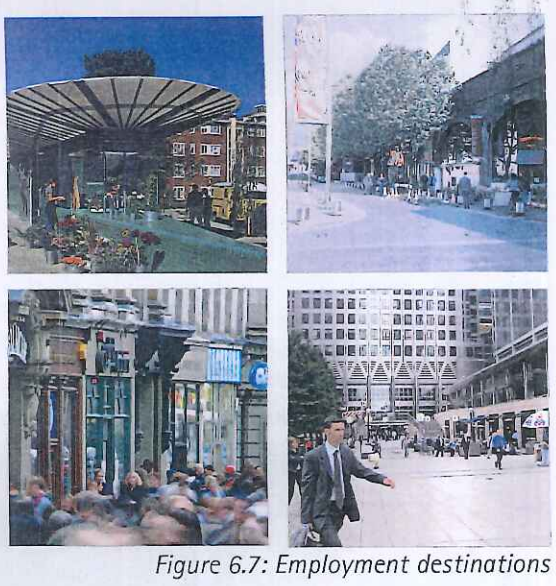


Figure 6.7: Employment destinations

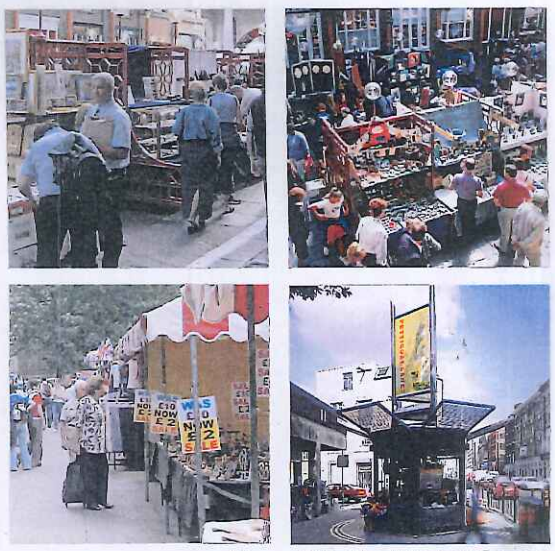


Figure 6.8: The Market Square

framework policies & principles

Within this zone the Council will encourage the establishment of new, low cost space suitable for small/ start up business activity.

- The promotion of mixed use employment activity within disused railway arches.
- The promotion of the new town centre as a location suitable for high quality office functions.
- The forging of new and improved links between the education and business sectors and the introduction of new specialist employment activity, related to the education/ training offered by the higher education sector i.e. fashion, printing, environmental technologies.
- The introduction of new flexible live-work accommodation as part of any new housing development.

Policy 1.1ED: Education

- Protection and enhancement of existing education facilities.
- The promotion of improved links between education and business.
- New and improved school facilities.

Policy 1.2: The protection and enhancement of existing uses and activities.

Policy 1.2W: The Walworth Road

The Walworth Road and East Street Market have an important role to play in the future of the area. As part of the redevelopment process the Council will:

- Protect and enhance existing mixed use frontages.
- Promote the diversification of uses and functions i.e. introduction of new housing, student housing, employment related uses.
- Encourage the redevelopment of key sites to provide improved retail facilities, new open space, new residential/ commercial uses in the upper floors and improved parking and servicing.
- Introduce measures to enhance the operation and functioning of East Street Market.
- Introduce measures to improve the quality of the pedestrian environment.
- Promote the area around the Old Town Hall as an area suitable for the location of new leisure/ cultural uses such as the Faraday Museum, a new leisure centre, a new library and a new Healthy Living Centre.

Policy 1.2SC: The existing shopping centre.

The existing shopping centre supports a number of existing businesses and local employment . As part of the redevelopment proposals the Council will want to explore ways in which this level of employment can be retained within the local area through measures which might include:

- The transfer of existing jobs into new businesses created as part of the new town centre.
- The provision of information support and tailored training to allow existing businesses and employees to take advantage of new business activity.
- The transfer of businesses into new accommodation as part of the new extended Walworth Road and/ or the transfer of existing businesses into underused/ vacant accommodation within the Walworth Road

Policy 1.2Emp: Existing employment activity.

The areas situated between the Walworth Road and the railway viaduct are currently identified within the UDP as strategic employment sites. As part of this Framework these areas have a key role to play in reinforcing the reconnection of Walworth Road to the core. It is anticipated, therefore, that part of these sites, i.e. those fronting Walwoth Road will be redeveloped for a mix of uses (Policy 1.1R/L).

The sites currently support existing employment activity and hence the Council will expect redevelopment proposals advanced on these sites to retain as much of the existing employment activity as is possible and to advance mixed use proposals that contain new high density employment generating activity. In addition developers of these sites will be expected to contribute to training initiatives identified as part of the Framework (section 7).

Policy 1.3: The horizontal and vertical subdivision of uses within individual buildings and plots with uses at ground floor providing activity and animation visible from the street.

Policy 1.3A: For all new buildings to contribute to the interest and vitality of the street through the activation and animation of their frontages.

Policy 1.3B: Entrances to upper floor uses to be accessed directly from the street.

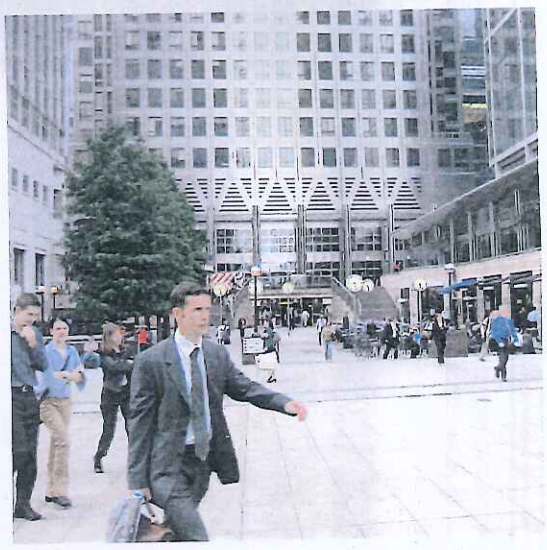


Figure 6.9: the introduction of a variety of significant new uses

6.3 Movement & Circulation

The redevelopment proposals provide an opportunity to implement a comprehensive and integrated transport strategy for the area, which fully embraces the principles of sustainable development, in terms of:

Principle 1: Reducing the impact of the car on the environment of the regeneration area.
Principle 2: Giving priority to the pedestrian over ease of traffic movement.
Principle 3: Promoting high quality and accessible public transport facilities.
Principle 4: Promoting walking and cycling as the main method of intra area movement.
Principle 5: Accommodating the needs of disabled people as pedestrians, public transport users and motorists.
Principle 6: Minimising car parking.
Principle 7: Minimising deliveries and servicing.

Figures 6.9 to 6.11identify the Council's strategic proposals in relation to circulation and movement within the core area in terms of:

- The reorientation of the strategic highway network in the vicinity of the core area.
- Strategic route hierarchy.
- Junction that will require improvement.
- Movement by pedestrian into and through the core area.
- Movement by cyclist into and through the core area.

In pursuit of the proposed transport strategy and in the context of the principles outlined above the Framework proposes:

Policy 2.1: Measures/ initiatives will be introduced to reduce traffic and congestion.

Elephant & Castle serves as a major nodal point for inter Borough movements. The strategic roads that pass into and through the area carry large volumes of traffic. The impact on the environment of Elephant & Castle is significant in terms of creating problems of severance, noise, congestion, pollution and safety.

The redevelopment proposals provide the opportunity to alter the existing strategic highway network and address the environmental problems associated with the high volumes of traffic using these roads.

As part of the process of preparing the Framework the Council has considered a number of alternative road layout options. Based on a rigorous assessment of pedestrian movement patterns within the area the Council proposes (Figure 6.9):

- The closure of Walworth Road between Heygate Street and the Southern roundabout to general car traffic.
- The removal of the southern roundabout.
- The closure of part of the northern roundabout connecting New Kent Road and the Elephant & Castle Road.
- The closure of London Road to general car traffic.
- The diversion of through traffic onto alternative routes away from the centre of Elephant & Castle.
- The downgrading of Heygate Street and the introduction of measures to increase pedestrian priority and comfort (Policy 2.1A).
- The eventual downgrading of Elephant & Castle Road, New Kent Road and the northern roundabout and the introduction of measures to increase pedestrian priority and comfort (Policy 2.1A).
- The introduction of a comprehensive traffic management strategy in relation to the local road network to control rat running and improve the quality of the environment.

The principles in relation to these proposals have been discussed with Tfl and the GLA. It is proposed that, in the period to September 2003, these proposals will be subject to more detailed testing and refinement.

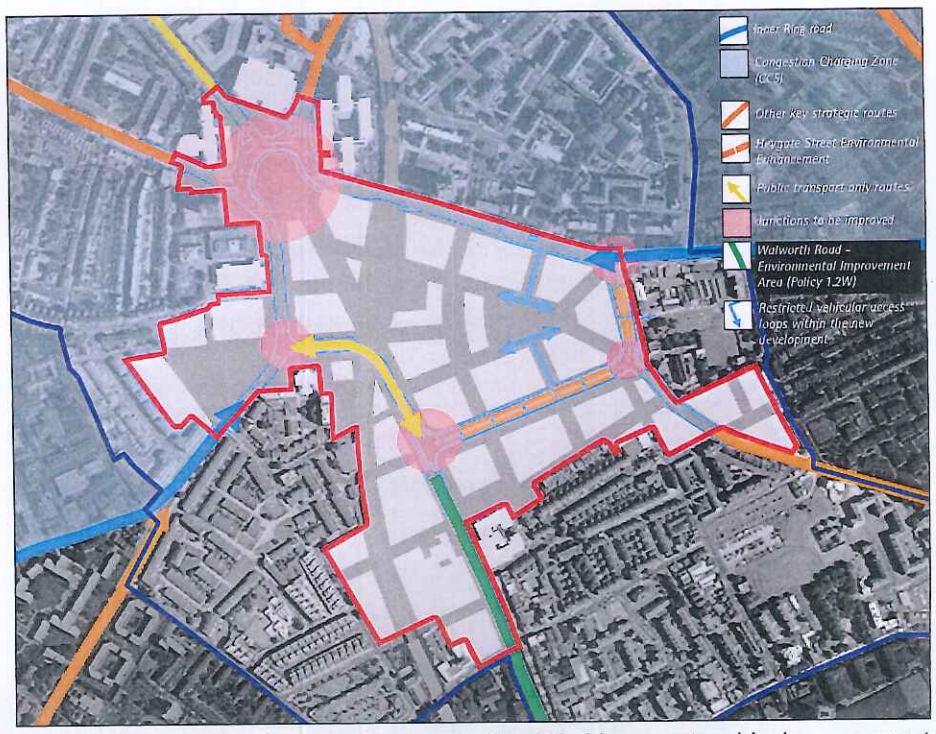


Figure 6.9: Development Framework Plan 2A: Movement; vehicular movement within and around the core area

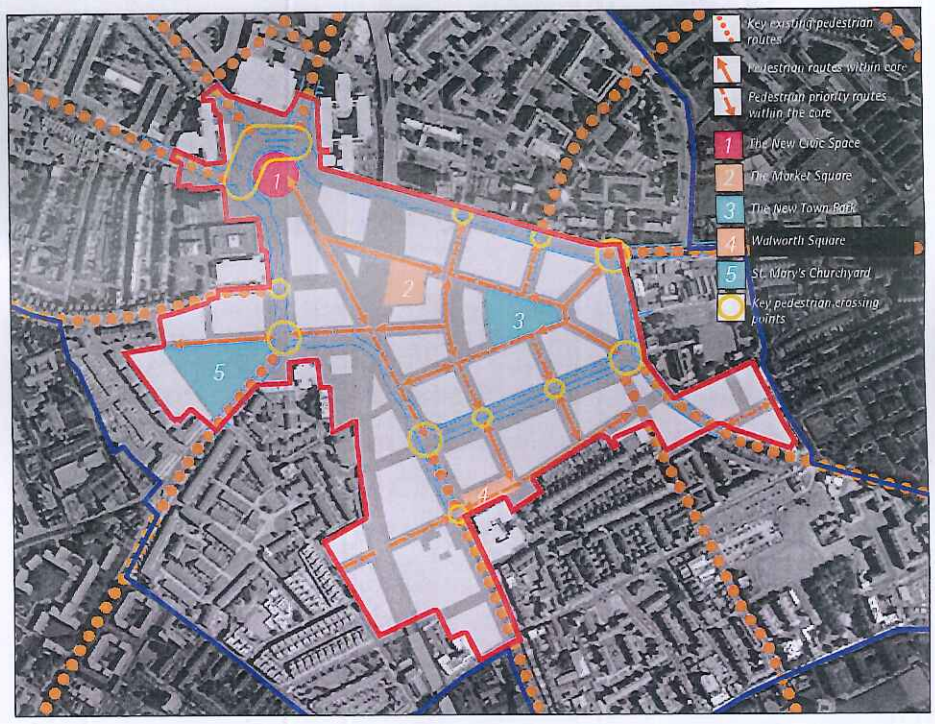


Figure 6.10: Framework Plan 2B: Movement; pedestrian movement within and around the core area

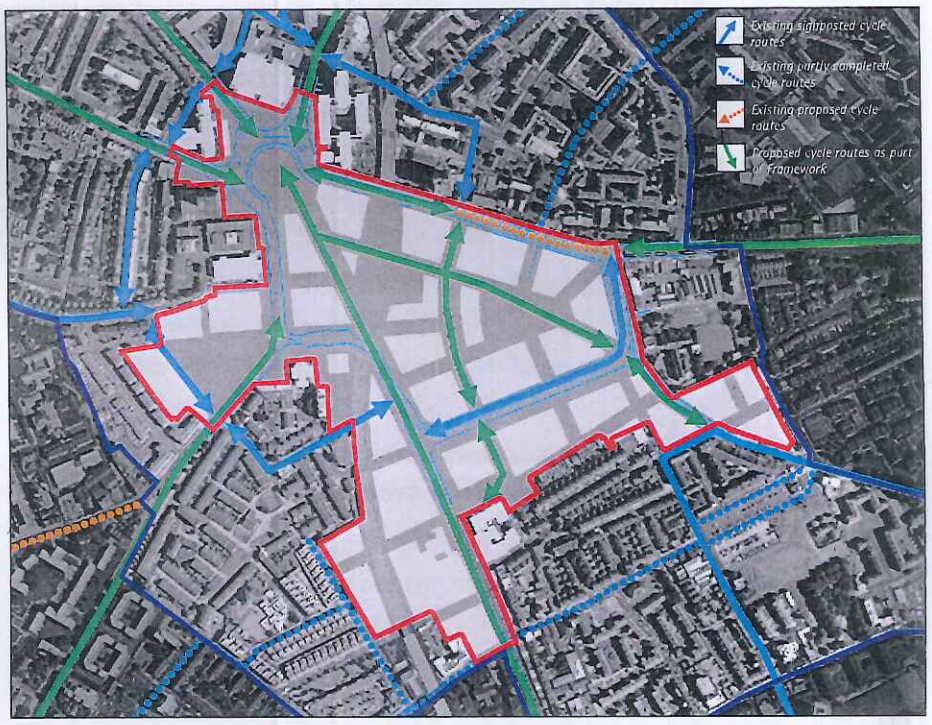


Figure 6.11: Framework Plan 2C: Movement; cycling provision within and around the core area

framework policies & principles

This more detailed work will confirm the Council's preferred strategy in relation to the reorganisation of the strategic highway network. Developers will be expected to work with the Council and Tfl to secure the delivery of the preferred strategic highway strategy.

In addition developers will be expected to provide funding for traffic and environmental management, including the management of construction traffic through the Framework area as well as other areas in the Borough affected by the development.

Policy 2.1A. Measures will be introduced to re-allocate land and road space associated with the strategic highway network to accommodate improved bus, tram, cyclist and pedestrian movement.

It is anticipated that the remodelling of the strategic highway network, coupled with a planned reduction in traffic in the area will allow the Council to introduce a series of measures that will significantly improve the environment of the strategic road network.

These environmental improvement works will focus on:

- The key strategic approach roads Newington Causeway, Southwark Bridge Road, St. Georges Road, London Road, Kennington Lane, Kennington Park Road (Figure 6.12)
- Heygate Street (Figure 6.13)
- New Kent Road (Figure 6.14)
- Elephant & Castle Road (Figure 6.15)
- Walworth Road (Figure 6.16)

It is anticipated that such works will include:

- Pavement widening.
- The introduction of street trees.
- The provision of facilities necessary to accommodate the bus and/ or the Tram.
- The replacement of underpasses with at grade crossings.
- The introduction of dedicated and segregated cycle routes.
- The location of new, high quality crossing points on key pedestrian desire lines.
- The rationalisation and removal of unnecessary street clutter.
- The introduction of appropriate signage, seating and lighting.
- The introduction of public art.

The strategic design approach the Council intends to adopt in relation to the improvement of each of the above routes is indicated in Figures 6.12 to 6.16. Further detail in respect of these proposed works will be included within the proposed part two, area specific public realm guidance (Figure 6.2).

This guidance document will be produced in the period to September 2003. Developers will be expected to work with the Council and Tfl to secure the delivery of these strategic environmental improvement works.

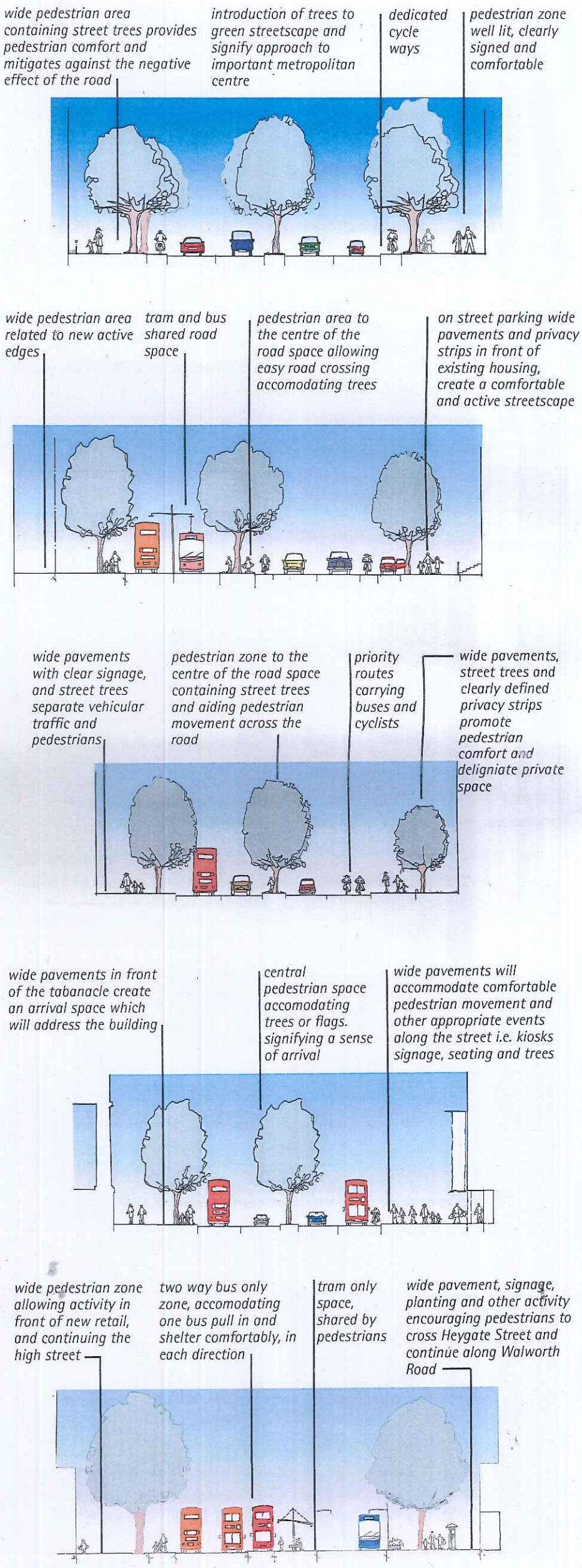
Policy 2.1B Key junction improvements will be implemented as part of the development process.

In line with the proposals to alter the strategic highway network there will be a requirement to undertake specific junction improvements, in order to maximise the safety of all road users. Figure 6.9 identifies the key junctions that will need to be improved as a result of the redevelopment proposals.

Developers will be expected as part of any Travel Assessment process to work with the Council and Tfl in relation to defining the extent of improvements and securing their subsequent implementation.

Policy 2.2 Within the Core area all development proposals will be required to contribute to the creation of a high quality pedestrian environment.

Movement on foot and on bicycle will comprise the prime means of movement within the Framework Area. Figure 6.10 defines the network of pedestrian only/ pedestrian priority routes proposed for the core area. The Figure also designates locations for surface crossing points. These proposals have been developed through detailed analysis undertaken by Space Syntax and represent what is considered by the Council to be the most appropriate strategy in terms of connecting key destinations and ensuring the effective integration of the core area into the strategic and area wide movement network.



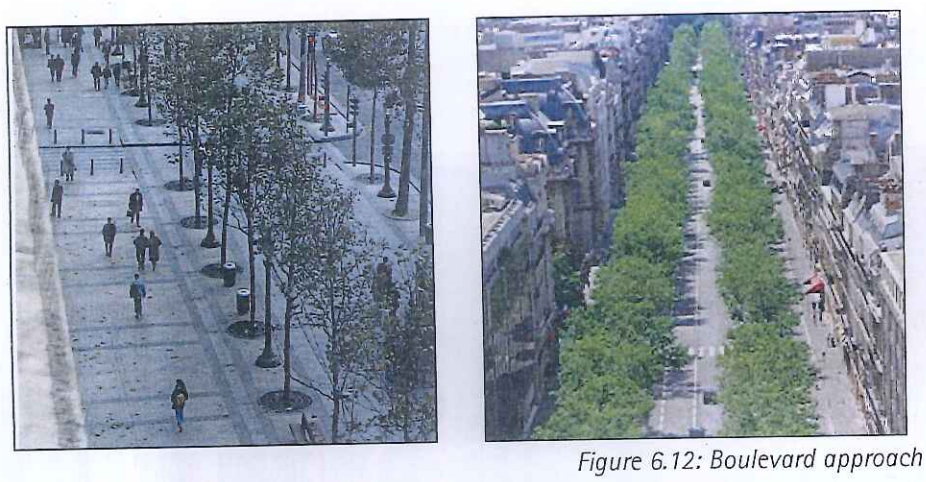


Figure 6.12: Boulevard approach

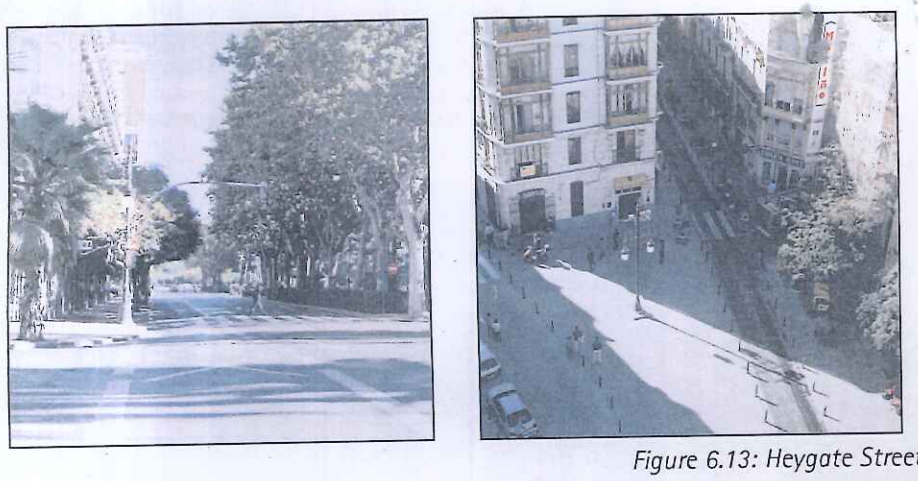


Figure 6.13: Heygate Street

Figure 6.14: New Kent Road

Figure 6.15: Elephant & Castle Road

Figure 6.16: Walworth Road

The quality of this pedestrian environment is considered a key factor in terms of securing the successful generation of the core area. Thus the Council will expect as part of the redevelopment process the creation of a public realm that:

- Respects and responds to the needs of diverse user groups.
- Is overlooked and enclosed by an appropriate scale of buildings.
- Is safe, well lit and allows for access and animation throughout the day and into the evening.
- Provides direct access to key destinations.
- Allows the pedestrian to walk comfortably, to sit, to relax and to linger.
- Incorporates interest and diversity in terms of use, function and character.
- Provides clear definition between car and pedestrian, where appropriate.
- Incorporates traffic calming, where appropriate.
- Provides protection against unpleasant climatic extremes i.e. rain/cold/ heat and glare.
- Creates opportunities to enjoy the positive aspects of climate i.e. sun/ shade/ warmth/ coolness, breeze.
- Is animated by interesting facades and active uses.
- Is well detailed in terms of use of materials, landscape and street furniture.

Further detail in respect of the treatment of the public realm within the core will be provided by the part two area specific guidance that will be developed during the period to September 2003. Developers advancing proposals within the core will then be expected to comply with the guidance contained within this document.

Policy 2.3 Development proposals will be expected to contribute to a high quality pedestrian environment within the periphery.

Beyond the core the Council are equally keen to promote a quality public realm that is safe, convenient and accessible. As already mentioned the approach to the public realm beyond the core will be addressed through the production and adoption of:

- An area specific public realm strategy (Part 2 of the Framework) (Figure 6.2).
- Area based improvement strategies to be produced for each of the four new area based improvement strategies (Part 2 of the Framework). (Policy 1.1HA)

Developers within both the core and the periphery will be expected to contribute to the delivery of these strategies via section 106 contributions (See Section 7)

Policy 2.4 Development proposals will be expected to contribute to meeting the needs of cyclists.

Cycling is an ideal form of travel for many shorter journeys in the urban area and one of the most environmentally sustainable and healthiest easy to travel.

As part of the Framework process the Council will:

- Implement of a comprehensive and integrated network of cycle routes and cycle priority measures. (Figure 6.11).
- Provide an appropriate level of cycle parking in prominent, secure and accessible locations throughout the development.
- Ensure the incorporation of an appropriate level of cycle parking within new residential development (Policy 4.4).
- Ensure the incorporation of an appropriate level of cycle parking and shower facilities for employees (Policy 4.4).

Funding for a high quality network of cycleways and cycle related facilities will be obtained via Section 106 contributions (Section 7).

Figure 6.17: The new tram route

Figure 6.18: High quality bus waiting facilites

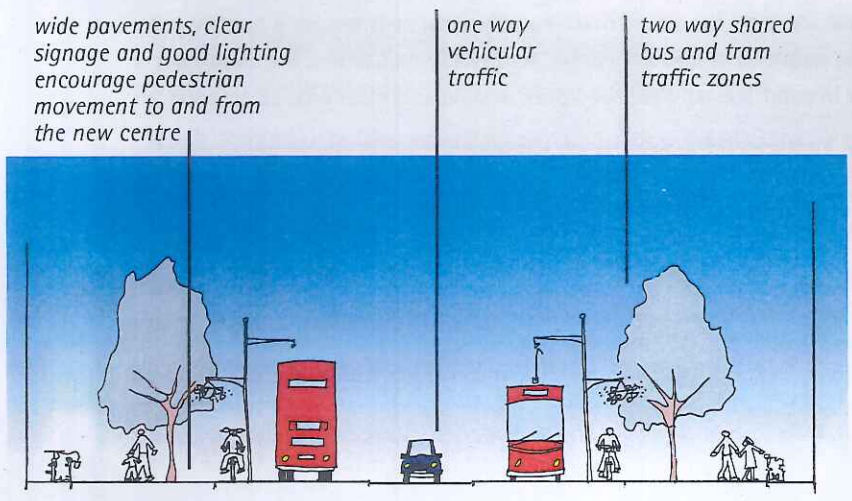


Figure 6.19: Section through Rodney Road

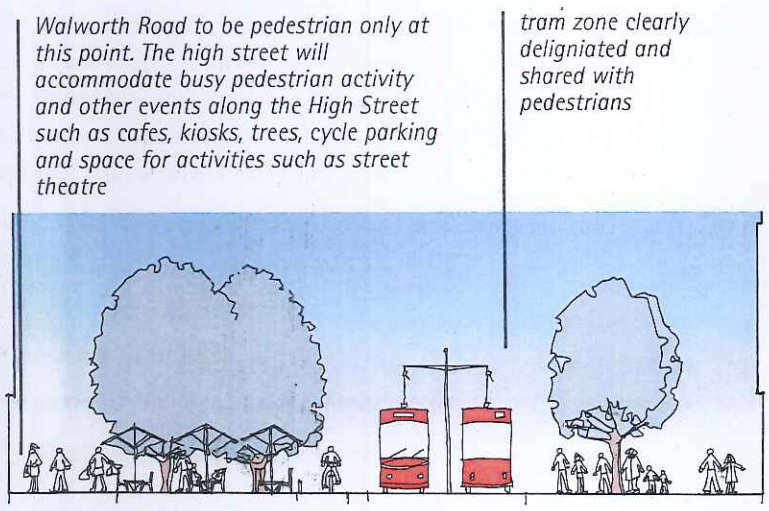


Figure 6.20: Walworth Road North

6.4 public transport

The previous section identified the provision of high quality and accessible public transport facilities as a key part of the transport strategy for Elephant & Castle (Para 6.3, Principle 3).

The Elephant & Castle is one of London's most important public transport hubs with some 13 million passengers using it each year. Considerable scope exists as part of the redevelopment proposals to improve existing facilities, increase integration and enhance pedestrian access to and between each mode.

In view of this situation the Council proposes that the public transport strategy for the area shall include:

Policy 3.1: Improving conditions for buses.

The provision a bus service that is reliable, frequent and easy to use is a key objective of the Council. In pursuit of this objective the Council proposes to work with London Buses and Tfl to improve the level of access, service and to increase pedestrian accessibility and comfort.

The Framework proposals include:

- The provision of a bus only link between the Elephant and Castle and the junction of Heygate Street and the Walworth Road.
- The designation of London Road as a public transport corridor and the installation of a contra-flow bus lane.
- The introduction of appropriate new bus priority measures on the strategic road network.
- The provision of new and improved bus stopping facilities along Elephant & Castle, Old Kent Road, Newington Causeway and Walworth Road.
- The provision of improved passenger waiting facilities.
- The provision of safe and direct walking routes to bus stops from homes and work places.

As part of the Framework process the Council will work with developers, London Buses and Tfl to develop an appropriate strategy for the regeneration area.

Policy 3.2: Cross River Transit: Accommodating the Tram.

The Cross River Transit proposals are intended to add an intermediate mode choice between bus and Underground travel. Various options for mode choice have been considered with the favoured selection being a tram.

It is proposed that the tram will pass through the Elephant and Castle and hence as part of the redevelopment proposals it will be necessary to make appropriate provision within the Framework to allow the Tram to be accommodated in due course.

In this regard the Framework (Figure 6.21) establishes a route for the Tram comprising:

- London Road (public transport only)
- The new extension to Walworth Road (tram/pedestrian only) (Figure 6.20)
- The new extension to Walworth Road (bus/tram/ pedestrian only) (Figure 6.16)
- Heygate Street (Figure 6.13)
- Rodney Road (Figure 6.19)

It is understood that the majority of the CRT alignment will be contained on the existing road network and will be segregated from vehicular traffic. In view of this situation sufficient space will need to be allocated within the designated route to accommodate the Tram and its associated infrastructure.

It will also be necessary to introduce priority crossings on Heygate Street and the northern roundabout to meet Tram's requirements.

The Framework identifies three tram stops (Figure 6.21) in and around the development. The stops will comprise raised platforms and will include high quality shelters, CCTV, real time passenger information, two-way intercom facilities and ticket machines. This infrastructure will need to be integrated with the proposed public realm strategy for the core area.

As part of the Framework process the Council will work with developers to confirm the tram proposals with Tfl/ London Tram and make an appropriate provision within any redevelopment to accommodate its requirements.

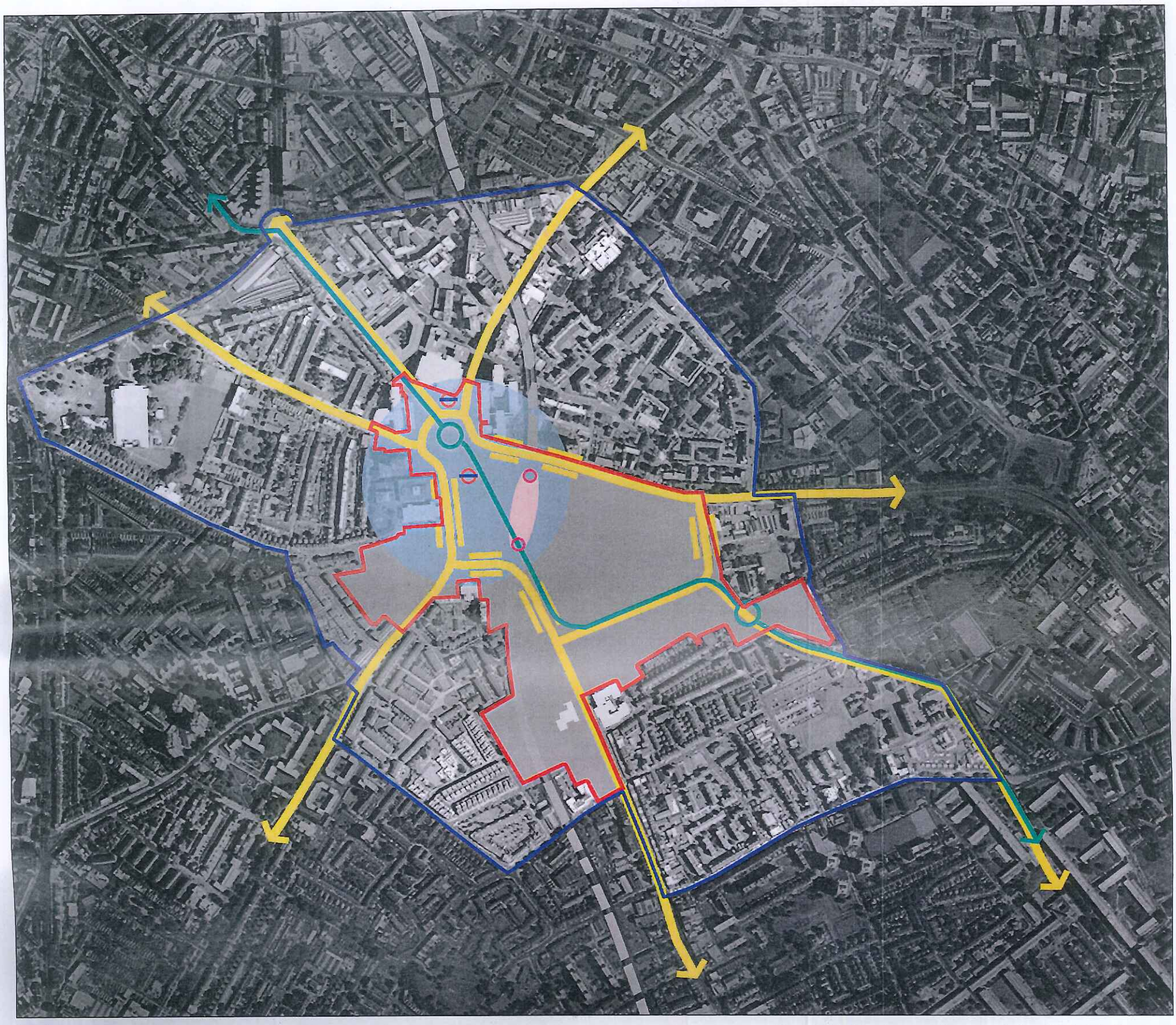


Figure 6.21: Development Framework Plan 3 : Public Transport

- Public Transport Hub
- The new railway station, escalators and lifts
- Enhanced entrances to the Northern/Bakerloo Line stations
- Proposed London Tram route
- Proposed London Tram stops
- Bus priority routes
- Proposed bus stops

Policy 3.3: Underground: Providing enhanced station concourse facilities and improved pedestrian access to and between the Northern and Bakerloo line stations.

Elephant & Castle is served by the Bakerloo and Northern lines. Access to the Northern line is provided via a station situated to the south-east of the northern roundabout. The Bakerloo line station is situated to the north of the northern roundabout.

These two stations suffer from a number of problems, in terms of:

- Providing limited access for the mobility impaired.
- Passenger congestion, principally in the interchange passageways and at the lifts.
- The poor quality and the restrictive nature of access between the two lines.
- The inadequacy and poor quality of the subway system that provides access to the Elephant & Castle shopping centre from the Bakerloo line station.
- The severance of the Bakerloo line station from the areas to the south due to the presence of the northern roundabout.

As part of this Framework process the Council is currently exploring the feasibility of upgrading the two stations and providing improved pedestrian access, increasing capacity and enhancing the quality of the environment.

This feasibility exercise is at an early stage. However ideas that are currently being explored include:

- The provision of improved pedestrian only links between the Northern and Bakerloo line stations (Figure 6.22).
- The creation of a major new civic space at the centre of the northern roundabout and the provision of direct pedestrian access from this space into the two underground stations (Figure 6.22).
- An enhanced entrance to the Bakerloo line station and improved concourse facilities (Figure 6.22).
- Removal of the subway connections to the Bakerloo line.
- Environmental enhancement of the below ground tunnels and connections.
- The replacement of existing lifts with escalators.
- The relocation of the sub-station situated in the centre of the northern roundabout.

The Council will expect, as part of any redevelopment proposal to work with developers, Tfl and the GLA to identify a feasible and viable set of proposals that will significantly enhance the quality of the Underground service at the Elephant & Castle.

Policy 3.4: Rail: Providing a new rail station and improved access to station platforms.

In terms of rail the Elephant & Castle is served by two mainline operators;Thameslink and Connex.

The existing Station, including the ticket hall and the platform areas are unattractive and in need of refurbishment. The station platforms are located some 10 metres above street level and are accessed via two sets of stairs. Pedestrian access to bus and tube from the rail station is inadequate, comprising a poor quality and indirect system of subways and links.

As part of the Framework the Council will work with developers, the Strategic Rail Authority, network operators and Tfl to secure a viable set of improvements that will enhance existing rail facilities in terms of providing:

- Improved station facilities.
- Enhanced pedestrian access (escalators).
- Provision for disabled access (lifts).

Policy 3.5: Transport Interchange: The establishment of a high quality transport 'hub' at the heart of the core area that:

- **Integrates and connects public transport facilities into the surrounding area.**
- **Provides access for all.**
- **Minimises distances between modes.**
- **Provides high quality access to and between modes.**
- **Designs for 24-hour security.**
- **Caters for waiting passengers in terms of safety, provision of information, passenger comfort and provision of appropriate weather protection.**

As part of the Framework process the Council will continue to work with Tfl and the GLA to secure the delivery of a high quality public transport 'hub' at the Elephant & Castle.

The delivery of these improvements will form a key part of the redevelopment proposals and hence the Council recognise the importance of ensuring that such improvements are viable within the context of the redevelopment proposals.

Figure 6.22: Improved entrances to Bakerloo and Northern Lines

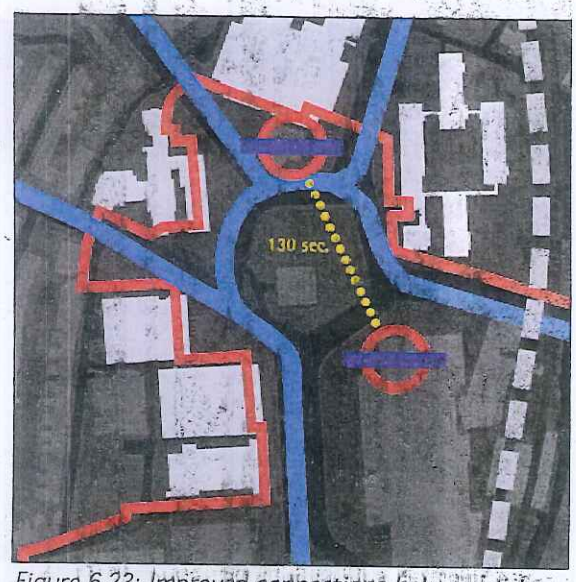


Figure 6.23: Improved connections between tube stations

Figure 6.24: Improved bus movement and interchange

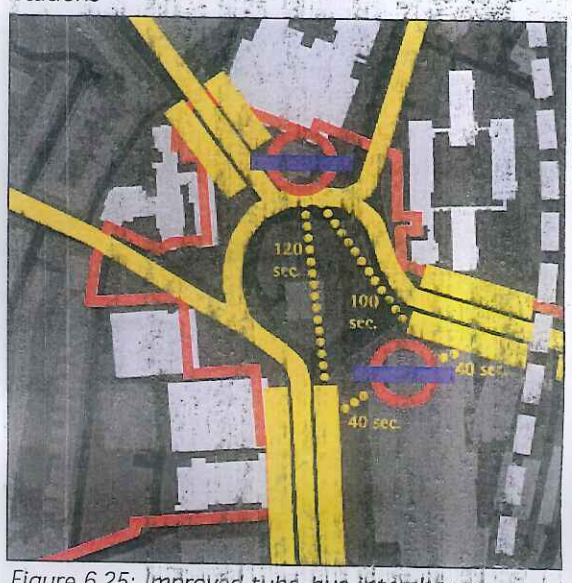


Figure 6.25: Improved tube-bus interchange

Figure 6.26: Enhanced rail facilities

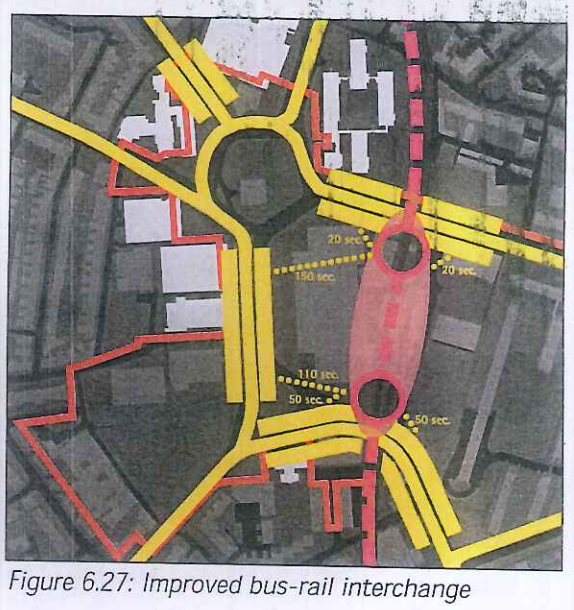


Figure 6.27: Improved bus-rail interchange

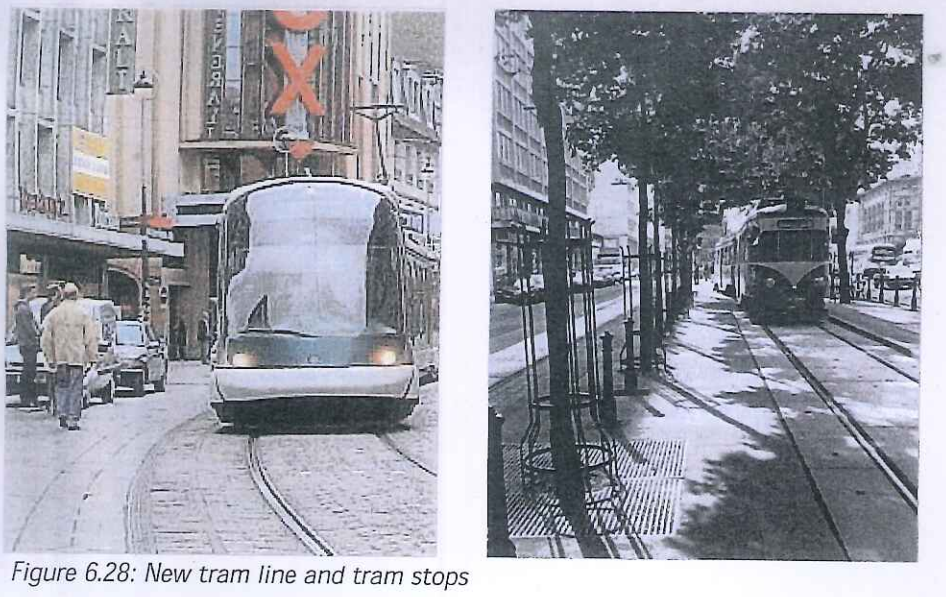


Figure 6.28: New tram line and tram stops

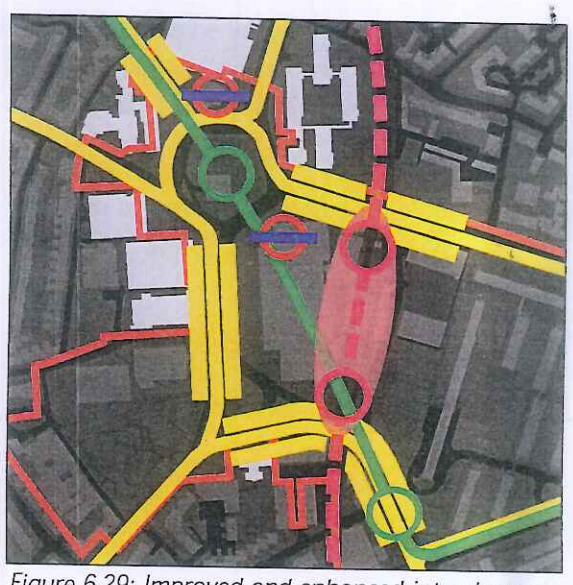


Figure 6.29: Improved and enhanced interchange between all modes

6.5 parking & servicing

As already stated a key objective of the Council is to reduce the reliance on the car and to encourage movement by other more sustainable modes. In addition the Council aims to significantly reduce traffic congestion in the area over time.

In view of the above, managing the level of on-site parking provision is seen as key to reducing congestion and reinforcing measures to promote movement by alternative modes. It is therefore proposed, as part of the transport strategy to adopt a highly restrictive car parking strategy together with an enhanced strategy to ensure adequate provision for cycle parking.

Policy 4.1: Car parking (Figure 6.30): The Council will seek to minimise the amount of car parking within the regeneration area.

In pursuit of this policy of restraint the Council proposes to impose the following car parking restrictions within the Framework area:

Policy 4.1A: Zone 1 (Figure 6.30): The total car parking to be provided in the area occupied by Heygate estate and the existing shopping centre shall not exceed the existing level of provision: The area currently occupied by the Heygate Estate and the shopping centre supports around 1,000 car parking spaces.

In pursuit of the Council's policy of traffic restraint developers, in advancing mixed use redevelopment proposals on these parts of the core area, will be required to comply with the parking standards contained within the draft Southwark Plan up to a maximum overall provision in Zone 1 of 1,000spaces i.e. the level of existing provision shall not be exceeded.

Policy 4.1B: Zone 2: Strict parking standards shall apply to the remainder of the core and the periphery: In Zone 2 the Council propose to adopt the following car parking standards:

Policy 4.1C: Retail/leisure/cultural: Car parking will be limited to essential user and operational needs only.

Policy 4.1D: Offices: Car parking will be limited to essential user and operational needs only.

Policy 4.1E: B1 Light Industrial: Car parking will be limited to essential user and operational needs only.

Policy 4.1F: Residential: 0.25 spaces maximum per unit.

In advancing proposals developers will be actively encouraged to adopt more innovative approaches to accommodating car parking within their developments such as car clubs, car rental and car pooling schemes.

Policy 4.2: Off-street car parking

All private car parking shall be off street and, unless specific limitations dictate otherwise, shall be contained within basement/ semi-basement car parks. Entrances to these car parks shall be located on more secondary streets and the impact of such access points on the street level environment shall be minimised through the introduction of appropriate design measures.

Policy 4.3: Residents parking permits

Council to add any restrictions relevant and legal.

Policy 4.4: Development proposals should make provision for an appropriate level of secure cycle parking.

Policy 4.4A, Cycle parking: In pursuit of this policy the Council will require safe, convenient and secure cycle parking to be provided within developments as follows:

- Residential: 1 space per residential unit and 1 space per ten residential units for visitors.
- Mixed retail: 1 space per 125sqm
- Library/Leisure Centre/art gallery/theatre/cinema: 1 space per 125sqm.
- Office/ Live work/ light industrial: 1 space per 125sqm

In addition the Council will expect facilities such as showers and appropriate storage to be provided for employees within commercial/ retail/ leisure/ cultural buildings.

Policy 4.4B: An appropriate level of safe, secure and accessible cycle parking shall be provided at key locations throughout the Framework area. Such locations shall include the train station, tube stations, the public spaces, the Walworth Road, East Street Market.

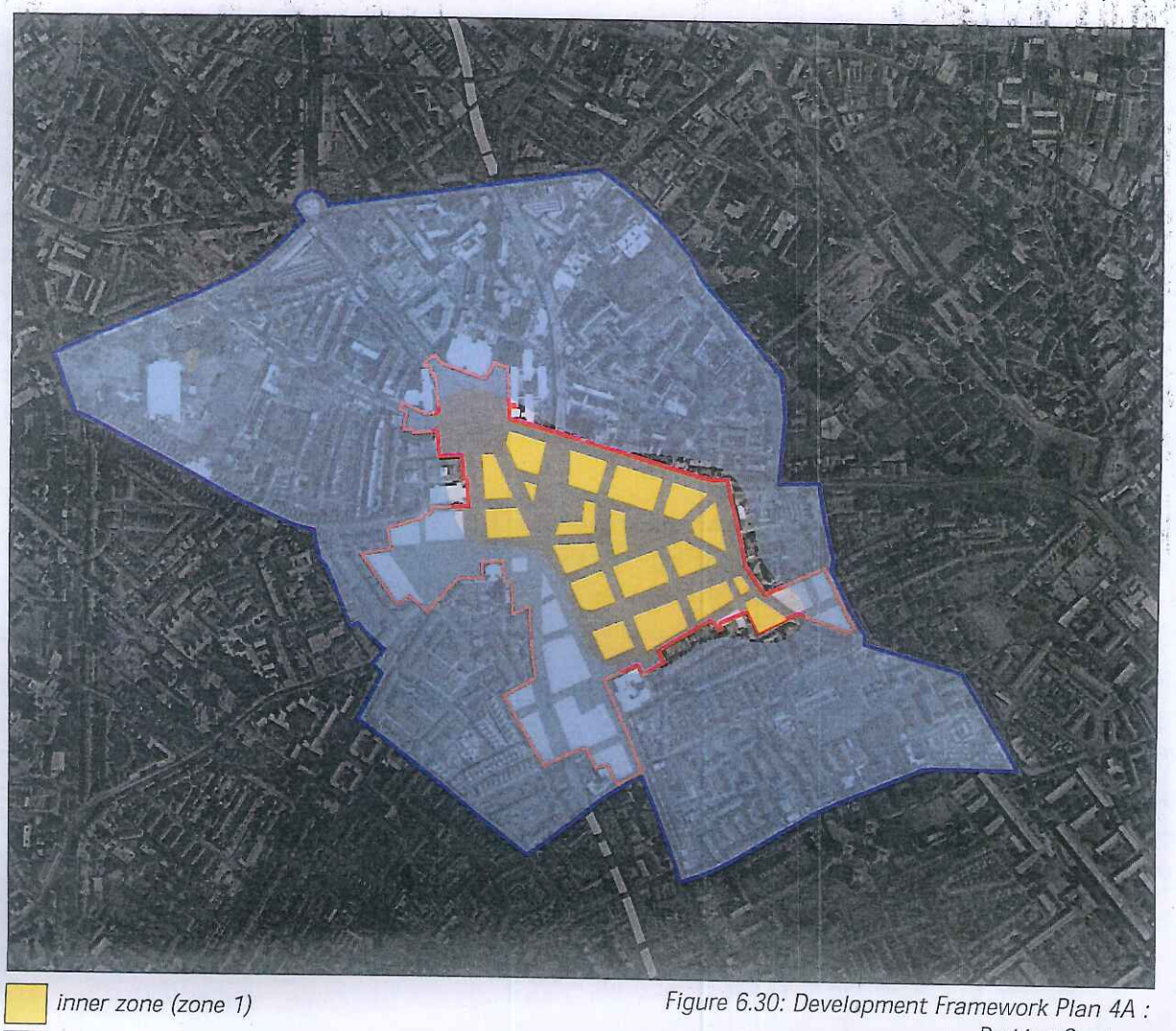
The precise detail in respect of this provision in terms of location, facility provision and sign posting will be developed as part of the Part two public realm guidance (See Figure 6.2). Funding of these facilities will be obtained via Section 106 contributions (Section 7).

Policy 4.5: Disabled car parking: Development proposals should include an appropriate level of car parking/ car based access for disabled people in accordance with the Council Standards contained within the draft Southwark Plan.

Policy 4.6: The environmental impact of service and delivery vehicles shall be minimised via the adoption of the following measures:

- All new development within Zone 1 will be required to be serviced via an integrated system of underground routes and service/ delivery bays (see Figure 6.31). This system envisages a single point of access from New Kent Road and a single point of egress onto Heygate Street. It is envisaged that a network of independent service bays related to each building plot will be accessed via a shared service loop road that will pass under each building.
- In the remainder of the core area servicing will take place off road and within the curtilage of new buildings. Service vehicles should not conflict with pedestrian routes.
- The incorporation of appropriate off site refuse facilities.
- The preparation and adoption of a Delivery and Service Management Plan for development in Zone 1 which should show how the impact of service vehicles will be minimised and alternative modes encouraged.

The detail in respect of each the above shall be developed through the Part two area based guidance (Figure 6.2) and in consultation with prospective developers.



inner zone (zone 1)

outer zone (zone 2)

Figure 6.30: Development Framework Plan 4A : Parking Strategy

service routes

Figure 6.31: Development Framework Plan 4B : Below-ground Servicing Strategy

6.6 public realm: open spaces and places

Principle 1: To establish a public realm of the highest quality.

Principle 2: To enhance and reinforce the identity of the existing network of formal and informal spaces and places to meet the diverse needs of a resident and working population.

Principle 3: To establish a number of new public spaces and places at key focal points in the area.

Principle 3: To integrate all existing and new spaces and places into a high quality network of pedestrian orientated streets and links.

Principle 5: To improve pedestrian/ cycle accessibility.

Principle 6: To increase the biodiversity of the green network.

Principle 7: To support environmental sustainability in terms of energy conservation, surface water attenuation, pollution attenuation and air cleansing.

In pursuit of these principles the Council will pursue the following:

Policy 5.1: Existing public open spaces and places

The area suffers from a quantitative shortage of designated public open space. In addition the quality of much of this existing open space is relatively poor in terms of both amenity quality and levels of facility provision.

The area does, however contain a number of informal green spaces and amenity areas that have no clear or specific definition or function. These areas are located primarily within the existing residential estates.

As part of the Framework process the Council propose to promote a strategy to upgrade and improve the quality of the existing open space network. This strategy will also aim to enhance levels of pedestrian and cycle accessibility to the open space network from existing residential areas.

A key component of this strategy involves the identification of four local park clusters (Figure 6.32):

- Harper Road local park cluster; comprising Harmsworth Park, Dickens Fields Open Space and one of the amenity spaces within the Rockingham adjacent to Falmouth and Rockingham Roads.
- Rodney Road Local Park cluster (Lockfields); comprising Lockfields open space and Victory Community Park.
- Rodney Road Local Park cluster (Nursery Row); comprising Nursery Row Park.
- St. Mary's Local Park cluster; comprising St. Mary's churchyard.

Each of these local park clusters is situated within one of the four proposed regeneration clusters designated under Policy 1.1HA.

As part of the preparation of the part two area based improvement strategies (Policy 1.1HA)it is proposed that these open space clusters will be upgraded and improved. It is envisaged that such improvements will include:

- The introduction of new functions/ activities to meet the particular needs of the residents of each regeneration cluster i.e. the elderly, young children, teenagers education etc.
- The introduction of improvements in terms of legibility, accessibility, boundary treatments and connectivity.
- The provision of access for all.
- Measures to improve safety and security i.e. increased surveillance, lighting and landscape improvement.
- Improving the levels of planting, the creation of new habitats and increasing biodiveristy.
- Improving cycle and pedestrian links to the open spaces from the surrounding residential neighbourhoods.

This local park cluster improvement programme will be developed with local residents in the period to September 2003 and will form part of the part two area based improvement strategies (Figures 6.1 & 6.2) and the implementation programme (section 7).

Policy 5.2 Public realm enhancement within the periphery.

In addition to improving the existing network of local parks the Council propose, as part of the Framework process, to introduce a programme of public realm enhancement works. These works will be targeted at key streets and spaces.

It is proposed that guidance in respect of these works will be developed in the period to September 2003 and will form part of the Part two area specific design guidance (Figure 6.2). It is envisaged that this guidance will address issues including:

- The management of traffic in the area.
- Image and identity.
- Establishing a sense of place.
- Greening of the urban environment.
- Improving legibility, permeability and identity of different districts that comprise the area.
- Pollution control.
- Improving pedestrian and cycling connectivity.
- Promotion of green lanes concept.
- Improving air quality.

Funding in respect of these works will be obtained from contributions derived from sources including land sale proceeds, Section 106 contributions, SRB and the LDA.

Policy 5.3: The establishment of a public realm of the highest quality within the core area (Figure 6.32).

As already stated a key objective of the Framework will be the establishment of a high quality pedestrian orientated public realm network within the core. In pursuit of this objective the Framework identifies a hierarchy of new spaces and places, streets and squares (Figure 6.32):

- A new high quality Civic Space; at the historic intersection of the key radial transport routes, west of the railway.
- A high quality new pedestrian/ public high street extension to Walworth Road (Walworth Road North).
- A new Market Square; immediately to the east of the railway viaduct.
- A new Town Park; at the heart of the new mixed use residential area situated on the site currently occupied by the Heygate Estate.
- A new square at the top of the Walworth Road (Walworth Square) which is designed to act as a transition between the more local shopping on the existing Walworth Road and the higher order uses proposed for the new Walworth Road extension.
- The enhancement of St. Mary's churchyard.
- The creation of a fine grained network of safe pedestrian and cycle routes into and through the core area, integrating key local facilities, destinations and neighbourhoods.(Policy 2.3,4 & 5)
- Key environmental improvement works to the strategic road highway network. (Policy 2.2)
- The environmental enhancement of Walworth Road (Policy 1.2W).

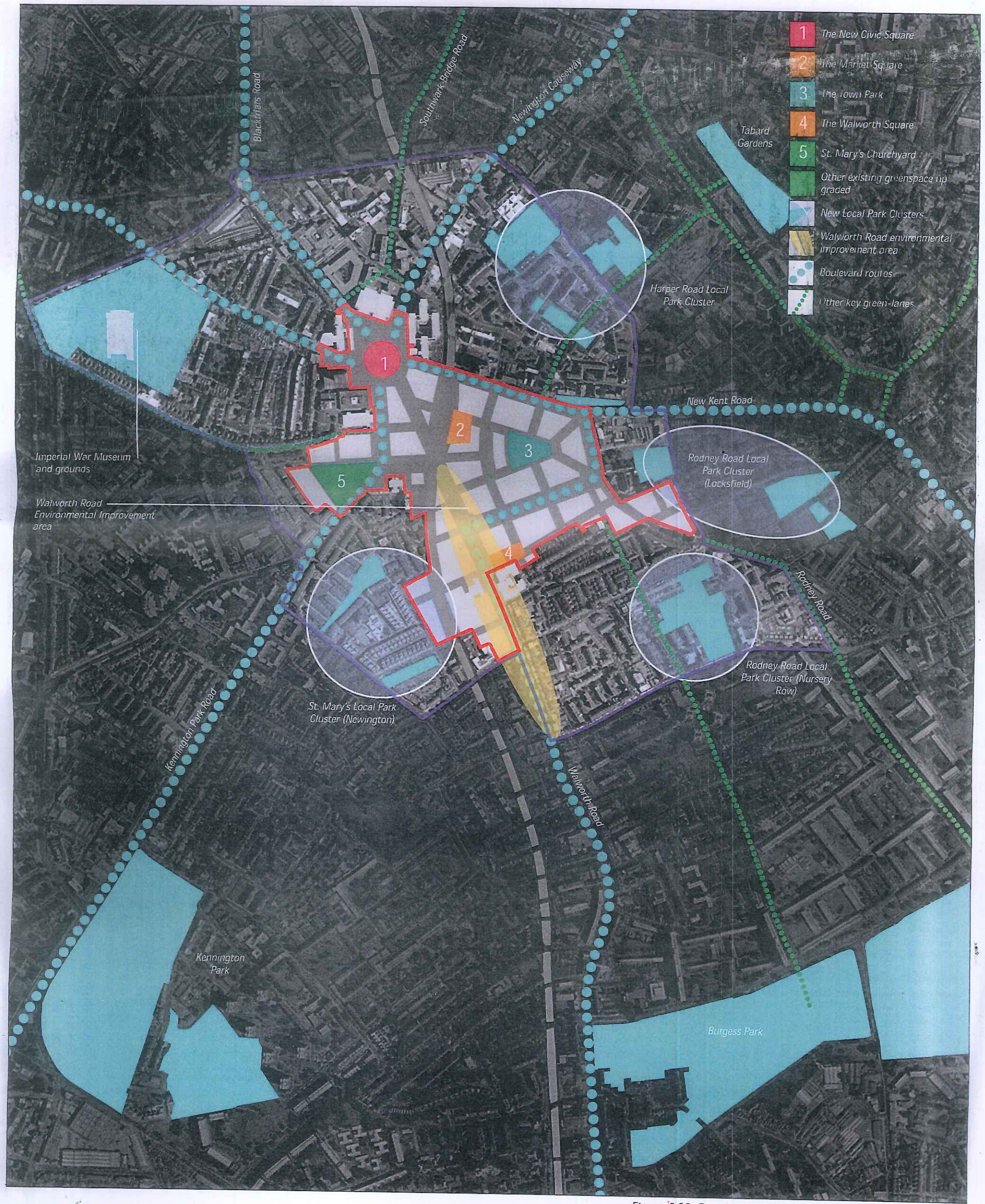


Figure 6.32: Development Framework Plan 5 : Open space and landscape

framework policies & principles

The quality and character envisaged for each of these spaces may be described as follows:

New civic space

- The focal point and place of arrival into the new development.
- The place of interchange, transit and movement between different modes of public transport (A place where, ease of movement, clarity of signage, quality lighting and signage, will be essential to the success of this area).
- A setting for a civic scale of architecture.
- A formal space of grand character.
- The use of careful/innovative design to reconcile the negative environmental impacts generated by high volumes of traffic in the vicinity of this space.
- The accommodation of the London Tram and new/ enhanced entrances to tube stations.
- Incorporation of public art.

Figure 6.33: New Civic Space

Walworth Road North

- A new high street, that with Walworth Road south will provide the focus for town centre activity, with trees, flagship stores and restaurants spilling out onto a generous pedestrian orientated street.
- Enclosed by new buildings on either side of the street. Double height retail/leisure units with residential office or leisure uses on upper floors.
- Buildings of density and scale flanking the street.
- Scale of building reduced from civic space down towards Walworth Road to reflecting changing function.
- Opportunity to introduce major landmark buildings fronting onto the civic space at the top of the street.
- Accommodation of the London Tram.
- Incorporation of public art.

Figure 6.34: Transition space at end of Walworth Road (Walworth Road North)

New Market Square

- A busy colourful and vibrant space.
- A focus for new specialist retailing/ leisure activity.
- The accommodation of indoor/outdoor market activity.
- Fronted and enclosed by buildings and railway arches. Ground floor activity within buildings and arches allowed to spill out onto the space i.e. outdoor eating and drinking, creating a well used and overlooked space 24 hours a day.
- Urban in character, defined by a high quality hard landscape.
- Incorporation of public art.

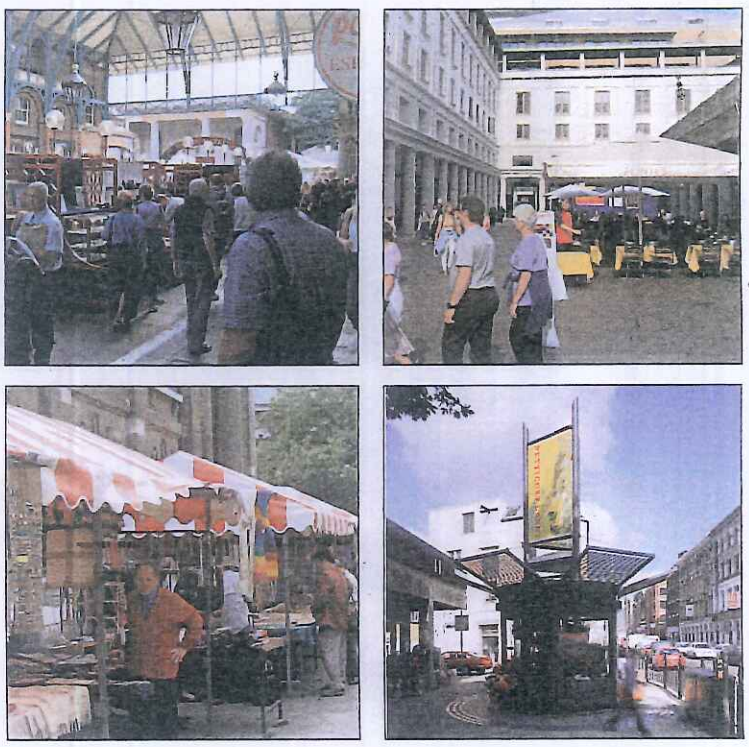


Figure 6.35: New Market Square

Figure 6.36: New Town Park

New Town Park

- A green oasis, a relaxing sunny place, quiet and intimate in character.
- A focus for the residential area, with opportunities for all the community to meet and interact including, sports, play and other formal recreational facilities.
- A safe environment well overlooked by the residential development and intersected by well used pedestrian and cycle routes.
- Development at the edges of this space will respond to the scale and character of the park.
- Accessible to all, boundaries and edges will be subtle and thresholds to the park will ensure it is an inviting space.
- Incorporation of public art.

Figure 6.37: New Walworth Square

New Walworth Square

- A new town square providing a focus for new cultural/leisure activities such as the Faraday Museum, a new leisure centre, Healthy Living Centre and a new library.
- A more intimate and low key space for the local residents to use as a place to meet and gather.
- A place for specific outdoor community events i.e. outdoor performance.
- A well lit hard landscaped space which will punctuate Walworth Road, a memorable place both day and night.
- Incorporation of public art.

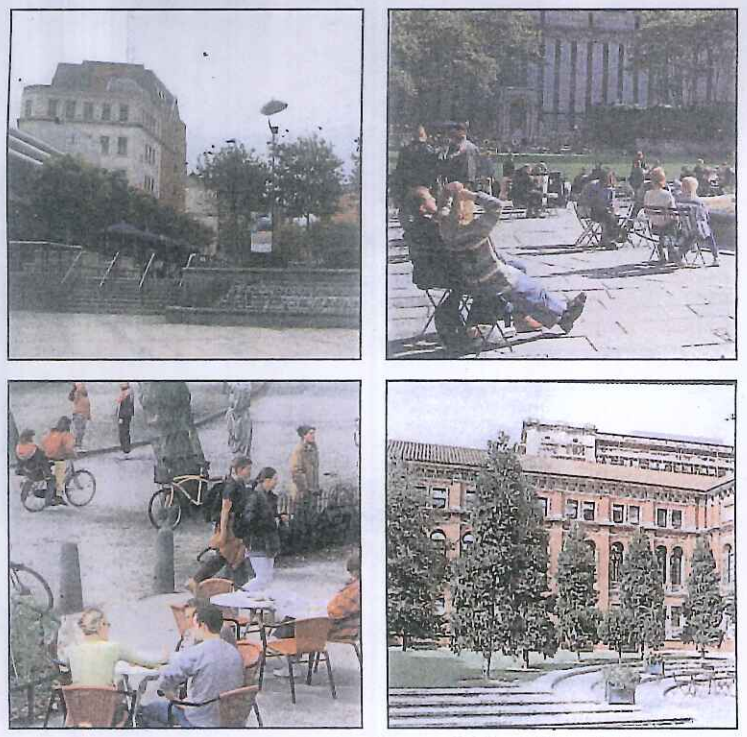


Figure 6.38: St Mary's Churchyard

St Mary's churchyard

- Key gateway into the new development from the South and West.
- Space will act as a transition area between Kennington Park Road and the residential new development, filtering out any negative effects from the road.
- An intimate green space well overlooked by predominantly residential development.
- Ground floor cafes and bars spilling out onto upgraded space providing good natural surveillance.

The detailed design of these spaces and the associated links that comprise the core areas will form a fundamental part of any detailed design programme. Guidance in relation to the comprehensive programme of public realm works will be provided in the area specific part 2 guidance.

6.7 built form

Policy 7.1 Accommodating high buildings.

The Council consider that the potential exists to introduce tall buildings at the Elephant & Castle. The Draft London Plan supports this view, identifying the Elephant & Castle as a location where clusters of tall buildings could be located.

Figure 6.43 identifies the Council's approach to building height within the core area. A tall buildings zone is defined, focussed on a central area at the heart of the core.

Long views into the area from the surrounding approach roads all terminate within this zone (Figure 6.44). It is considered that the potential exists to make the centre of Elephant & Castle the focus of these long views through the introduction of a cluster of tall buildings.

Prior to making any decision in respect of the number and location of tall buildings in this zone further environmental testing will be undertaken as part of this Framework process to assess the performance and impact of tall buildings. This testing will define the number, siting, massing and height of tall buildings that will be permitted. This guidance will be incorporated within the part two area specific guidance that will be produced in respect of the various sites that comprise the core.

It is envisaged that the building profile across the remainder of the core will fall away from the centre to the edge of the core area, in response to the existing pattern of building heights in the vicinity of the core site. The lowest building height zone lies adjacent to the existing low-rise residential buildings on Wansey Street.

Figure 6.44 illustrates the concept for building heights. Where storey heights have been referred to the following definition has been applied:

- Residential storey – normally 3 metres floor to floor.
- Commercial storey- normally 4 metres floor to floor.

Eventual storey height will be used as one of the criteria for assessing applications for building height. Other factors shall include:

- Quality of design.
- Impact on views.
- Microclimate considerations.
- Integration with surrounding context.
- Sustainability and resource management.

The Council will expect the design of tall buildings to be of the highest quality and to comprise an exemplary standard of sustainable construction. In addition, and in view of the emphasis being given to the public realm and the pedestrian the Council will expect taller buildings to be sensitive to their impact on microclimate in terms of sun, wind and overshadowing.

At the ground level buildings should generally be constructed to the edge of the pavement to give a sense of enclosure to streets. In addition the buildings should interact with the streetscape providing frequent doors and windows, atria and active ground floor uses.

At the upper level 'setbacks' will be encouraged to allow for daylight penetration and comfort at street level.

In addition to introducing taller buildings at the centre it is considered appropriate to treat certain key locations as local 'gateways' (Figure 6.44). It is envisaged that these locations will announce the arrival into the core. They will signal a transition from existing development into the new development.

Within these zones it will be appropriate to introduce larger scale, landmark buildings in order to reinforce the transition between existing and the larger scale new development located within the core.

The introduction of taller buildings in such 'gateway' locations will, however be subject to appropriate townscape and environmental testing (see above).

Figure 6.39: Gateways and landmarks

Figure 6.40: High quality tall buildings within the core

Figure 6.41: Ground plane & roof top spaces

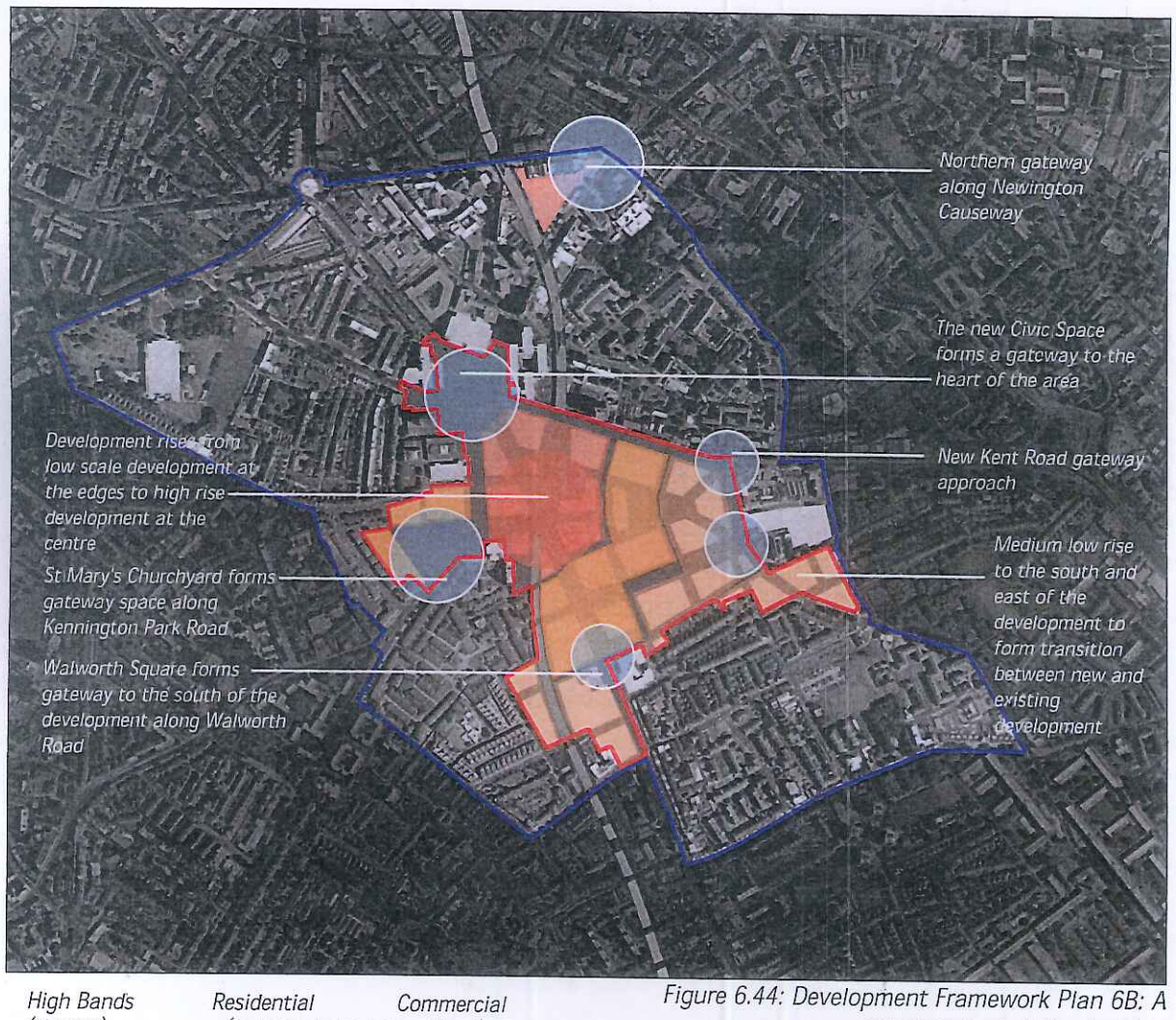
Figure 6.42: A comfortable microclimate

proposed high rise development zone

key view corridors from surroundings road network

key views to Central London

Figure 6.43: Development Framework Plan 6A: Locating Tall Buildings



High Bands (storeys)	Residential (metres above ground level)	Commercial
15 plus	45	60
8-10	24-30	32-40
6-8	18-24	24-32
4-6	12-18	16-24

Figure 6.44: Development Framework Plan 6B: A strategy for building heights

high rise development

medium high rise

medium rise

medium low rise

gateway zone

6.8 environmental sustainability

The scale and ambition of the regeneration of Elephant & Castle offers some unique opportunities to redress the imbalance between the quality of the physical environment and the conditions for social and economic growth. It could also provide the commercial incentive needed to investigate alternative approaches to the provision of energy and environmental services within the Borough.

Developers in preparing proposals will be expected to demonstrate exemplar performance in relation to energy conservation and environmental performance.

Measures that should be examined shall include:

Energy:

- Climate responsive architecture and building massing/ orientation
- Photovoltaic roofs and building facades/ solar water heating
- Micro-CHP/ biofuel boilers
- Provision of 'energy services' through an Energy Services Company (ESCO)
- Centralised Combined Heating Cooling and Power (CHCP)
- Installation of private wire networks
- Fuel cell plant
- Solar cell plant

Water:

- Water efficient building design
- Low water demand fixtures and fittings
- Rainwater harvesting
- Greywater recycling
- Wastewater treatment and reuse
- Borehole supply

Waste:

- Waste minimization during construction and operation of the building
- Waste separation at source
- Collect schemes e.g. Blue Box Scheme
- Bring schemes (below ground storage)
- Composting biodegradable municipal waste
- Municipal/ commercial waste recycling
- Waste recovery and transfer to fuel supply chain
- Waste to energy

Microclimate:

Winter winds:

- Harvest for pollution dispersal
- Harvest for renewable energy
- Protect buildings to reduce infiltration

Summer winds:

- Harvest for pollution dispersal
- Harvest for natural ventilation of buildings

Winter Sun:

- Harvest for passive solar heating
- Harvest for solar thermal and photovoltaic panels

Summer Sun:

- Harvest for solar thermal and photovoltaic panels
- Exclude and control to reduce solar gains and radiant temperatures

Daylight:

- Harvest all year, control glare

Ecology

- Creation of Urban Wildlife Sites within existing parks and residential courtyards
- Streetscape improvements (Green Lanes)
- Selection of species that provide a food resource to birds and insects
- Reinforce existing tree and shrub planting using native species
- Introduction of water elements within parks and civic squares
- Use of extensive and intensive green roof systems
- Use of brown roof systems.

The Part 2 area specific guidance will incorporate specific guidance/ targets in relation to environmental performance of different parts of the development. Developers submitting proposals will need to demonstrate how they propose to comply with such guidance.

Figure 6.45: Energy

Figure 6.46: Water

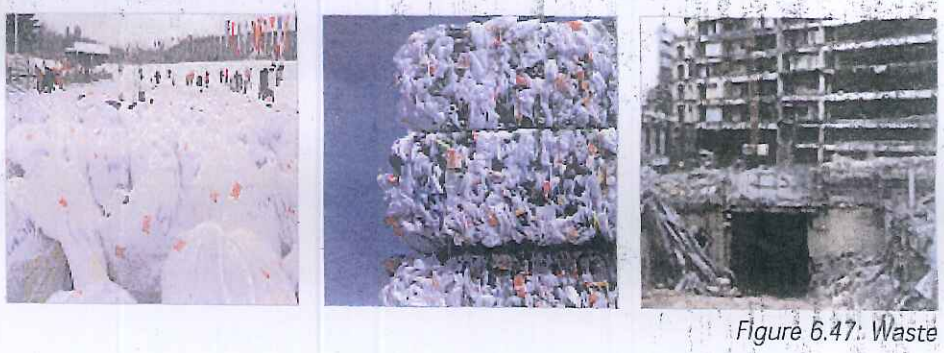


Figure 6.47: Waste

Figure 6.48: Microclimate

Figure 6.49 Ecology

implementation & delivery

7.1 implementation & delivery

TO BE PRESENTED TO EXECUTIVE MID MAY 2003

Issues to be covered:

- Consultation & involvement
- Securing a development partner
- Relocating Heygate residents
- Use of compulsory powers
- The planning process
- Development related requirements
- Securing the requirements
- managing the process
- Timescales & phasing

7.2 next steps

Step 1:Emerging framework principles, (adopted December 2002)

Step 2:Relocating Heygate tenants - A strategy, (enclosed February 2003)

Step 3:E&C: Comprehensive Development Framework, (April/ May 2003)

Step 4:Ratification by members, (GLA/TFL - April 2003)

Step 5:Public consultation, (May to July 2003)

Step 6: Report back/publish summary responses, (August/September 2003)

Step 7:Adopt planning framework, (CDF & Area development briefs), (September 2003)

Step 8:Development partner process

Step 9:Prepare planning applications/EA

Step 10: Submit planning applications

Step 11: LPA determine planning applications & S 106 draft heads of terms

Step 12: CPO order/ratification

Step 13: Sign Section 106

Step 14: Detailed applications

Step 15: Implementation