

‘ELEPHANT ONE’ CASTLE SQUARE SITE SERVICING, ACCESS & MANAGEMENT STRATEGY



Castle Square – Site Servicing and Access Strategy

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1 Introduction

1.1 Purpose

This document has been prepared in response to the requirement of Condition 5 and 8 attached to Planning Permission ref: 07-AP-1448 and Clause 2.5 of Schedule 1 of the Section 106 Agreement to submit a Site, Servicing and Market Managing Strategy. This document sets out the proposed management measures to be taken to facilitate the satisfactory servicing and operating of the market square at the development in Elephant Road, London.

The London Freight Plan recognises that good design can minimise disturbance for residents at or travelling to the site and the impact of servicing upon the surrounding highway network. Design related measures implemented as part of the development proposals are set out in turn below. This is consistent with paragraph D27 of the London Freight Plan which states the requirement is to produce:

“A plan showing when and where deliveries and servicing can take place safely and legally”.

1.2 Planning Policy

A review of relevant planning policy and guidance;

1.2.1 London Plan 2016

Policy 6.14: Freight

At the strategic level the Mayor will work with all relevant partners to improve freight distribution. The Mayor supports the development of corridors to bypass London, especially for rail freight, to relieve congestion within London.

In relation to planning decisions the Mayor will seek to ensure that development proposals:

- Are located close to major transport links if they generate large numbers of freight movements;
- Promote the uptake of the Fleet Operators Recognition Scheme, Construction Logistics Plans and Delivery & Servicing Plans and more innovative freight solutions, reflecting the positive experience of the Olympics and seeking opportunities to minimise congestion impacts and improve safety. These should be secured in line with the London Freight Plan and should be coordinated with Travel Plans; and
- Encourage the use of the Blue Ribbon Network for freight transport.

1.2.2 London Freight Plan – November 2007

The London Freight Plan sets out the steps that have to be taken over the next five to ten years to identify and begin to address the challenge of delivering freight sustainably in London. The Plan has no statutory force, but has been developed to implement the Mayor's Transport Strategy, and is a material consideration for planning. The same principles underpin the Mayor's Transport Strategy.

The specific policy aims are to:

- Ensure that London's transport networks allow for the efficient and reliable handling and distribution of freight and the provision of servicing in order to support London's economy;
- Minimise the adverse environmental impact of freight transport and servicing in London;
- Minimise the impact of congestion on the carriage of goods and provision of servicing; and
- Foster a progressive shift of freight from road to more sustainable modes such as rail and water, where this is economical and practicable.

Four main projects have been identified to achieve the above objectives, these are 1) Freight Operator Recognition Scheme; 2) Delivery and Servicing Plans; 3) Construction Logistics Plan; and 4) Freight Information Portal. The London Freight Plan provides further details of these projects as follows:

Project One: A Freight Operator Recognition Scheme

This project is designed to encourage freight operators to take up green fleet management and the use of best practice and to increase the sustainability of London's freight distribution. Operators will join the scheme as members, with tiers of membership reflecting freight operator achievements. It will offer members incentives to increase the sustainability of their operations and to develop their skills, including best practice development for:

- Training to improve safety and reduce CO2 and emissions;
- Maintenance, to improve safety and reduce fuel consumption, CO2 and emissions;
- Management of road risk to improve safety, particularly for pedestrians and cyclists;
- Fuel efficiency, to save costs and reduce CO2 and emissions; and
- The use of low-carbon engine technologies such as hybrid and electric vehicles, hydrogen fuel cells and biofuels to reduce CO2 and emissions.

It will recognise legal compliance as the base 'bronze' level and promote the uptake of best practice covering fuel efficiency, alternative fuels and low carbon vehicles, management of road risk, legal record keeping and reducing penalty charge notices through the higher 'silver' and 'gold' levels. It will also recognise operator

achievements with rewards that encourage operators to raise standards to reduce, in particular, CO2 emissions and collisions between heavy goods vehicles (HGVs) and cyclists.

The project will set Freight Operator Recognition Scheme Standards, a quality benchmark for use by clients when awarding servicing, maintenance and supply contracts. This provides a simple way for clients to ensure the sustainable credentials of freight operators.

Project Two: Delivery and Servicing Plans

Delivery and Servicing Plans (DSPs) will be used to increase building operational efficiency by reducing delivery and servicing impacts to premises, specifically CO2 emissions, congestion and collisions. They also provide a tool for use by Traffic Authorities and Planning Authorities to improve reliability.

DSPs aim to reduce delivery trips (particularly during peak periods) and increase availability and use of safe and legal loading facilities, using a range of approaches including the consideration of consolidation and collaborative delivery arrangements to help reduce the impact of commercial goods and servicing vehicle activity in and out of premises/developments.

Specific consideration will be given to increasing the numbers of freight operators using best practice, and promoting Freight Operator Recognition Scheme membership through appropriate contract award criteria for servicing, maintenance and supply contracts. Organisations using this approach will be able to demonstrate best value and environmental credibility.

DSPs will therefore comprise of three main elements:

- A plan to reduce the number of trips, particularly in the peak period, justified by a transport assessment that considers the benefits of using consolidation;
- A plan showing when and where deliveries and servicing can take place safely and legally; and
- Details of contractual changes requiring suppliers and servicing companies to reduce the number of trips and to use legal loading facilities. The selection process for supply and servicing contracts will specify Freight Operator Recognition Scheme membership.

DSPs will be linked to planning conditions for major new developments. In time, borough and GLA planners will require all large planning applications for developments and all smaller developments over an agreed threshold to develop and implement DSPs. Plans will be tracked through the Travel Plan iTrace system and will feed the TRAVL database to provide valuable freight data.

Project Three: Construction Logistics Plans

These plans are very similar to the DSPs described above and will also be integrated into the travel planning process. They cover:

- The design of buildings to maximise benefits of implementation; and
- Delivery operations during the construction phase

The plans will consider consolidation and other techniques to help minimise trips (particularly in peak times), lane closures and illegal waiting/loading activities. This will in turn reduce congestion and emissions. The plans also link supply and site servicing contracts to the Freight Operator Recognition Scheme membership with the associated benefits of reduced emissions, collisions, congestion and costs this brings.

Project Four: Freight Information Portal

The Freight Information Portal will offer London a single interface for information on freight between London's public authorities and freight operators. It will enable the integration of systems and act as a single point of registration for deliveries in London. The project aims to reduce operators' administrative costs and improve access to freight journey planning to support improved operational efficiency, better driver behaviour and the use of alternative fuels (including bio-fuel) and low-carbon vehicles. A range of systems and services will be made available to all, with opportunities for Freight Operator Recognition Scheme members to promote fleet and freight vehicle operational efficiency and the uptake of best practice to reduce CO2 emissions and improve safety. Key partners will be all those with data or systems affecting freight operators and deliveries in London.

1.2.3 Managing Freight Effectively: Delivery and Servicing Plans – 2007

TfL provide additional guidance on the production of Delivery and Servicing plans within their document entitled Managing Freight Effectively. The document identifies that the plan needs to be tailored to the specific requirements of the building, but outputs can include:

- A plan identifying where safe and legal loading can take place;
- An agreement for occupants to use freight operators who can demonstrate their commitment to following best practice – for example, FORS members; and
- Proactive management of deliveries to reduce the number of unnecessary journeys and increase the use of more sustainable modes, where possible. The guidance also identifies some of the most effective tools and techniques to minimise the impact of freight activity on London's roads.

1.2.4 The London Low Emissions Zone – 2008

The Low Emissions Zone (LEZ) is a scheme that aims to improve air quality in the city by setting and enforcing new emissions standards for HGV's, Large Vans and minibuses, and deterring the use of the most polluting vehicles by freight operators.

Cars and motorcycles are not affected. The LEZ operates 24 hours a day, seven days a week, every day of the year including weekends and public holidays, with a daily charge of £200 being applicable for lorries, buses and coaches; and £100 for heavy vans and minibuses which do not meet the required standards. The LEZ is enforced through fixed and mobile cameras which read vehicle registration number plates driven within the LEZ and check them against a database of vehicles which meet the LEZ emissions standards; or are either exempt, registered for a 100% discount, or if the LEZ daily charge has been paid.

1.3 Castle Square Overview

The 'Elephant One' Scheme is located in Elephant and Castle in the London Borough of Southwark (LBS). The site is bounded by Elephant Road and National Rail to the west, New Kent Road to the north, Lend Lease's Elephant Park Scheme to the east, and currently the Artworks Building south-fronting Walworth Road. Two basement levels are incorporated over the entire site footprint accommodating the service ramp and yard, EDF substation, plant rooms, car parking, and refuse and cycle stores.

1.4 (Proposed) Management Arrangements for Castle Square & 'Elephant One'

The completed scheme will be operated under the 'Get Living London' (GLL) brand; the management operation of which will also manage Castle Square. Therefore in management terms, the strategies proposed view the site as both 'Elephant One' and Castle Square. Principle access to the square will be via New Kent Road, with electricity and water being supplied from 'Elephant One'.

1.4.1 (Proposed) Operation of Castle Square

This strategy has been produced on the basis that a specialist operator will be selected to undertake the running of the market with a service charge levied to the operator for the provision of Landlord services such as cleaning/utilities etc. However, our client is currently reviewing whether this is appropriate in the short to medium term as A) there would be limited viability of a market or demand from an operator whilst the redevelopment of the shopping centre site is ongoing and B) the use of Castle Square during this period should be considered alongside the uses on the adjacent Lend Lease owned Artworks/ extended Artworks site and the temporary Elephant Park rather than in isolation. Our client is currently coordinating a strategy for this space along with Lend Lease that could envisage a wider enlivenment and events programme together with additional medium term / temporary space for retail, restaurants, food and work spaces. This strategy could include an element of market

type operations but not exclusively so. Once this strategy has been pulled together and agreed, we will be able to submit further details of the management and operations strategy separately. In the longer term, and once further development has occurred in the locality, consideration could then be given to a return to a traditional market offering dependent upon a number of factors and consultations.

It is envisaged that any operator or operators (and this could include our client) will be employed under a management contract / property agreement (terms to be agreed) and these will include a series of obligations on standards, regulations and KPI's to ensure that the operation is effective and appearance of Castle Square is maintained. Any traders or tenants will be selected on the same strict criteria so they fit in with the overall tenant mix strategy of the site.

The alternative arrangements which will be accommodated at Castle Square would include granting of licences to occupy. This would be for either: occupation upon a plot on the square with traders providing their own stalls/apparatus; or the right to occupy and use Landlords fixtures and fittings that may include installations or structures of a more permanent nature/ motorised catering vehicles and similar. The licensee would be liable to the licensor for payment of a licence fee, and utility costs where applicable.

2 Site Management and Servicing

2.1 Vehicular Movement

2.1.1 Access

Market traders will require vehicular access to the site, predominantly for the loading and unloading of goods, equipment, and dependent upon decisions regarding operation, the stalls themselves. There will be limited space for storage on site.

2.1.1.1 Public Transport:

There are three modes of public transport available local to Elephant One: bus, London Underground / National Rail and Santander Cycles, all of which connect both residents and their visitors to the 'Elephant One' development.

Bus Access – There are to be two Bus stops in close proximity to the development, both to be situated on New Kent Road. The Bus stop towards Westminster serves routes 53 and 453, the other Bus stop towards New Cross or Peckham serves routes 53, 63, 168, 172, 363, 415, 453 and N63. Access for both residents and visitors from either bus stop will most likely be from the street on the west side of the development along Elephant Road.

London Underground / National Rail – Within a short walking distance to the development is the Elephant and Castle Underground station (Zone 1 and 2), this is

in addition to the Elephant & Castle National Rail station. The underground station connects to both the Bakerloo and Northern line. The National Rail station operates both Thameslink and Southeastern services. The stations are situated to the west of the site, residents and visitors will most likely use the Elephant Road pedestrian entrance / exit opposite to the development to access the station, alternatively the main 'A' roads can be followed on foot around the site where the Elephant and Castle shopping centre is located.

Santander Cycles – There are two Santander Cycle terminals for public use that hold 51 bicycles in total (21 and 30 respectively). Cycle terminals are based to the south-west of the site, situated at Strata and Walworth Road. Residents and visitors are able to access these bicycles by walking eastbound along Walworth Road then turning left at Elephant Road.

2.1.1.2 Parking:

There are no commercial car parking spaces at 'Elephant One' for traders or visitors to the market square. Therefore, any vehicles that are required for any use in relation to the market will need to be parked off-site.

2.1.1.3 Drop-Off and Loading

Traders will be instructed to use only the lower basement service yard for loading/unloading. The vehicles will enter the site via New Kent Road and be granted remote access through the roller shutter via the intercom system linking to the Security Control Room, or ANPR if prior notice has been given and arrangements made. The vehicles will be directed to the Lower Basement service area via appropriate signage. The use of a Loading Bay management software tool such as Vicinitee (<http://www.vicinitee.com/Property-Management.html>) will be required to coordinate the day and time-slot allocations. Goods, equipment and similar will be transferred through Lift 11 located within the market storage core to the south east of the site up to Ground level. Consideration will need to be given to access control of the doors which are secure; this may require either the provision of a fob or an accompanying member of the security team. It should be acknowledged that outside the hours of parking enforcement, it will not be possible to police street loading/unloading. To resist street loading / parking, bollards are proposed on Castle Square, and this will also act as a security line to deter other vehicular access to the Square.

At street level, two drop kerbs for fire engines are proposed at either end of Castle Square, therefore potentially vehicles will be able to access and service on the square itself. Should motorised catering vehicles or similar be in use, this will be an efficient method for simultaneous set up and deliveries.

2.2 Security

There will be a 24 hour security presence responsible for the physical safety and security of both people and assets across both 'Elephant One' and Castle Square through manned guarding and security systems. Security of the market square will be directed from the security control room, located in West Tower 1 (containing CCTV monitors, fire and security panels and remote access control). In addition, Security team members in branded uniform will follow pre-determined patrol routes across the estate throughout the day and night. As the market square is publicly accessible, an efficient security strategy will be implemented. In addition to an on-foot presence, CCTV monitoring will be in place with a pole-mounted PTZ camera situated in the Square in addition to that provided on the buildings. Access control will be in place for vehicular entry and exit to the basement servicing area via intercom systems, an ANPR camera (or proximity fob); and for those on foot through doors in the market store from ground level to lower basement through fob controlled access.

2.3 Hours of Operation

The frequency and operating times of Castle Square are yet to be confirmed. They will, however, be in accordance with the Section 106 Agreement which permits the market square use between 06:00 and 17:00 Monday to Saturday . This is to ensure that occupiers of 'Elephant One' and neighbouring premises do not suffer a loss of amenity by reason of noise nuisance.

2.4 Cleaning and Refuse Management

Although the operation of the Market will largely be the responsibility of the contracted Operator, the on-site team and/or any contracted services for the building and estate will be utilised for cleaning and waste management.

The Cleaning team currently proposed comprises a split of Internal and External Cleaners. The External Cleaning team is likely to not only be responsible for the common parts around the exterior of the building, litter picking and movement of euro bins; but also for the cleaning of the market square and waste management of the Market traders refuse. In order to carry this out, there will be a number of stand-tap watering points available, which will also be used for wash-down and irrigation of planters and tree pits and benches. A ride-on scrubber/sweeper for the granite paving is to be stored within a basement level storage room of the Market Store which will be equipped with a power point. In addition, other management equipment that may be required such as a leaf blower/ utility vehicles are likely to be located in caged or similar storage at upper basement level.

With regard to the Market Trader's waste, the refuse storage room is located at Lower Basement Level, utilising Lift 11 for movement of the euro bins to and from ground level. This is denoted within Appendix 1, highlighted green on drawing AR54502-PL-

396. The waste generated from Castle Square will be treated as commercial, and as such private commercial collection arrangements will be required, as for the retail and restaurant refuse. However, discussions with LBS have highlighted that due to the large volumes of refuse created by traditional market offerings, lift movement of refuse may not be practical on a day-to-day basis. Therefore in considering a traditional market offering potential consideration should be given to the provision of a shared-use ground floor bin store, possibly behind the Market Store building, which will allow for ground level servicing, co-ordinating collections between restaurants/smaller retail units and the market, and assuming a daily collection. Alternatively, more frequent collections from basement servicing area may be possible, with consideration given to the anticipated cost of this arrangement. This is accordance with guidance contained within the London Freight Plan which identifies that developments should provide sufficient facilities for storage and collection of segregated waste – separating into general waste and dry comingled.

2.5 Storage

It is yet to be confirmed how the market stalls/apparatus/equipment to be used by the traders will function and operate: whether there are fixed or demountable structures that will require a place of storage within the Market Store, or whether the trader's will bring their own. It is envisaged that space will also be required for a ride-on scrubber/sweeper, a trolley for transporting goods, and the outcome of current discussions regarding refuse arrangements may also generate a requirement for space.

Within the Market Store building, there are points of storage at each level. At Ground floor, there is a rectangular storage room of smaller proportion to the others. At Upper Basement level, a storage room of approx. 47 sq.m., and at Lower Basement a storage room of approx. 51 sq.m. can be found, both accessed via Lift 11 or adjacent stair.

2.6 Lighting and Power

2.6.1 Castle Square

Located upon the market square at ground level are 20 floor mounted flush sockets to be used as power outlets by the traders, and for any external contractor or cleaning equipment should the need arise. Blakely slim line floor boxes will be provided. There are separate hose points for water. Metering shall be provided to the market square floor box outlets; it is yet to be determined whether metering will be to each individual floor box or as a whole.

External lighting is provided via a combination of column and uplighters situated across the square.

Surface water drainage is undertaken via linear ACO floor gratings interconnected with cast iron pipework which runs at high level within the basement box.

2.6.2 Market Store

The building is to be unheated and naturally ventilated. The stairs also act as a basement level escape route for the development. At ground level, there is an accessible WC for use by market traders only, encompassing standard contract sanitary ware and electric hand dryers with drainage routed through the basement below. Oil tube radiators/trace heating are provided as frost protection to the plumbing. Low energy lighting controlled by light sensors and a programmable timer will be installed.

2.7 Welfare Facilities

For use by the market traders only, an accessible WC is located within the Market Store building at ground level. Access to the store will be controlled and so traders will require a fob in order to utilise this. There is no provision of welfare facilities for use by the general public on the Market Square.

2.8 Mitigation of Nuisance

Within a mixed-use development such as 'Elephant One' along with a mix of uses in the Public Realm, importance is placed upon the mitigation of nuisance between such closely-linked and adjoining uses. Measures to reduce/manage servicing can achieve the following objectives:

- Demonstrate that goods and services can be delivered, and waste removed, in a safe, efficient and environmentally-friendly way;
- Identify deliveries that could be reduced, re-timed or even consolidated, particularly during busy periods;
- Improve the reliability of deliveries to the site;
- Reduce the operating costs of building occupants and freight companies; and
- Reduce the impact of freight activity on local residents and the environment.

In order to ensure that the market square operates efficiently and with minimal interruptions, a number of measures implemented through a delivery and servicing management strategy will be in place to control this and include:

2.8.1 Operating Hours

As stipulated within the Section 106 Agreement, the market will only operate between 06:00 to 17:00 Monday to Saturday in order to minimise any noise or other nuisances. Precise timing within this period is yet to be agreed.

2.8.2 Servicing Booking / Management Strategy

The use of Loading Bay Management Software for allocation of date and time reservations of the Lower Basement loading bays will ensure that there is a smooth operation of the Servicing Area in line with servicing of the retail, restaurant and residential uses. The roller shutter entrance to the basement is situated part of the way down the ramp at ground level, designed to optimise this space for use as an off-street waiting zone by vehicles anticipating access away from the highway. If a vehicle arrives outside of its allocated time during periods of peak demand, the on-site team will have the authority to refuse admittance, in which case a new allotted delivery slot would be arranged with the supplier. Although the vagaries of London traffic may distort these intentions, the management software tool should also work to minimise traffic waiting on the highway which would otherwise cause a nuisance to adjoining property and in doing so control vehicular movement.

2.8.3 Training and Responsibilities

The appointed Facilities and Health & Safety Manager will be responsible for providing funding and time resources for all of their site-based staff to receive appropriate training relating to the processes and procedures in operation of the development site. On-going training requirements will be identified through annual Personal Development Reviews (or equivalent internal review process).

2.8.4 Communication of Delivery Restrictions

The delivery procedures in operation on the site will be communicated to all staff upon occupation with notices placed on site regarding these procedures. The occupiers will be responsible for informing their suppliers of any delivery restrictions and communicating the booking/ management strategy.

2.8.5 Delivery Scheduling

Scheduling routine deliveries through consultation with occupiers to occur outside of the network peak hours to avoid congestion and minimise impact on the road network at the busiest and most constrained times.

2.8.6 Synchronising Deliveries

The number of service vehicle trips can be reduced via freight consolidation and the opportunity to achieve this given the mixed use nature of the site will be considered as part of the centralised management function for the whole scheme. Synchronisation of deliveries from common suppliers with other occupiers, therefore reducing the number of deliveries to the site whilst simultaneously reducing the economic and environmental costs associated with goods vehicles deliveries.

2.8.7 Engaging Deliveries by Sustainable Modes

Commercial occupiers will be encouraged to use suppliers who are affiliated to the Freight Operator Recognition Scheme (FORS) and operating green fleets. In doing so, this measure will contribute towards encouraging more maintenance contractors to use electric vehicles. Full details of the benefits associated with FORS are detailed earlier within this document. The Freight Information Portal will be promoted by site management to raise awareness of this resource amongst the occupiers within the site and encourage the adoption of good practice servicing and delivery strategies. The Corporate and Social Responsibility benefits associated with using suppliers adopting sustainable freight and servicing practices will also be promoted.

2.8.8 Enforcement

If a driver does not comply with the delivery access restrictions (as witnessed by the security staff or reported by local residents/occupiers), the supplier will be informed of the vehicle registration/driver not complying with the contracted conditions. As aforementioned within the strategy, there will be an on-site Security Team responsible for the safety and security of people and assets at 'Elephant One' and Castle Square through manned guarding and security systems. The scope of responsibilities will include the Market Square CCTV, patrol and reactive duties; and will ultimately be accountable for the monitoring and mitigation of any nuisance across the whole development.

3 Financial Implications

3.1 Operating Costs and Service Charges

This section will be completed when further details are known and a draft indicative service charge budget for the development has been produced.

Castle Square will in all likelihood derive benefit from staffing, services and utilities at 'Elephant One' and in doing so will be required to contribute to the service charge budget.

