

# PART ONE

## OVERALL STRATEGY

### 1.0 Introduction

#### 1.1 The Vision

The Southwark Plan (200 ~~2~~ 4) [The Second draft of Southwark's **Unitary Development Plan** UDP (the Plan) ] sets out a vision for Southwark and explains how ~~it will happen~~ this vision will be achieved. The vision is of, 'a **borough** with a high quality environment with a mix of land uses, where all can prosper and enjoy a good quality of life, and where there is choice and quality in the services and opportunities that a city can provide'.

#### 1.2 Influencing Development

The Plan sets out how the **Local Planning Authority (LPA)** will use its planning powers to influence development ~~over the next 10 years~~. The Plan explains why planning decisions are made, and the objectives and targets that the **LPA** is seeking to achieve. It provides the framework for guiding Southwark's development, taking account of how much it has changed, and looking forward to how this may continue in the future.

#### 1.3 Southwark Plan Format

~~The UDP has three separate sections, known as Part 1, Part 2 and Supplementary Planning Guidance. Plan is in two parts. Part 1 describes the Council's **LPA's** overall strategic direction expressed in terms of objectives for the next 15 years for development within the local and wider contexts. It identifies the major strategic sites which are illustrated on the Key Diagram. Part 1 also indicated the most significant physical features affecting development in the Southwark Council area and will state the overall guiding principles for development within the borough.~~

This is:

- i. **Influenced** by external and internal factors such as national and **London** guidance, the community strategy, neighbourhood renewal and **regeneration**.
- ii. **Explained** by objectives, strategies, and targets in Part 1 which set the direction for the Part 2 policies;
- iii. **Evaluated** by the implementation of the **Plan**, monitoring of land use and planning decisions, the **sustainability appraisal**, impact assessment, and consultation statement;

These are illustrated in Part 1 in the Key Diagram and Proposals Map. Part 2 expresses the Council's **LPA's** objectives and strategies in more detail and defines the policies that the Council will pursue for development control purposes during the next 10 years. Part 2 also provides background information for each objective explaining how the policies within the five sections are delivering the **Southwark Plan's** strategic objectives. Each policy is then detailed, linked to other policies and relevant **SPG**, and then the reasoning for the policy is explained.

Further explanation of how the objectives of the plan will be achieved and how the policies will be put into practice may be provided in **Supplementary Planning Guidance (SPG)**. These are documents that do not form part of the formal plan but can be referred to, to explain certain aspects of the plan.

#### **1.4 Changing to a Local Development Framework (LDF)**

There is legislation currently going through parliament to overhaul the planning system. The called the "**Planning and Compulsory Purchase Bill**". This will require that the Unitary Development Plan is replaced with a new type of plan, a 'local development framework' or LDF over a period of about 3 years from the Plan's adoption. In the meantime, this Plan continues to be prepared under the Town and Country Planning (Unitary Development Plans) Regulations 1988. replace the Plan with a new system of 'Local Development Frameworks'

### **3 2 External Influences**

#### **3-2.1 General**

**London** is one of the most important cities in the world for wealth creation. A vast range of opportunities exist for people to become prosperous and maintain a very high quality of life. This is because of the large number of different types of employment, certain environmental qualities such as its architecture and **heritage**, parks and gardens, and the range and quality of services and cultural life. In some areas of Southwark though, only the disadvantages associated with city living seem to be apparent; few job prospects, low expectations, high crime rates and a poor environment. The **UDPPlan** seeks to address these issues locally but there are also national and **London** wide influences on the **SouthwarkPlan** which need to be taken into account.

#### **3-2.2 National Influences and Policies**

The **SouthwarkPlan** is required to comply with central government policies. One of the major planks of central government policy is sustainability, the importance of which has already been noted. Three further areas of central government policy are particularly relevant:

- i. The Government is seeking to increase the quality and supply of

- housing where it is needed and, in particular, to ensure that there is **affordable housing** in a range of tenures wherever it is needed. It also wants to see more re-use of developed land in cities for new housing and this will have the added advantage of reducing the need for new development in the open countryside. (Planning Policy Guidance Note 3 – Housing);
- ii. The Government's transport policies are intended to conserve energy and reduce pollution by reducing the need to travel. Cities should be planned so that more of peoples' needs can be met in such a way that they need to use private cars less. In **inner London**, where there is good public transport and sufficient numbers of people to support local services in a small area, many people can get by quite well without a car at all. Those that do chose to keep a car do not need to use them as much as people in the suburbs or countryside. (Planning Policy Guidance notes 13 and 6);
  - iii. Central Government has also established the need for the expansion of the economy encouraging new enterprise and investment by setting out clear land use policies for industrial and commercial development, promoting mixed development and emphasising the need for environmental quality and the sensitive development of industrial and commercial land. (Planning Policy Guidance Notes 1 and 4).

### 32.3 The London Plan

The Mayor of London's draft ~~Spatial Development Strategy (SDS) know as the~~ **London Plan**, is a major external influence on the UDPPlan.

Six objectives are identified for the whole of **London**. These are:

- i. Making the most sustainable and efficient use of space in **London**; encouraging intensification and growth in areas of need and opportunity;
- ii. Making **London** a better city for people to live in;
- iii. Making **London** a more prosperous city with strong and diverse economic growth;
- iv. Promoting **social inclusion** and tackling deprivation and discrimination;
  - i. Improving **London's** transport;
  - ii. Making **London** a more attractive, well-designed and green city.

The UDP **Plan** incorporates many of the SDS proposals which affect Southwark and immediately surrounding areas. In some cases, these need further consideration to ensure that they address the main issues in Southwark more fully has to take into consideration all of the **London**-wide strategies and policies making sure that the issues are being addressed in Southwark. The Plan can not contain any strategies or policies that are not in compliance with the **London Plan**.

## **43 Local Influences**

### **43.1 Background**

There are many factors within Southwark that have a large influence on planning policies and decision making.

### **4.3.2 Community Strategy**

~~The Council's~~Community Strategy is the overarching policy delivering the Council's and its partners' objectives for the **borough**. The Community Strategy is a crucial influence on the ~~UDP~~**Plan** and has been prepared to provide an overview of the objectives which affect all the Council's activities. ~~The~~ Community Strategy's vision is, "To make Southwark a better place to live, to learn, to work and to have fun". In effect, the ~~UDP~~ **Plan** seeks to achieve the physical and spatial objectives of the Community Strategy which has ~~six~~ five priorities:

- ~~i. A thriving and sustainable economy — The Southwark Plan supports this predominantly in the tackling poverty and wealth creation chapter;~~
- ~~ii. Better education for all — Supported in the life chances chapter;~~
- ~~iii. Stable and inclusive communities — Supported predominantly in the life chances and housing chapters;~~
- ~~iv. A healthy and caring borough — Supported predominantly in the life chances chapter;~~
- ~~v. A safe place to live and work — Supported predominantly in the environment chapter;~~
- ~~vi. A quality environment — Supported predominantly in the environment and transport chapters.~~

- i. Tackling Poverty;
- ii. Making Southwark Cleaner and Greener;
- iii. Cutting Crime and the Fear of Crime;
- iv. Raising Standards in our Schools;
- v. Improving the Health of the Borough.

The Council is also committed to empowering local communities and residents, embracing **diversity**, boosting efficiency and tackling poverty. It is also seeking to create a cleaner, greener **borough**, taking the environment into account in every area of Council activity and decision-making. ~~These internal influences are incorporated into the UDP.~~

### **43.3 Southwark's Programme for Regeneration — Local Strategic Partnerships and Neighbourhood Renewal**

The Southwark Plan seeks to support and continue the programme of regeneration that Southwark Council has been leading for several years. This is a co-ordinated programme to bring lasting improvements to the economic, social and environmental conditions of particular locations which are subject to deprivation. Efforts to improve the environmental and social conditions in areas with high unemployment and other forms of deprivation are being co-ordinated with work to develop the range and quantity of jobs available in areas where there is the potential. The link must be made between those places where the wealth creation is taking place and where jobs are needed. These and other regeneration factors provide the context for further development of the borough.

The Southwark Plan will be used to encourage and support programmes and schemes aimed at improving the overall standard of housing in the borough. These are targeted on areas that are failing to provide a good quality housing environment. Southwark seeks to co-ordinate its investment in housing improvement with that of other public and private agencies and with investment in other facilities and the environment generally.

The Southwark Plan seeks to maintain and improve the quality of development that takes place through its policies. It also seeks to encourage and enable certain types of development that deliver the vision for specific areas, directing regeneration and investment to where it is needed most.

Southwark Alliance is the local strategic partnership for the borough. It brings together the Council, other statutory organisations - health, police, schools, employment - with voluntary, business, faith and community sector organisations. Its role is to set the vision for the borough through the Community Strategy and to drive and monitor its implementation.

A key area of work for Southwark Alliance is to target improvements in the most deprived neighbourhoods as part of the government's national programme. There are 16 deprived neighbourhoods in Southwark, ranging from those with major regeneration schemes, like Elephant and Castle and Aylesbury, to others where renewal is targeting particular service improvements related to crime reduction, educational achievement and better health. The Southwark Plan seeks to support this overarching framework.

More information about the work of Southwark Alliance and all the Priority Neighbourhoods is available through the website [www.southwarkalliance.org.uk](http://www.southwarkalliance.org.uk).

## **74 The Southwark Plan Objectives**

**Taking account of the factors influencing development in Southwark already described, twelve objectives have been produced as the basis for development decisions within Southwark. These objectives will be used to**

inform Part 2 and the Supplementary Planning Guidance. These are the objectives which planning decisions should be aiming to achieve;

#### 4.1 Introduction

These 3 strategic, and 11 policy based objectives have been produced as the basis for development decisions within Southwark. These objectives (which are not in any particular order) inform the overall strategy, targets, implementation, Part 2, and the Supplementary Planning Guidance.

#### 2.2.1 4.2 Strategic Objectives

These are strategic objectives that are working towards sustainable development delivered by the plan as a whole:

They are:

- i. To achieve sustainable development that ~~balances~~meets the needs of the ~~environment, economy and society~~ from all cultures whilst improving the environment;
- ii. To enable people to have meaningful opportunities to participate in ~~important decisions~~ fully in important planning decisions that affect their quality of life, their ability to participate in wealth creation and the quality of their environment, and to remove barriers which hinder access to that process;
- iii. To improve people's life chances by achieving the highest possible quality developments with all of the infrastructure required to meet people's needs within Southwark.

#### 4.3 Policy Based Objectives

These objectives are derived from external and internal influences, especially the Community Strategy, and through consultation. They are delivered by the policies in Part 2:

1. To remove the barriers to employment and improve access to jobs and training opportunities for ~~residents~~local people;
2. ~~To create the conditions for wealth creation to succeed~~To facilitate regeneration and increase the number and range of employment opportunities available within the borough~~Southwark;~~
3. To improve the range and quality of services available in ~~within the borough~~ Southwark and ensure that they are easily accessible by all sections of the community, particularly by foot, cycle and public transport;
4. To support regeneration and wealth creation through arts, culture and tourism uses;
5. To reduce poverty, alleviate concentrations of deprivation and increase opportunities; (4)
6. ~~To allocate land for~~To enable growth and development of educational, community and welfare services in line with the community's needs; (5)

7. To ensure that developments improve local areas and address London's Southwark's needs through **planning agreements**; (6)
8. To protect and improve amenity and environmental quality and encourage sustainable development; (7)
9. To reduce pollution and improve the environmental performance of buildings especially for energy, water and waste management;
10. To enhance the character and vitality of Southwark through excellence in design, protection and enhancement of the historic environment, and the efficient use of land;
11. To create, preserve and enhance open spaces, and ~~areas of historic importance~~ green corridors, traffic free routes, and biodiversity;
12. To protect and enhance the River Thames and its environs;
13. To promote the efficient use of land, high quality developments and ~~mixed~~ a mix of uses; (9)
14. To provide more high quality housing of all kinds, particularly **affordable housing**; (10)
15. ~~To increase ease of movement by alternative modes of transport to the private car and to reduce congestion in and around Southwark by promoting and enabling the development of infrastructure for an efficient public transport, cycling and walking system; To promote more~~ sustainable transport choices for all members of the community, in order to reduce congestion, pollution and increasing ease of movement; (11)
16. ~~To reduce congestion and pollution within Southwark by minimizing the need to travel through increased densities at transport nodes and by high public transport accessibility~~ the need to travel, especially by car. (12)

## 5 The Strategy

### 5.1 Setting out the Strategy for the Use and Development of Land

The Unitary Development Plan sets out a spatial strategy for the borough. That is a strategy for the use of land and buildings to provide for the needs of the local area and for the borough to play its part in meeting the needs of the whole Greater London region and beyond.

Southwark's spatial strategy is summarised on the key diagram. The northern part of Southwark contains part of central London, the area now referred to in the London Plan and elsewhere as London South Central. There is a strategy co-ordinated with other central London boroughs to extend more of the functions of central London south of the River Thames. This is a major part of the borough's Enterprise Strategy and will be one of the main influences expanding wealth creation and tourism in the borough. The London South Central area overlaps with a large part of the northern half of the borough that generally has a range of problems associated with social exclusion. These areas, together with a small separate area in the south of the borough, have been identified as Neighbourhood Renewal Areas in the Neighbourhood Renewal Strategy and identified in Figure 2. Prosperity will be brought into these areas by establishing

stronger links with the opportunities for wealth creation in central London through the Employment Strategy. Also, concentrating growth in the economy and in population at points of greatest accessibility will bring prosperity and better choice and quality in the services available to all parts of the borough.

The Key Diagram shows the Opportunity Areas identified in the London Plan both inside and outside the borough. The two within Southwark are London Bridge and Elephant and Castle.

Other important growth points in the Plan are Canada Water, Peckham, Bermondsey Spa and Old Kent Road. These provide opportunities for substantial growth in the supply of good quality housing (including affordable housing) together with commercial functions that will generate local employment.

Southwark already has characteristics of a compact city with areas of mixed use where land is used efficiently. As a result, walking and cycling are more viable as alternatives to car travel than in many other cities. This pattern of development, with more efficient use of land in areas of high accessibility, with more mixed uses and more services provided locally will provide the basis for further growth in walking and cycling and further reduction in the need to use cars. Canada Water and Peckham will be the two main areas of population growth after Elephant and Castle and development of these areas with high quality housing will be co-ordinated with efforts to improve the choice and quality of the services provided in these town centres. The plan seeks to improve the choice and quality of services provided in other local and district centres which have good accessibility for the surrounding neighbourhoods: Camberwell, Lordship Lane, The Blue, Nunhead, Herne Hill and Dulwich.

As brownfield sites will be redeveloped with greater intensity, the need for strong protection of heritage, conservation areas and valuable open space becomes greater. The strategy includes protection for Metropolitan Open Land, Borough Open Land and Other Open Space, that provides an important amenity, relief from the built up area and establishes the character of many areas.

The Plan seeks to concentrate growth in areas of the greatest accessibility by public transport. It also seeks to enable improvements to the public transport system to take place in order to increase accessibility around London for many parts of the borough. The Cross River Transit tram proposal will provide a much needed link through some of the areas in most need of regeneration – Peckham, Walworth and the Elephant and Castle – to central London. The East London Line Extension will further improve the accessibility of Peckham in particular to other parts of London. Improvements and extensions to Thameslink could further benefit many parts of the borough, especially Camberwell.

## **5.2 The Key Diagram and Proposals Map**



### 5.2.1 Key Diagram

The Key Diagram is a diagrammatic representation of the Plan's main strategic areas of activity and programmes for the protection, development and use of land. It provides an illustrated overview of how these areas and programmes relate to each other, and to the major development areas in adjoining boroughs.

These areas are:

- i. Special Policy Areas which have a wider regional significance and include London South Central and The Thames;
- ii. Local Policy Areas where regeneration and growth opportunities are concentrated and include **Opportunity Areas, Action Areas, District Centres** and **Local Centres**;
- iii. Protection Areas which allow certain areas to continue to fulfill an important function and include **employment**, environmental, education, **open space**, the **Thames Special Policy Area** and **transport sites**.

### 5.2.2 Proposals Map

- ~~i. Protection of open space, archeological remains and employment land uses on specific sites;~~
- ~~ii. Employment land uses in two categories; industrial and office locations;~~
- ~~iii. A description of categories that are the basis of the car parking and density standards;~~
  - ~~□.iv. Designation of a new waste management site and the Air Quality Management Area (AQMA);~~
  - ~~□.v. Protection of strategic views;~~
- ~~vi. Designation of Action Areas etc~~

The Proposals Map designates certain parts of the **borough** for particular types of land uses and identifies areas where particular planning policies will apply. These designations are either limiting or facilitating change. They predominantly provide;

- i. Designation of the **Special Policy Areas**;
- ii. **Local Policy Areas** facilitating and controlling change;
- iii. Designation of areas illustrating the differing density and parking zones;
- iv. **Protection areas** for particular types of land uses;
- v. Certain specific development sites.

### ~~6.10 Strategic Areas~~ **5.2.3 Special Policy Areas**

~~All of the Strategic Area Zones discussed in Part 1, Section 5 and Part 2, Section~~

~~1 are designated on the Proposals Map to illustrate the sites which are affected by the area policies and SPG. These are the Opportunity Areas, protected shopping frontages, Action Areas and Town Centres. Two **Special Policy Areas** (SPA) have been identified in the draft Spatial Development Strategy **London Plan**:~~

- i. ~~London South Central is an area covering parts of ..boroughs of Southwark, Lambeth and Wandsworth a zone identified in the **London Plan** stretching across the three boroughs of **central London** south of the Thames and containing four distinct opportunity areas, have been designated in the SDS two of which are in Southwark (London Bridge and Elephant and Castle). These areas have the potential to provide substantial numbers of new jobs and homes. In each case the area The whole zone should experience general intensification of development, together with significant environmental and accessibility improvements over time. Area based regeneration initiatives are co-ordinated across the zone and linked to the City of London and the City of Westminster to the north. Southwark will seek to protect and extend the cultural, entertainment and leisure offer of London South Central to meet both local and strategic needs. Southwark will seek to retain and enhance This will be taken forward to ensure that there is retention and enhancement of the quality of life of the growing number of people who live there in, work in and visit the LSC. The area in Southwark coincides to a large extent with the **Congestion Charging Zone (CCZ)** where traffic restraint requires a particular policy response;~~
- ii. ~~The **Thames Special Policy Area (TSPA)** is a feature of major significance to most of **London**, defining its character and unifying different areas. The full potential of the River to bestow a special character on the districts that front upon it has not yet been fully realised. The TSPA has been identified on the proposals map in order to allow special control on developments adjacent to the riverside, in order to create and capitalise on opportunities to enhance the character of the area and ensure continued and improved access to the river.~~

#### **5.2.4 Local Policy Areas**

The **Local Policy Areas** are illustrated on the **Key Diagram** and designated on the **Proposals Map**. They should be accessible, **mixed use** nodes of activity, providing jobs, homes, shops, services, schools, health, relaxation spaces and facilities which are well served by public transport. The Council will be prepared to use compulsory purchase powers where necessary to ensure that land is made available for development when it is necessary to meet the overall regeneration objectives.

There are four types of **Local Policy Areas** delivering different roles:

- i. The **Opportunity Areas** that are undergoing or about to undergo a great deal of change. This change will need to be carefully planned and co-ordinated.
- ii. The locally designated **Action Areas** that are also undergoing or about to undergo a great deal of change
- iii. Change within **District Centres** will need to protect and increase the vitality and quality of retail and other services.
- iv. **Local centres** provide an important function for local people, they need to be protected and enhanced where possible.

The strategic policy direction for each Local Policy Area is outlined below:

### **5.2.5 Opportunity Areas**

~~The draft Spatial Development Strategy **London Plan** identifies two areas where major changes are possible and desirable to help meet **London's** strategic objectives. These are the Elephant and Castle (including Walworth Road) and London Bridge. Two areas are identified as requiring special policies. Action Area Plans in the form of Supplementary Planning Guidance, will guide the preparation of master plans for these two areas as noted below.~~

#### **5.2.1.i. Elephant and Castle**

The **Elephant and Castle** will undergo major redevelopment in the coming years to take advantage of its important position as a **transport interchange** on the southern boundary of **central London**. It will also be one of the main areas for population growth and services to the population, especially higher education. The retail centre at the Elephant and Castle may expand significantly so that its position in the hierarchy of **town centres** in **London** changes from being a district centre to a Metropolitan Centre.

The draft SDS **London Plan** states:

“The **planning framework** for the area around the Elephant and Castle should draw on its good public transport **accessibility** levels to the **Central Activities Zone** and relatively affordable land. This could be a suitable location to meet some of **Central London's** longer term needs for extra office space and is suitable for **tall buildings**. Large scale, car based **retail** development should not be encouraged. This framework should seek significant new housing and integrate this with a more efficient **transport interchange**. Environmental and traffic management improvements are crucial to the successful redevelopment if this southern gateway to **Central London**.” (The draft **London Plan** paragraph 2B.24)

The draft SDS **London Plan** sets minimum targets for homes and jobs to be achieved up to 2016 in areas of opportunity. For the Elephant and Castle, within

an identified area of 23 hectares, the targets are 4,200 new jobs, and 4,200 new homes.

The Elephant and Castle is identified as part of the **Central Activity Zone** and as an area of mixed uses with a strong academic character due to the presence of South Bank University and the London College of Printing.

The Elephant and Castle provides an opportunity for more shopping facilities in the **borough**. Currently Southwark has a low level of shopping provision which means that an unusually large number of shopping trips made by people are to centres outside the **borough** particularly to the West End. Providing more shopping locally will mean people will have less need to travel.

Bearing in mind the expected growth in the population and their spending power, substantial growth will be sustainable. The Elephant and Castle provides an excellent location for this growth given its existing public transport links and the expected improvements with the proposed tram. This will enable growth to take place in a mainly car-free centre rather than have it distributed to less well connected centres.

The Council's LPA's strategy for the redevelopment of the Elephant and Castle area is set out in a ~~Supplementary Planning Guidance document~~ below as a set of key principles to guide future redevelopment.

The vision for the Elephant and Castle is of:

"A vibrant, thriving and successful new **mixed use** town centre, accessible from a highly integrated public transport system establishing a place where people will want to live, to work and to visit for shopping and leisure"

The primary objectives to achieve are: To achieve this vision, developments at the Elephant and Castle should:

- ~~• Improvements to the environment, especially the public realm and pedestrian environment. Directly contribute to the creation of a lively, safe and attractive public realm composed of an open network of streets and spaces with active frontages, high quality landscaping and priority for use by pedestrians, cyclists and public transport passengers.~~
- Enable the Elephant to have its own clear and positive identity, that builds on the strengths of the area and reflects its function as a major new destination in London South Central;
- Establish and thereafter maintain a vibrant and integrated mix of homes, shops, commerce, leisure, cultural and other public access facilities, uses and activities;
- Provide for the economic, educational, cultural, social and other needs of a diverse mix of residents;
- ~~• An increase in commercial uses to provide more jobs;~~

- ~~A significant increase in the supply of new homes by more efficient use of land to achieve the target agreed with the Mayor and to improve the quality of housing for existing residents, especially the residents of a number of housing developments such as the Heygate Estate that are considered to provide a poor standard of housing environment;~~ Provide a mix of residential accommodation, across the full range of types and sizes, including private and affordable housing, with a ratio of 50:50 for social rented to intermediate housing;
- To enhance enterprise opportunities and build an entrepreneurial culture through protecting and enabling employment development;
- To retain and support existing businesses and promote inward investment;
- To promote a safe, high quality and accessible environment for businesses;
- Have a high quality, attractive and successful **public realm** of streets and spaces that are well designed, safe to use, clean, well maintained and easy to understand;
- Give priority to pedestrians, cyclists, and **public transport users** rather than **car users**;
- Create an improved and highly efficient public **transport interchange**;
- Contain a range of high quality recreation, entertainment and cultural facilities;
- Contain **mixed use** buildings that are well designed, sustainable, flexible, and which deal with waste and use water and energy efficiently;
- Through their design and maintenance help to create an environment that reduces the incidence and fear of crime.
- Support an integrated network of high quality urban spaces and public routes into the surrounding districts that will draw people into and through the area, encourage activity, and improve the appearance of the area.

Within the core of the Opportunity Area the following will be permitted:

- *Improvements to the range, quality and accessibility of community facilities in the area;* A range of social, educational, health and leisure facilities to serve the existing and new population, comprising a new secondary school, a healthy living centre, leisure centre, new improved health facilities, a library and life long learning centre and new nursery provision;
- Up to 1,100 new homes to replace existing Council housing lost as a result of the redevelopment proposals;
- Not fewer than 4,200 mixed tenure new homes;
- An increase of Up to 75,000sqm of new retail and leisure uses to form a significant destination together with complementary town centre uses to include cultural and entertainment uses, hotels and public facilities arranged around a new high street extension of the Walworth Road;
- An improved and A highly efficient public transport interchange hub at the heart of the area to serve the needs of the existing and new development, comprising an improved new northern line station, improved conditions for

- buses, the accommodation of the Cross River Transit tram within a safeguarded route, a refurbished train station and an improved interchange between the various modes;
- Intensification on key sites around the transport nodes that provide exemplary design and transport improvements;
  - Improvements to the distribution and quality of public open space in the area whilst seeking also to maintain the quantity; A network of new and improved **open spaces** and public places, including a new civic space, town park, market square, and the enhancement of St. Mary's churchyard.

The Supplementary Planning Guidance will guide Council will prepare a master plan for the area with further expansion of these objectives and the policies of the plan as they affect the Elephant and Castle area explained in Supplementary Planning Guidance. On which the local planning authority will be seeking agreement with local residents and businesses, land owners transport operators and other partners. The masterplan will show a proposed new road layout including, crucially, a new alignment of the inner ring road that forms the boundary of central London for the purposes of the Congestion Charging Scheme and the alignment of the proposed Cross River Transit tram. It will also show the distribution of the main land uses and urban design features. This will confirm that the Elephant and Castle is a suitable location for tall buildings. The master plan and Supplementary Planning Guidance will incorporate advice as follows:

- A movement strategy designed to give priority to public transport, pedestrians, cyclists and to minimize the impact of cars on the environment.
- An urban design strategy designed to deliver a rational, cohesive and complementary pattern of built development combining mixed use building blocks arranged around a network of high quality new streets and spaces and architecture of the highest quality.
- An Environmental strategy containing positive measures to mitigate the impact of the development in terms of resource consumption and CO<sub>2</sub> emissions and to encourage design that obtains the maximum benefits from passive solar gain and other renewable energy technologies.
- A strategy for delivery aimed at guiding the impact of the proposals over the next 10-15 year period.

## **ii. London Bridge**

**London Bridge** is one of the most historic areas in **London**. With a traditional role as a major **transport interchange** it is now the fifth busiest station in Britain. It has become a major office location with considerable existing tourism activity. There is also supporting related retail provision and the potential for considerable further growth by redeveloping sites in and around the station. This area is the focus of intense development interest with three major proposals for the station alone. This new development could transform the area into one of **London's** key commercial and visitor locations. This will only be achieved if the issues around

poor **public realm** and access are resolved to ensure that the local environment complements the new high quality buildings making London Bridge a place where people want to work, visit and live.

The draft ~~SDS~~ **London Plan** states:

“On completion, **Thameslink 2000** will enhance the Jubilee Line’s recent improvement in **accessibility** of the area around London Bridge. Sensitive intensification rather than brownfield renewal is the greatest source of the development capacity across a number of relatively small sites. Among the larger opportunities, and complementing the area’s **heritage** and environmental character, the riverside between London Bridge station and Tower Bridge can accommodate a significant increase in office stock, typified by development of the More London site. Redevelopment and intensification on London Bridge station and its environs is proposed together with improved public transport facilities and interchange and better pedestrian integration with the surrounding area. This is a good location for a tall, landmark mixed-use development. The development framework should protect the needs of local residents and draw visitors eastwards along the riverside.” (The Draft **London Plan** paragraph 2B.21)

The draft ~~SDS~~ **London Plan** sets minimum targets for homes and jobs to be achieved by 2016 in areas of opportunity. For London Bridge, within an identified area of 30 hectares, the targets are 24,000 new jobs and 500 new homes.

London Bridge is identified as part of the **Central Activity Zone (CAZ)** and as an area of mixed uses with a strong arts, cultural or entertainment character.

~~The Council’s strategy for the regeneration of the London Bridge area is set out in a Supplementary Planning document. The primary objectives to be achieved are:~~

- To make the best use of land and transport resources, developing high density, sustainable buildings on key sites;
- An improved and highly efficient public **transport interchange**;
- Intensification on key sites around the transport **nodes** that provide exemplary design and transport improvements;
- To secure major improvements through the development process to public transport to increase capacity and promote ease of use for all groups including people with a mobility disability;
- To require that any proposals for tall or large scale buildings respect the setting of the proposed London Bridge Tower, are of exceptional design quality, and located within a planned strategy for the siting of **tall buildings** with reference to the draft **London Plan**;

- To improve London Bridge's retail base, concentrating on areas around the station, and encouraging a range of unit sizes including larger units suitable for supermarkets and other mainstream retailers
- Improvements to the environment, especially the **public realm** and pedestrian environment;
- Increased employment especially of local people in commercial (office), tourism and retail activities;
- To enhance enterprise opportunities and build an entrepreneurial culture through protecting and enabling employment development;
- To retain and support existing businesses and promote inward investment;
- To promote a safe, high quality and accessible environment for businesses;
- Improvements to the distribution and quality of public open space whilst also seeking to maintain its quality;
- Increased employment especially of local people in commercial, tourism and retail activities;
- To protect and enhance the historic character of the area, and conservation areas;
- For all developments to meet the highest urban design standards;
- For all developments to contribute to achieving improved air quality within the area.

#### 5.45.2.6 Action Areas

~~5.4.1 Background~~ There are several other areas in Southwark where significant change is expected in the coming years. The strategic direction is outlined below and Area Action plans, in the form of SPG have been produced to guide development in these areas and the preparation of master plans where appropriate:

The draft **London Plan** requires **LPAs** to identify areas where changes (sometimes with intensification) are expected in the coming years to help meet **London's** strategic objectives. Six areas, Peckham, Canada Water, Old Kent Road, Bankside and The Borough, Bermondsey and West Camberwell, are identified as requiring further strategies to guide these changes.

#### i. Peckham

~~v. Peckham~~ Southwark's only major town centre as identified at present in the Mayor's draft SDS. Its role in the provision of services and employment for local people should be protected and enhanced. A number of significant development opportunities provide potential for new housing to increase the local population and economic base. Peckham has undergone a great deal of change over the past decade transforming into a mixed use area with a range of good quality housing and a new cultural area which include the Peckham Library, Peckham Pulse and Healthy Living Centre arranged around Peckham Square. As a major centre, Peckham has a large catchment area and supports around 400 businesses. These are predominantly retail and associated services. However the current range and quality of retail and other services



available is poor. Improving the retail offer and **accessibility** are essential to enable Peckham to achieve its full potential. The Council will work positively with development partners to deliver an enhanced town centre. The envisaged **Cross River Transit** tram will greatly benefit Peckham by improving public transport **accessibility** and defining the town centre as a destination.

The vision for Peckham is of, 'an easily accessible, vibrant major town centre providing a broad range of homes, shops, employment, **community facilities** and public spaces for the diverse local community and the wider catchment area'.

The Bellenden Road area has developed into an important part of Peckham with local shops and a strong cultural character which has been particularly successful in attracting people from a very wide area to visit as well as providing essential services for local people.

The primary objectives to be achieved are:

- Retention and creation of high quality housing, with a mix of tenure. **Affordable housing** is to be secured with a tenure mix of 70% intermediate housing and 30% social rented housing;
- Retention and creation of high quality commercial offices and retail to increase employment opportunities, particularly for Small Business Unit's (SBU's);
- To enhance enterprise opportunities and build an entrepreneurial culture through protecting and enabling employment development
- To retain and support existing businesses and promote inward investment
- To promote a safe, high quality and accessible environment for businesses
- Active frontages to encourage footfall, improve safety and further create a sense of place;
- **Transport Development Area** intensification on key sites around the Peckham Rye railway station and the bus interchange that provide exemplary design and transport improvements;
- The **Cross River Transit** proposal within the safeguarded route;
- Redevelopment of the bus station, Bournemouth Road and other sites;
- To make more efficient use of land by reducing wasteful surface car parking and encouraging shared parking for town centre services;
- Improved **accessibility** to the train station, and within the Action Area by cycle and by foot;
- All buildings, **open spaces, public realm** and other features of a development must fit together within the design strategy for the area.
- A range of educational uses including a new school;
- Leisure uses, especially around Peckham Square to increase vitality;
- Consolidate retail along Rye Lane north of the railway line.
- To establish stronger links between Rye Lane and the Bellenden Road shopping area.

## ii. **Canada Water**

**Canada Water** contains a number of development opportunities of strategic significance. It has the potential to become an important commercial centre serving the local community and the wider area due to the excellent accessibility it enjoys through the Jubilee Line and East London Line. It will also be an important location for new housing.

The vision for Canada Water is of, 'high quality, mixed-use development designed to create a mixed use town centre which serves the local community and provides new housing provision'.

The form of development at Canada Water should be at an appropriate density to make the best use of the highly accessible brownfield sites and be sufficient to support local public transport infrastructure and facilities. However, development should be sensitive to the scale and character of the local area.

In the draft **London Plan**, Canada Water is identified as a district shopping centre. It is acknowledged that this position in the hierarchy may change over time. The Canada Water Action Area includes the existing Surrey Quays Shopping Centre. This is designated as a District Centre in the regional hierarchy of shopping centres. Canada Water provides an opportunity for more shopping facilities in the **borough**. The draft **London Plan** spatial priorities that have an impact on Canada Water are:

- Living in London - opportunities for additional housing will be in town centre redevelopment and near public **transport interchanges**;
- Enjoying London - encouraging leisure uses in **town centres**, which contribute to **London's** evening economy and ensure that **town centres** remain lively beyond shopping hours.

The East London Line and the Jubilee Line together with the location on major roads make the Canada Water area potentially very accessible. However, local conditions currently prevent its full potential from being achieved. Specific problems include:

- Congestion on the local highway network;
- Severance of pedestrian links by busy roads;
- Peak-hour congestion on Jubilee Line services;
- The poor range of destinations currently served directly by the East London Line;
- The poor quality of many pedestrian routes and the presence of major barriers to pedestrian movement

The primary objectives to be achieved are:

- To create a new focus for community and commercial activity for the Rotherhithe Peninsula and neighbouring areas;
- To create an urban environment of the highest quality to enhance the

- quality of life for existing and future residents and users of the centre;
- To develop a **mixed use** area with appropriate densities of development to enable the most efficient use of land and to reduce the need to travel;
- To improve **accessibility** to and around the area, particularly for pedestrians, cyclists and users of public transport;
- To better integrate Canada Water station into local street network and increase permeability and **accessibility** to the station, shops and **community facilities**;
- To create an integrated public **transport interchange**, which maximises the ease of changing between trains, buses and other sustainable forms of transport and increases ease of movement within the area;
- To improve pedestrian links between Canada Water and Surrey Quays tube stations and local bus routes as part of an integrated movement strategy;
- To protect and enhance Canada Water dock basin and its value for wildlife and other special environmental features of the area;
- To create employment opportunities and improve access for local people to the opportunities that are created;
- To enhance enterprise opportunities and build an entrepreneurial culture through protecting and enabling employment development
- To retain and support existing businesses and promote inward investment
- To promote a safe, high quality and accessible environment for businesses;
- To provide a significant amount of high quality new housing which will include housing to meet a range of needs, including **affordable housing** and housing for larger families;
- **Transport Development Area** intensification on key sites around the transport nodes that provide exemplary design and transport improvements;
- Extend and improve the existing shopping centre and maintain its viability whilst expanding the range and variety of retail activity;
- Create an attractive, safe and secure **public realm**; and
- Work with existing environmental assets to create a distinctive sense of place.
- The decision on the Preferred Industrial Location will follow in a later document.

### iii. **Old Kent Road**

iv. ~~Old Kent Road~~ Two Preferred Industrial Locations (see below) adjoin the Old Kent Road. A number of car based retail developments have taken place along the Old Kent Road in recent years and there is potential for further development to take place. Any further development should be planned to ensure efficient use of land and reduce the need to travel by private car. A site for a new waste transfer station has also been identified in this area at the former gas works site; Old Kent Road is primarily a major thoroughfare that links the centre of **London** with the south-east. It is identified in the **London Plan** as a **district centre** containing several major retailers and a number of parades of smaller

mainly independent shops. Together these provide valuable local employment. Significant change is required in the coming years to improve Old Kent Road's retail offer and to create a sense of place with a **mix of uses**.

The vision for Old Kent Road Action Area is of, 'A district town centre providing an integrated mix of homes and shops.'

The following will be required for all developments to facilitate the change in focus for the area:

- Retention and creation of high quality housing, including **affordable housing** with a 50:50 ratio of social rented and intermediate housing.
- Creation of high quality housing which does not compromise the integrity of the Preferred Industrial Location.
- Retention of high quality retail;
- To enhance enterprise opportunities and build an entrepreneurial culture through protecting and enabling employment development
- To retain and support existing businesses and promote inward investment
- To promote a safe, high quality and accessible environment for businesses
- Improved safety and **accessibility** for pedestrians, new improvements to public transport, access nodes, cycling and walking opportunities;

The Council will prepare a design strategy for the area with further expansion of these objectives and the policies of the plan as they affect the Old Kent Road area explained in Supplementary Planning Guidance. The master plan and Supplementary Planning Guidance will incorporate advice as follows:

- A movement strategy designed to give priority to public transport, pedestrians, cyclists and to minimize the impact of cars on the environment.
- An urban design strategy designed to deliver a rational, cohesive and complementary pattern of built development combining mixed use building blocks arranged around a network of high quality new streets and spaces and architecture of the highest quality.

#### **iv. Bankside and The Borough**

**Bankside and Borough (including Borough High Street)** The area around the Tate Modern and Shakespeare's Globe, will continue to develop as an important location for arts, culture and visitor attractions. The impact of the developments that have taken place is likely to cause further changes to the character of the area in the coming years; This unique place is increasingly seen by many as part of **central London**, and it is becoming a thriving location for a wide range of activities. It includes the areas known as Bankside and The Borough where culture, history, business, residential communities and a diverse built environment co-exist in an intricate web of streets from medieval times. This is an area of intense development interest for a range of land uses. Over a third of development in Southwark since 1995 has taken place here. This interest has resulted in opportunities for change that have been very positive enabling high

quality, mainly office, retail, cultural and tourism based developments with some residential and **mixed use** in the area north of Southwark Street. This area has attracted a great deal of investment often bringing empty industrial buildings and vacant sites back into use. Most of the available sites along the River Thames have been developed; the main pressure is now on the sites set back from the Thames. Developments will be expected to continue to create this type of **mixed use** area with policies to encourage **mixed use** developments of retail, housing, office and cultural uses on industrial, disused and under-utilised sites whilst seeking to retain Bankside and the Borough as a desirable place to live, work and visit.

The vision for Bankside is, 'a vibrant, unique location combining historical character with the best attributes of new developments. Bankside should be a **mixed use** area full of vitality with a range of housing and employment opportunities, cultural and visitor attractions, increased densities, high quality services and improved transport infrastructure'.

The key planning principles for the area are to:

- Ensure that the buildings, **open spaces**, the **public realm** and other features fit together within the context of the area;
- Protect and increase retail, office, residential, culture and tourism uses in the areas designated on the **Proposals Map**;
- Provide a mixture of tenures in high quality housing provision including **affordable housing**;
- Require active frontages to encourage footfall, improve safety and further create a sense of place;
- Have very high urban design standards that encourage contemporary, exemplary design that enhances the local character of the area within the historical, and often riverside context;
- Protect the **heritage, amenity, open spaces**, general environment and special qualities of the area;
- Improve access through increasing public transport, cycling and walking opportunities.
- To enhance enterprise opportunities and build an entrepreneurial culture through protecting and enabling employment development within small business units;
- To retain and support existing businesses and promote inward investment;
- To promote a safe, high quality and accessible environment for businesses.

The Thames, its riverbank and pathway are a focus for prestigious residential and office developments, new and existing tourist attractions and associated retail provision. These tourist attractions are situated in clusters around transport links:

- Tate Modern and Shakespeare's Globe Theatre are located next to the Millennium Bridge and within walking distance of Blackfriars railway

- station and Southwark underground. This area has been designated on the proposals map as a cultural area where cultural and tourism uses will be encouraged. All developments will be required to take the special context and character of this historical, cultural place, and the requirements of the Thames Special Policy area into account.
- Southwark Cathedral, Borough Market, the Clink Museum, Vinopolis and Stoney Street shops (that include specialist retailers) are all located close to London Bridge Station. These cultural and tourist attractions are also within the cultural and Thames designations.

#### **v. Bermondsey**

Bermondsey Spa Provides a range of opportunities for residential and commercial developments taking advantage of the excellent accessibility provided by the Jubilee Line; Bermondsey Spa is characterised by a predominance of local authority housing. There are also additional uses with small areas of private housing, industry, educational facilities, offices, local shops and a variety of **community facilities**. There is an excellent opportunity for redevelopment at Bermondsey Spa which could act as a catalyst for the **regeneration** of the surrounding area by attracting a diverse mix of uses, and taking advantage of the good **accessibility** to public transport.

The vision for Bermondsey Spa is. 'an accessible area with an integrated mix of high quality homes, shops, offices, public spaces and **community facilities** around a spine of employment uses along the railway line.'

The primary objectives to be achieved are:

- High quality housing with a mix of tenures and types, including **affordable housing**;
- Improvements to integrated transport linkages both within the area and to **central London**;
- Safe access to public transport and along pedestrian thoroughfares and cycleways;
- Very high urban design standards that encourage exemplary design and vibrancy that enhances the local character of the area within the context;
- Protection and enhancement of the **heritage, amenity** and environment of the area;
- **Transport Development Area** intensification on key sites around the transport nodes that provide exemplary design and transport improvements;
- Protection of St James Churchyard and Spa gardens **open spaces**;
- Balance between the provision of facilities for local people and improvements in infrastructure and services with the attraction of investment and employment;
- To enhance enterprise opportunities and build an entrepreneurial culture through protecting and enabling employment development
- To retain and support existing businesses and promote inward investment

- To promote a safe, high quality and accessible environment for businesses
- Improvements to services through increasing the number and quality of community and health facilities.

#### **vi. West Camberwell**

West Camberwell is characterised by a predominance of local authority housing. There is an excellent opportunity for redevelopment at West Camberwell which could act as a catalyst for the **regeneration** of the surrounding area by attracting a diverse mix of uses, and taking advantage of the good **accessibility** to public transport. The vision for West Camberwell is of ‘a high quality housing area providing a mixture of dwelling sizes’.

The primary objectives to be achieved are:

- High quality housing with a mix of tenures and types, including **affordable housing**;
- Improvements to integrated transport linkages both within the area and to Southwark;
- Safe access to public transport and along pedestrian thoroughfares and cycleways;
- Very high urban design standards that encourage exemplary design and vibrancy that enhances the local character of the area within the context;
- Protection and enhancement of the **heritage, amenity** and environment of the area;
- To enhance enterprise opportunities and build an entrepreneurial culture through protecting and enabling employment development;
- To retain and support existing businesses and promote inward investment;
- To promote a safe, high quality and accessible environment for businesses.

#### **3.2.7 District Centres**

**District Centres** are important because shopping and commercial centres provide a focus for the community and often define the character of a neighbourhood. They provide the location for many of the services used by local communities. Each centre is unique and requires its own strategy to build on its strengths and improve its environment and the range of services it offers according to the needs of those who use the centre. Camberwell Green and Lordship Lane are designated as **district centres**.

- The vision for **Camberwell** is of, “An easily accessible district town centre that provides a range of arts, leisure and retail services, some specialist shopping opportunities, **community facilities**, homes, and local employment.”

The primary objectives to be achieved are to:

- Improve the quality and range of services in the area enhancing the arts,

- cultural, leisure and retail provision;
  - To enhance enterprise opportunities and build an entrepreneurial culture through protecting and enabling employment development;
  - To retain and support existing businesses and promote inward investment;
  - To promote a safe, high quality and accessible environment for businesses;
  - Encourage residential uses above shops;
  - Require active frontages to increase vitality, safety, footfall and create a sense of place;
  - Retain and increase the quantity and quality of homes especially those with multiple bedrooms, including **affordable housing** with a 50:50 social rented to intermediate housing ratio;
  - Improve access through increasing public transport, cycling and walking opportunities;
  - Encourage investment in existing buildings and the **public realm** to maintain the local character and safety of the area;
  - Protect and improve Camberwell Green as a local open space.
- ii. The vision for **Lordship Lane** is of, 'A district town centre, serving the local community and providing local employment.'

The primary objectives to be achieved are to:

- Encourage residential uses above the shops;
- Protect the cohesive shopping frontage and façade;
- To enhance enterprise opportunities and build an entrepreneurial culture through protecting and enabling employment development;
- To retain and support existing businesses and promote inward investment;
- To promote a safe, high quality and accessible environment for businesses;
- Require active frontages to increase vitality, safety, footfall and create a sense of place;
- Improve access to the centre through public transport, cycling and walking opportunities;
- Encourage investment in existing buildings and the **public realm** to maintain the local character and safety of the area.

### **3.2.8 Local Centres**

There are also some centres which are important locally, these require strategies that protect and enhance retail and other services. Dulwich Village, Bellenden Road, Herne Hill, Nunhead and Southwark Park Road have been designated as **Local Centres**.

- i. The unique character of **Dulwich Village** should be maintained. There is little scope for new development or any increased designation of retail



- frontages in this area, however existing retail frontages should be protected and where possible upgraded to cater for the needs of local residents.
- ii. Herne Hill, Nunhead and The Blue have continued to develop as vibrant local centres providing essential services for local people.
- iii. Any development of future sites in these local centres should;
- Encourage residential uses above the shops;
  - Protect the cohesive shopping frontage and façade;
  - Require active frontages to increase vitality, safety, footfall and create a sense of place;
  - Improve access to the centre through public transport, cycling and walking opportunities;
  - Encourage investment in existing buildings and the **public realm** to maintain the local character and safety of the area.

### **3.2.9 Density and parking zones**

These zones have been designated to ensure that development is achieving the efficient use of land and reducing the need to travel whilst respecting the character of the local areas.

~~6.6~~

### **3.2.10 Residential Density**

The **borough** has been divided into central, urban and suburban areas, as proposed by the **London Plan**, for the purposes of determining appropriate residential densities. ~~The boundaries of these areas are shown on the Proposals Map. Central areas are those within the London South Central area, or designated Action Areas. These areas are characterised by very dense development, large building footprints and buildings generally over four stories.~~

iii.

For each zone a broad range of residential densities measured in habitable rooms per hectare has been defined. This is explained in Appendix ?. The purpose is to encourage the efficient use of land and maximise the supply of good quality new housing, especially affordable housing. The housing density guidelines will be a factor to be taken into account in assessing the suitability of a housing scheme for a particular site. Other factors will include the appropriateness of the form of development to the site and the effect on neighbours' amenity.

### **3.2.11 Transport Development Areas (TDA's)**

TDA's lie within the Urban Zone, but are characterised by better public transport **accessibility, mixed use**, and significant development potential. This designation allows residential densities in certain special circumstances to exceed those of the urban zone in recognition of the different character and better transport options within the areas. However, such development must

represent an improvement to the environment and must facilitate infrastructure improvements to the area.

### **3.2.12 Parking**

Urban areas are characterised by dense development, with a mix of different uses and many buildings of three to four storeys and above. Suburban areas feature lower density development, predominantly residential, with buildings of two to three stories. These boundaries will be used for the purposes of determining appropriate ... car parking levels. Differing car parking standards have been set throughout the Central, Urban and Suburban zones. These standards take into account the differing levels of public transport accessibility with less parking permitted in more accessible areas.

### **3.2.13 Protection Areas for particular types of land use**

Certain areas within Southwark need to be designated for essential uses to ensure that they are protected and the city can function . The areas designated for protection will generally allow one specific type of use, such as industry or educational uses, within the boundary in contrast to all other areas in Southwark, which can contain a mix of uses.

### **3.2.14 Tackling Poverty and Encouraging Wealth Creation**

Areas for industry, offices, arts, culture, and tourism facilities, and shops are designated to provide the land necessary for enterprise, job creation, training and the provision of local attractions and services.

**6.4—i. Preferred Industrial Locations** Areas have been designated for concentrations of general business, industrial and warehousing/storage activity. These types of employment uses are important because they provide a valuable support role for the London economy and opportunities for local employment. In many instances, these types of employment uses require segregation from other land uses to enable them to ~~run-operate~~ efficiently without affecting the amenity of other ~~compatible-sensitive~~ land uses.

The SDS has designated two areas as Strategic Preferred Industrial Locations which are of London importance:

- ~~i. Bermondsey South East;~~
- ~~ii. Surrey Canal Area (shared with Lewisham).~~

~~Further Local Preferred Industrial Locations have also been designated that are of local importance and contribute to the Southwark economy (on the Proposals Map). This is in accordance with the SDS which recognises that boroughs should seek to protect locally important industrial sites~~

**6.5—ii. Preferred Office Locations** Preferred Office Locations have been designated as places ~~for concentrations of~~ with significant existing concentrations of, and opportunities for further office activity. These areas perform an important

role in the economy of Southwark and of London as a whole.

The SDS requires boroughs to resist net loss of office space within the CAZ in locations well served by public transport. The Preferred Office Locations within Southwark have been identified on the Proposals Map. Proposals for a change of use from Class B1 office and light industrial planning use, will be resisted in these locations as they are considered important hubs for office activity within Southwark.

The SDS also calls for boroughs to rejuvenate office based activities in the CAZ and in strategically specified locations in view of their contribution to the London economy and their role in rejuvenating town centres. This will generally be in locations that are identified as strategically important areas within Southwark, such as Bankside and London Bridge.

iii. Retail in town centres The London Plan describes a hierarchy of town centres throughout London that have different levels of importance and, accordingly, different ranges of services. This is based on the number and types of shops, and the distances people will travel to visit them. Retail centres have been designated to protect and encourage shops to improve the quality and quantity of service provision in accessible areas for surrounding catchment areas. It is acknowledged that the status of these centres may change over time. If extensive new retail development is located within Elephant and Castle as part of the redevelopment of this area it may be reclassified as a Metropolitan Centre in the future hierarchy.

**6.11 iv. Protected Shopping Frontages** The Proposals Map identifies To ensure that Southwark continues to contain clusters of shops serving local communities and reducing the need to travel, shopping centres and small shopping parades are protected and changes to other uses of the ground floor resisted.

#### **v. Facilitating Regeneration through Culture and Tourism**

Bankside, The Borough and London Bridge have been designated a 'Culture and Tourism area' to protect and enhance the provision of arts, culture and tourism. These attractions generally increase the popularity of an area which can cause environmental problems for residents. However if successfully managed, arts, culture and tourism can complement and stimulate office and **mixed use** areas. This is through a combination of investment and spending, employment generation and improved public and business perception.

### **3.2.15 Life Chances**

#### **i. Providing Community and Health Services**

The London Plan highlights the importance of facilities to enable local communities to become more cohesive, and the important role of voluntary organisations in building communities, reducing social problems and assisting local people with planning issues. Southwark needs more health services to provide for the growth in population and to improve health provision for local

people. There is a general change in health provision towards more healthy living centres, doctors and satellite hospital facilities within residential areas serving the local population rather than everyone travelling to centralised sites. To provide for this, there is a general presumption of protecting all community and health facilities, and enabling all new facilities to be built where appropriate.

## **ii. Raising Educational Standards**

Raising standards in our schools is one of the five priorities identified in Southwark's Community Strategy 2003 - 2006. Educational achievement in Southwark is low - but it is improving. Lasting prosperity will be achieved through lifelong learning. The strategy requires high quality schools serving the whole of their community through provision of education to children to statutory school age and facilities that can be accessed by the community for lifelong learning. The Southwark Plan designates land for new schools and school expansions and accommodates new ways of managing education with a collegial approach – (clustering of schools to promote inter-school collaboration and specialisation) on the 'extended school' principle.

Provision for schools has been planned to take into account projected population changes up to 2023 so that although growth in the school population may be slow in many parts of the **borough** for the next few years a substantial growth in demand has been identified over the longer term. Many of the older schools will need to be completely rebuilt over this period.

## **3.2.16 Clean and Green**

To ensure that Southwark's environment is protected and improved, restrictions have been placed on developments in certain areas.

These are to protect and enhance open space, heritage, archaeological priority zones and conservation areas:

**6.2.i. Open Spaces Designation**—The boundaries of MOL and BOL locations, as described above, are sites outlined on the Proposals Map and described in more detail in Part 2, Section 3. ~~As recommended in the SDS, open spaces have been given approved designations that imply significant protection. These are termed Metropolitan Open Land and Borough Open Land, and further explanations and requirements are detailed within Section 3: Clean and Green and the Open Spaces SPG: i. **Metropolitan Open Land (MOL)** is a designation of land with an open aspect which is of more than local importance and provides a contrast with the built up area of London. It gives the city its special character and also helps to maintain air quality and support biodiversity. MOL can vary in size and function and its designation is seen as a valuable means of conserving green and open spaces;~~

ii. ~~**Borough Open Land (BOL)** is land which has local importance and, in a similar way to~~

~~Metropolitan Open Land, contributes to the special character of its local area whilst also helping to maintain air quality and biodiversity.~~ The Council's Open Spaces Strategy contains a needs analysis and provides a clear framework for investment priorities and action. The strategy identifies land for protection which is designated in this UDP as well as an operational plan for creating and enhancing open space to improve provision and reduce deficiencies. The different types of protection are Metropolitan Open Land, Borough Open Land and Other Open Spaces.

**6.3–ii. Archaeological Priority Zones** ~~The boundaries of Archaeological Priority Zones are designated.~~ These are areas where planning applications affecting sites with archaeological potential shall be accompanied by an archaeological assessment and evaluation of the site, including the impact of the proposed development.

~~6.7~~

**iii. Waste** The Plan will contribute to meeting the aims of Southwark's Waste Strategy and the draft London Plan by ensuring that land is appropriately designated for the future sustainable management of waste and by requiring all new developments to provide adequate waste and recycling facilities. The ~~SDS-London Plan~~ requires Southwark to be able to provide the appropriate facilities with adequate capacity to process waste produced within the borough. Due to the current lack of facilities, the only option for achieving this is to designate a new waste management site at the Old Kent Road former gas works site. The LPA believes that the site adheres to the principle of Best Practical Environmental Option (BPEO) as defined (where? In the national strategy?) as the site is strategically located and has sufficient capacity for sorting and reprocessing waste. The **Waste** Strategy sets out the approach to the management of waste in the borough, which is based on the following principles:

- To reduce total waste arising through the promotion of waste minimisation;
- To recover value from waste materials that would otherwise be disposed of in landfill; and
- To minimise the social, environmental and financial impacts of waste management.

~~6.8~~

**iv. Air Quality** Southwark Council's Air Quality Management Strategy (AQMS) ~~is designated on the Proposals Map~~ contains policies and proposals to improve the air quality in the borough including measures that address the emissions from industry, construction, domestic properties and traffic. The Strategy also promotes modal shifts towards public transport and low and zero emission vehicles and raising awareness of air quality issues. It identifies planning policies to be a key action in improving air local air quality through influencing developments to consider air quality impacts.

The Southwark Plan will contribute to delivering the aims of the Air Quality Management Strategy by promoting sustainable transport, requiring that developments consider impacts and effects to air quality and by imposing mitigation measures against any major developments that will have adverse effects to air quality. The Council has a responsibility to control activities which

cause air pollution, especially within the Air Quality Management Area, as the levels of pollution are above national standards. Planning can play a large role in this by paying careful attention to the impacts of development on air quality.

**6.9-v.** In order to enable **Strategic Views** of St Paul's Cathedral from important viewing points in London to be protected, a set of strategic viewing corridors and consultation zones are designated. Within these areas development proposals above specified heights will be referred to other relevant authorities for formal observations and any inappropriately high development will be resisted.

### **3.2.17 Housing, Transport and Access**

The **London Plan** sets a target of 29,530 additional homes in Southwark up to 2016. This requires approximately 1,500 additional homes each year. To achieve this, policies in this Plan seek to maximise the efficient use of land and consolidate and support non-residential uses in the most appropriate locations to release brownfield sites.

Within Southwark's **Opportunity Areas**, the Mayor has set targets for a total of 4,700 additional homes to 2016. Other significant housing sites are available within the Action Areas, and town centres. However, a significant proportion of the housing will be provided outside the Local Policy Areas, by intensification, particularly areas around transport hubs, by reusing previously developed land and existing buildings, and by bringing empty homes back into use.

Housing sites have not been specifically designated, except where this is necessary to restrict or exclude other uses. Any site (which is not protected for a specified use) is considered to be suitable for housing, providing an acceptable living environment is achievable. This includes significant areas which have previously been protected for employment uses or used for car parking.

The most recent Housing Needs Survey indicates that 1,517 new **affordable homes** are required every year to eliminate the existing backlog and meet newly arising need. This exceeds the overall housing target, and shows that the highest level of **affordable housing** must be sought from the maximum number of developments. The greatest need for **affordable housing** is units with 3 or more bedrooms, and affordable units for those in wheelchairs.

The Council intends to secure **affordable housing** in two ways.:

i. By the most efficient distribution of public subsidy to build developments of very high percentage or wholly **affordable housing**. These may be built by the Council or by Registered Social Landlords. The Council intends to spend the majority of public subsidy in this way to avoid spending public subsidy on private developers' overheads and profits, and get the best value for money;

ii. The Council will secure **affordable housing** as part of private development through planning agreements. The **affordable housing** sought from private

development must be at a level which ensures the viability of housing development throughout Southwark.

To ensure the continued viability and supply of new housing, the Plan gives developers clear policy direction to inform their financial decisions, including the level and type of **affordable housing** developers will be expected to provide. Research shows that all major housing developments (10 or more units) over a range of sites can support a proportion of **affordable housing** without public subsidy, at the levels stated within the Plan.

### **3.2.18 Transport**

~~Major transport infrastructure features are also designated on the Key Diagram and supported by policies within Section 5: Transport.~~

~~These designations for key improvements to transport infrastructure are necessary because they open up new opportunities. These opportunities are providing transport links of national and international significance related to London's role as a world city as well as local transport provision. The major existing or planned provision of London-wide significance comprises four major schemes:~~

- ~~i. A proposal for Thameslink 2000 and a new station at Blackfriars would further expand the capacity of the existing north-south link across London through London Bridge;~~
- ~~ii. The Cross River Transit Project (The London Tram) should have a great regenerative effect on a large area of the borough which currently has a poor level of accessibility;~~
- ~~iii. The East London Line Extension will further improve the accessibility of areas of the borough currently poorly served by public transport especially the Queens Road area of Peckham and South Bermondsey;~~
- ~~iv. **Camberwell railway station should have a great regenerative effect on the area around Camberwell, which currently has a relatively poor level of accessibility.** The Transport Local Implementation Plan is setting out measures that work towards reducing pollution and congestion and increasing **accessibility**. This is through minimising the need to travel by private car and increasing the use of public transport, cycling and walking in a number of ways:~~
  - ~~• Strongly supporting and enabling new public transport infrastructure provision. The Cross River Tram (CRT) will greatly assist the regeneration of Southwark through improving accessibility to regeneration areas. The route of the CRT has not yet been finalised, but it has been designated on the proposals map where the route has been suggested with consultation zones for locations where the final tram route has not yet been decided.~~
  - ~~• Restricting car parking spaces;~~
  - ~~• Improving provision of public transport, cycling and walking infrastructure;~~

- Improving **accessibility** to jobs, shopping, leisure and services, which are being concentrated in **town centres**.

### **3.2.19 Specific Development Sites**

Development sites have been designated on the Proposals Map to meet the strategic objectives of this plan.

## **6.0 Targets**

### **6.1 Housing**

The **London Plan** sets a target of 29,530 additional homes in Southwark up to 2016. This is approximately 1,500 additional homes each year. To achieve this, policies in this Plan seek to maximise the efficient use of land and consolidate and support non-residential uses in the most appropriate locations to release brownfield sites.

Progress towards meeting these targets will be reported annually.

## **87 Implementing The Plan**

The main way in which the Southwark Plan will be implemented will be through the consideration of applications for planning permission. Together with the **London Plan** it will be the main guide for planning decisions whether made by the LPA or by the Mayor (who may direct refusal of planning permission in some circumstances) or by the Secretary of State (the Deputy Prime Minister - who makes the final decision when a proposal has been 'called in' or is the subject of an appeal. The LPA will use it's enforcement powers to ensure that development accords with the requirements of the Plan and any planning permissions granted.

The Southwark Plan, or Unitary Development Plan, is a 'unitary' plan in that it contains an overall strategy (Part I) as well as the detailed policies to implement it (Part II).

The Southwark Plan may be supported by **Supplementary Planning Guidance (SPG)** that provides further explanation of the policies and clarification such as examples of the measures that will be required from developers to ensure that their applications for planning permission meet the requirements in the Plan policies. In planning decisions they do not have the weight of the formally adopted plan but may be taken into account as material considerations. They must comply with all of the policies and proposals in the Unitary Development Plan and should have been subject to public consultation in order to have more



weight in the planning process. Southwark has indicated its intention to prepare **SPG** on a number of different themes and on a number of specific geographical areas to support this plan. Draft versions of these **SPG** have been published and widely consulted upon.

For individual sites, the Council will, from time to time, produce planning briefs. These will provide more detailed planning guidance on matters such as the range of uses or the form of new buildings that are likely to be considered appropriate for the site in order that all of the provisions of the **Plan** are satisfied.

The Council may also produce from time to time more detailed action plans for wider areas in the form of master plans or development frameworks. These may include references to the Council's aspirations for the area when it is acting as a **regeneration** agency in partnership with other organisations and land-owners. These master plans or frameworks will not set planning policy for an area but must reflect it.

## **2.8.0 Sustainability Appraisals and Impact Assessments**

### **2.4 8.1 Background**

The ~~Southwark~~**Plan** should improve peoples' living and working conditions without harming the quality of life for future generations. This is called sustainable development, and the policies in the plan are working towards achieving this goal.

### **2.2 /2/2/1 8.2 Sustainability Objectives**

~~Southwark Council~~The **LPA** is committed to achieving sustainability objectives and aims to raise awareness of sustainability principles as part of the planning process. These sustainability objectives have been produced by the Council in consultation with a wide range of people within Southwark. They are the objectives that the whole **Plan** is trying to achieve detailed in 2.2.

The sustainability objectives ~~are~~will be implemented in two ways:

- i. The Sustainability Appraisal of the Plan to ensure that the Plan is a framework for achieving the sustainable objectives;
- ii. The Sustainability Impact Assessment required for individual development proposals at the planning application stage to make sure that all developments are achieving the sustainability objectives.

### **2.2.2 8.3 Sustainability Appraisal**

A **sustainability appraisal** has been carried out to evaluate how well the ~~Southwark~~**Plan** supports relevant the sustainability objectives. This evaluated how this ~~first~~second draft of the ~~Southwark~~**Plan** will contribute to the

achievement of sustainable development through individual policies, sections and as a whole. The assessment ~~identified~~ set out to identify any conflicts between policies to ensure that the objectives and chapters are compatible and are working towards a co-ordinated approach to sustainability.

The **sustainability appraisal** of the **Southwark Plan** was undertaken independently by ~~Community Recycling in Southwark Project (CRIPS), a Southwark based community group and by~~ Forum for the Future, a national charity that works with organisations to enable them to work more effectively towards sustainability goals. ~~Both organisations have~~ Forum for the Future has extensive experience of working in sustainable development at a local, regional, national and European level.

The appraisal was carried out on each of the ~~46~~ 63 policies and each of the 5 sections of the **Plan** against 33 sustainable development objectives. This was devised by Forum for the Future in partnership with ~~Southwark Council~~ the LPA and based on the **London Plan Sustainability Appraisal**, and the Southwark Council Community Strategy. The appraisal was carried out a number of times as the policies were being produced to provide guidance for improving and refining policies. This process and the results will be and is explained in detail in Appendix 3-4.

#### **~~2.2.3~~ 8.4 Sustainability Impact Assessment**

~~Another important over-arching principle of the Plan will be the clarity of the reasons behind policy positions and decisions on planning applications. Clear criteria for decisions that achieve sustainable objectives will be operational through the Impact Assessment in the Sustainability SPG.~~

Individual major applications for planning permission will also be required to be accompanied by a Sustainability Impact Assessment. This will encourage developers to think about the impacts of their developments on social and economic issues as well as on the environment. This will in turn help to identify improvements to make the development more sustainable.

# PART TWO

## CORE STRATEGIC POLICIES

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### **Policy 1.2 – Action Area Plans Local Policy Areas**

The local planning authority LPA will prepare action area plans which will form Supplementary Planning Guidance (– SPG) that will guide development in the identified Opportunity Areas and in other relevant areas with high accessibility containing a mix of commercial, cultural or community uses and where there is significant potential for growth in employment and population. These development frameworks will identify the specific characteristics of the area that need to be enhanced or developed. To facilitate regeneration and manage change within the local policy areas, guiding sustainable development. These local policy areas, comprise the Opportunity Areas identified in the draft London Plan, Action Areas, District Centres and Local Centres.

More detailed requirements are given in the Action Area Plan SPG's for:

- i. London Bridge;
- ii. Elephant and Castle;
- iii. Canada Water;
- iv. Bankside and Borough;
- v. Bermondsey Spa;
- vi. Old Kent Road;
- vii. Peckham.

The local policy areas are:

- i. Opportunity Areas –
  - Elephant and Castle,
  - London Bridge;
- ii. Action Areas –
  - Peckham,
  - Canada Water,
  - Old Kent Road,
  - Bankside and The Borough and
  - West Camberwell
  - Bermondsey Spa;
- iii. District Centres –
  - Camberwell Green and
  - Lordship Lane;
- iv. Local Centres –
  - Herne Hill,
  - The Blue
  - Dulwich
  - Nunhead

Further Local Policy Areas may be identified as appropriate.

Within local policy areas, the LPA may seek to enter into planning agreements to mitigate the adverse effects of development, including the provision of environmental and public realm improvements, access to sustainable transportation and supporting infrastructure and community facilities.

**Reason**

Significant growth in wealth creation, employment opportunities and in the number of homes can be accommodated in certain key locations with high accessibility to public transport. The specific characteristics of each area need to be taken into account and the potential to provide for growth carefully considered to ensure that the quality of life of residents is maintained and enhanced. ~~In the London South Central designated area, the best aspects of central London will be welcomed.~~

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## OBJECTIVE 3

TO IMPROVE THE RANGE AND QUALITY OF SERVICES AVAILABLE IN THE BOROUGH SOUTHWARK AND ENSURE THAT THESE ARE EASILY ACCESSIBLE BY ALL SECTIONS OF THE COMMUNITY, PARTICULARLY BY FOOT, CYCLE AND PUBLIC TRANSPORT

### Background

To participate in the prosperity that is available in **London** and enjoy a good quality of life, people require access to a wide range of services. These include basic requirements such as convenience shopping and other services such as leisure facilities, entertainment and cultural uses (such as theatres and galleries), health centres, personal, professional and financial services and places of worship. In a **world city** such as **London**, people can reasonably expect almost boundless choice and the highest quality of services. This **UDP** seeks to provide the widest possible choice of services to people in their local area. Locating services in **town centres** that are well served with public transport and facilities for pedestrians and cyclists will go a long way towards spreading the benefits of choice and quality in services to the widest range of people. Lively **town centres** that meet many of people's needs are important for defining the quality of an area as being a desirable place to live.

Different **town centres** serve differing sets of needs: some concentrate on providing day-to-day food shopping, others provide a choice of shops for larger purchases. More and more are becoming centres for entertainment with restaurants and bars and all may have some sort of building of cultural or community significance such as a library or place of worship. The Southwark Plan will also seek to prevent developments and changes of use that reduce the range of relevant services in a town centre.

Outside **town centres**, a certain basic level of convenience shopping together with other basic requirements such as doctor's surgeries may be provided locally. This is particularly important in those parts of the **borough** that are more remote from the established **town centres**.

### Policy 1.6 – Town Centre Statements

~~The local planning authority will prepare Town Centre Statements in the form of SPG that will guide development in important town centres. These development frameworks will identify the specific characteristics that need to be enhanced and developed.~~

More detailed requirements are given in the area Town Centre Statement SPG for:

- i. Walworth Road/East Street;
- ii. Camberwell Green;
- iii. Lordship Lane.

### **Reason**

Town centres play an important role in the day to day life of Southwark residents. It is essential that they are protected to provide opportunities for growth and consolidation. The Town Centre SPGs provide detailed guidance on land use planning and development in recognition of the need to assure the on-going vitality and success of these centres.

Note: Guidance for Town Centres within Opportunity Areas and identified areas with growth potential are addressed within the following Supplementary Planning Guidance (see Policy 1.2 above):

- i. Elephant and Castle;
- ii. Canada Water;
- iii. Peckham.

### **Policy 1.7 – Protecting the Range of Services Available**

- i. ~~Planning permission for a change of use from Class A1 retail uses in town centres and along protected shopping frontages will not normally be granted unless it can be shown that the proposed use enhances the range of services available locally. Further guidance for shopping frontages within strategic town centres is provided in each of the Town Centre Statements and other Area Supplementary Planning Guidance. Protected shopping frontages and town centres are identified on the Proposals Map;~~
- ii. ~~Throughout the remainder of the borough where Class A1 Uses occur, the local planning authority may consider a proposal for a change in use from Class A1 uses only in the following circumstances:~~
  - ~~It can be demonstrated that the proposed use will contribute towards meeting the needs of the local community in terms of providing facilities and services;~~
  - ~~The premises have been vacant for 1 year with sufficient effort to let.~~
- iii. ~~Where a change of use away from a Class A1 use may be justified, the local planning authority will apply a sequential test when identifying a~~

~~preferred change of use. In this respect, if Class A1 uses are no longer a viable alternative on site, the order of preferred uses is as follows:~~

- ~~• A change of use to Class A2 – Professional Services or Class A3 – Food and Drink;~~
- ~~• A use that promotes community cohesion and provides employment opportunities for local people;~~
- ~~• A use that contains Class B1 business uses that maintain the character of the streetscape, for example solicitors, accountants and tax agents;~~
- ~~• Residential use of land provided the continuity of the shopping frontage is not eroded (refer Policy 1.8 for further guidance on mixed use developments in town centres).~~

~~Other proposals may be considered on their merits taking into consideration the specific needs of the community and the range of services that currently exist in the area.~~

### **Reasons**

~~The continued attractiveness and viability of certain centres and shopping parades depends on the range of retail services on offer being maintained. A vibrant shopping strip adds to the vitality of communities.~~

~~When appropriately located, shops generate activity on the street, therefore increasing safety. They also reduce the need to travel by providing amenities in close proximity to residential development.~~

~~Converting retail premises in locations outside town centres and protected shopping frontages to employment generating uses, such as Class B1 General Business, may provide increased opportunities for SME's or other small businesses to locate within the borough through the provision of suitable premises.~~

### **Policy 1.8 – Mixed-Use in Town Centres**

~~In designated town centres, proposals that involve a redevelopment or change of use of a site that currently or most recently contained commercial employment generating uses, will normally be required to provide a mix of uses including Class A or D uses. In this respect there should be no net loss of floorspace in commercial or community uses and there should normally be an increase. For these purposes, commercial uses are defined as uses in Classes A, B or D of the Use Classes Order. Further guidance is given in the Town Centre and Action Area Supplementary Planning Guidance.~~

### **Reasons**

Ensuring the supply of commercial premises with a wide range of sizes and types will enable a wide range of businesses to locate in the borough. Many businesses which may be accommodated in these mixed-use developments are SMEs which are important in providing local employment opportunities. Areas of mixed use will also allow people to access employment and services closer to their homes and reduce the need to travel.

### **Policy 1.8 – Location of Retail Provision**

New retail development should be accommodated within the existing **town centres**. The LPA has identified a town centre hierarchy for the centres within Southwark. These are (in descending order of significance):

#### **Major Centres**

- Elephant & Castle Opportunity Area (including Walworth Road)
- Peckham Action Area

#### **District Centres**

- Canada Water Action Area
- Old Kent Road Action Area
- Bankside and Borough Action Area
- London Bridge Opportunity Area
- Camberwell
- Lordship Lane

#### **Local Centre**

- Herne Hill
- Southwark Park Road
- Dulwich Village
- Nunhead

Applicants will be required to apply the **sequential test** to the above town centre hierarchy when preparing applications for new retail development. Applicants will be required to demonstrate that it is not possible to locate their development within a town centre before edge-of-town or out-of-town sites can be considered. The LPA will strongly resist out of town retail development, except in the case of small, local shops.

### **Reasons**

Planning Policy Guidance Note (PPG) 1 requires LPA's to concentrate development for uses which generate a large number of trips in places well served by public transport, especially town centres, rather than in out-of-centre locations. PPG 6 states that the sequential test must be applied when selecting



sites for retail use. The sequential test states that major new town centre development should be located within existing centres in order to safeguard the vitality and viability of these centres and discourage car use. If development within existing centres is not feasible, edge of centre sites (not more than 300m from the town centre boundary) should be examined. Applicants must be able to demonstrate that all potential town centre options have been thoroughly assessed before edge-of-centre sites are considered. Out-of-centre sites will not be considered suitable for major retail developments.

### **Policy 1.9 – Change of use and new development within town centres**

Planning permission for a redevelopment or change of use from **Class A1** retail uses or **D** within **town centres** and along protected shopping frontages will not normally be granted unless it can be shown that the proposed use enhances the range of services available locally. Further guidance for shopping frontages within strategic town centres is provided in each of the Town Centre Statements and other Area Supplementary Planning Guidance. Protected shopping frontages and town centres are identified on the Proposals Map;

ii. Throughout the remainder of the borough where ~~Class A1 Uses occur~~, the local planning authority may consider a proposal for a change in use from ~~Class A1 uses only in the following circumstances:~~

- ~~It can be demonstrated that the proposed use will contribute towards meeting the needs of the local community in terms of providing facilities and services;~~
- ~~The premises have been vacant for 1 year with sufficient effort to let.~~

iii. Where a change of use away from a ~~Class A1 use~~ may be justified, the local planning authority will apply a sequential test when identifying a preferred change of use. In this respect, if ~~Class A1 uses are no longer a viable alternative on site~~, the order of preferred uses is as follows:

- ~~A change of use to Class A2 – Professional Services or Class A3 – Food and Drink;~~
- ~~A use that promotes community cohesion and provides employment opportunities for local people;~~
- ~~A use that contains Class B1 business uses that maintain the character of the streetscape, for example solicitors, accountants and tax agents;~~
- ~~Residential use of land provided the continuity of the shopping frontage is not eroded (refer Policy 1.8 for further guidance on mixed-use developments in town centres). Other proposals may be considered on their merits taking into consideration the specific needs of the community and the range of services that currently exist in the area.~~

Site redevelopments should replace any **A** Use floorspace currently provided and a mix of uses will usually be required.

All redevelopments must maintain the character of the streetscape and not erode the visual continuity of shopping frontages or vitality and viability of the town centre.

Changes of use or new developments (particularly to **A3**) must not cause nuisance or loss of **amenity** to surrounding residents.

## Reasons

The continued attractiveness and viability of certain **town centres** and shopping parades depends on the range and critical mass of retail services on offer being maintained. A vibrant shopping area adds to the vitality of communities.

When appropriately located, shops generate activity on the street, therefore increasing safety. They also reduce the need to travel by providing amenities in close proximity to transport infrastructure, residential development, and employment areas.

~~Converting retail premises in locations outside town centres and protected shopping frontages to employment generating uses, such as Class B1 General Business, may provide increased opportunities for SME's or other small businesses to locate within the borough through the provision of suitable premises.~~

### **Policy 1.10 - Change of use within protected shopping frontages**

Planning permission for a change of use from **Class A1 retail uses** within protected shopping frontages will not normally be granted unless the applicant can demonstrate that the following criteria are met:

- i. The total amount of A1 floorspace 30 metres either side of the subject unit does not fall below 50%; or
- ii. The premises have been vacant for a period of at least 12 months with demonstrated sufficient effort to let; and
- iii. The proposed use and design will not harm the vitality or appearance of the shopping frontage; or

Permission for residential use on the ground floor of protected shopping frontages will not be granted.

## Reasons

Certain shopping areas within Southwark have been designated as protected shopping frontages on the proposals map. The continued viability of these shopping areas is important as they provide local services people expect with easy distance of their homes, therefore increasing **amenity** and reducing the need to travel. In some areas there is pressure to convert retail premises to food and drink and this needs to be managed in order to ensure a mix of services is maintained.

### **Policy 1.11 – Protecting the range of services available**

Outside town centres and protected shopping frontages, where Class A uses occur, the local planning authority may consider a proposal for a change in use from Class A only when the applicant can demonstrate the following circumstances:

- i. The use that will be lost is not the only one of its kind within a 600m radius; or
- ii. The applicant can demonstrate that the premises have been vacant for over 2 years with demonstrated sufficient effort to let or have not made a profit over a 2 year period; and
- iii. It can be demonstrated that the proposed use will contribute towards meeting the needs of the local community in terms of providing facilities and services.

### **Reasons**

It is important for a range of essential local services to be available within easy walking distance of as many residences as possible, in order to minimise journeys by car. Local shopping parades, corner shops and amenities such as neighbourhood pubs provide a valuable service to the community they serve. The Council will seek to protect these local uses where they are the last available use of their type within a 600metre catchment area.

### **Policy 1.12 – Superstores and major retail developments**

This policy applies to any major retail proposal, particularly **superstores, bulk retailing** and supermarkets.

Planning permission for superstores or major retail developments will only be granted within a Major Centre, or Canada Water or Old Kent Road, (or, in exceptional circumstances on the edge of such centers) in accordance with Policy 1.10; provided they comply with the following criteria:

- i. The size of the proposal is appropriate to the character and function of the town centre; and
- ii. The proposed site is highly accessible by public transport and by pedestrians, cyclists and the less mobile; and
- iii. The existing road network has sufficient capacity to take any additional servicing traffic generated by the proposal without causing adverse effect on the environment, traffic circulation, or air quality; and
- iv. The proposal is well designed, reflecting the character of the local area, and improving the streetscape by addressing the street and enhancing the pedestrian environment. Active frontages will be required on pedestrian routes; and

- v. Large areas of surface car parking will not be permitted. Any car parking should be set behind the building and should be landscaped appropriately.
- vi. The proposal provides amenities for users of the site such as public toilets.

### **Reasons**

When assessing proposals for major retail developments, the Council will follow the advice in **PPG 6** and **PPG 13**, and the clarifying ministerial statements dated, February 1999, November 1999, February 2000, March 2000, and May 2000. This government advice states that the preferred location for major retail developments, particularly supermarkets, is in existing **town centres**. In accordance with Policy 1.10 above, applicants will be required to demonstrate that they have applied the sequential approach to site selection.

Good design of buildings and surrounding areas is important in integrating these large scale developments into the streetscape. Developments with typical 'retail shed' appearance are not considered acceptable in Southwark due to their adverse impact on the streetscape.

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