

## Overview & Scrutiny Committee

Tuesday 18 February 2014  
7.00 pm  
160 Tooley Street, London SE1 2QH

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### Membership

Councillor Catherine Bowman (Chair)  
Councillor Gavin Edwards (Vice-Chair)  
Councillor Neil Coyle  
Councillor Toby Eckersley  
Councillor Dan Garfield  
Councillor David Hubber  
Councillor Lorraine Lauder MBE  
Councillor Rebecca Lury  
Councillor Paul Noblet  
Councillor The Right Revd Emmanuel Oyewole  
Councillor Geoffrey Thornton

### Reserves

Councillor Kevin Ahern  
Councillor James Barber  
Councillor Chris Brown  
Councillor Nick Dolezal  
Councillor Tim McNally  
Councillor David Noakes  
Councillor Lisa Rajan  
Councillor Lewis Robinson  
Councillor Martin Seaton  
Councillor Michael Situ  
Councillor Cleo Soanes

### Education representatives

Reverend Nicholas Elder  
Lynette Murphy-O'Dwyer, Archdiocese of Southwark  
Abdul Raheem Musa, Parent Governor Representative

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## INFORMATION FOR MEMBERS OF THE PUBLIC

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### Access to information

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### Contact

Peter Roberts on 020 7525 4350 or email: [peter.roberts@southwark.gov.uk](mailto:peter.roberts@southwark.gov.uk)

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Members of the committee are summoned to attend this meeting

**Eleanor Kelly**

Chief Executive

Date: 10 February 2014



## Overview & Scrutiny Committee

Tuesday 18 February 2014  
7.00 pm  
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### Order of Business

Item No.	Title	Page No.
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#### **PART A - OPEN BUSINESS**

**1. APOLOGIES**

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

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

**3. DISCLOSURE OF INTERESTS AND DISPENSATIONS**

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

**4. CALL-IN: BLACKFRIARS ROAD SUPPLEMENTARY PLANNING DOCUMENT (CABINET 28 JANUARY 2014)**

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

#### **PART B - CLOSED BUSINESS**

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

<b>Item No:</b>	<b>Classification:</b> OPEN	<b>Date:</b> 18 February 2014	<b>Meeting Name:</b> Overview & Scrutiny Committee
<b>Report Title:</b>		Call-in: Blackfriars Road Supplementary Planning Document (Cabinet 28 January 2014)	
<b>Ward(s) or Group affected:</b>		Cathedrals	
<b>From:</b>		Head of Overview & Scrutiny	

### **BACKGROUND INFORMATION**

1. On 28 January 2014 the Cabinet considered a report recommending the adoption of the Blackfriars Road Supplementary Planning Document.
2. The Cabinet agreed:
  1. That the Blackfriars Road Supplementary Planning Document (SPD) (Appendix A of the report) be adopted.
  2. That representations received on the draft Blackfriars Road SPD and the officer comments to the representations (Appendix B) be noted, and that the tracked change version of the Blackfriars Road SPD which takes into account the representations received on the draft Blackfriars Road SPD (Appendix C) also be noted.
  3. That the consultation report (Appendix D), the updated equalities analysis (Appendix E), the updated sustainability appraisal (Appendix F), the sustainability appraisal statement (Appendix G), the appropriate assessment (Appendix H) the updated urban design study (Appendix I) and the updated business and retail background paper (Appendix J) be noted.

### **REASONS FOR CALL-IN**

3. On 6 February 2012 the Chair of Overview & Scrutiny Committee - Councillor Cathy Bowman - and four members of the committee (Councillors Toby Eckersley, David Hubber, Paul Noblet and Geoffrey Thornton) requested a call-in of the decisions on the following grounds:

“The deputation to cabinet made the key point that the Supplementary Planning Document (SPD) sets new policy in contravention of the council's adopted core strategy and contrary to planning law. The legal concurrent advised cabinet that the SPD cannot make new policy, but this was not adequately taken into account in the body of the report or in the officer responses and discussion at the meeting. The core strategy is part of the policy framework adopted by the council assembly, and the report did not address this issue.

I therefore wish to call-in this decision for scrutiny under scrutiny procedure rules:

21.2 (e) clarity of aims and desired outcomes; and

21.2 (g) decision making generally should have reference to the policy framework.”

### CALL-IN MEETING

4. The committee will consider the call-in request and whether or not the decision might be contrary to the policy framework or not wholly in accordance with the budget.
5. If, having considered the decision and all relevant advice, the committee is still concerned about it then it may either:
  - a) refer it back to the decision making person or body for reconsideration, setting out in writing the nature of its concerns, or
  - b) refer the matter to council assembly if the decision is deemed to be outside the policy and budget framework.
6. If the committee does not refer the matter back to the decision making person or body, the decision shall take effect on the date of the scrutiny meeting.

### BACKGROUND DOCUMENTS

Background Papers	Held at	Contact
Report to Cabinet 28 January 2014	160 Tooley Street London SE1 2TZ	Paula Thornton Constitutional Team 020 7525 4395

APPENDICES
Cabinet Report
Appendix A Blackfriars Road supplementary planning document, 2014 Hard copy provided with the report
Appendix B Representations received and the officer comments. Available on the council's website on the link below: <b>Link</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>
Appendix C Tracked changed version of the Blackfriars Road supplementary planning document, 2014 Available on the council's website on the link below: <b>Link</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>
Appendix D Consultation report Available on the council's website on the link below: <b>Link</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>

<p>Appendix E Equalities analysis</p> <p>Available on the council's website on the link below:</p> <p><b>Link</b></p> <p><a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a></p>
<p>Appendix F Sustainability appraisal</p> <p>Available on the council's website on the link below:</p> <p><b>Link</b></p> <p><a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a></p>
<p>Appendix G Sustainability appraisal statement</p> <p>Available on the council's website on the link below:</p> <p><b>Link</b></p> <p><a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a></p>
<p>Appendix H Appropriate assessment</p> <p>Available on the council's website on the link below:</p> <p><b>Link</b></p> <p><a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a></p>
<p>Appendix I Urban design study</p> <p>Available on the council's website on the link below</p> <p><b>Link</b></p> <p><a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a></p>
<p>Appendix J Business and retail background paper</p> <p>Available on the council's website on the link below:</p> <p><b>Link</b></p> <p><a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a></p>

#### Audit Trail

<b>Lead Officer</b>	Shelley Burke, Head of Overview & Scrutiny	
<b>Report Author</b>	Peter Roberts, Scrutiny Project Manager	
<b>Version</b>	Final	
<b>Dated</b>	10 February 2014	
<b>Key Decision?</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>

<b>Item No.</b> 16.	<b>Classification:</b> Open	<b>Date:</b> 28 January 2014	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Blackfriars Road Supplementary Planning Document	
<b>Ward(s) or groups affected:</b>		Cathedrals	
<b>Cabinet Member:</b>		Councillor Fiona Colley, Regeneration and Corporate Strategy	

## **FOREWORD - COUNCILLOR FIONA COLLEY, CABINET MEMBER FOR REGENERATION AND CORPORATE STRATEGY**

Blackfriars Road is a wide boulevard running south from the River Thames to historic St George's Circus, linking Elephant and Castle to the South Bank and beyond to the City. The area is being transformed by a series of new developments alongside the opening of an entrance to Blackfriars Station and innovative public realm schemes.

I am recommending that this SPD is adopted to ensure that the pressure for residential development is balanced with the need for places for leisure and business and a pleasant environment. Development needs to take place in a coordinated way so that Blackfriars Road reaches its potential and meets the needs of both existing and new residents. This SPD will provide a strategic framework and detailed guidance to coordinate future growth along and around the Blackfriars Road.

Our emerging vision is that Blackfriars Road will be transformed into a vibrant place, a destination rather than a thoroughfare. Running south from the river front at Bankside to historic St George's Circus, Blackfriars Road is a gateway north into Central London, and south to the Elephant and Castle. The historic, wide boulevard will provide a range of different activities regenerating the area from the river along Blackfriars Road and stimulating change at the Elephant and Castle. Much of the character and historic value of the surrounding residential areas, particularly the conservation areas and listed buildings will continue to be protected and enhanced.

One particular highlight is the work we are doing with TfL, to create an elegant public realm incorporating a safe, segregated route for cyclists.

We will continue to work with the local community, residents, landowners and many of our partners and stakeholders to enhance the Blackfriars Road and surrounding areas. By working with all these groups and stakeholders we will manage the fast paced change taking part on the Blackfriars Road whilst ensuring development meets the needs of both existing and new residents

## **RECOMMENDATIONS**

That cabinet:

1. Adopts the Blackfriars Road Supplementary Planning Document (SPD) (Appendix A).

2. Notes the representations received on the draft Blackfriars Road SPD and the officer comments to the representations (Appendix B). Notes the tracked change version of the Blackfriars Road SPD which takes into account the representations received on the draft Blackfriars Road SPD (Appendix C).
3. Notes the consultation report (Appendix D), the updated equalities analysis (Appendix E), the updated sustainability appraisal (Appendix F), the sustainability appraisal statement (Appendix G), the appropriate assessment (Appendix H) the updated urban design study (Appendix I) and the updated business and retail background paper (Appendix J).

## **BACKGROUND INFORMATION**

4. The Blackfriars Road SPD covers an area of approximately 56 hectares, taking in all of Blackfriars Road, running from Blackfriars Bridge to St George's Circus, and some of the surrounding streets. The area is part of the Cathedrals ward.
5. The SPD lies mostly within the Bankside, Borough and London Bridge Opportunity Area, which is identified in the London Plan as having the potential to provide around 25,000 jobs and a minimum of 1,900 new homes. A small part of the southern end of Blackfriars Road around St George's Circus lies within the Elephant and Castle Opportunity Area. There is already an adopted supplementary planning document/opportunity area planning framework for Elephant and Castle which the Blackfriars Road SPD is consistent with. It is appropriate to include part of the Elephant and Castle Opportunity Area within the SPD for Blackfriars Road to ensure a cohesive strategy for the area. The Blackfriars Road SPD will replace the guidance for the Elephant and Castle SPD for the overlapping area.
6. The council previously prepared a draft SPD/opportunity area planning framework for Bankside, Borough and London Bridge in conjunction with the Greater London Authority, which was consulted upon in 2010. This Blackfriars Road SPD updates the guidance for the Blackfriars Road. A review is being carried out regarding the policy and guidance necessary for the remainder of the Opportunity Area as part of the preparation of the New Southwark Plan.
7. Blackfriars Road is rapidly changing with many large sites under construction, about to start construction or going through the planning process. There is also potential for further change with a number of development sites likely to come forward within the next five years. The SPD provides a strategic framework and detailed guidance to provide a focus and an understanding of the amount of development that will create a vibrant, pleasant street along Blackfriars Road. The purpose of the SPD is to find a balance between the pressure for dense residential development and the need to provide a place where business can thrive and residents and workers can enjoy arts, cultural and leisure activities. The draft SPD puts forward the idea of finding the unique characteristic of Blackfriars Road. From the consultation this has emerged as the character of the street as a large wide boulevard in Central London helping to regenerate along the River front, along and around Blackfriars Road and south to Elephant and Castle.
8. The SPD is consistent with and provides further detailed guidance to the policies in the development plan: the London Plan (2011, Core Strategy (2011) and the saved Southwark Plan (2007). It is also consistent with the National Planning Policy Framework (2012).

9. The draft Blackfriars Road SPD was approved for consultation via the Individual Decision Maker process in June 2013. The draft SPD was made available for public consultation between 21 June and 12 September 2013. Following the close of consultation, the representations received on the draft SPD have been considered and where appropriate changes have been made to the document. A tracked changes version of the SPD is provided in Appendix C.

## **CONSULTATION**

10. The Planning and Compulsory Purchase Act 2004 (as amended), the Town and Country Planning (Local Planning) Regulations 2012 and Southwark's Statement of Community Involvement 2008 (SCI) set out consultation requirements for SPDs. We met these requirements in consulting on the SPD as set out in more detail within the consultation report (Appendix D).

### *Previous stages of consultation*

11. We have taken into consideration previous related consultations in preparing the Blackfriars Road SPD. The area covered by the Blackfriars Road SPD lies mostly within part of the Bankside, Borough and London Bridge Opportunity Area. A small part of the SPD area falls within the Elephant and Castle Opportunity Area. The council consulted on a draft Bankside, Borough and London Bridge SPD in 2010, which set out draft guidance for the whole of the Bankside, Borough and London Bridge Opportunity area. The council also consulted on an Elephant and Castle Opportunity Area SPD/Opportunity Area Planning Framework, which was adopted in 2012. We reviewed feedback received on both these documents in preparing the SPD for Blackfriars Road.
12. We also consulted on a sustainability appraisal scoping report in October 2012 for the whole of the Bankside, Borough and London Bridge Opportunity Area. Comments received on the scoping report fed into the preparation of this SPD and the sustainability appraisal. Officer comments on all the comments received on the sustainability scoping report are set out with the updated sustainability appraisal (Appendix F).
13. Consultation has also been carried out informally throughout early 2013, including developing many links with local residents, groups and business. This has included walking tours and consultation at pop up cafes. More detail on this wider consultation can be viewed at:  
[www.southwark.gov.uk/blackfriarsroad](http://www.southwark.gov.uk/blackfriarsroad)

### *Summary of the consultation carried out on the Blackfriars Road SPD*

14. We consulted with a wide range of organisations, local groups and residents on the draft Blackfriars Road SPD. In accordance with our SCI, the SPD was available for comment for a period of 12 weeks, from 21 June to 12 September 2013.
15. We publically launched the draft SPD at a New London Architecture event on 21 June 2013, where the Leader of the council introduced the SPD, and copies of an SPD summary leaflet were made available. The SPD was made public on our website from this date.



16. In accordance with the Regulations and our SCI, we wrote to all our neighbouring boroughs and prescribed bodies to let them know that the SPD was out for consultation, with details of how to comment and where to view the SPD. We also wrote to everyone on the planning policy mailing list (around 3000 groups and residents). In addition we distributed a four page SPD summary leaflet to all the addresses within the SPD boundary.
17. Officers ran two workshops on the SPD in August to enable residents and groups to discuss the SPD in detail. Officers also attended a further four meetings/events organised by local groups and residents. The SPD was also made available at Borough, Bankside and Walworth Community Council, and was taken to Planning Committee for comment.
18. Councillor Colley and the Director of Planning met local ward Members and residents to discuss their concerns with the SPD.

#### *Summary of representations*

19. 636 representations were received from 75 groups and individuals. All of the representations and the officer responses to these are set out within Appendix B. A summary of the representations is set out below.

#### **Planning Committee**

20. The draft SPD was taken to Planning Committee for comment on 3 September 2013. Planning Committee noted the SPD was out for consultation and provided no formal comments on the draft SPD.

#### **Members**

##### *Ward members for Cathedrals ward*

21. Ward councillors raised concerns about:

- The SPD being rushed through when they considered there to be two neighbourhood plans in the pipeline covering parts of the SPD area.
- The boundary of the SPD particularly the inclusion of the area to the south of St George's Circus.
- The emerging vision, including that they find it unclear from the draft SPD what the "distinct identity" will or should be. They question how it will be delivered when it is so vague. They feel that there are two separate characters within the SPD boundary. They ask how cultural, leisure, arts and entertainment uses will be encouraged. They also raise concern that the SPD emerging vision and SPD 1 should be clearer in supporting policy 1.5 of the Southwark Plan.
- The development sites, setting out some they think are incorrectly referenced, one they think should not be included and one that needs clearer guidelines.
- The number of hotels in SE1 should be restricted to ensure other important planning needs can be met.
- The acknowledgement that the impact of food, drink, evening and night time economy uses on local amenity must be considered but also request that reference should be made to the saturation area in place.

- A tall building at Southwark tube or St Georges' Circus. They comment on this within the emerging vision and SPD 5. They emphasise their strong opposition to tall buildings on the southern end of Blackfriars Road.
- Residents living in the area should have a higher profile in the list of groups involved and that ward councillors should be included in the list.

*Councillor Barber*

22. Councillor Barber was surprised to see some cycling provision had dropped out. He set out that it had been agreed to target re-establishing the Hopton Road through to Upper Ground under Blackfriars Road bridge link. He asks for this east-west corridor for cyclists to be re-established. He sets out that ideally this indicative cycle link would be clearly marked on figure 6.

**Local residents, individuals and groups**

23. 41 residents/individuals and 12 local groups provided representations on the draft SPD. Representations were received from a range of groups representing both residents and local businesses. The following groups submitted representations:

- The St Georges Circus Group
- Southwark Living Streets
- Bankside Residents Forum
- South Bank Employers Group
- The Albert Association
- Better Bankside
- Waterloo Quarter Business Improvement District
- Waterloo Community Development Group
- Bankside Open Spaces Trust
- Webber and Quentin Tenants and Residents Association (two sets of representations)
- St George's R.C. Cathedral

*General comments*

24. A number of residents and groups suggest that the SPD does not take into account the views of the residents already living in the area and the focus of the SPD is about development rather than the needs of residents.
25. A small number of residents commented that they find the document to be written in non-accessible language, not in plain English.
26. Some groups, including South Bank Employers Group and Waterloo Quarter Business Improvement District feel that the SPD should look more at cross boundary issues.
27. Bankside Open Spaces Trust welcomes the SPD, particularly the general commitment towards open space, greening and enhancing the public realm. However they also have one key concern with the boundary of the SPD and that they think it should not overlap with the Elephant and Castle SPD boundary and so they think the SPD should be withdrawn. They contend that the council should withdraw the SPD and reissue a SPD with an appropriate boundary to interlink with the Elephant and Castle SPD.

*Links with neighbourhood plans and other planning documents*

28. Some groups and residents ask the council to demonstrate that the SPD will give a better outcome than those envisaged by neighbourhood forums. Some groups including Waterloo Development Group also raise concern that they think the SPD is premature before the forums begin their neighbourhood plans.
29. Better Bankside raise concern that they cannot formulate a response without the benefit of the neighbourhood plan consultation. They welcome the council's views on how the adoption of the SPD and the neighbourhood plan can dovetail.
30. South Bank Employers Group suggest it would be helpful to include more detail in the SPD on how the different documents such as the New Southwark Plan, neighbourhood plans etc all fit in with the SPD. They also ask that the SPD should reference its commitment to working in partnership with South Bank and Waterloo Neighbourhood Forum throughout.

*Status of the SPD*

31. Some residents feel that the Southwark Plan and Core Strategy should be updated before the SPD is adopted.
32. Some groups and residents ask why the SPD is not given a different status due to the quantum of change planned. Some groups ask why it is not a masterplan. Some say that they are unclear of the status of the SPD.
33. Some groups and residents contend that the council falls short of its obligation under the Town and Country Planning Act, the National Planning Policy Framework, regional policy and its own adopted policies by attempting to use the SPD to introduce new guidance as if it is policy, specifically for tall buildings. They feel that the SPD is not consistent with national, regional and local adopted policies.
34. The Albert Association set out that if the SPD is taken forward and approved by cabinet they will consider the option of a Judicial Review.

*Boundaries of the SPD*

35. Some residents and groups questioned the SPD boundary. A number of different issues were raised.
36. There were some concerns around the south of the SPD boundary overlapping with the Elephant and Castle SPD.
37. Waterloo Community Development Group suggest that the SPD should focus on either Bankside or Waterloo, not the area proposed in the SPD. They contend that there is no need for an SPD for the proposed area.
38. Quentin and Webber Tenants and Residents Association ask that the boundary be redrawn or a second SPD be produced to take into account that the Blackfriars Road is completely different and separate to the surrounding streets as they view them as two completely separate areas. They also suggest that the southern part of the boundary is too wide and it should focus more on Blackfriars Road itself.

39. Bankside Open Spaces Trust contends that the council should withdraw the SPD and reissue it with an appropriate boundary to interlink with the Elephant and Castle SPD. They set out that they think it is contrary to national planning policy to have overlapping areas of SPDs.

*Vision*

40. Some residents and groups feel the SPD lacks a clear and inspiring vision.
41. Some groups and residents feel that the vision focuses predominately on larger commercial development and that the needs of small businesses and residents have not been sufficiently considered.
42. Some residents dislike the focus of the vision on making the area a destination where people want to “live, work and visit” as it ignores the fact that people already do.
43. Some residents and local groups feel that the vision does not acknowledge the differing characters of the area.
44. Bankside Open Spaces Trust make a number of suggested changes to the vision including wanting reference about working towards creating a coherent landscaping scheme, looking at opportunities to create new open spaces within development sites.

*Development sites*

45. Some residents and local groups ask for more detail on the potential development sites, wanting plans of what is likely to happen and information on why these sites have been selected.
46. A number of residents and community groups object to the inclusion of development site 43: Bakerloo sidings within the SPD.
47. Quentin and Webber Tenants and Residents Association suggest Friars Bridge Court, 41-45 Blackfriars Road should be included as a development site.
48. Waterloo Community Development Group comments that many of the sites proposed for redevelopment are not development opportunities.

*SPD 1: Business space*

49. Some residents and community groups including Waterloo Community Development Group feel that the small businesses in the railway arches should not be replaced with offices. Similarly some groups including Webber and Quentin Tenants and Residents Association think there is disregard for the principle of encouraging and helping small businesses.
50. Waterloo Quarter Business Improvement District welcomes the reference to flexible innovative business space. However they raise concern with the emerging trend towards loss of office space in the southern section of Blackfriars Road and emphasise that the increase in diversity of business space should not be at the expense of reducing the overall quantity. They also welcome the

proposal to continue to convert railway arches into a variety of commercial uses and also welcome the promotion of active frontages along Blackfriars Road.

51. Bankside Residents Forum suggests that development should be required to provide affordable business space.

*SPD 2: Mixed use town centre*

52. Some residents and local groups commented on needing a range of shops, with a number of residents and groups specifically mentioning wanting a supermarket. Others commented that there are too many small supermarkets and chain restaurants and that there should be more local independent small businesses.
53. A number of groups and residents express concern that they feel that the needs and impacts of residents are not considered enough in the SPD.
54. Some groups and residents including Bankside Residents Forum and Quinton and Webber Tenants and Residents Association question why hotels are being promoted when Southwark already are close to their target. There is also questioning of whether hotel facilities are used by local residents.
55. Some residents suggest that there should be no further A5 use (hot food takeaways). Some residents also suggested that new business spaces should be limited in size to attract local and SME retailers, dedicated space for art galleries, and avoid space only being used Monday to Friday.

*SPD 3: Public realm and open space*

56. Some residents and groups commented on the lack of green and open spaces in the SPD area and that the council should seek to increase this provision from new development.
57. Some groups think the guidance should go further in encouraging improved public realm. There are comments about improving the areas around the railway viaducts.
58. Southwark Living Streets welcome the number of improved and proposed pedestrian links north of Southwark Station. They also provide detailed comments on possible improvements including wanting to see Christchurch and Paris Gardens enhanced, extending the green route from the river south to The Cut and Southwark Station. They also propose that development number 27 should have a through pedestrian route to address the few pedestrian routes south of Southwark Station.
59. Southwark Living Streets set out that they feel that the Circus is currently a barrier for pedestrian movement. They think the SPD should be clear about requirements at this intersection. This should require the central island needing to be linked to its surroundings by pedestrian crossings of the road.
60. Some residents and groups ask how the Allies and Morrison Blackfriars Road Public Realm Study has been taken into account in the SPD.
61. Bankside Open Spaces Trust suggest that SPD 3 should focus more on green spaces and links. They also include a list of further smaller local open spaces that they suggest should be added to the diagram. Some residents also

comment on the need to protect and encourage more pocket parks and smaller green spaces and links.

*SPD 4: Built form and heritage*

62. Some groups and residents comment that there is not enough emphasis on conserving and enhance the existing heritage, specifically in relation to the building heights guidance. Concern is expressed about losing the heritage of Blackfriars Road and its surrounding area, with specific mentions of recent planning applications and approvals.
63. A number of local community groups and residents including The St George's Circus Group comment that the Elephant and Castle SPD has a list of buildings that are or have the potential to be locally listed and that it is notable that this SPD does not. There are requests, including those from Bankside Residents Forum to include a list of heritage buildings/local listed buildings/buildings of particular interest. Some residents and groups have also suggested other buildings to be added to the council's list.

*SPD 5: Building heights*

64. Many residents and local groups object to the SPD's approach to building heights. The majority of residents and local groups object to the proposed building strategy for the area from Southwark Tube Station to St George's Circus. The main focus of the comments were opposing a possible tall building at St George's Circus. There were also comments on the criteria for tall buildings.
65. Some community groups including the Albert Association, The St George's Circus Group, Webber and Quentin Tenants and Residents Association and a number of residents, content that the SPD is setting new policy for building heights and that it is contrary to the Core Strategy and/or the Bankside, Borough and London Bridge Tall Building Study (2009) and/or the Tall Buildings Study 2010. They claim that the SPD is contrary to the Core Strategy in relation to tall buildings at the southern end of Blackfriars Road.
66. Residents and community groups raise concern particularly of a building of up to 70 metres at St Georges Circus with many objections that the council is ignoring the importance of St George's Circus obelisk and the surrounding conservation area. Some of the residents and groups state that the area is not a public transport node. Many residents and groups also object to the up to 30 metres along the section of the Blackfriars Road from Southwark Station to St George's Circus.
67. The contention is made by some of these groups that the council has not identified within the local development framework in advance of specific proposals, the spatial, scale and quality requirements. They feel that the council is attempting to circumnavigate the process in an attempt to rush through the SPD to justify Barratt Homes speculative application for a 70m tall building at St George's Circus. Some groups and residents state that there is no evidence to demonstrate that a tall building at St George's Circus would not dominate.
68. The St George's Circus Group content that the new guidance fails to recognise the distinctive character of southern Blackfriars Road as a mainly low-rise area with many historic listed and non-listed buildings. They also suggest that the

guidance is unclear re whether the guidance for building heights applies within the St George's Circus Conservation Area.

69. Some residents and groups object to the proposed building heights at Southwark Tube Station, citing that the Palestra building is too tall and dominant already. Many feel that the proposed height is too high and out of context.
70. One resident supports the height proposals at the north end of the road.
71. There are also many concerns on building heights impacting on local views, wind tunneling and daylight and sunlight. A number of residents raise that they consider there to be no mention of environmental impact assessment, wind and daylight modeling.
72. Some residents and groups have raised concern that the council told UNESCO that they would take care with tall buildings and they feel that is not happening.
73. Southwark Living Streets are concerned that a larger number of tall buildings could form a canyon effect creating swirling winds that will cause pedestrians difficulties.

#### *SPD 6: Active travel*

74. A number of residents ask for more detail on cycling within SPD, particularly on including segregated cycle lanes and further upgrades for cycle infrastructure.
75. Southwark Living Streets think a strong case should be made for a 20mph speed limit in the whole area, and especially on Blackfriars Road itself.
76. Bankside Residents Forum comment that the SPD should also refer to fact that many cyclists and pedestrians prefer to use the smaller scale, quieter routes away from major roads and that this should be reflected in the plan's vision and proposals.
77. A number of residents and community groups have commented that Blackfriars Road falls under the jurisdiction of TfL. They comment that under the Localism Act both TfL and the council are duty bound to share any consultation information regarding active travel. They ask about plans proposed by TfL.
78. Waterloo Community Development Group feel that traffic speed, noise, pollution and traffic volumes are not addressed in the SPD. They suggest that the road should be narrower at points and the pavements wider.

#### *Implementation and infrastructure*

79. A number of residents and groups raise that the SPD does not plan for the necessary infrastructure including social amenities such as community space, health facilities, children's play facilities and other open areas.
80. Some groups and residents think there should be more detail on section 106 and the Community Infrastructure Levy as well as more detail on infrastructure costs and delivery. South Bank Employer's Group content that ideally the SPD should await further input from the two neighbourhood forums.

81. There were some comments from residents setting out existing problems such as the amount of construction taking place, some comments on streets being used for loading/parking areas for construction etc.

#### *Housing and residents*

82. A number of residents and groups comment that they feel that the SPD is favouring developers and there is not enough emphasis on the local community and its needs.
83. There were some comments raising concern on the amount of private housing being delivered in the area and the need for more affordable housing in the area. Some groups and residents request further information and guidance on affordable housing policy and delivery. Some groups such as Bankside Residents Forum comment that the council's affordable housing policy already has no credibility and should be actively written into the SPD.
84. South Bank Employer's Group suggests that the SPD should consider how it can support local universities in their student housing needs.

#### *Environment and sustainability*

85. South Bank Employer's Group comments that the SPD is silent on carbon reduction. They refer to the need for further guidance on green infrastructure within the SPD.
86. One local resident commented that they would like to see an overarching environmental policy and there were a number of comments on the need for SPD 5: Building heights to focus more on the impacts of the environment.
87. There were a few comments about the need to restore and renew the existing building stock rather than complete redevelopment.

#### *Equalities analysis*

88. One resident commented on the equalities analysis, stating that it is entirely devoid of evidence for any of its assertions. It does not appear to have resulted from any factual base nor from consultation with the affected groups.

#### *Urban design study*

89. Bankside Residents Forum comments that they feel that the fact that the evidence base has been prepared in house gives the outcomes less credibility.

#### *Consultation*

90. A number of residents and community groups have raised concern that they feel that the SPD has been rushed through.
91. A small number of residents and local groups expressed disappointed that the SPD was launched at the NLA, outside of the borough.
92. Similarly a small number expressed disappointment that that consultation took place over the summer holiday period.



93. Some residents raised concern that they felt that there was inadequate consultation time.

#### **Developers/landowners**

94. The following landowners/developers provided representations on the SPD.

- London South bank University
- Empyrean Developments
- CEREP Sampson House, CEREP Ludgate House and Carlyle Real Estate Advisors LLP
- Linden Homes
- Lenta Business Centre
- Guidewell Ltd
- Network Rail
- CBRE Lionbrook & Southwark Charities
- Blackfriars Limited
- Development Securities
- Barratt London
- Dunedin Property Asset Management
- 34 - 68 Colombo Street

#### *General comments*

95. A large number of developers and/or landowners support the production of the SPD.

#### *Boundaries of the SPD*

96. London South Bank University suggest that the boundary of the SPD be extended further south to take in more of the Elephant and Castle opportunity area to include two sites within London South Bank University's ownership.

#### *Vision*

97. A number of developers and landowners overall support the emerging vision. In particular there is support for the overall vision for tall buildings.
98. Some developers suggest that the vision should also mention new residential development and the continued provision of housing.
99. London South Bank University ask for higher education to be acknowledged in the vision.
100. Network Rail support the aspirations in the vision but ask that it refers to employment opportunities rather than small businesses where it refers to the railway arches in line with their objectives.

#### *Development sites*

101. Some of the developers/landowners request further sites to add to figure 5: Potential development sites. This includes the following:

- Lenta Business Centre suggests the Foundry Annex, located on Webber Street and Glasshill Street.
- Network Rail suggests three new sites to identify as development site: Bear Lane Site, Dolben/Gambia Street Site, and Great Suffolk Street/Union Street/Ewer Street site.
- Guidewell Ltd suggest further land within their ownership: Rennie Court, the Doggetts Coat & Badge Public House and River Court
- 34-68 Colombo Street – suggest their site Colombo Centre, 34-68 Colombo Street
- London South Bank University suggest:
  - -Caxton House on Borough Road
  - -The Passmore Edwards Library/12 Borough Road on Borough Road
  - -Peabody Hugh Astor Court housing on Thomas Doyle Street

102. CBRE Lionbrook and Southwark Charities request that the boundary of site 9: Quadrant House and Conoco House be extended.

103. Dunedin Property Asset Management questions the inclusion of a number sites and their impact on St George's Circus.

*SPD 1: Business space*

104. There is some support for the guidance.

105. Development Securities, Barratt London, CEREP Sampson House, CEREP Ludgate House and Carlyle Real Estate Advisors LLP put forward that greater emphasis needs to be placed on residential development and that not all of Blackfriars Road is suitable for Grade A office accommodation or larger floorspace offices.

106. Lenta Business Centre find that SPD 1 is too restrictive and suggest amendments to the guidance to incorporate more flexibility such as a credit scheme between developments and allowing relocations of existing business space onto another existing business site within the borough.

107. Network Rail request that paragraph 3.6 refers to employment opportunities rather than small business when it refers to the opportunities in the railway arches to be consistent with their objectives and the NPPF.

*SPD 2: Mixed use town centre*

108. Some of the developers/landowners support the guidance.

109. A number of developers/landowners contend that housing should be included within SPD2 or somewhere else within the SPD.

110. A number of developers including CEREP Sampson House, CEREP Ludgate House and Carlyle Real Estate Advisors LLP, Barratt London, Development Securities contend that the fact box on town centres uses is not consistent with the NPPF.

111. Blackfriars Limited agrees that demand for hotel rooms in Southwark will continue to grow. Dunedin Property Asset Management asks why hotels are

being promoted when Southwark is already close to achieving the GLA requirements.

*SPD 3: Public realm and open space*

- 112. Some developers/landowners support the guidance.
- 113. A few developers commented that it will not always be possible to provide substantial areas of public realm.
- 114. London South Bank University asks that London Road is also shown on figure 6 as a possible green route and key approach.

*SPD 4: Built form and heritage*

- 115. Some developers/landowners support the guidance and its approach to promoting high quality design.
- 116. Network Rail ask for flexibility with how the council requires the use of materials that are considered sympathetic to the heritage of the area as there may be circumstances where alternative methods may be required to allow the function of the railways. They specifically object to the stringent use of “resisting the use of solid external roller shutters”.

*SPD 5: Building heights*

- 117. Overall the majority of the developers/landowners support the overarching vision for more tall buildings but have detailed comments on the potential heights of the tall buildings and the criteria required for tall buildings.
- 118. Network Rail thinks that the tall building guidance should be reviewed and that the stringent control over the location of tall buildings should be relaxed. They suggest an alternative southern boundary for the tallest buildings as the railway viaduct between Waterloo East and London Bridge. They set out that this would not impact upon the protected strategic views.
- 119. Network Rail also think that the thresholds in the guidance for Southwark tube and at St George’s Circus are too restrictive and should say “in the region of 70 metres” rather than up to 70 metres.
- 120. Linden Homes question what they consider to be arbitrary building height limits in the SPD. They contend that buildings that exceed 30 metres could be located in locations along Blackfriars Road.
- 121. Guidewell Ltd support SPD 5 in not setting a specific upper limit to building heights on the north of Blackfriars Road and suggest that it would be helpful if the SPD makes it clearer by stating that there is no defined upper height limit at this northern end.
- 122. Dunedin Property Asset Management objects to a tall building at St George’s Circus.
- 123. London South Bank University is generally supportive of the building heights strategy in the SPD, especially the identification of St George’s Circus as a

suitable location for a tall building. They ask for further clarification on whether it is envisaged for single tall building or a cluster of tall buildings.

124. Barratt London welcomes the acceptance of a tall building at St Georges Circus. However they feel it is inappropriate to prescribe a height of up to 70 metres. Instead it would be appropriate to note the potential for a tall building at 128-150 Blackfriars Road/ St George's Circus which represents a step down in height from the very tall buildings at the north of Blackfriars Road and at Elephant and Castle which are up to mid 40 storeys.
125. Development Securities welcomes the acceptance that Southwark Tube is an appropriate site for a tall building. However, they question the appropriateness of including the 70metre height as they do not feel it is appropriate to apply what they consider to be a cap on the height.
126. Development Securities, Barratt London and CEREP Sampson House, CEREP Ludgate House and Carlyle Real Estate Advisors LLP support the objective of exemplary standard of design and high quality accommodation for taller buildings. Barratt London requests that reference should be included to exceeding the minimum dwelling size standards within the London Plan.
127. A number of developers including Development Securities, Emyrean Developments, Blackfriars Limited and Barratt London consider that some of the criteria for tall buildings are too prescriptive. Specifically there are objections to the requirement for publically accessible area on upper floors, and the link requiring the amount of public space at the base of the building to relate to its height.

*SPD 6: Active travel*

128. Network Rail support SPD 6.
129. London South Bank University recommends that the TfL modeling of Blackfriars Road should be extended to include the whole of London Road.

**Greater London Authority**

130. The Mayor sets out that the SPD appears comprehensive and should prove to be a useful tool for both planners and prospective developers.
131. The Mayor in particular supports the council's approach to tall buildings and its building height strategy in the Blackfriars area. In Vauxhall Nine Elms Battersea OAPF some heights were limited to avoid them appearing in the Mayor's strategic views. As this is not the case on Blackfriars Road, the Mayor would welcome a more flexible approach, suggesting the wording should say "in the region of 70/30metres" rather than "up to 70/30 metres". He also comments that as stated in the SPD, it will be important to demonstrate that the buildings contribute positively to London's skyline.

**Transport for London (Borough Planning)**

132. Transport for London (TfL) (Borough Planning) responded that they are the Highway Authority for Blackfriars Road and that as they are in early stages of designing urban realm improvements they are not in a position to support specific proposals (they specifically mention lighting and public art).

133. They request that the vision is revised to reflect the emerging proposals in the Mayor's Vision for Cycling in London. They also request that the wording "ensuring vehicular traffic continues to move smoothly is removed" as TfL will be undertaking detailed and London wide traffic modeling to test design options and at present are unable to determine the likely impact of proposals upon vehicular traffic.
134. TfL (Borough Planning) encourages the council to continue to work further with Network Rail and where appropriate with South Eastern to discuss future options including those for Waterloo East.

#### **Transport for London (Property)**

135. Transport for London (TfL) Property support site 18, Southwark Tube Station, and site 43, TfL Bakerloo sidings.
136. TfL Property support the principle of development on site 18 but also comment that whilst a tall building is welcomed at this location it can only be achieved if the structural capacity of the existing station structure remains unaffected and disruption to the tube network is not incurred. They ask for additional wording to be inserted into the supporting text of SPD5: Building heights to make it reflect the operational and engineering constraints on this site.
137. TfL Property raise that on site 43, Bakerloo Sidings, they require the support of planning policy for a tall building on site 43, to ensure viability of developing this site.

#### **English Heritage**

138. English Heritage in general supports the aims of the SPD to provide a framework to guide future development in a coordinated manner. However they think that a masterplan should be prepared for the Blackfriars Road area due to the scale of proposed change.
139. English Heritage raise a concern that they think including an emerging vision is beyond the scope of a SPD as they think it is setting policy. They also raise concerns that they think the SPD sets new policy for building heights further than the policy set out in the Core Strategy.
140. English Heritage support the encouragement of railway arches to be used for a range of business including creative and cultural industries but also feel that we should promote this concept to other buildings as well as the railway arches.
141. English Heritage welcome SPD 4's emphasis on the conservation and enhancement of the historic environment, but are concerned that the many opportunities sites identified could result in the loss of buildings of particular local interest. They are concerned that the scale of development proposed and the potential loss of buildings of local interest could mean the resultant character does not reflect the current positive aspects of the area.
142. They ask the council to look at undesignated heritage assets within the SPD.
143. They are concerned that the significance of the historic environment may be potentially harmed by the change in heights proposed in the SPD. They think that

greater justification needs to be given for the north of Blackfriars Road where they are no defined height limit. They are concerned about the impact of these tall buildings on heritage assets including north of the river.

144. English Heritage also asks what is being proposed at Southwark tube station and St George's Circus. They do not see the justification for a taller landmark element at St George's Circus especially due to the grade 2 \* listed obelisk already in their view providing a legible historic landmark.
145. English Heritage also provides some minor comments on the sustainability appraisal.

### **Environment Agency**

146. The Environment Agency welcomes the SPD and supports the emerging ideas for a vision on Blackfriars Road. They set out that they would wish to see developments fronting the River Thames aligning with the Environment Agency Thames Estuary 2100 (TE2100) Plan. They will support Southwark in interpreting this data to ensure the revision of the borough Strategic Flood Risk Assessment.

### **NHS Southwark**

147. NHS Southwark carried out a Health Impact Assessment (HIA) on the draft SPD. They identified both potential positive and negative impact that the SPD would have on health. They looked at the impact on the SPD on things such as health, mental health and wellbeing; impact on conditions that would indirectly affect health; affect on individual's own ability to improve their own health; and whether there will be a change in demand of health and social care. They identified many positive impacts such as the SPD helping to create an environment conducive to active travel having particularly positive effects for obesity, diabetes and cardiovascular disease. Similarly they identified that an increase in the number of well designed open spaces could enhance opportunities for exercise and children's play.
148. Some of the potential negative impacts identified included a possible negative impact on climate change due to increase population and large developments which may have an impact on global health. NHS Southwark also identified that a significant population increase will create an increased need for all health services and this needs to be planned.

### **NHS London Healthy Urban Development Unit**

149. NHS London Healthy Urban Development Unit comment that there is no reference to analysis of current uses on the 43 development sites.
150. They support SPD2: Mixed town centre and SPD3: Public realm and open space.
151. They comment that they support paragraph 3.15 which looks to seek improvements to social infrastructure and keep the need for new infrastructure under review. They also comment that there is a need to address the intermediate and future impact of housing and population growth in the area. They would welcome an updated Development Capacity Assessment for the area.
152. They also comment that they support the intention to manage the provision of student accommodation as a concentration of student housing can have a significant impact on healthcare services.

### **KEY ISSUES FOR CONSIDERATION**

153. A number of minor changes have been made to the final Blackfriars SPD to take into account comments raised through consultation and for clarity and consistency. The SPD has been reviewed and updated to ensure plain English is used throughout. The tracked changed Blackfriars SPD (Appendix C) shows the changes from the June 2013 draft SPD. The changes and the content of the SPD are summarised below.

#### *Scope of the SPD*

154. The SPD will be used to make decisions on planning applications alongside policies and guidance in existing policy documents. It provides more detailed guidance on the policies within the London Plan (2011), Core Strategy (2011) and the saved Southwark Plan (2007). It does not set new policy. This is set out within the SPD to ensure applicants and the community understand the scope of the SPD and that it must be read alongside other policy documents. The SPD has been updated to include an appendix cross referring to the borough wide Southwark policies and guidance which need to be read alongside this SPD.
155. The introduction has been updated in response to the representations received to explain more clearly why the SPD is needed, due to the scale of growth proposed and to ensure that the pressure for residential development is balanced with the need for a vibrant street. The SPD has been updated to make it clearer that most of the change will take place on the Blackfriars Road and that much of the surrounding area's character and historic value will continue to be protected, especially where there are conservation areas and listed buildings.
156. Wording has been added to the SPD to further explain that the Blackfriars Road lies mostly within the Bankside, Borough and London Bridge Opportunity area, with a small part at the southern end of the road falling within the Elephant and Castle Opportunity Area. Updates have been made to the SPD to set out that the Blackfriars Road SPD will replace the guidance for the Elephant and Castle SPD/OAPF for the overlapping area.

157. The SPD has been updated following consultation to make it clearer that neighbourhood plans are currently being prepared by the local community and that once adopted the neighbourhood plans will form part of Southwark's development plan and will be used to make decisions on planning applications.
158. The SPD boundary has been amended following consultation to extend slightly further south along the boundary of Thomas Doyle Street and Keyworth Street, as suggested by London South Bank University.

*The vision for Blackfriars Road*

159. Whilst SPD cannot set a new vision as it cannot create new policy, it can highlight aspirations for change. A new vision can then be adopted through the New Southwark Plan. The SPD has been factually updated to refer to the progress in preparing the New Southwark Plan and to link to the website for up-to-date information.
160. The ideas of the emerging vision include aspirations such as:
- Transforming Blackfriars Road to link Central London in Southwark as far as the Elephant and Castle with Central London north of the River.
  - Continuing to work with the many stakeholders to enhance the area.
  - Continuing to offer a mix of offices, services and shops.
  - Maximising opportunities to increase the amount and type of development.
  - Encouraging cultural, leisure, arts and entertainment uses.
  - Improved social and community infrastructure.
  - Ensuring that building heights respond to their context with a range of building heights with the tallest buildings at the northern end.
  - Working with Transport for London, to improve the road to make it safe, easier and more enjoyable for pedestrians and cyclists.
  - Improving the look and feel of the streets and public spaces.
  - Maximising opportunities to improve open spaces.

161. Updates have been made to the ideas for the emerging vision to take into account the comments raised in the consultation responses. The updates include:
- Making it clearer that the majority of change will take place on Blackfriars Road and that most of the surrounding area will continue to see little change and the character will be protected and enhanced.
  - Referring more specifically to the need to balance development with meeting the needs of existing and new residents to ensure that residents will benefit from the increased range of town centre and business uses.
  - Referring specifically to higher education.
  - Providing more detail on the potential improvements to the Blackfriars Road itself, making it safer and more encouraging for cyclists and pedestrians.

*The strategies and guidance*

162. The SPD sets out six key strategies to manage change.

SPD 1: Business space

163. SPD 1 sets out the approach to business space. It sets out that we will encourage the generation of jobs and businesses to help consolidate and



expand the existing business services cluster. Already there are many businesses on and around the Blackfriars Road, and this guidance will help to reinforce its location as a strategic office location and to encourage other businesses to set up offices here. SPD 1 requires existing business floorspace to be retained or replaced if a site comes forward for development, in line with existing policies in the Core Strategy and saved Southwark Plan. It sets out that any additional floorspace on sites already in business use can be used for other town centre uses including retail, leisure and entertainment facilities. SPD 1 also sets out that we support a range of uses in the railway arches, to build on the existing regeneration of the many arches.

164. Updates have been made to SPD 1 to make it clear that new business floorspace should be designed flexibly to accommodate a range of unit sizes including space suitable for small and start-up businesses to help meet a variety of needs. The “we are doing this because section” of SPD 1 has also been updated to cross refer to saved Southwark Plan policy 1.5 which aims to protect small business units. An update has also been made to refer to employment opportunities within the railway arches in line with Network Rail’s objectives.
165. A minor update has also been made to the “we are doing this because” section to refer to London South Bank University’s new Clarence Centre for Enterprise and Innovation.

#### SPD 2: Mixed use town centre

166. SPD 2 sets out the approach to creating a mixed use town centre. The area is already designated as a town centre, although there are currently limited town centre uses, particularly evening and weekend uses in parts of the SPD boundary. SPD 2 seeks to encourage a range of different town centres uses including shops, leisure and entertainment, bars, cafes, hotels and cultural uses alongside business uses, community facilities and housing to increase the amount of activity and encourage a wide range of occupiers and visitors. It supports proposals for new hotels, encourages a mix of arts, cultural and leisure uses, whilst ensuring that the impact of proposals are carefully considered, due to the close proximity to homes in much of the SPD area. It also supports the provision of new social and community infrastructure as part of mixed use development.
167. There were many representations raising that housing should be looked at through the SPD. The SPD purposely does not provide detailed guidance about housing because the borough wide policies and guidance in the Core Strategy, saved Southwark Plan, Affordable Housing, and Residential Design Standards supplementary planning documents already cover housing sufficiently. There is no differing approach for the Blackfriars Road. However, as previously set out in the draft SPD, housing is an appropriate use within town centres and thus SPD 2 has been updated to include residential into the bullet point on encouraging a range of uses. The supporting text has also been updated to make it clearer that there is residential development in the area, that more people will be living there in the future and that the increased provision of town centre uses will benefit residents. The fact box on town centre uses has also been updated to make this clearer by referring to the updated definition of town centre uses in the National Planning Policy Framework. An appendix has also been inserted to cross refer to the key Southwark plan policies including those on housing.

168. An update has been made to make it clearer that space should be designed flexibly to accommodate a range of units sizes, in order to be consistent with SPD 1.
169. It has also been made clearer that opportunities to increase and improve the range of infrastructure and facilities will be maximised referring specifically to health facilities and community facilities, as these were issues raised in a number of representations.
170. SPD 2 sets out that we will consider the impact of all proposals for food, drink, evening and night time economy uses on the overall mix of the area and on local amenity. Text has been added into the “we are doing this because” section to cross refer to the Borough and Bankside licensing saturation area.

#### SPD 3: Public realm and open space

171. SPD 3 seeks to improve the public realm and open spaces by working with our many partners to provide a high quality design of public squares, streets and spaces. It sets out principles for all of the SPD area to include principles such as requiring public realm to create clearly defined streets, enhance local distinctiveness and to provide new links for pedestrians and cyclists. It also sets out additional principles for Blackfriars Road, the Thames Path and St George’s Circus.
172. Minor changes have been made to SPD 3 to ensure consistency as well as making it clear the new links should enhance wayfinding. Bankside Open Spaces Trust has been added to the list of groups that we work with in delivering this guidance. The architects Allies and Morrison have prepared a set of public realm principles for Blackfriars Road that been incorporated within SPD 3.
173. The “we are doing this because” section of SPD 3 has been updated to include new text cross referring to the Open Space Strategy (2013) and how we will work with developers to encourage new open space provision on development sites in lines with the recommendations in the Strategy.

#### SPD 4: Built form and heritage

174. SPD 4 sets out more detailed guidance on built form and heritage to ensure a high quality design and architecture, reinforcing the area’s character and distinctiveness. This includes guidance on enhancing the historic environment and ensuring inclusive design principles are applied.
175. English Heritage and a number of other representations raised the issue of needing to “complete” the Circus and to reinforce its geometry and character. SPD 3 already refers to this for public realm schemes. SPD 4 has been updated to also refer to this aspiration for development to reinforce the geometry and character of the Circus.

#### SPD 5: Building heights

176. SPD 5 provides further guidance on building heights. It sets out that development should reinforce the civic character of Blackfriars Road, Stamford Street, Southwark Street and the river front. It establishes a general principle of appropriate heights of up to 30 metres along these main routes, with heights on streets off these main routes generally needing to be lower to fit in with their surroundings. It also sets out places along Blackfriars Road where taller buildings will be encouraged. The guidance sets out that the tallest buildings should be at the north end of Blackfriars road, with the tallest heights being set

back from the river, and focused around the junction of Blackfriars Road, Stamford Street and Southwark Street. It sets out that a tall building of up to 70 metres should provide a focal point at Southwark tube station, and similarly a tall building of up to 70 metres could provide a focal point at the southern end of Blackfriars Road towards St George's Circus, being set back from the Circus itself. SPD 5 also provides detailed guidance on the design principles that all tall buildings must meet, as well as meeting the criteria in saved Southwark Plan policy 3.20.

177. A large number of representations were received objecting to this guidance, as summarised above. The responses objecting to the guidance are mixed. Local residents and groups are opposed to the SPD 5 particularly the guidance referring to the potential for taller buildings of up to 70 metres at Southwark Station and at St George's Circus. They feel the appropriate height should be much lower. Some objectors also contend that the SPD guidance is contrary to the development plan. English Heritage's comments are summarised in paragraphs 138-154,. Many developers and landowners felt that the guidance is too prescriptive and should not include a limit on building height. Similarly the Greater London Authority feels that the guidance should be amended to say "in the region" rather than "up to" 70 metres.
178. The policy approach within the SPD is considered to be consistent with the NPPF (2012), the London Plan (2011), the Core Strategy (2011) and the saved Southwark Plan (2007), taking into account changes in the surrounding context since developing the Core Strategy vision in 2009/2010. The London Plan, Core Strategy and saved Southwark Plan form the development plan for Southwark, with the NPPF setting out national guidance. The development plan sets out the policies for tall buildings. Key policies are: London Plan policy 7.7 which identifies that tall and larger buildings should generally be limited to sites in the Central Activities Zone, opportunity areas, areas of intensification or town centres that have good access to public transport. Blackfriars Road lies within the Central Activities Zone, is an opportunity area and a town centre with good access to public transport. Core Strategy strategic policy 12 requires tall buildings to have an exemplary standard of design and identifies locations where tall buildings could go. The Core Strategy vision for Bankside and Borough refers to the council setting out in detail which sites are appropriate, sensitive and inappropriate for tall buildings through the supplementary planning document/opportunity area framework. Saved Southwark Plan policy 3.20 sets out criteria for considering applications for tall buildings and applies across the borough
179. The guidance in the Blackfriars Road SPD provides detail on how to implement these development plan policies specific to Blackfriars Road. This approach is supported by our evidence base including the Blackfriars Road Urban Design Study (Appendix I) which has been prepared in accordance with CABE and English Heritage "Guidance on Tall Buildings", 2007.
180. Minor changes have been made to SPD 5 following consultation. These are shown as tracked changes in Appendix C.

#### SPD 6: Active travel

181. SPD 6 provides guidance on active travel, setting out the many groups we will work with to encourage active travel by making the area more attractive and safer, with better connections. Its sets out improvements to walking and cycling

routes, specifically through working with TfL to make significant improvements to Blackfriars Road itself. It also sets out aspirations to increase east-west linkages.

182. The SPD has been updated to refer to work being carried out by Transport for London to create a segregated route for cyclists as well as improving links between the different modes of transport. The architects Allies and Morrison have prepared a set of public realm principles for Blackfriars Road that have been incorporated within SPD 6.

### *Implementation*

183. The final section of the SPD sets out information and guidance on how the aspirations and vision for Blackfriars Road will be delivered. It sets out information on partnership working, business involvement and community involvement, setting out a commitment to continue to work with all the different groups.
184. It also provides guidance on how change will be managed through mechanisms such as management plans during and post construction to ensure the development is coordinated and has minimal impact on residents.
185. It also sets out the need to continue to improve infrastructure, cross referring to the Community Infrastructure Levy and section 106 planning obligations.
186. Factual updates have been made to the implementation section to reflect that further sites now have planning permission and that more sites may come forward in the future.
187. The reference to the map and list of potential development sites has been moved to the section on implementation. The figure and list has been updated following consultation to include some new sites, amend site boundaries and to correct errors. Wording has been added to the SPD to make it clearer that the map and list are not exhaustive and that some sites may be completely redeveloped whilst others may experience less change. The list has also been updated to remove the column referring to the status of each site as this will quickly become out of date once the SPD is adopted.

### **Community impact statement**

188. The purpose of the SPD is to provide a strategic framework and detailed guidance to coordinate growth along and around the Blackfriars Road. This SPD will ensure that development occurs in an appropriate and desirable way, improving Blackfriars Road as a destination where people want to live, work and visit.
189. An equalities analysis (Appendix E) has been carried out to assess the impact of the SPD on the nine protected characteristics. It is recognised that the SPD guidance may have many similar impacts on these different group of people who have protected characteristics. One of the potential positive impacts of the guidance is that the guidance is the creation of an enhanced public realm that is safe, well-lit and inclusive is likely to improve accessibility for those with a physical disability and also promote wider community inclusion. A potential negative impact of the guidance is that the encouragement of taller buildings may have a less positive impact on certain groups such as those with young children or disabled people. This potential issue is mitigated through existing policies

ensuring that family housing is provided with adequate private amenity space and through our wheelchair standards and Lifetime Homes guidance

190. We also carried out equalities analysis for the guidance in the draft Bankside, Borough and London Bridge SPD (2010) and the adopted Elephant and Castle SPD/OAPF (2012), which the Blackfriars Road SPD area fails partly or completely within. The findings of both of these analyses have help inform the guidance that we have prepared in the Blackfriars Road SPD.
191. A sustainability appraisal (Appendix F) has also been prepared that assesses the impact of the draft SPD on social, economic and environmental sustainability. The sustainability statement (Appendix G) summarises how the SA has been taken into account in finalising the SPD.
192. The preparation of a scoping report was the first stage of the sustainability appraisal to assist in the preparation of the SPD and its sustainability appraisal. The SA for the Blackfriars Road SPD follows on from the scoping report that was carried out for the Borough, Bankside and London Bridge Opportunity Area. We consulted on the scoping report in November 2012 and the comments received on this have fed into the preparation of the Blackfriars Road SA and SPD. This scoping report sets out the sustainability objectives and indicators that will be used to measure the impacts of future guidance upon sustainable development. Baseline information was gathered to draw attention to key environmental, social and economic issues facing the borough, which may be affected by development along and around Blackfriars Road.
193. The results of the appraisal show that the overall impact of the guidance set out in the SPD is more positive in terms of promoting a more distinctive and varied a mix of uses which in the long term would help promote sustainable communities. The guidance will help to ensure there is a more balanced approach to the redevelopment of the area by focusing on providing employment opportunities, improvements to the public realm and high quality new homes. Whilst this growth will increase demand for energy, water and generate more waste and traffic these impacts can all be mitigated by other measures which seek to reduce car parking, set energy guidance and design guidance.
194. The SA informed the preparation of the SPD. The - sustainability appraisal statement (Appendix G) summarising how the SA has informed the final SPD. For every topic, the positive impacts outweighed the negative impacts when assessed across the whole range of sustainability objectives. In some cases the guidance has no significant impact with the sustainable objectives. Where the SA identified potential shortcomings of particular guidance, mitigation measures are proposed to help off-set the negative impacts. Many of these mitigation measures are policy requirements in either the Core Strategy or saved Southwark Plan. For example: Strategic Policy 13 in the Core Strategy, which sets out the council's targets for development to minimise their impacts upon climate change and Strategic Policy 2 on Sustainable Transport

### **Financial implications**

195. There are no immediate resource implications arising from this report as any additional work required to complete the work will be carried out by the relevant policy team staff and budgets without a call on additional funding.

## SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

### Director of Legal Services – JG/11/13

196. It is not possible for a Supplementary Planning Document to set new policy. However, SPDs can provide detailed technical guidance on particular areas or themes where these are able to assist in the delivery of the development plan policies.
197. This is recognised in paragraph 2.2.3 of the SPD which explains that the SPD is essentially setting out a range of ideas which will be developed further during the course of the preparation of the new Southwark Plan. The report emphasises that the SPD cannot be used for site allocation and it must conform to the policies not only in the Core Strategy and the saved Southwark Plan policies but also in accordance with the London Plan.
198. The equalities analysis appended at Appendix E has considered the impact of the SPD on groups who may be at risk of discriminatory treatment and has had regard to the need to promote equality amongst communities within the borough. Indeed, it is recognised that some of the consequences of the SPD will be beneficial with the example given of the improvements to the public realm.
199. Furthermore, whilst a sustainability appraisal is no longer strictly required for new SPDs following the provisions of the Planning Act 2008, an appraisal has been undertaken in this instance on the basis that the SPD refers in some instances to the Southwark Plan which itself was not the subject of a sustainability appraisal. The appraisal carried out for this SPD is contained at Appendix F.
200. The decision to adopt the SPD is a decision for the Full cabinet in accordance with paragraph 21 of Part 3C of the Constitution.

### Strategic Director of Finance and Corporate Services

201. The strategic director of finance and corporate services notes that there are no new financial implications as a result of accepting the recommendations of this report. Officer time to implement this decision can be contained within existing resources

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
London Plan 2011	Southwark website	planningpolicy@southwark.gov.uk
<b>Link</b> <a href="http://www.london.gov.uk/priorities/planning/londonplan">http://www.london.gov.uk/priorities/planning/londonplan</a>		
Southwark Statement of Community Involvement 2008	Southwark website	planningpolicy@southwark.gov.uk
<b>Link</b> <a href="http://www.southwark.gov.uk/info/856/planning_policy/1238/statement_of_community_involvement_sci">http://www.southwark.gov.uk/info/856/planning_policy/1238/statement_of_community_involvement_sci</a>		

Background Papers	Held At	Contact
Saved Southwark Plan 2007	Southwark website	planningpolicy@southwark.gov.uk
<b>Link</b> <a href="http://www.southwark.gov.uk/info/856/planning_policy/1241/the_southwark_plan">http://www.southwark.gov.uk/info/856/planning_policy/1241/the_southwark_plan</a>		
The Core Strategy 2011	Southwark website	planningpolicy@southwark.gov.uk
<b>Link</b> <a href="http://www.southwark.gov.uk/info/200210/core_strategy">http://www.southwark.gov.uk/info/200210/core_strategy</a>		
National Planning Policy Framework 2012	Southwark website	planningpolicy@southwark.gov.uk
<b>Link</b> <a href="https://www.gov.uk/government/publications/national-planning-policy-framework--2">https://www.gov.uk/government/publications/national-planning-policy-framework--2</a>		
Bankside, Borough and London Bridge Characterisation Study 2013	Southwark website	planningpolicy@southwark.gov.uk
<b>Link</b> <a href="http://www.southwark.gov.uk/info/200272/evidence_base/1616/design">http://www.southwark.gov.uk/info/200272/evidence_base/1616/design</a>		

## APPENDICES

No.	Title
Appendix A	Blackfriars Road supplementary planning document, 2014 Hard copy provided with the report
Appendix B	Representations received and the officer comments. Available on the council's website on the link below:
<b>Link</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>	
Appendix C	Tracked changed version of the Blackfriars Road supplementary planning document, 2014 Available on the council's website on the link below:
<b>Link</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>	
Appendix D	Consultation report Available on the council's website on the link below:
<b>Link</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>	

No.	Title
Appendix E	Equalities analysis Available on the council's website on the link below:
<b>Link</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>	
Appendix F	Sustainability appraisal Available on the council's website on the link below:
<b>Link</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>	
Appendix G	Sustainability appraisal statement Available on the council's website on the link below:
<b>Link</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>	
Appendix H	Appropriate assessment Available on the council's website on the link below:
<b>Link</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>	
Appendix I	Urban design study Available on the council's website on the link below
<b>Link</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>	
Appendix J	Business and retail background paper Available on the council's website on the link below:
<b>Link</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>	



**AUDIT TRAIL**

<b>Cabinet Member</b>	Councillor Fiona Colley, Regeneration and Corporate Strategy	
<b>Lead Officer</b>	Eleanor Kelly, Chief Executive	
<b>Report Author</b>	Alison Squires, Planning Team Leader	
<b>Version</b>	Final	
<b>Dated</b>	16 January 2014	
<b>Key Decision?</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Director of Legal Services	Yes	Yes
Strategic Director of Finance and Corporate Strategy	Yes	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>	16 January 2014	



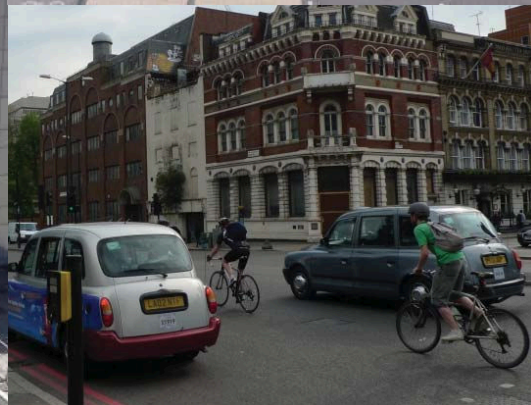
**Cabinet: 28 January 2014**  
**Blackfriars Road Supplementary Planning Document**

No.	Title	Held at
Appendix A	Blackfriars Road supplementary planning document, 2014	Hard copy provided with the report
Appendix B	Representations received and the officer comments (Appendix J of the consultation report)	Available on the web at: <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>
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Appendix D	Consultation report including a separate document containing appendices A-I Two separate documents	Available on the web at: <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>
Appendix E	Equalities analysis	Available on the web at: <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>
Appendix F	Sustainability appraisal	Available on the web at: <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>
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## Blackfriars Road Supplementary Planning Document

Supplementary Planning Document

January 2014



**Fairer future** ✓  
Delivering our promises

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# 1. Introduction

## 1.1 What is the Blackfriars Road Supplementary Planning Document (SPD)?

- 1.1.1 Located in central London, the Blackfriars Road is a wide boulevard running south from the River Thames to historic St George's Circus, forming part of the "Blackfriars Mile", linking Elephant and Castle to the South Bank and beyond to the City. The area is being transformed by a series of new developments alongside the opening of an entrance to Blackfriars Station and innovative public realm schemes.
- 1.1.2 This SPD is required due to the scale of growth proposed. There is a need to ensure that the pressure for residential development is balanced with the need for a vibrant street with places for leisure and business and a pleasant environment. Development needs to take place in a coordinated way so that Blackfriars Road reaches its potential as a vibrant destination whilst regenerating the area from the river, along Blackfriars Road and onwards to Elephant and Castle. This SPD will provide a strategic framework and detailed guidance to coordinate future growth along and around the Blackfriars Road.

## 1.2 What else do you need to know?

- 1.2.1 The SPD focuses on Blackfriars Road as this is where most of the change will take place. This SPD also takes in some of the surrounding areas which will benefit from public realm improvements and improved links for walking and cycling to and through Blackfriars Road. Development is unlikely to take place in most of these surrounding areas.
- 1.2.2 Residents will be affected by developments being built and they will experience the new leisure and retail on the Blackfriars Road. The character of Blackfriars Road and the surrounding areas will continue to be protected and enhanced particularly where there are conservation areas and listed buildings.
- 1.2.3 Figure 2 shows the area covered by the SPD. Its boundary includes the whole of the Blackfriars Road, with the southern boundary running along Borough Road and Lambeth Road, taking in the whole of St George's Circus and its conservation area. The western boundary is Southwark's borough boundary with Lambeth, whilst the eastern boundary runs one block back from the railway viaduct taking in a number of large development sites.
- 1.2.4 The SPD lies mostly within the Bankside, Borough and London Bridge Opportunity Area, which is identified in the London Plan as having the potential to provide around 25,000 jobs and a minimum of 1,900 new homes. A small part of the southern end of Blackfriars Road around St George's Circus lies within the Elephant and Castle Opportunity Area. There is already an adopted supplementary planning document/opportunity area planning framework for Elephant and Castle. The Blackfriars Road SPD will replace the guidance for the Elephant and Castle SPD/OAPF for the overlapping area.

- 1.2.5 The SPD provides further guidance to existing planning policies in the London Plan, our Core Strategy and saved Southwark Plan. National guidance suggests that planning documents should not repeat borough wide policies and so the SPD must be read alongside our other planning documents. These are set out in Appendix A.
- 1.2.6 Neighbourhood plans are currently being prepared by the local community, which once adopted will form part of our development plan and will be used to make decisions on planning applications. We are in the process of preparing a New Southwark Plan which will eventually replace the Core Strategy and saved Southwark Plan. The process will also review land use designations on the Adopted Policies Map.
- 1.2.7 The Blackfriars Road SPD area adjoins the London borough of Lambeth and the City so we will continue to ensure that we work closely with other Councils, Transport for London and other stakeholders to address cross boundary issues.
- 1.2.8 Figure 3 shows the relationship between the SPD and other planning documents. Further information on both existing planning policy and emerging policy, including neighbourhood plans, can be found on our website at:

[www.southwark.gov.uk/planningpolicy](http://www.southwark.gov.uk/planningpolicy)

*Figure 1: The location of Blackfriars Road*

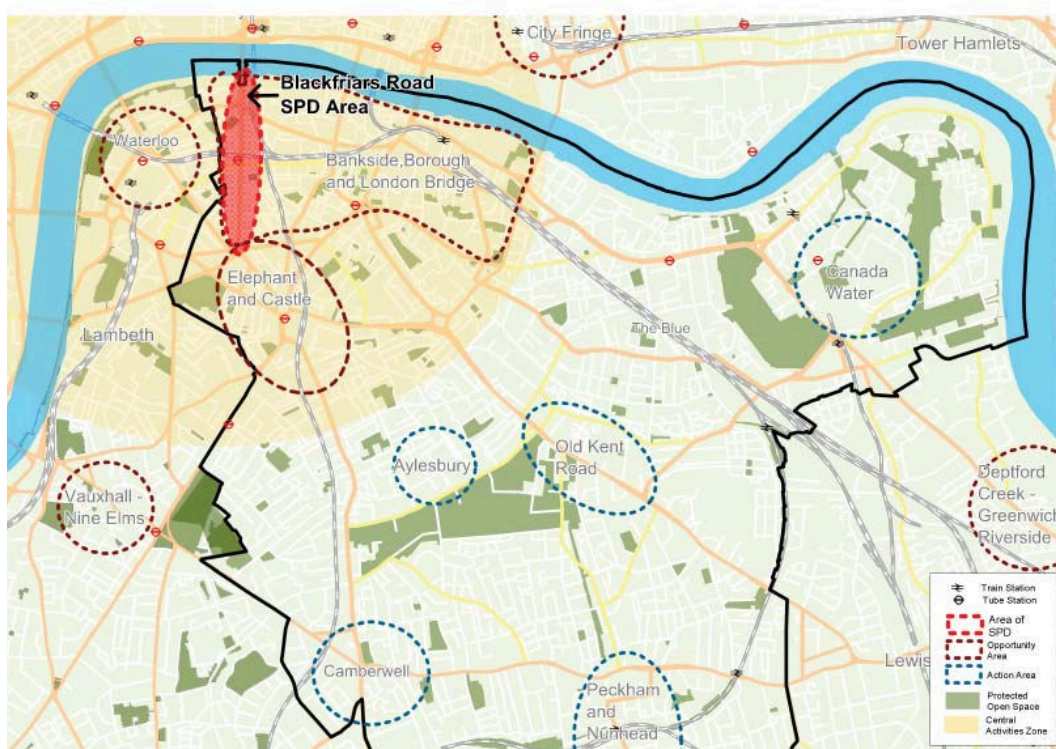




Figure 2: Boundaries of the SPD area

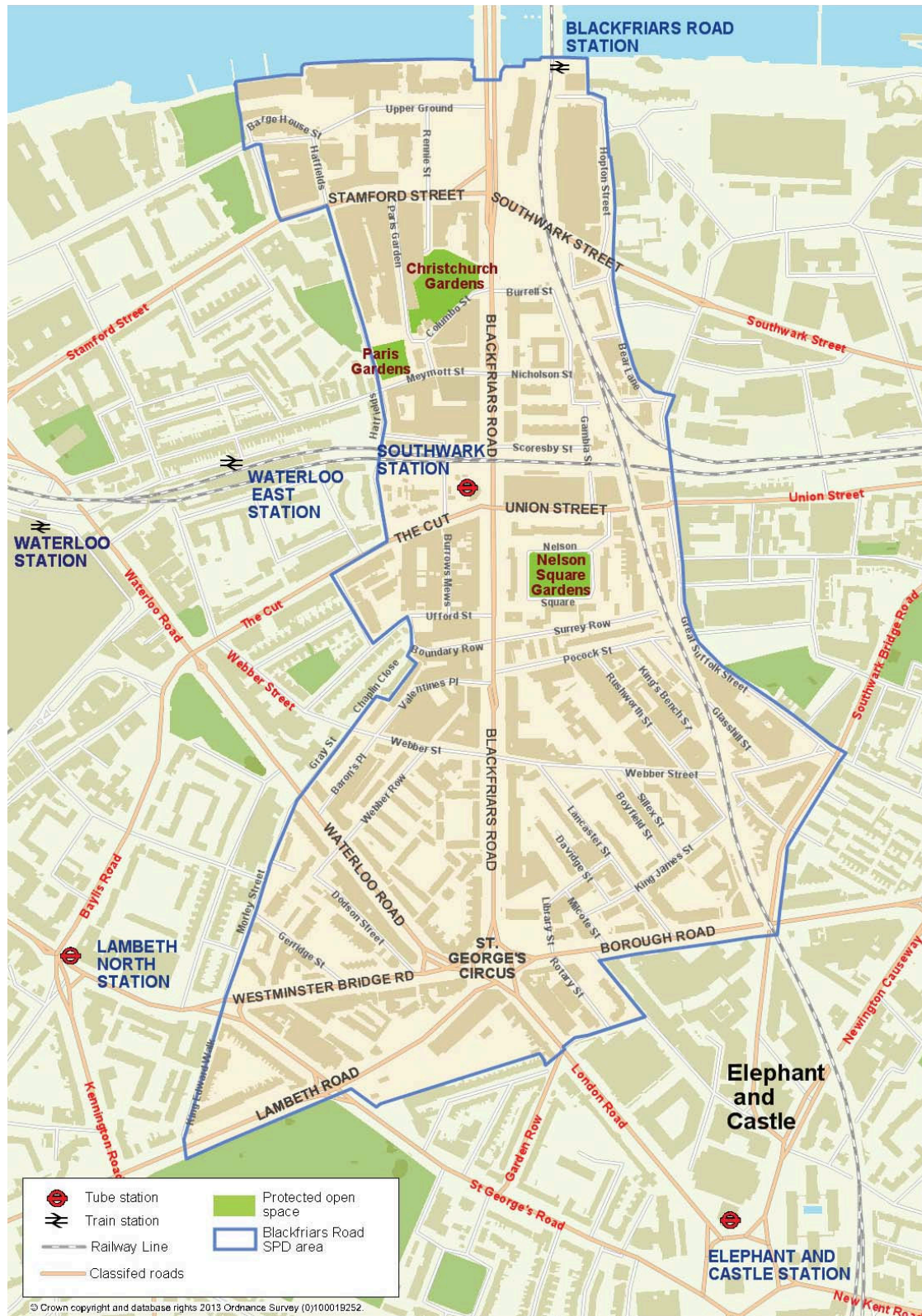
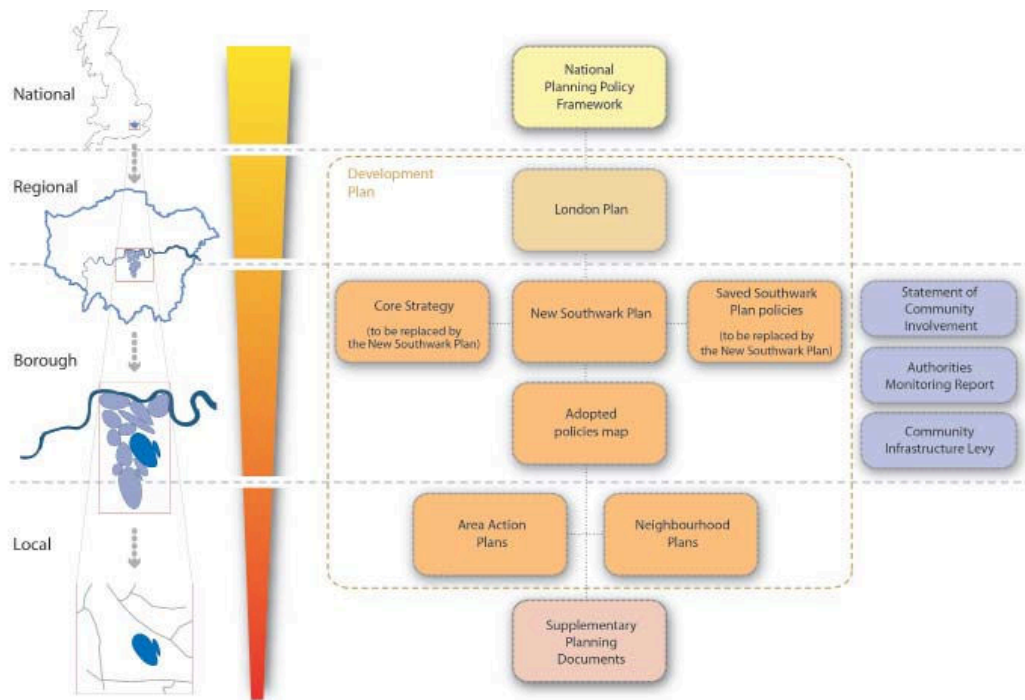




Figure 3: The relationships between the different planning policy documents



## 2. Vision for Blackfriars Road

### 2.1 Our emerging vision

- 2.2.1 Planning policy has changed since we developed the Core Strategy vision in 2009/2010. New national planning policy has been introduced through the National Planning Policy Framework, as well as changes through the Localism Act introducing neighbourhood planning. The context for development has also changed with significant development at Blackfriars Road and the plans for major regeneration at Elephant and Castle, Waterloo and north of the river. Figure 6 and Table 1 sets out the potential development sites, illustrating the huge opportunity for change and the need for a coherent framework. Appendix B sets out the London Plan and Core Strategy visions.
- 2.2.2 The opportunity for change makes it increasingly important to relook at the Core Strategy and London Plan visions set out in Appendix B. Whilst we can not formally adopt a vision through an SPD, we have begun preparing the New Southwark Plan. The New Southwark Plan will replace the Core Strategy and saved Southwark Plan policies, providing new policies and visions for Southwark. We have set out some ideas which we will look at developing further through the New Southwark Plan. Information on the New Southwark Plan can be viewed at:

**[www.southwark.gov.uk/planningpolicy](http://www.southwark.gov.uk/planningpolicy)**

- 2.2.3 Our emerging ideas for a vision for Blackfriars Road are:

#### **Blackfriars Road**

Blackfriars Road will be transformed into a vibrant place where people want to work, live and visit. Running south from the river front at Bankside to historic St George's Circus, Blackfriars Road is a gateway north into Central London, and south to the Elephant and Castle. The historic, wide boulevard will provide a range of different activities regenerating the area from the river along Blackfriars Road and stimulating change at the Elephant and Castle. Much of the character and historic value of the surrounding residential areas, particularly the conservation areas and listed buildings will continue to be protected and enhanced.

We will continue to work with the local community, residents, landowners and many of our partners and stakeholders including the Greater London Authority, Transport for London (TfL), Network Rail, Lambeth Council, English Heritage, Better Bankside, Waterloo Quarter, neighbourhood forums, South Bank Employers' Group, London South Bank University, tenants and residents associations, SE1 Safer Road Forum, Bankside Open Spaces Trust, Southwark Living Streets and Southwark Cyclists to enhance the Blackfriars Road and surrounding areas. By working with all these groups and stakeholders we will manage the fast paced change taking place on the Blackfriars Road whilst ensuring development meets the needs of both existing and new residents.

Blackfriars Road will continue to have a mix of offices, services and shops serving both a local and wider need. Opportunities to increase the amount and type of development will be maximised, particularly opportunities for flexible innovative business space. Cultural, leisure, arts, entertainment, community facilities, children's play areas, health facilities and higher education will also be encouraged which will benefit local residents and help make Blackfriars Road a destination, linking to the many cultural facilities along the South Bank, The Cut and at Waterloo. Social and community infrastructure will continue to be improved where opportunities arise as part of mixed use developments. We will work with Network Rail to refurbish space under railway arches to provide a range of uses and employment opportunities including small businesses, shops, cafes and restaurants. There will also be many new homes primarily on the upper floors of commercial developments, offering a range of housing types and sizes. Existing and new residents will benefit from the increased range of town centre and business uses.

There will be a range of building heights along Blackfriars Road, with the tallest buildings at the north end of the road, signifying the gateway to Central London and the gateway to Southwark. There will also be taller buildings at the important locations of Southwark tube station and at the southern end of Blackfriars Road towards St George's Circus. Development will be of exceptional design and will enhance the local character, sustaining and enhancing the historic environment.

Working with TfL, the road itself will be designed to be safer, easier and more enjoyable for pedestrians and cyclists. We will work with TfL to create a segregated route for cyclists whilst ensuring the needs of all users are met safely, managing the demands of buses, freight, pedestrians and cyclists. There will be increased linkages and new public realm as part of development to increase the permeability both north-south and east-west. Development will help improve the look and feel of streets and public spaces, creating an identity for Blackfriars Road and making the spaces and streets feel more welcoming and memorable. Opportunities to improve existing open spaces, specifically Christ Church, Nelson Square and Paris Gardens will be maximised through working with groups such as the Bankside Open Spaces Trust.

## 3. Strategies and guidance

### SPD 1 Business space

We will encourage the generation of new jobs and businesses along the Blackfriars Road area to help consolidate and expand the existing business services cluster and reinforce the area as a strategic office and employment location.

We will do this by:

- Supporting the provision of new business floorspace (B1 use class). Space should be designed flexibly to accommodate a range of unit sizes, including space suitable for small and start-up businesses helping to contribute to a diverse stock of business accommodation.
- Requiring existing business floorspace (B1) to be retained or replaced, unless an exception can be demonstrated in accordance with our borough wide employment policies.
- Allowing any additional floorspace on sites already in business use (B1) to be used to accommodate a range of town centre uses, provided these will not jeopardise the continued business use of the site.
- Supporting use of the railway arches for a range of business uses (B1) including small business space, creative and cultural industries, light industrial uses and appropriate A or D class uses.

### We are doing this because

- 3.1 Blackfriars Road falls within the Bankside, Borough and London Bridge Opportunity Area. The vision for the whole opportunity area includes the provision of up to 500,000 sqm of new business floorspace and 25,000 new jobs. Core Strategy policy 10 identifies the area for continued growth for both large and small scale office development. The many potential development sites along the Blackfriars Road offer opportunities to contribute to these targets.
- 3.2 Blackfriars Road has already experienced significant investment by both the public and private sectors and is within the SE1 office market, one of London's prime business districts. This has been confirmed through the recent completion of office schemes such as Palestra and One Valentine Place. Approximately 51,000 sqm of office space is currently under construction and 60,000 sqm is in the pipeline. This includes large mixed use schemes at 231-241 Blackfriars Road, 20 Blackfriars Road, South Bank Tower and Sea Containers House.

- 3.3 The market share of recent take-up of office space provides an indication of business sector concentrations in the SE1 area, with the largest take-up shares comprising TMT (Technology, Media and Telecoms) Charities and Associations, Professional services and the legal sector. The creative industry sector has been identified as the fastest growing sector in London and there is a strong clustering of the TMT sectors in and around Blackfriars Road indicating this sector may draw benefits from being clustered together, sharing expertise between businesses.
- 3.4 Small and medium sized enterprises (SMEs) play an important role in Southwark's economy. In 2011 there were around 11,700 businesses operating in Southwark, 11,400 of which were small businesses (employing below 50 people). The vitality of small business growth in the borough is demonstrated by the fact that since 2008 there have been 5,102 business start ups in the two wards which comprise the majority of the Central Activities Zone in Southwark. This reflects the situation across London as a whole. Between 2000 and 2010 in London the share of the small business base grew by 2% and accounted for 97 per cent of the total business stock. The share of jobs that small firms accounted for also grew by 6% over the same period and in 2010 half of all jobs were in small businesses.
- 3.5 The availability of more small office/studios/workshop space, which would be more suitably located in the southern part of the area, could help consolidate this cluster of creative individuals and businesses helping to contribute to the physical transformation whilst maintaining cost efficient space for the businesses. There is potential for new business space in the south to take advantage of opportunities in strengthening business links with London College of Communication and London South Bank University including the university's new Clarence Centre for Enterprise and Innovation located at St. George's Circus.
- 3.6 Our Employment Land Review (ELR) (2010) forecasts demand for between 400-500,000 sqm of new office business space by 2026 to meet the needs of the SE1 office market within the City fringe. The ELR confirms that there is continuing demand for high quality small floorplate business space. The availability of a diverse stock of property types. A variety of form, adaptability, specification and cost is required to ensure many different types of occupiers can find appropriate business accommodation to meet their varying requirements. The design of floorspace for micro and small enterprises will also need careful consideration to ensure that it is functional, incorporating flexible internal arrangements.
- 3.7 Business density in Southwark is highest in the Central Activities Zone because of the benefits firms derive from being located close together. Significant loss of existing business space in SE1 could serve to fragment the existing businesses which are important to Southwark's and London's economy. It is important to ensure that the established business function of the Blackfriars Road is maintained and enhanced. The SPD guidance will be used in conjunction with saved policy 1.4 of the Southwark Plan which sets out criteria to assess the loss of office floorspace by requiring two years worth of marketing evidence to justify a change of use and lack of demand for continued office use and also whether continued business use is viable on the site. Where it is demonstrated that there is

no reasonable prospect of continued business use land can be released for other purposes. These criteria also include an exception for the loss of business floorspace within town centres where, in accordance with saved Southwark Plan policy 1.7, it may be replaced by use class A (retail) or other suitable town centre uses. Saved policy 1.5 of the Southwark Plan also aims to protect small business units in proposals for redevelopment or change of use of employment sites, by requiring the equivalent provision for small units within the replacement floorspace, subject to exception criteria.

- 3.8 The railway is a dominant feature of the area and many of the arches have already been converted to provide a significant amount of space for employment opportunities. Through our saved Southwark Plan policy 1.5 we continue to promote the use of the railway arches for a variety of uses, including shops, cafes, restaurants, business and community uses, provided that the proposed use does not have an unacceptable impact on the amenities of neighbouring occupiers, or on car parking, traffic congestion and road safety.

#### **Fact box: Business Space**

For the purposes of this guidance and our policies the term business space refers to space used by B1 use class which includes office, research and laboratory and light industrial space which is generally more appropriately located in town centre locations and areas with good public transport connections.

#### **Fact box: Town centre uses**

Town centre uses are uses which will attract a lot of people. The National Planning Policy Framework sets out the main town centre uses. These include:

- Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).
- Residential development can play an important role in ensuring the vitality of town centres but is not a main town centre use when planning for competitive town centres that provide customer choice and a diverse retail offer and experience in the context of Southwark's Local Plan.

## SPD 2 Mixed use town centre

We will encourage the provision of town centre uses to help enhance the commercial attractiveness of Blackfriars Road and the status and function of the wider Central Activities Zone.

We will do this by:

- Encouraging the provision of a mix of new town centre uses (especially shops, restaurants, cafes and bars). Space should be designed flexibly to accommodate a range of unit sizes, developed alongside residential development and businesses in order to increase activity and strengthen the appeal of the area to visitors and to a wider range of occupiers.
- Supporting proposals for new hotels and other forms of visitor accommodation (C1) to ensure there is a good supply of accommodation for visitors and to contribute to a mix of uses and employment opportunities. Proposals should seek to maximise the opportunity to include activity along the lower and street level frontages.
- Encouraging a mix of complementary arts, cultural, leisure, entertainment and education uses, taking into account their economic benefit to the area, their contribution to the vitality of the area and impact on health and well-being.
- Considering the impact of all proposals for new or expanded food, drink, evening and night time economy uses, whether cumulatively or individually, on the overall mix of uses in the area and on local amenity.
- Supporting the provision of new social infrastructure such as schools, health and community facilities as part of mixed use developments. Opportunities should be taken to ensure that new community facilities are accessible to all members of the community.

### We are doing this because

- 3.9 Land use in the SPD area is mixed with a large number of commercial buildings alongside many areas of residential development.
- 3.10 Most of the mixed development is along Blackfriars Road, The Cut, Southwark Street, Stamford Street and Colombo Street and some of the railway arches, particularly to the east of Blackfriars Road. The majority of the rest of the area is residential, and should benefit from the increased range of activities along these streets. Mixed use development includes Oxo Tower Wharf, which houses art galleries, shops and restaurants, and also a short row of bars and cafés in a protected shopping frontage on Stamford Street. To the west, the area of The Cut within Southwark is a protected shopping frontage and contains a mix of retail uses. The road has benefited from investment in the public realm, which has created a more inviting and attractive place. There are two other small

protected shopping frontages at Hopton Street and Waterloo Road. To the east, Union Street runs between Blackfriars Road and Borough High Street, and has developed into an artistic corridor containing a few art galleries and the Union Theatre, alongside pubs, restaurants, cafes and some small shops and businesses. These areas distinguish themselves from Blackfriars Road which displays more of a commercial nature. Blackfriars Road itself has a cluster of retail uses around Southwark station.

- 3.11 Southwark's Retail Capacity Study (2009) suggests that the Bankside and Borough district town centre should continue to be a centre for local needs and specialist, independent retailing and any new retail schemes can be supported by workers, tourists and residents, coming forward on an incremental basis. Therefore, in order to continue to promote the area as a commercially attractive location for business, it will be important to maximise the diversity of offer and facilitate a range of town centre uses as part of mixed use development in conjunction with a high quality public realm. There is currently approximately 7,000 sqm of new retail floorspace either under construction or in the pipeline, as part of mixed use developments, which will contribute to the vibrancy of the area.
- 3.12 The South Bank and Bankside are one of Europe's premier arts and cultural centres. These are recognised in the London Plan as being a strategically important area. The growth in arts and cultural facilities in recent years has attracted five million extra visitors a year and there are a large number of arts, cultural, entertainment and leisure facilities within and adjacent to the SPD area. This success, along with the growth of offices, has led to an increase in the number of hotels and apart-hotels which provide additional employment.
- 3.13 The London Plan aims to provide a net increase of 40,000 hotel bedrooms by 2031 and advises boroughs to focus strategically important new visitor provision within opportunity areas within the Central Activities Zone (CAZ). The SPD is located within the CAZ and falls partly within the Strategic Cultural Area and therefore is an area suitable for new hotel provision due to the proximity to business services and visitor attractions. The GLA's Hotel Demand Study (2006) sets out the approximate amount of new hotel bedrooms required in Southwark over the period 2007 – 2026, to help meet the target of 40,000 new hotel bedrooms in London which is set out in policy 4.5 of the London Plan. This amounts to 2,500 over this period (2007-2026) for Southwark. Since 2007, approximately 1625 hotel bedspaces have been completed and approximately 850 bedspaces are currently in the pipeline in the borough. Within the SPD there are seven hotels, with an additional three hotels just beyond the SPD boundary.



- 3.14 We will support proposals for high quality hotels, particularly those which contribute to employment growth and offer employment opportunities for local people. Hotels offer much less capacity for employment growth, therefore local employment effects will be an important factor in the consideration of planning applications, such as the provision of ancillary facilities which can provide additional employment, encourage wider use of the building to benefit the local community and passing public and also activate the street frontage. The case study below about Citizen M hotel provides an example of how a hotel can successfully offer a range of uses and active frontages.
- 3.15 The soon to be completed extension to the Tate Modern gallery to create more performance and exhibition space will attract more tourists and visitors. Theatre and the arts are also widely represented, with a range of art galleries and theatres. We will continue to support the provision of additional arts and cultural uses to further consolidate the Strategic Cultural Area and also introduce more diversity to the quality and range of the visitor offer. Developers should work with agencies and organisations, including the South Bank and Bankside Cultural Quarter Partnership, Southwark Arts Forum and our culture team, to identify potential occupiers of new spaces and the impact of proposals on existing provision.
- 3.16 The development of the evening and night-time economy will help keep the town centre lively and safe at different times of the day and provide more leisure opportunities for local residents, visitors and workers. However, careful consideration needs to be given to measures which mitigate any negative impacts of uses to protect the amenity of nearby residents. The area is located within the boundary of the Borough and Bankside licensing saturation area, which is a local policy that addresses the cumulative impact of licensed premises. All applications for new or varied premises licences for night-clubs, public houses and bars, restaurants and cafes, off-licences, supermarkets and grocers need to address the saturation concerns set out in the council's licensing policy within the premises operating schedule.
- 3.17 New and improved leisure, social infrastructure and community facilities with accessibility for all will help to strengthen the relationships between people living and working in the area, encourage more activity and also facilitate the exchange of ideas and skills. Opportunities to increase and improve the range of infrastructure and facilities will be maximised including looking at health facilities and community facilities. New housing and business floorspace will also increase the resident and working population and it is important to ensure that infrastructure is in place to support the community. Notably, Blackfriars Settlement has been providing support and resources to the community for 125 years, and is an important asset to the area providing meeting rooms, facilities and community events. London South Bank University provides a range of community outreach programmes to support businesses, enterprise and education within the community in addition to providing sport and fitness facilities, including a gym and sports hall. The Colombo sport and community centre provides a gym, football pitches, and hard courts for tennis or netball and is also home to the City Academy Dance Group.

- 3.18 Improvements to social infrastructure such as schools, health facilities, post offices and police facilities are addressed through working with our many partners and through Community Infrastructure Levy and section 106 planning obligations. The need for new infrastructure will be kept under review as the area changes.
- 3.19 The majority of buildings which line Blackfriars Road lack active frontages. Blank walls and opaque windows facing onto the wide pavements reduce their contribution to the street. Buildings should be designed to provide clear views onto the street from inside, at ground floor and also preferably at first floor. The interior of the buildings should be organised so that there are active town centre uses at the front to ensure better integration and continuity in the street environment. Good design will encourage a higher level of activity in the public realm which will help to add vibrancy to the area.

#### **Case study**

The Citizen M hotel on Lavington Street not only provides visitor accommodation but a range of ancillary facilities which can be used by non-guests. This hotel is a good example of how new development can perform its core function but also have a multitude of other ancillary uses. The hotel provides seven creative meeting rooms for hire accommodating between 2 and 24 people. There is a cafe during the day and 24 hour hotel bar on the ground floor, with the space designed as an open 'living room' with contemporary furniture and art work on display. There is an active ground floor frontage where passers-by can see the modern art work and spacious lounge area creating an inviting and visually appealing space.

### SPD 3 Public realm and open space

We will work with the Greater London Authority (GLA), Transport for London (TfL), English Heritage, developers, landowners, neighbourhood forums, Bankside Open Spaces Trust, Lambeth Council, the community and other stakeholders to provide a high quality design of public squares, streets and spaces.

#### General principles

Public realm should:

- Contribute to the creation of a sense of place and encourage a variety of activity.
- Use high quality and durable materials and street furniture, and reduce existing street clutter wherever possible.
- Sustain or enhance local distinctiveness of Blackfriars Road and the surrounding area, ensuring that the materials and features consider the identity of the local surroundings, taking into consideration the historic environment.
- Ensure that there is a clear distinction between public and private space.
- Provide and promote new links that are safe, direct and convenient for pedestrians and cyclists and make it easier for people to find their way around.
- Create environments that are inclusive and follow Secured by Design principles such as ensuring spaces are well lit, overlooked and feel safe at different times of the day and in the evening.
- Introduce and enhance the public realm under and around the viaducts and railway arches to encourage activity and movement.
- Ensure that protected open spaces at Christ Church Gardens, Nelson Square and Paris Gardens are maintained and enhanced as part of high quality green infrastructure for residents, businesses and visitors.
- Use trees and landscaping to green streets and spaces, and reinforce planting where trees are integral to the historic townscape.

### **Additional principles for Blackfriars Road**

The public realm should make a key contribution to the historic wide boulevard.

It should:

- Reinforce and enhance the character of Blackfriars Road, so that it is attractive and comfortable.
- Use cohesive landscaping, innovative lighting design and public art installations to create a strong identity and sense of place, while preserving local distinctiveness and character.
- Successfully link both sides of the Blackfriars Road and integrate it into the surrounding area with enhanced east/west routes at key junctions and existing public spaces. The road should link to existing areas of high activity and important local buildings, stations, local amenities and attractions.
- Introduce a network of generous, meaningful and personable public spaces that are informed by the uses around them and anticipated levels of activity. New public spaces should be provided by new development, while maintaining its predominant boulevard character. New spaces should link to existing spaces.
- Introduce active lower floor frontages to bring safe, lively and attractive activity along the length of the road.
- Encourage activity and movement beneath the railway bridge using imaginative lighting and the removal of visual barriers.

### **Additional principles for the Thames Path**

To enhance the important and busy pedestrian route along the riverfront, public realm should:

- Sustain and enhance existing links to the Thames Path.
- Introduce new, accessible links to the new southern Blackfriars Road Station from Blackfriars Road and Hopton Street.

### **Additional principles for St George's Circus**

To enhance St George's Circus, public realm schemes should:

- Focus on reinforcing the character and geometry of the Circus.
- Increase the area of usable pedestrian space around the perimeter and at the centre of the Circus.
- Enhance the setting of the conservation area, listed buildings and the listed obelisk.
- Contribute to the importance of the Circus as a strategic junction south to Elephant and Castle, and north to Blackfriars Road, Waterloo and the City.

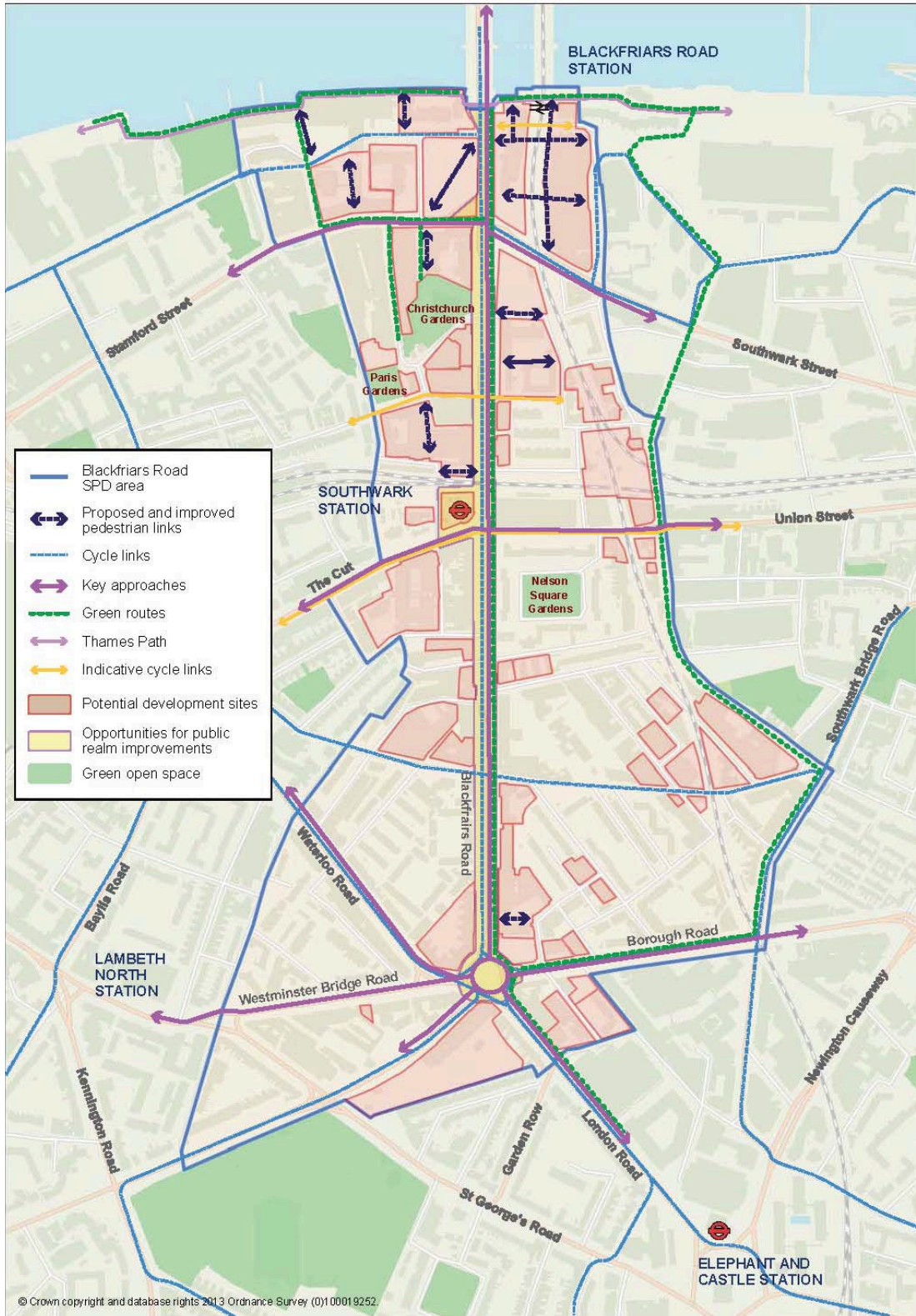
### **We are doing this because**

- 3.20 A high quality public realm will help deliver our vision for Blackfriars Road, making it a place that benefits the people who live, visit and work here. Figure 4 illustrates the indicative movement, public realm and open space opportunities.
- 3.21 Presently, the quality of the public realm in the Blackfriars Road area varies. Some streets and spaces suffer from neglect and are under-used, while others carry significant numbers of pedestrians and cyclists during rush hour periods. Sections of Blackfriars Road and the surrounding roads and spaces have inactive frontages that result in environments that people do not engage with. Improvements to the public realm will make streets and spaces more enjoyable and better used, as has already been experienced through streetscape improvements in Gambia Street and The Cut.
- 3.22 Blackfriars Road is the primary route, so it is important that it is easy to understand. We will work with our partners and developers to create safe, direct and convenient linkages for pedestrians and cyclists, alongside improvements to existing links and public spaces, and enhance wayfinding with the use of Legible London signage.
- 3.23 To achieve the vision for Blackfriars Road, a network of new and meaningful public spaces will be introduced that are linked to larger development sites. New public spaces will have different functions, depending on their location and the use of the buildings that surround them. It will be important to ensure that the ground floor uses and active frontages encourage people to engage with the area and increase footfall. We will also encourage the introduction of activity and movement under and around the area's railway viaducts and arches so that there are more vibrant places for people and businesses to use.
- 3.24 The use of high quality and durable materials has an important role in the creation of a cohesive and identifiable public realm, helping to regenerate and transform Blackfriars Road and create a sense of place. The introduction and placement of street furniture and a reduction in existing street clutter will ensure that there is as much as space as possible for people to use and improve the experience of the pedestrian environment.
- 3.25 Urban greening and the provision of green infrastructure is an important part of a high quality public realm. Green infrastructure can significantly contribute to a sense of place and result in social and economic benefits, as well as positive environmental effects. We will preserve and enhance the three important open spaces that benefit from protection under Core Strategy and saved Southwark Plan policies. These are Christ Church Gardens, Nelson Square and Paris Gardens. Our Open Spaces Strategy (2012) also recommends protecting the community gardens at Diversity Gardens on King James Street. We will look at doing this through our New Southwark Plan.

- 3.26 Southwark's Open Space Strategy (2013) has identified a deficiency in open spaces within the Borough, Bankside and London Bridge sub area, with a total of 0.25ha of park provision per 1,000 population, which is well below the standard of 0.75ha per population. As the Strategy recognises the limited opportunities for the creation of new open spaces within Southwark, our priority is to protect, maintain and enhance existing open spaces, as well promote green corridors, gardens and local food growing. We work with developers to encourage new open space provision on development sites in line with the recommendations set out in our Open Spaces Strategy.
- 3.27 There are a number of historic trees that are protected. We will require new street trees and the reinforcement of planting where trees are integral to the historic character, such as those along Blackfriars Road. We will continue to work with local groups such as Bankside Open Spaces Trust, Waterloo Quarter and South Bank Employers' Group and Better Bankside on public realm and open space projects that improve the area. Existing project examples include Bankside Urban Forest and the Isabella Street landscaping.
- 3.28 The Thames Path is an important and well used river bank route. We will encourage its continued use and will seek to introduce new and enhanced north/south links and spaces that encourage movement to and from the Thames Path into the Blackfriars Road area.
- 3.29 St George's Circus is an important historical junction that suffers from a poor quality, underused public realm that does not fulfil its potential as a key public space and gateway to Blackfriars Road. Public realm improvements and development surrounding the Circus have the opportunity to enhance its historic setting through activity and landscaping.



Figure 4: Indicative movement/public realm/open spaces



## SPD 4 Built form and heritage

We will ensure that developments make a positive contribution to local character and distinctiveness, in particular reinforcing the civic character and scale of the historic boulevard of Blackfriars Road, the Thames riverfront and the main east west routes of Stamford Street and Southwark Street, Union Street and The Cut. Figure 5 illustrates the heritage assets.

Development should:

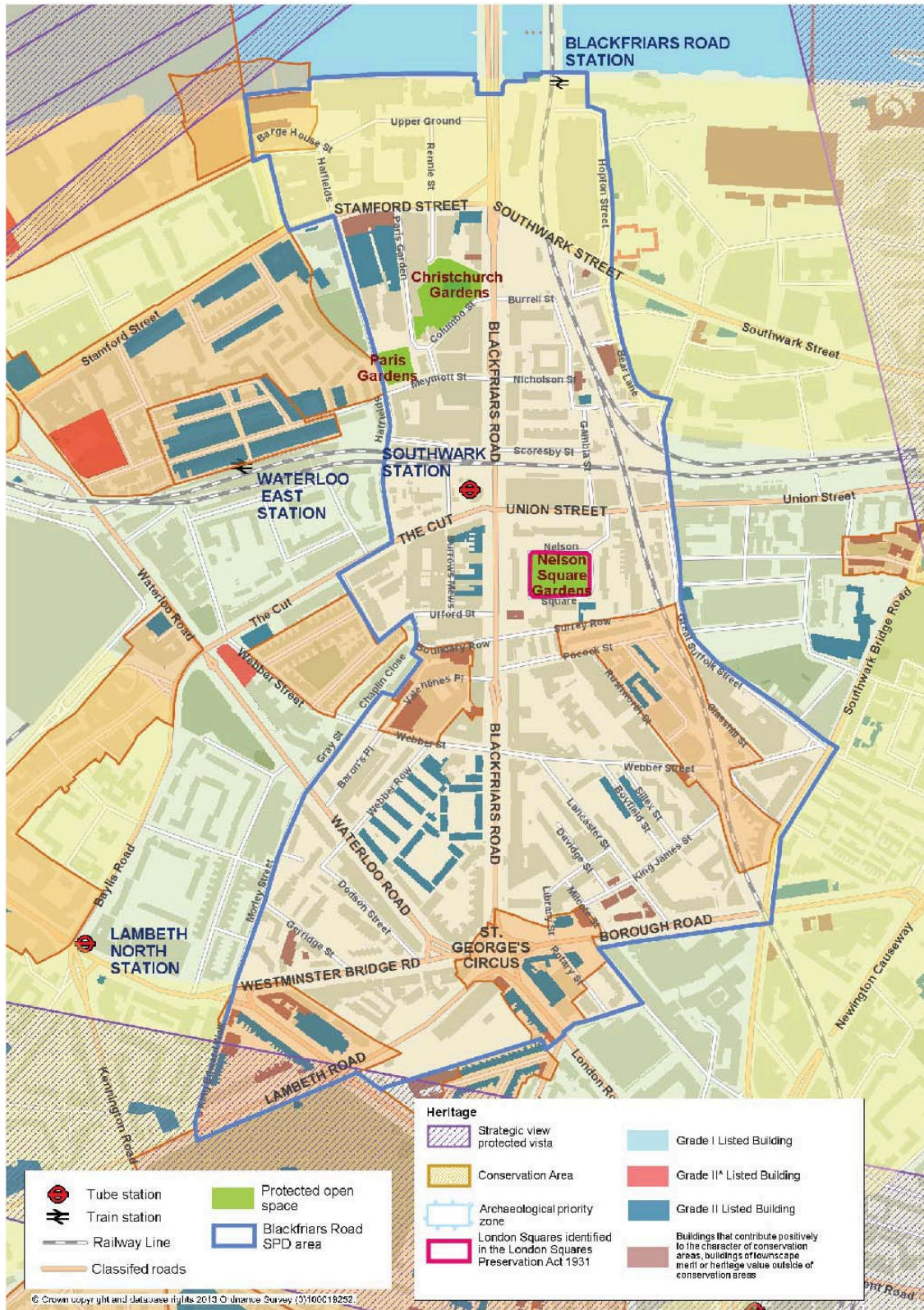
- Help to create a sense of place and identifiable character, sustaining, enhancing or better revealing elements of the existing local and historic environment which have good character and improving the townscape in areas where its quality is poor. This includes conserving and enhancing heritage assets and their settings.
- Ensure that materials and features consider the identity of the surroundings, taking the local historic environment into account.
- Reinforce the civic scale along the main routes of Blackfriars Road, Stamford Street and Southwark Street, by:
  - Enhancing the setting of public realm and public spaces by helping generate activity around them.
  - Providing clear entrances that address the street with generous windows.
  - Incorporating flexibility in the design of non-residential buildings which permits adaptability for multiple uses.
  - Resisting the use of solid external shutters.
- Reinforce the character and geometry of St George’s Circus.
- Introduce a finer grain of development off of the main routes so that people can move around easily by:
  - Creating or enhance links or public spaces on large sites to allow permeability for pedestrians and cyclists.
  - Designing buildings of an appropriate massing to create a human scale of development at street level.
  - Creating an interesting and varied roofline.
- Apply inclusive design principles for all buildings and spaces, promoting access and improving mobility for the elderly and people with disabilities.



**We are doing this because**

- 3.30 Our strategy is to ensure that new development transforms Blackfriars Road as a vibrant boulevard for business and leisure. We want to ensure that development makes a positive contribution to the local character and distinctiveness. There is currently a mix of character, scale and massing of buildings. We would like development to enhance this to retain the historic boulevard character and also the character of the residential surroundings.
- 3.31 The character of Blackfriars Road is a historic north south wide road, which has been developed with a predominantly commercial focus, particularly at the north end of the road. The civic character is reinforced by the large scale, massing and heights of buildings on Blackfriars Road, the riverfront and the main east west routes of Stamford Street and Southwark Street. There are also a number of historic terraces and warehouses on and within the periphery of the Blackfriars Road in particular within the conservation areas.
- 3.32 Development along the main routes of Blackfriars Road, Stamford Street and Southwark Street, and along the riverfront, should reinforce the existing character, specifically enhancing permeability to and through large sites by introducing new links. Developing a finer grain in the design of large frontages and attention to the design of entrances and lower level non-residential spaces will ensure a human scale to the buildings fronting the main streets, enhancing the character by providing interest in the streetscape and activation of the public realm.
- 3.33 Conservation areas and an archaeological priority zone cover parts of the SPD area. These are shown in figure 5, together with locations of protected London squares, listed buildings and buildings that make a positive contribution to conservation areas or are of townscape merit. These heritage assets, and their settings, are sensitive to change to themselves or within their setting. Proposals will need to consider the potential impact upon the significance of the asset, or its setting, to avoid or minimise conflict between the conservation of the asset, and its setting, and any aspect of the proposal.

Figure 5: Heritage context



## SPD 5 Building heights

We will ensure development contributes positively and helps to regenerate and transform Blackfriars Road by requiring development to be of an appropriate scale of height and by encouraging tall buildings at the key gateways and junctions.

Development should reinforce the civic character of Blackfriars Road, Stamford Street, Southwark Street and the riverfront. Generally the heights will be taller along the main routes, with appropriate heights of up to 30 metres, depending on the local context. Heights off of the main routes will generally be lower.

### **Tall buildings (above 30 metres in height or 25 metres in Thames Policy area)**

Tall buildings will be encouraged in important locations, where they reinforce the character and function of this main route into central London. These landmarks will highlight the importance of Blackfriars Road as a gateway to Southwark and create new focal points at main transport junctions along Blackfriars Road to Elephant and Castle.

Heights along Blackfriars Road:

- The tallest buildings should be at the north end of Blackfriars Road. The tallest heights must be set back from the river and cluster around the main junction of Blackfriars Road, Stamford Street and Southwark Street.
- A tall building, of a height of up to 70 metres should provide a focal point at Southwark tube station.
- A tall building, of a height of up to 70 metres could provide a focal point at the southern end of Blackfriars Road. Tall buildings must be set back from the Circus and should sustain, enhance or better reveal heritage assets and their settings, particularly St. George's Circus Conservation Area and the Grade 2\* listed obelisk.
- Buildings of up to 30m along Blackfriars Road between Southwark tube station and St George's Circus.

Buildings which are significantly higher than 50 metres must demonstrate that they contribute positively to London's skyline, when viewed locally and in more distant views, particularly on the river front and that they make exceptional contribution to the regeneration of the area.

All tall buildings over 25 metres / 30 metres must:

- Demonstrate an exemplary standard of design , provide high quality accommodation which significantly exceeds minimum space standards and promote housing choice by providing a mix of unit types.
- Provide public space at ground level. Public space should be proportionate to the height of the building and the importance of the location in the town centre.
- Contribute to an environment which is easy to move around for pedestrians and cyclists.
- Provide a mix of uses that reinforce the identity of Blackfriars Road and help encourage activity in the space around the building.
- Consider the London View Management Framework (LVMF), including the strategic views of Palace of Westminster World Heritage Site, views from St James's Park and river prospect views from up and downstream of Blackfriars Road.
- Conserve or enhance the significance of heritage assets and their settings, including Barge House Alley and St George's Circus conservation area, listed Christ Church and associated gardens and the obelisk and listed buildings at St. George's Circus.
- Demonstrate a considered relationship with other tall buildings and building heights in the immediate context in views, including views along the River Thames and Blackfriars Road. The location, orientation and massing of tall buildings should be articulated to ensure that cumulatively, tall buildings remain distinguishable as individual elements on the skyline.
- Be slender and elegant, the tops of buildings should be well articulated.
- Allow adequate sunlight and daylight into streets, public spaces and courtyards.
- Avoid harmful microclimate and shadowing effects or adverse affects on local amenity.
- Incorporate communal facilities for residents of the development.

In addition to the above criteria, buildings which are significantly higher than 70 metres should:

- Include a publically accessible area on upper floors in the tallest buildings.



**Fact Box: Tall buildings**

Our Core Strategy defines tall buildings as those which are higher than 30 metres (or 25 metres in the Thames Policy Area) and/or which significantly change the skyline. 30 metres is approximately the height of a 10 storey block of flats or a 7-10 storey office building. In areas which have a low scale character, any building that is significantly higher than surrounding buildings will be regarded as a tall building even if it is lower than 30 metres.

**We are doing this because**

- 3.34 The London Plan indicates that tall buildings may be appropriate in the Central Activities Zone and opportunity areas. This is also recognised in policy 12 of the Core Strategy which sets out that tall buildings could be accommodated in the north of Blackfriars Road.
- 3.35 We conducted an urban design study in accordance with NPPF principles and CABE and English Heritage guidance to inform our approach. The study supports SPD 5 by identifying that in accordance with saved Southwark Plan policy 3.20, tall buildings could further reinforce and emphasise important locations along Blackfriars Road and at locations with excellent accessibility to public transport. At the north end of Blackfriars Road taller heights would provide further definition to the emerging cluster of tall buildings around Stamford Street, Southwark Street and the junction with Blackfriars Road. At the centre and south of Blackfriars Road taller heights would provide focal points to emphasise the main transport junction at Southwark tube and the junction of Union Street and The Cut, as well as at the southern end of Blackfriars Road towards St George's Circus, the historic junction of Blackfriars Road, London Road, Lambeth Road, Waterloo Road, Westminster Bridge Road and Borough Road. Tall buildings at these locations would create identifiable features highlighting these as main locations of activity and destination points along the route from Elephant and Castle to the City as well as at the junction of main east/west routes linking Blackfriars Road into the wider area.
- 3.36 All proposals for tall buildings will need to comply with saved policy 3.20 of the Southwark Plan and ensure that they make a positive contribution to the streetscape, particularly at ground level and are of the highest architectural standard. SPD 5 also sets out more detailed criteria which are consistent with the tests set out in policy 3.20 of the Southwark Plan. Proposals for tall buildings should demonstrate that in accordance with the NPPF that they will sustain or enhance the significance of the historic environment and heritage assets, their settings particularly when located in the immediate context of these assets. Proposals would need to demonstrate their impact in views, including strategic views and views from the wider area, though a qualitative visual assessment to be submitted as part of a planning application submission.

- 3.37 The setting of tall buildings is particularly important; taller buildings should be used to signal more important spaces and the taller the building the greater the amount of activity which should take place around the base of the building. Floor-to-ceiling heights at ground level should be generously proportioned with doors and windows providing active frontages. A real advantage of building high is that it enables more public realm at ground level to be provided. To create an appropriate setting for tall buildings, the amount of public space at the base of the building should relate to its height, ensuring that the space around the base of tall buildings does not appear cramped or unwelcoming. The base of tall buildings should be permeable and they should not appear as extrusions from podia.
- 3.38 As they will comprise “vertical communities”, communal facilities should be provided for residents, such as viewing platforms, winter gardens and flexible meeting spaces. Tall buildings should increase housing choice by providing a range of apartment types.
- 3.39 It is important that sufficient information is provided with planning applications to enable us to assess compliance with saved Southwark Plan policy 3.20.

## SPD 6: Active travel

We will work with the Greater London Authority (GLA), Transport for London (TfL), developers, landowners, neighbourhood forums, Lambeth Council, the community and other stakeholders to:

- Improve Blackfriars Road as a busy walking and cycling route between the Elephant and Castle, the River Thames and the City of London.
- Strengthen links east-west across Blackfriars Road from Waterloo and the South Bank to Bankside and London Bridge.
- Improve crossings and pedestrian/cycle infrastructure at junctions including St George's Circus and Stamford Street.
- Improve links between the different modes of transport by making it easier for people to find their way around.
- Manage the demands of buses, freight, pedestrians and cyclists to create a segregated route for cyclists as proposed by TfL.

### We are doing this because

- 3.40 Our Core Strategy sets out that we will promote more walking and cycling to help create safer, more vibrant and healthier places. Blackfriars Road is part of the A201, a strategic north-south corridor between Elephant & Castle in the south and Kings Cross in the north and is strategically important for buses, freight, pedestrians and cyclists.
- 3.41 Blackfriars Road is part of the Transport for London Road Network (TLRN), so TfL are the Highway Authority with responsibility for what happens here. We will work closely with TfL, neighbourhood forums and Lambeth Council, as well as local stakeholders such as Southwark Living Streets and Southwark Cyclists, to ensure that development and investment on and around Blackfriars Road takes place in a coordinated fashion, to achieve the best possible outcomes.
- 3.42 Blackfriars Road is an important and well-used link to the City and its location between London Bridge, Southwark, Waterloo and the recently opened Blackfriars Station.
- 3.43 The importance of the northern half of the corridor for cyclists is apparent with cyclists accounting for more than 25% of road users in the northbound morning peak, equal to the number of cars. As cycling is a popular mode of travel in the area new developments will be expected to generously exceed our minimum cycle parking standards, as set out in the saved Southwark Plan.

- 3.44 We will work with TfL as they develop designs for a segregated cycle lane on Blackfriars Road. This will include considering the most appropriate approach for maintaining delivery and loading facilities and accessible bus stops. Balancing the competing needs of pedestrians, cyclists and vehicles to create a vibrant, safe place is therefore crucial as change takes place along Blackfriars Road and in the surrounding area. This is particularly the case at key junctions along Blackfriars Road, including St George's Circus and Stamford Street.
- 3.45 Specific schemes will be identified when funding is available and through consultation with local people and interest groups. Funding to deliver these improvements will come through a variety of sources including s106 planning obligations, community infrastructure levy (CIL), funding from TfL and a range of other sources. Further detail will be set out in our CIL Infrastructure Plan.
- 3.46 We will also continue to work closely with Lambeth Council to deliver cross boundary improvements to the streets linking the two boroughs together.



## 4. Implementation

### 4.1 How will the vision be delivered?

- 4.1.1 We cannot deliver our aspirations alone. We will continue to work with our partners and local businesses, and engage with the local community and residents.
- 4.1.2 We will ensure that growth is coordinated and that infrastructure is improved to support the additional number of people working, living and visiting Blackfriars Road. Figure 6 and Table 1 set out the potential development sites, illustrating the opportunity for change particularly along Blackfriars Road and the need for a coherent framework. The list of sites is not exhaustive and other sites may come forward. Some of the sites will be completely redeveloped whilst other sites may experience less change such as refurbishment or improvements to the existing buildings or surroundings.

### 4.2 Partnership working, business and community involvement

- 4.2.1 We already work with many different groups and organisations in the Blackfriars Road area. We will ensure that we continue to engage with the many groups and individuals including stakeholders such as local businesses, South Bank Employers' Group, Waterloo Quarter, Better Bankside, Bankside Open Spaces Trust, Lambeth Council, tenants and residents associations, SE1 Safer Road Forum, London South Bank University, Bankside Neighbourhood Forum, South Bank and Waterloo Neighbourhood Forum, Blackfriars Landowners Forum, Southwark Living Streets and Southwark Cyclists. We will also look at opportunities for engagement with other groups and residents.
- 4.2.2 The planning projects team will continue to work closely with the local community and partners as development takes place to deliver section 106 and community infrastructure projects, and build on recent projects. These include the new Blackfriars Settlement, the Dog and Pot statue, railway bridge refurbishments at Dolben, Treveris and Burrell Streets, The Cut improvements, and Gambia Street improvements.

### 4.3 Managing change

#### Recent change

- 4.3.1 There have been many changes over the past few years, including major development such as the refurbishment of Blackfriars Station with a new entrance on the south side of the river, four new hotels and over 300 new homes.
- 4.3.2 More change is planned, with much development already under construction or with proposals for development going through the planning process. Some of the largest schemes are: 1 Blackfriars which includes a 170 metre tower, a new hotel at Sea Containers House, the conversion of South Bank Tower from commercial use to residential use, 20 Blackfriars which includes a commercial tower and a residential tower, and Sampson and Ludgate Houses which include over 480 new homes, offices and a new public square.

### **Management plans**

- 4.3.4 There is a need to ensure effective and coordinated management of development to minimise the impact on residents, workers and visitors. This is important both during and post construction.
- 4.3.5 Planning conditions, or s106 planning obligations, will require that construction management plans are in place for development along the Blackfriars Road corridor. Developers and contractors will be strongly encouraged to engage with the Bankside and London Bridge Logistics Group which has been established to coordinate all aspects of the construction process in the opportunity area, including traffic management, noise and pollution control, local employment and public realm works. In order to reduce the impact of construction on existing residents and businesses, developers and contractors will be encouraged to work together, and the logistics group aims to achieve excellence in construction management, as certified by the national Considerate Contractors Scheme.
- 4.3.6 Similarly, planning conditions or s106 planning obligations will require delivery and servicing plans to address the delivery and servicing arrangements for completed developments. This could include hours of operation being managed within reasonable parameters. Travel plans will be sought and we will encourage membership of the Bankside and Borough travel planning groups, co-ordinated by Better Bankside and Waterloo Quarter Business Improvement Districts.

Figure 6: Potential development sites

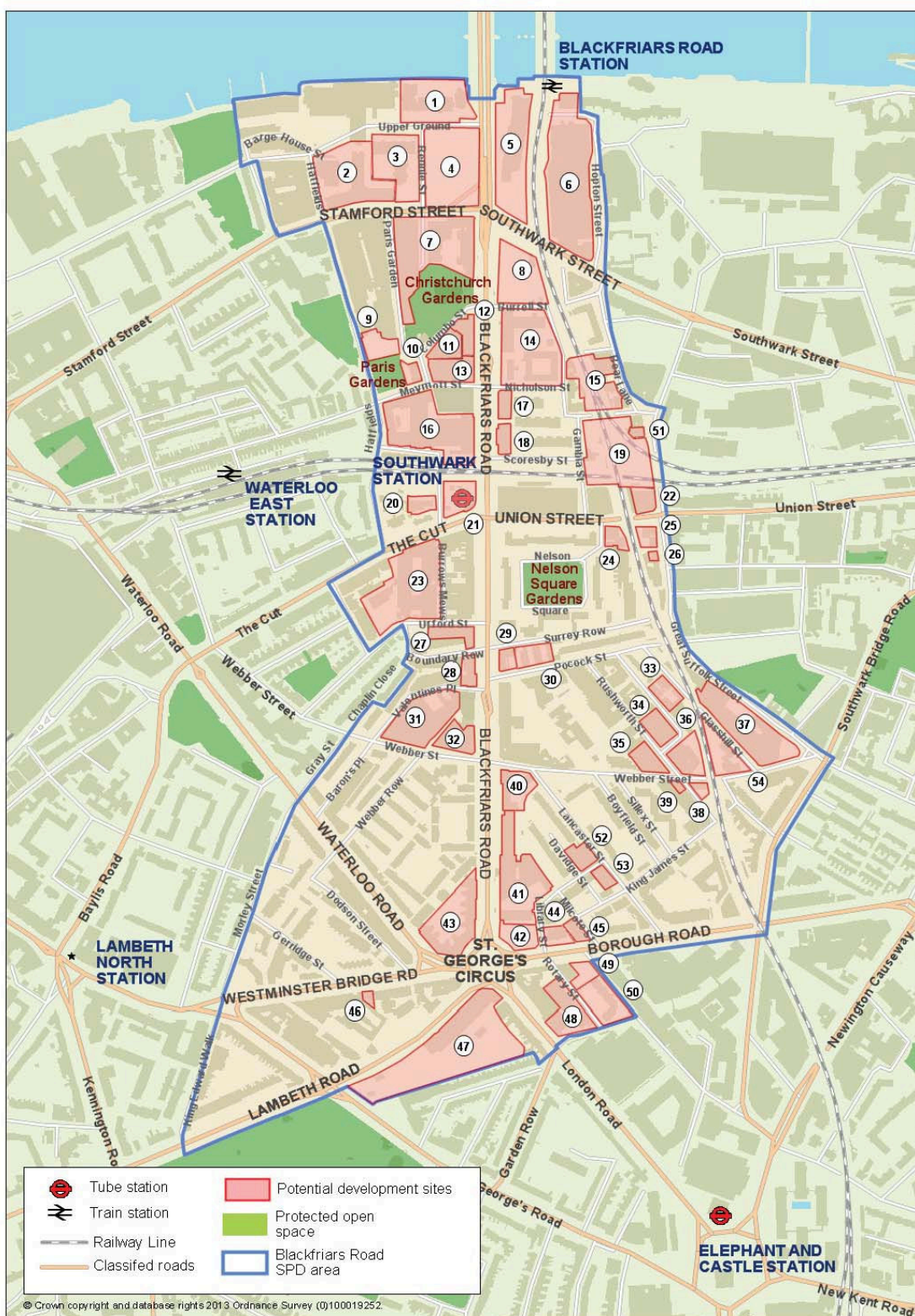


Table 1: Potential development sites

ID	Name	ID	Name
1	River Court and Doggetts Coat and Badge Public House	28	Friden House, 96-101 Blackfriars Road
2	South Bank Tower	29	St Georges Mansions, Blackfriars Road
3	Rennie Court	30	UDP Site 8P, Manna Ash House, Pocock Street Garages
4	1 Blackfriars Road	31	21-31 Webber Street and 3-7 & 19-21 Valentines Place
5	Ludgate House	32	109-115 Blackfriars Road
6	Sampson House, 64 Hopton Street	33	38-40 Glasshill Street
7	20 Blackfriars Road, Stamford Street, Paris Gardens	34	33-38 Rushworth Street
8	231-241 Blackfriars Road	35	61 Webber Street
9	6 Paris Gardens / 21-22 Hatfields	36	63 Webber Street
10	45 Colombo Street	37	108 to 114 Great Suffolk Street
11	34 - 68 Colombo Street	38	96 Webber Street
12	Wedge House, 32-40 Blackfriars Road	39	94 Webber Street
13	Friars Bridge Court, 41-45 Blackfriars Road	40	Tadworth House and St Georges health centre, 151-153 Blackfriars Road
14	Conoco House, Quadrant House, Edward Edward's House and Suthring House	41	Erlang and Hill House
15	Site bounded by Bear Lane, Dolben Street, Chancel Street and Treveris Street	42	Erlang House car park
16	Telephone exchange and 50-60 Blackfriars Road	43	McLaren House, 1 St. Georges Circus
17	209-215 Blackfriars Road	44	Passmore Edwards Library, 112 Borough Road
18	202-208 Blackfriars Road	45	Caxton House
19	Site bounded by Gambia Street, Dolben Street and Great Suffolk Street	46	35 Westminster Bridge Road
20	1 Joan Street	47	TfL Bakerloo Sidings and 7 St George's Circus
21	Southwark Tube Station, 68-71 Blackfriars Road	48	Site bounded by Rotary Street. Thomas Doyle Street and London Road
22	200 Union Street	49	109 - 112 Chapel Road
23	Southwark College, The Cut	50	Hugh Astor Court, Thomas Doyle Street
24	235-241 Union Street	51	28-30 Great Suffolk Street
25	225 Union Street	52	44-50 Lancaster Street
26	54-58 Great Suffolk Street	53	52-56 Lancaster Street
27	90-92 Blackfriars Road	54	65 Glasshill Street

## 4.4 Infrastructure

4.4.1 We will continue to improve existing infrastructure and provide new infrastructure alongside new development. Much of the funding for infrastructure will be raised through the community infrastructure levy (CIL) and section 106 planning obligations to deliver of infrastructure to ensure that development does not have a negative impact.

4.4.2 Further information on CIL and section 106 can be viewed on our website at:

**[www.southwark.gov.uk/info/856/planning\\_policy/2696/community\\_infrastructure\\_levy](http://www.southwark.gov.uk/info/856/planning_policy/2696/community_infrastructure_levy)**

**[www.southwark.gov.uk/section106](http://www.southwark.gov.uk/section106)**

## Appendix A: Borough wide policies and guidance

### Borough wide policies and guidance

The SPD does not repeat existing borough wide policy and guidance and only provides additional guidance where it specifically relates to Blackfriars Road. Table 2 below cross refers to the key Southwark planning policies and guidance which need to be read alongside the Blackfriars Road SPD.

Our website is continually updated as we prepare and adopt new planning documents. Please refer to the following websites for each of the Southwark borough wide documents:

#### **General planning policy updates and information**

[www.southwark.gov.uk/planningpolicy](http://www.southwark.gov.uk/planningpolicy)

#### **Core Strategy (2011)**

[www.southwark.gov.uk/corestrategy](http://www.southwark.gov.uk/corestrategy)

#### **Saved Southwark Plan (2007)**

[http://www.southwark.gov.uk/info/856/planning\\_policy/1241/the\\_southwark\\_plan](http://www.southwark.gov.uk/info/856/planning_policy/1241/the_southwark_plan)

#### **Residential Design Standards SPD (2011)**

[http://www.southwark.gov.uk/info/200151/supplementary\\_planning\\_documents\\_and\\_guidance/1253/residential\\_design\\_standards\\_spd](http://www.southwark.gov.uk/info/200151/supplementary_planning_documents_and_guidance/1253/residential_design_standards_spd)

#### **Affordable Housing SPD (2008) and draft Affordable Housing SPD (2011)**

[www.southwark.gov.uk/ahspd](http://www.southwark.gov.uk/ahspd)

#### **Sustainable Design and Construction SPD (2009)**

[http://www.southwark.gov.uk/info/200151/supplementary\\_planning\\_documents\\_and\\_guidance/1254/sustainable\\_design\\_and\\_construction\\_spd](http://www.southwark.gov.uk/info/200151/supplementary_planning_documents_and_guidance/1254/sustainable_design_and_construction_spd)

#### **Sustainability Assessment SPD (2009)**

[http://www.southwark.gov.uk/info/200151/supplementary\\_planning\\_documents\\_and\\_guidance/1256/sustainability\\_assessment\\_spd/1](http://www.southwark.gov.uk/info/200151/supplementary_planning_documents_and_guidance/1256/sustainability_assessment_spd/1)

#### **Sustainable Transport SPD (2010)**

[http://www.southwark.gov.uk/info/200151/supplementary\\_planning\\_documents\\_and\\_guidance/1261/sustainable\\_transport\\_spd](http://www.southwark.gov.uk/info/200151/supplementary_planning_documents_and_guidance/1261/sustainable_transport_spd)



**Design and Access Statements SPD (2007)**

[http://www.southwark.gov.uk/info/200151/supplementary\\_planning\\_documents\\_and\\_guidance/1260/design\\_and\\_access\\_statements\\_spd/1](http://www.southwark.gov.uk/info/200151/supplementary_planning_documents_and_guidance/1260/design_and_access_statements_spd/1)

**Section 106 Planning Obligations SPD (2007)**

[http://www.southwark.gov.uk/info/200152/section\\_106](http://www.southwark.gov.uk/info/200152/section_106)

**Draft Section 106 Planning Obligations SPD and Community Infrastructure Levy**

[http://www.southwark.gov.uk/info/200151/supplementary\\_planning\\_documents\\_and\\_guidance/3243/section\\_106\\_planning\\_obligationscil\\_spd](http://www.southwark.gov.uk/info/200151/supplementary_planning_documents_and_guidance/3243/section_106_planning_obligationscil_spd)

*Table 2: Key borough wide policies and guidance related to Blackfriars Road*

Topic	Core Strategy	Saved Southwark Plan Policies	Supplementary Planning Documents
Employment, retail, leisure, entertainment, hotels and other town centre uses	<p>Strategic Policy 3 Shopping, leisure and entertainment</p> <p>Strategic Policy 10 Jobs and businesses</p>	<p>Chapter 1 of the saved Southwark Plan. Key policies include:</p> <p>Policy 1.4 Employment sites outside the Preferred Office Locations and Preferred Industrial Locations</p> <p>Policy 1.7 Development within town and local centres</p> <p>Policy 1.8 Location of developments for retail and other town centre uses</p> <p>Policy 1.9 change of use within protected shopping frontages</p> <p>Policy 1.11 Arts, culture and tourism uses</p> <p>Policy 1.12 Hotels and visitor accommodation</p>	
Community facilities and education	Strategic policy 4 Places to learn and enjoy	<p>Policy 2.1 Enhancement of community facilities</p> <p>Policy 2.2 Provision of new community facilities</p>	



Sustainability, environmental standards, open spaces and the natural environment	Strategic policy 1 Sustainable development  Strategic policy 13 High environmental standards	Policy 3.1 Environmental effects  Policy 3.2 Protection of amenity  Policy 3.3 Sustainability assessment  Policy 3.6 Borough Open Land  Policy 3.20 Protection of riverside facilities	Sustainable design and construction SPD  Sustainability assessment SPD
Design and heritage	Strategic policy 12 Design and conservation	Policy 3.12 Quality in design  Policy 3.13 Urban design  Policy 3.15 Conservation of the historic environment  Policy 3.16 Conservation areas  Policy 3.17 Listed buildings  Policy 3.18 Setting of listed buildings, conservation areas and world heritage sites  Policy 3.20 Tall buildings	

Housing	<p>Strategic policy 5 Providing new homes</p> <p>Strategic policy 6 Homes for people on different incomes</p> <p>Strategic policy 7 Family homes</p> <p>Strategic policy 8 Student homes</p>	<p>Policy 4.2 Quality of residential accommodation</p> <p>Policy 4.3 Mix of dwellings</p> <p>Policy 4.4 Affordable housing</p> <p>Policy 4.5 Loss of residential accommodation</p>	<p>Residential design standards SPD</p> <p>Affordable housing SPD</p> <p>Design and access statements SPD</p>
Transport	Strategic policy 2 Sustainable transport	<p>Policy 5.1 Locating developments</p> <p>Policy 5.3 Walking and cycling</p> <p>Policy 5.6 Car parking</p> <p>Policy 5.7 Parking standards for disabled people and the mobility impaired</p> <p>Policy 5.8 Other parking</p>	Sustainable transport SPD
Infrastructure, section 106 and community infrastructure levy	Strategic policy 14 Implementation and delivery	Policy 2.5 Planning obligations	<p>Section 106 SPD</p> <p>Community Infrastructure charging schedule</p>

## Appendix B: London Plan and Core Strategy visions

The London Plan (2011) strategic policy direction for the whole of the London Bridge, Borough and Bankside Opportunity Area is:

This Area has considerable potential for intensification particularly at London Bridge station and its environs, complemented by improvements to public transport and interchange facilities, better pedestrian integration with the surrounding area and greater use of river passenger transport. There is scope to develop the strengths of the Area for strategic office provision as well as housing, especially in the hinterland between Blackfriars and London bridges. Mixed leisure and culture related development should enhance its distinct offer as part of the South Bank Strategic Cultural Area, and partners should work to develop and accommodate synergies with the existing centre of medical excellence. Account should be taken of the Tower of London World Heritage site and proposals for open space networks and transport and community infrastructure should be co-ordinated with those in the Waterloo and Elephant and Castle Opportunity Areas and across borough boundaries.

Core Strategy (2011) vision is:

### Bankside, Borough and London Bridge opportunity area

The opportunity area will continue to be home to a mix of uses providing high quality office accommodation alongside world class retail, tourism, culture and entertainment facilities and public spaces. Local people will be supported to find jobs by local employment and training schemes.

We are working with the local community and landowners to deliver large scale development and improvements, providing over 1,900 new homes, 665 affordable housing units and around 25,000 new jobs by 2026.

Development and changes to places will be guided by a supplementary planning document opportunity area framework which we are preparing with the GLA.

### Bankside and Borough

We are working with the local community, land owners, Better Bankside and the Cross River Partnership to enhance the area's mix of culture, history and business in a way that is sensitive to its residential communities. There will be new businesses, shops, housing and cultural facilities that will benefit local residents as well as raise the profile of Southwark. This will include new and improved community and youth facilities.

New development will help improve the look feel and safety of streets and public spaces through schemes like the Bankside Urban Forest. We will work with groups like the Bankside Open Spaces Trust to create better access to green spaces, including protecting the Crossbones Graveyard. New trees and landscaping improvements will make places feel greener.

It will be easier to get around by walking and cycling and access to and along the riverside will be protected. Car parking will be limited to deter car use and help reduce traffic.

New development will recognise and enhance the different character and roles of places across Bankside and Borough. These are focused around Blackfriars Road, Bankside, Borough South, Borough Market/Riverside, and Borough High Street.

There are development opportunities throughout the area, but the largest developments will be around Blackfriars Road and Bankside.

Bankside will be a location of large offices and major arts and cultural facilities, including an expanded Tate Modern. We will work with Network Rail to refurbish space under railway arches to provide modern accommodation for small businesses. Making sure that student accommodation is included without dominating is important for a balanced mix of activities.

Blackfriars Road will continue to have a mix of shops, services and offices serving both a local and wider need. There will be a cluster of tall buildings around the northern end of Blackfriars Road providing high quality offices, housing, hotels and shops. These buildings will be of exceptional design and will enhance the look of the area and provide new public spaces. We will set out in detail which sites are appropriate, sensitive and inappropriate for tall buildings through the supplementary planning document/opportunity area framework.

Borough will continue to be a mainly residential area serving local needs. The hub of activity centred around Borough High Street will be improved so that it provides a better mix of shops and services to meet local people's needs as well as the needs of office workers and tourists.

Borough Market will be protected and improved and the riverside area will continue to be valued as an area steeped in history, reflected in its historic street pattern and a concentration of important buildings and remains, including Southwark Cathedral. We will work with Network Rail to ensure the Thameslink project is delivered with minimal disruption to the area and improve the contribution that railway arches make to the area.

We will look at ways to control licensed premises and hotels to ensure a good balance of uses and protect the character of the residential areas. This includes an alcohol saturation zone at Bankside.

# Contact us

Planning policy team, Chief Executive’s Department, Southwark Council, P.O. Box 64529, London SE1P 5LX.

Any enquiries relating to this document can be directed to Planning policy team, Southwark Council.  
Email [planningpolicy@southwark.gov.uk](mailto:planningpolicy@southwark.gov.uk), Tel 020 7525 5471.

This document can be viewed at [www.southwark.gov.uk/blackfriarsroadspd](http://www.southwark.gov.uk/blackfriarsroadspd)

If you require this document in large print, braille or audiotape please contact us on 020 7525 5548.

### Arabic

هذه الوثيقة أعدت من قبل فريق سياسة تخطيط بلدية ساوثارك.  
هذه الوثيقة ستأثر على القرارات التي اتخذت حول تخطيط وتطوير إستعمال الأرض في ساوثارك.  
إذا اردت أن تطلب المزيد من المعلومات أو من الأستشارة بلغتك يرجى القيام بزيارة دكان (وان ستوب شوب) وأعلم الموظفين هناك باللغة التي تريدها. إن عناوين دكاكين (وان ستوب شوب) موجود في أسفل هذه الصفحة

### Bengali

সাদার্ক কাউন্সিলের প্ল্যানিং পলিসি টিম এই দলিলটি প্রকাশ করেছেন। এই দলিলটি সাদার্ক জমি ব্যবহারের পরিকল্পনা ও উন্নয়ন সম্পর্কিত সিদ্ধান্তগুলির উপর প্রভাব রাখবে। আপনি যদি আপনার ভাষায় অতিরিক্ত তথ্য ও পরামর্শ চান তাহলে অনুগ্রহ করে ওয়ান স্টপ শপে যাবেন এবং কি ভাষায় এটা আপনার দরকার তা কর্মচারীদের জানাবেন। ওয়ান স্টপ শপগুলোর ঠিকানা এই পৃষ্ঠার নিচে দেয়া হল।

### French

Ce document est produit par l’équipe de la politique du planning de la mairie de Southwark. Ce document affectera les décisions prises sur le planning de l’utilisation des terrains et du développement dans Southwark. Si vous avez besoin de plus de renseignements ou de conseils dans votre langue, veuillez vous présenter au One Stop Shop et faire savoir au personnel la langue dont vous avez besoin. Les adresses des One Stop Shops sont au bas de cette page.

### Somali

Dukumeentigan waxa soo bandhigay kooxda Qorshaynta siyaasada Golahaasha Southwark. Dukumeentigani wuxuu saamaynayaa go’aanaddii lagu sameeyey isticmaalka dhuulka ee qorshaynta iyo horumarinta ee Southwark. Haddii aad u baahan tahay faahfaahin dheeraad ah ama talo ku saabsan luqadaada fadlan booqdo dukaanka loo yaqaan (One Stop Shop) xafiiska kaalmaynta kirada guryaha shaqaalaha u sheeg luqada aad u baahan tahay. Cinwaanada dukaamada loo yaqaan (One Stop Shops) xafiisyada kaalmaynta kirada guryaha waa kuwan ku qoran bogan hoosteedda.

### Spanish

Este documento ha sido producido por el equipo de planificación de Southwark. Este documento afectará las decisiones que se tomarán sobre uso de terrenos, planificación y desarrollo en Southwark. Si usted requiere más información o consejos en su idioma por favor visite un One Stop Shop y diga a los empleados qué idioma usted requiere. Las direcciones de los One Stop Shops están al final de esta página.

### Tigrinya

እዚ ሰነድ (ጽሑፍ) ብሳዘርክ ካውንስል (Southwark) ናይ ውጥን መምርሒ ን-ድል ዝተጻለወ እዩ ። እዚ ሰነድ እብ ሳዘርክ ናይ መሬት ኣጠቓቕማ መደብን ስብዓትን ኣብ ዝግበሩ ውሳኔታት ለውጢ ከምጽእ ይኸእል እዩ ። ተወሳኺ ሓበሬታን ምኽርን ብቋንቋኹም እንተደለኹም ናብ ዋን ስቶፕ ሾፕ (one stop shop) ብምኻይ ንትረኽቡዎ ሰራሕተኛ ትደልይዎ ቋንቋ ነገርዎ ። ናይ ዋን ስቶፕ ሾፕ ኣድረሻ ኣብ ታሕቲ ተጻሒፉ ይርከብ ።

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