

<b>Item No.</b>	<b>Classification:</b> Open	<b>Date:</b> 23 October 2012	<b>Decision Taker:</b> Cabinet Member for Transport, Environment, and Recycling
<b>Report title:</b>		Adoption of Southwark Streetscape Design Manual	
<b>Ward(s) or groups affected:</b>		All	
<b>From:</b>		Strategic Director Environment & Leisure	

## RECOMMENDATIONS

1. That the Cabinet Member agrees the Interim Highway Strategic Design Objectives and Strategic Design Policies attached as appendix 1 to this report to be applicable until such time as the SSDM Framework Plan SPD is approved.
2. That the Cabinet member agrees the Southwark Streetscape Design Manual (SSDM) structure attached as appendix 2 to this report.
3. That the Cabinet Member agrees the SSDM Regulating Plan (as shown in the structure diagram) attached as appendix 3 to this report.
4. That further to public consultation, the Cabinet Member agrees that the SSDM Framework Plan (as per the structure diagram in appendix 2) will not be formally approved at this stage, but be progressed instead as a future Supplementary Planning Document (SPD) under the auspices of the Cabinet Member who has responsibility for Regeneration.
5. That the Cabinet Member delegates authority to the Head of Public Realm to approve those future SSDM Part 1 (Technical Information) documents as are identified for such approval in the structure diagram in appendix 2.

## BACKGROUND INFORMATION

### Introduction

6. In March and April of 2011, officers consulted the public on various draft documents intended to form part of the Southwark Streetscape Design Manual (SSDM). The drafts and general consultation were approved by the Cabinet Member for Transport, Environment and Recycling by individual decision on 23 February 2011.
7. Further to completion of the public consultation, analysis of findings (including those from an Equalities and Human Rights Impact Assessment) and further internal discussion, this report presents various amended documents for agreement by the Cabinet Member for Transport, Environment and Recycling.

## About the Southwark Streetscape Design Manual

8. Streets and spaces are the public face of the borough, conduits for movement, and the places where much of Southwark's dynamic cultural and community life takes place. They are as important to residents and visitors as the buildings and landmarks they provide settings for. However, designing and managing them to balance the many competing demands they are expected to serve whilst still achieving high quality results is a complex task. This requires clear procedures and good communication of design requirements and overall priorities.
9. The SSDM is being prepared to explain the council's priorities, standards, requirements and related procedures for the design of those streets and spaces that form the public highway. It will be amongst the most important documents influencing the appearance, arrangement and functionality of these important community resources.
10. The SSDM considers the following design and management issues:
  - Achieving visual quality and robustness in design.
  - Supporting and encouraging inclusive social activity within public spaces.
  - Providing street greenery for pleasure and other environmental design features that help improve climatic quality.
  - Promoting and supporting community safety through design and management.
  - Meeting the accessibility and inclusion needs of vulnerable pedestrians so that they can use and navigate public space.
  - Promoting road safety.
  - Accommodating necessary vehicle movement needs within the context of the above.
  - Promoting sustainability in design and construction.
11. The intended benefits of having the SSDM are to:
  - Promote greater quality, consistency and efficiency in the design of streets and spaces, so improving the appearance of the public realm and integration between neighborhoods whilst still allowing for distinctive design in our most important community spaces.
  - Improve the extent to which non-traffic related functions are considered in and provided for in the design of public spaces (e.g. visual amenity, environmental performance, social uses), so broadening their overall benefit to the community.
  - Demonstrate to residents and businesses the standards they can expect the council to deliver and things it will prioritise when it undertakes improvement or maintenance works to the borough's streets and spaces, so providing the basis for accountability and on-going development.

- Provide information for private developers and their agents about aspects of the council's adoptable standards for the design of existing or proposed new highways maintainable at public expense and related approval processes, so improving the ease of investing in the borough and satisfaction of working in partnership with the council.
12. Production of the SSDM responds in part to the agreed recommendations of overview and scrutiny committee B's 2010 review into Street Clutter that required that the SSDM should establish how the council proposes to address this issue. This concern cuts across the manual.

### **Overview of Parts**

13. The SSDM is to comprise of a series of documents divided into two main parts.
- Part 1 (Strategy and Summary Guidance) will contain the Framework Plan (formerly known as the Summary Guide). This will set strategic design objectives and policies for the borough and provide an over-view of the broader SSDM structure. It will also contain a Regulating Plan that breaks the borough into various Specification Areas (character areas informing materials and other design decisions) which are referenced in Part 2 content.
  - Part 2 (Technical Information) will contain detailed requirements for the design of spaces within the highway, building upon the framework established in Part 1. These will include details of acceptable materials, construction details, design standards and related design development and approval procedures.
14. Appendix 2 provides a more detailed overview of the relationship between the two parts and their various sub-component documents.

### **Interaction with the Local Authority exercising Planning functions**

15. In addition to setting out important elements of the council's adoptable standards for streets and spaces forming the highway, the SSDM introduces a process driven approach to the development and approval of schemes. All projects for the improvement, maintenance or creation of highways maintained at public expense will be required to follow these – whether internally or externally delivered or promoted. Where applications for Planning consent include or require works to the Highway, then Applicants will be required to follow these processes and requirements in order to obtain Highway Authority consent for:
- Proposed works to existing adopted Highways.
  - Proposed works to create new adoptable Highways.
  - Proposed works to existing private streets or proposed works to create new private streets (streets not adopted and maintained at the public expense) where these are nevertheless required by Planning condition or obligation to be constructed to the Highway Authority's adoptable standards.

## **Further development of SSDM**

16. It is proposed that SSDM Part 2 (Technical Information) documents explaining the Highway Authority's adoptable design standards and other operational requirements be developed and agreed at officer level under delegated powers. They will be required to conform with the Interim Highway Authority Strategic Design Objectives and Strategic Design Policies recommended for agreement in this report .This will help achieve a balance between the ability to grow and evolve standards and maintaining consistency with publicly agreed positions.

## **KEY ISSUES FOR CONSIDERATION**

### **Policy implications**

17. Notwithstanding the various important functions and benefits that the Strategic Design Objectives and Strategic Design Policies originally proposed in the Framework Plan will serve for the Highway Authority, it is now recognised that in order to refer to these in reaching design decisions related to applications for Town and Country Planning consent, the document should be incorporated into the Local Development Framework. It is therefore proposed that the Framework Plan be developed as a Supplementary Planning Document (SPD) as a joint endeavor by officers from both the Council acting as Highway Authority and the Council acting as Local Planning Authority. This document will build upon and respond to the consultation feedback on the earlier draft Framework Plan (as summarised in a consultation analysis available as a background paper to this report). Development of the Framework Plan SPD will require a separate consultation and adoption process.
18. The draft SSDM Framework Plan that the public were consulted on included a structure diagram for the portfolio of proposed SSDM documents. This served a number of important functions including:
  - Establishing the documents within the portfolio that shall or may be produced in future.
  - Confirming the scope and purpose of those documents and the inter-relationship between them.
  - Confirming the level at which those documents will be agreed in accordance with the constitution (see also 22).
19. Although the Framework Plan will be progressed as an SPD it is proposed to extract the SSDM portfolio structure diagram from this for immediate agreement by the Cabinet Member. This is attached as appendix 2. This will allow the Highway Authority to progress with developing its procedures, adoptable design standards and other important technical and operational information whilst awaiting the agreement of the Framework Plan SPD in several years time.

20. The draft SSDM Framework Plan that the public were consulted on included a series of Strategic Design Objectives and Strategic Design Policies. These are fundamental to the SSDM in several ways:
- The policies will provide the basis and justification for the adoptable Highway design standards and other operational requirements set out in the SSDM Part 2 (Technical Information) documents that will be agreed under delegated authority by chief officer or head of service decision in accordance with the constitution.
  - The policies will be used within the design process for individual schemes to provide evidence of reasonable decision making for audit trail purposes related to Road Safety Audits (RSAs). These are commonly conducted on design proposals to help demonstrate that the Highway Authority is meeting statutory duties in relation to the promotion of road safety. Exceptionally, where it is felt that scheme proposals cannot be adjusted to satisfy concerns raised by Auditors without compromising the wider scheme objectives, then a risk:benefit analysis will be undertaken to assess impact on balance across all the policies. This will help to determine how to proceed.
  - A set of Design Indicators related to the policies will be developed and included in Part 2 (Technical Information) content. Targets for improvements against these will be set for projects at their outset and proposals assessed against these throughout their development. This will allow the council to monitor and evidence how it is fulfilling these policies. Similarly, a series of Monitoring Indicators will be established to assess and monitor outcomes related to objectives.
21. Notwithstanding the recommendation to progress the Framework Plan as a SPD it is recommended that Interim Highway Strategic Design Objectives and Strategic Design Policies in appendix 1 be agreed by the Cabinet Member. This will allow the Highway Authority to use these to permit the further structured development of the SSDM whilst awaiting the agreement of the SPD in several years time. These Interim Highway Authority Strategic Design Policies and Strategic Design Objectives will be superseded by those contained in the Framework Plan SPD once this is agreed.
22. It is proposed that the agreement of SSDM Part 2 (Technical Information) documents setting out the Highway Authority's adoptable design standards and other operational requirements be delegated to the Head of Public Realm. This is considered appropriate given the level of detail and technical complexity that these documents will go into. All such standards will conform to the Strategic Design Objectives and Strategic Design Policies outlined above that are presented in this report for agreement by the Cabinet Member. It is also proposed to permit various non-strategic SSDM Part 1 (Strategy and Summary Guidance) documents to be agreed under delegated authority by the Head of Public Realm. All such documents are identified in appendix 2.
23. This document has no new policy implications as the Specification Areas defined within it are directly informed by existing Planning policy or constitutional boundaries.

## Community impact statement

24. Public spaces are forums for planned or informal social interaction and conduits for movement, allowing access to services and opportunities (as well as providing potential space for such opportunities themselves). Their design can also have a substantial impact on a wide range of concerns that may not at first be obvious – from local climate and air quality, to property values and community confidence.
25. All members of the public gain from public spaces in at least one of these respects. As such their design can have a limiting or enabling effect on equality, diversity, rights and social cohesion. This is particularly so in a comparatively densely populated borough like Southwark.
26. Southwark's status as a major destination for international visitors adds further complexity, in that the needs of those from outside the borough must also be considered in some respects.
27. The various documents on which the public were consulted in March and April of 2011 were developed with regard to the council's duties under the Equalities Act 2010 and the various statutes this replaces, anticipating potential impacts in light of research findings and past experience. A full 3 stage Equalities, Diversity and Rights Impact Assessment (EQIA) has also now been completed. External consultants were appointed to carry out the Stage 2 Impact Assessment and conducted substantial consultation with local groups and individuals. This is available as a background paper to this report. The findings of the Impact Assessment informed revisions to the documents presented with this report – including the Interim Highway Authority Strategic Design Policies and Strategic Design Objectives. It should be noted that, given the proposal to progress the Framework Plan as a SPD, findings about aspects of that document will need to be addressed at a later date as part of the statutory process for developing and agreeing Supplementary Planning Documents.
28. The full EQIA stage 3 Action Plan is attached as appendix 4 to this report. Note that the EQIA has been conducted to inform all future SSDM documents in addition to any presented with this report.
29. In respect of the Interim Highway Authority Strategic Design Objectives and Strategic Design Policies only minor revisions were necessary following the results of the EQIA. This is owing to the generally supportive nature of proposals in respect to EQIA findings and the fact that many of the more detailed observations of the EQIA are more relevant to SSDM Part 2 (Technical Information) documents that will be produced at a later date.
30. As part of the wider public consultation on the Draft SSDM Part 1 (Strategy and Summary Guidance) documents, members of the public were asked for their views on a number of likely contentious design issues. Many of these had important implications for Equalities target groups. These findings are presented for information and have been considered in undertaking revisions to the final documents presented with this report for agreement, including the Interim Highway Authority Strategic Design Objectives and Strategic Design Policies. In addition, the findings will be used to help inform future adoptable highway design standards that will be developed by officers as SSDM Part 2 (Technical Information) documents.

## **Other impact assessments**

31. No separate Strategic Environmental Assessment (SEA) is required.
32. No Sustainability Appraisal (SA) in accordance with Planning Policy Statement 12 – Local Spatial Planning is required.

## **External consultations**

33. Further to approval from the Cabinet Member for Transport, Environment and Recycling on 23 February 2011 a consultation with members of the public and external organisations on Draft SSDM Part 1 (Strategy and Summary Guidance) documents was conducted over the spring of 2011.
34. The main aspects of the consultation included:
  - Creation of a consultation page on [www.southwark.gov.uk](http://www.southwark.gov.uk) containing the draft documents, background information and a related on-line survey (see 35). Note that a web-map depicting the Specification Areas defined in the Regulating Plan was also provided.
  - Workshops with key stakeholders to explain the format of the SSDM to assist them in making more informed responses.
  - Individual meetings with a small number of stakeholder groups who requested this.
35. The main aspects of the on-line survey for which feedback was requested included:
  - Positive and negative comments on the Draft SSDM Part 1 (Strategy and Summary Guidance) documents being consulted upon.
  - General likes and dislikes about the design, use and management of streets.
  - Opinions on a selection of contentious issues for which design standards will be developed in future as SSDM Part 2 (Technical Information) documents.
  - Opinions on preferred footway surfaces for certain parts of Southwark that currently use very different materials to elsewhere.
36. Approximately 45 agencies, authorities, professional institutes, charities and local civic amenity groups were contacted by post and email to invite them to take part in the consultation.
37. The consultation ran formally for five weeks between Monday 7<sup>th</sup> March and Monday 18<sup>th</sup> April 2011. 14 full or partial responses were received.
38. A full analysis of the consultation responses received and any resulting revision to the SSDM Part 1 (Strategy and Summary Guidance) documents vs. the versions consulted upon has been completed.

39. Additional consultations were undertaken with some Community Councils. Note also that, within the consultation analysis, the views of the wider public on contentious design issues is compared within those of equalities target groups (as summarised in the EQIA Stage 2 Impact Assessment Report).
40. The findings of the above consultation have resulted in a number of changes. Recommendations affecting those aspects of the Framework Plan that have not been extracted as separate documents presented for agreement in this report will be actioned during the preparation of the proposed Framework Plan SPD (see 17) in accordance with statutory requirements.

### **Resource implications**

41. The further development of the SSDM technical standards will be managed within existing staff resources.
42. In order to adopt any SPD it will first be necessary to include it within the Local Development Scheme (LDS), which is likely to be updated in Spring 2013 at the earliest. Following that, statutory procedures and consultation must be undertaken, with potential adoption in 2014. The resource implications of this work will be considered in the report seeking approval for the LDS.

### **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

#### **Director of Legal Services (NC/10/12)**

43. The purpose of this report is for the Cabinet Member for Transport, Environment and Recycling to agree the Interim Highway Authority Strategic Design Objectives and Strategic Design Policies. The Cabinet Member is also being recommended to agree the SSDM Regulating Plan and the SSDM Structure.

#### **The London Plan**

44. The London Plan addresses the importance of high quality public space in the urban environment. Policies 3A.14, 4B.4/5, 4B.7 and 4B.11 of The London Plan encourages a strategic approach to ensure consistency and high quality of design and management of public space Inclusive design that is accessible and usable for all and meets the needs of diverse groups including the disabled, older people, children and young people The recognition and management of local distinctiveness The protection and enhancement of historic assets. The plan also states that the highest quality of design in London's public spaces is needed to achieve a city that is more attractive, safer and easier to get around for everyone.

## **Mayor's Transport Strategy 2010**

### Better streets and improved environment

45. Roads are a key element of London's urban realm and cleaner vehicles can play an important part in improving people's surroundings as well as benefiting the wider environment. The Mayor believes that a well designed built environment can bring people and communities together, encourage physical activity and recreation, restore a sense of pride and attract businesses and jobs. To this end he seeks to protect and enhance the urban realm, with a series of 'better streets' schemes in Central London and London town centres. These will encourage pedestrians and vehicles to interact in a new and balanced way, negotiating with one another rather than being dictated to by signs, railings and traffic infrastructure that can create unnecessary severance.

### Enhancing London's environment

46. Reducing clutter caused by signs and road markings, introducing 'shared spaces' where users are influenced by consideration for one another rather than by physical barriers, making the most of opportunities to introduce green spaces and encouraging people to get involved in improving their areas will contribute towards better streets so that people can enjoy walking and cycling more.
47. The SSDM will assist in helping Southwark meeting these and other objectives in the Mayor's Transport Strategy 2010.

## **Local Policy**

### **Southwark Community Safety Strategy 2016 ('SCSS')**

48. The Interim Highway Authority Strategic Design Objectives and Strategic Design Policies sets out to address some of the aims and objective set out in the SCSS. The SCSS (amongst other objectives) aims to make Southwark a 'liveable' public realm. The aim is to achieve this by improving the quality rating for streets and estates
49. Another objective of the SCSS is to create a safe, clean and liveable public realm. The aim is to address other factors that affect our daily lives that can act as barriers to personal wellbeing and economic prosperity. So alongside these big ambitions we have other priorities, being healthy and safe, having well cared for streets and open spaces, people being able to enjoy cultural and leisure opportunities and public services that are accessible and tailored to individual needs. The quality of our environment affects our quality of life. Thriving and prosperous communities are characterised by streets, parks and open spaces that are clean, safe and attractive and liveable places. They send a message that people and the public agencies care about the area and the people who live, work or pass through. The reverse is also true. Streets that are dirty and threatening deter people from going out, and signal that a community has lost interest. We aim to create and maintain people friendly streets and open spaces that enhance the character of our localities.

50. Key Actions are to:-

- Promote excellence in the design and fabric of the public realm, working with local businesses and communities so that our streets, open spaces, transport hubs, and shopping centres are culturally, ecologically and architecturally exciting; and
- Maintain the public realm to the highest possible standards of cleanliness, making it easier for residents and businesses to store and recycle rubbish, and using the full enforcement powers we have to stop litter, rubbish and cars being dumped.

### **Southwark Plan/Core Strategy**

51. There are potential implications for the Town and Country Planning application process and there is a need to ensure there is cohesiveness. As far as relevant, the policies within the Interim Highway Authority Strategic Design Objectives and Strategic Design Policies and ultimately in the SSDM Framework Plan should be in conformity with the saved policies of the Southwark Plan (2007) and the Core Strategy 2011.

### **Equalities and Human Rights**

52. The Equality Act 2010 introduced a single public sector equality duty (PSED). This duty requires us to have due regard in our decision making processes to the need to:

- (A) Eliminate discrimination, harassment, victimisation or other prohibited conduct;
- (B) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not ; and
- (C) Foster good relations between those who share a relevant characteristic and those that do not share it.

53. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. The PSED also applies to marriage and civil partnership, but only in relation to (A).

54. Equalities and Human Rights have been considered as part of the development of the SSDM Framework Plan and the Interim Highway Authority Strategic Design Objectives and Strategic Design Policies. An EQIA has been carried out. There has been compliance with the Council's Equalities and Human Rights Scheme 2008-2011 as well as the public sector equality duty as contained within section 149 of the Equality Act 2010. All six equality strands have been duly considered and assessed, this is evidenced at in the Equalities and Human Rights Impact Assessment (EqIA).

55. Under Part 3D, paragraph 6 of the constitution individual members are responsible for agreeing statutory and other strategies in relation to their areas of responsibility, except where they relate to cross cutting issues. It is therefore considered that agreeing the Interim Highway Authority Strategic Design Objectives and Strategic Design Policies, the SSDM Regulating Plan and SSDM Structure is within the constitutional remit of the individual member.

**Strategic Director of Finance and Corporate Services (CR/F&CS/12/10/12)**

56. The Strategic Director of Finance and Corporate Services notes that work on further development of this plan will be contained within existing staff resources and that further financial implications of this work will be considered in the report seeking approval for the Local Development Scheme in 2014.

**Acting Director of Planning (SB/10/12)**

57. The Framework Plan sets out design principles which can easily be communicated through the development management process, and the associated design standards will provide specific guidance to those proposing works on the highway or construction of new highways. The result will be the creation of a higher quality public realm associated with developments.
58. Once adopted as a planning document the strategic design objectives and policies can be given full weight within planning decisions taken by the Council. In the interim those making decisions on planning applications will need to decide how much weight can be given to these matters, but the approval by the Cabinet Member strengthens the case for affording them some weight.
59. In order to adopt any SPD it will first be necessary to include it within the Local Development Scheme (LDS), which is likely to be updated in Spring 2013 at the earliest. Following that, statutory procedures and consultation must be undertaken, with potential adoption in 2014. The resource implications of this work will be considered in the report seeking approval for the LDS.

**BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Framework Plan – Appendix A: Evidence base for proposed strategic design policies	Environment and Leisure, Third Floor, Hub 1 160 Tooley Street, London SE1 2TZ	David Farnham, Public Realm Design Quality Manager
EQIA stage 2 Impact Assessment Report	Same as above	Same as above
Consultation Analysis	Same as above	Same as above

## APPENDICES

No.	Title
Appendix 1	Interim Highway Authority Strategic Design Objectives And Strategic Design Policies
Appendix 2	SSDM Portfolio Structure Diagram
Appendix 3	Regulating Plan
Appendix 4	Equalities Impact Assessment Stage 3 Action Plan

## AUDIT TRAIL

<b>Lead Officer</b>	Deborah Collins, Strategic Director Environment & Leisure	
<b>Report Author</b>	Des Waters, Head of Public Realm	
<b>Version</b>	Final	
<b>Dated</b>	23 October 2012	
<b>Key Decision?</b>	Yes	
<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 & Corporate Resources	Yes	Yes
Acting Director of Planning	Yes	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>	23 October 2012	