APPENDIX A

Draft Blackfriars Road
Supplementary Planning Document
June 2013

www.southwark.gov.uk/blackfriarsroadspd
How to get involved

Consultation on Blackfriars Road Supplementary Planning Document.
We welcome your comments on the Blackfriars Road SPD. Please send us your response by 5pm Thursday 12 September 2013. Any responses received after this date will not be considered.

<table>
<thead>
<tr>
<th>TIMETABLE FOR CONSULTATION AND ADOPTION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Draft Blackfriars Road SPD, sustainability appraisal and equalities analysis available to the public for comment.</td>
</tr>
<tr>
<td>Following feedback, responses will be considered alongside preparation of the final SPD. Officer comments will be written on all of the responses received.</td>
</tr>
<tr>
<td>Submit to the council’s Cabinet to adopt the final version of the Blackfriars Road SPD accompanied by the final sustainability appraisal, equalities analysis and consultation report.</td>
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</table>

Contact Tom Buttrick with any questions and for copies of this document at planningpolicy@southwark.gov.uk or 020 7525 5471.

How to make a comment
Comments should be emailed to planningpolicy@southwark.gov.uk. Alternatively you can send your response to: Alison Squires, Planning Policy Team Leader, Planning Policy Team, Chief Executive’s Department, FREEPOST SE1919/14 London SE1P 5LX.

Our response to your comment
When we receive your comment we will:
- Acknowledge your response by email (or letter if an email address is not provided) within 10 days.
- Publish your comments and our officer responses when we take the SPD to Cabinet for adoption.
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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 runs south from the River Thames to historic St George’s Circus, forming part of the “Blackfriars Mile”, linking the South Bank to Elephant and Castle. The area has seen much development in recent years including the opening of an entrance to Blackfriars Station and innovative public realm schemes. A number of new large developments have been built, with more under construction or being planned.

1.1.2 Due to the scale of growth proposed there is a need to ensure development takes place in a coordinated way and that Blackfriars Road reaches its potential as a destination with its own identifiable character and identity. This supplementary planning document (SPD) will provide a strategic framework and detailed guidance to coordinate future growth along and around the Blackfriars Road, setting out clear aspirations for growth. It will help to make Blackfriars Road a destination where people want to live, work and visit.

Figure 1: The location of Blackfriars Road
Figure 2: Boundaries of the SPD area
1.2  What else do you need to know?

1.2.1 The SPD focuses on Blackfriars Road, where most of the change will take place, but also takes in some of the surrounding area which will also see development and improvements, particularly to its public realm. 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.

1.2.2 The SPD provides further guidance to existing planning policies in our Core Strategy and saved Southwark Plan. It does not repeat borough wide policies and so the SPD must be read alongside our other planning documents. Figure 3 shows the relationship between SPD and all the other important planning documents. Further information can be found on our website at: www.southwark.gov.uk/planningpolicy

Figure 3: The relationships between the different planning policy documents
2. Vision for Blackfriars Road

2.1 The current vision

2.1.1 To help create a successful place where people want to work, live and visit, we need a vision which reflects the needs and aspirations of the community, businesses, residents, landowners and local stakeholders.

2.1.2 We already have two agreed visions, which were developed through the preparation of the London Plan and the Core Strategy.

2.1.3 The area covered by 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 very small part of the southern end of Blackfriars Road lies within the Elephant and Castle Opportunity Area. The vision and further guidance for Elephant and Castle is set out in the Elephant and Castle SPD/opportunity area planning framework.

2.1.4 The London Plan 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.

2.1.5 We developed the vision further in the Core Strategy in consultation with local people and businesses. Figure 4 illustrates the Core Strategy vision.
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.
2.2  Our emerging vision

2.2.1  A lot 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. New applications and proposals have come forward on the Blackfriars Road, as well as significant development surrounding the SPD area at Elephant and Castle, Waterloo and north of the river. Figure 5 and table 1 sets out the potential development sites, illustrating the huge opportunity for change and the need for a coherent framework.

2.2.2  All this change makes it increasingly important to relook at the Core Strategy and London Plan visions, and develop a vision specific to this area of growth.

2.2.3  Whilst we cannot formally adopt a vision for an area through a SPD, we will soon be 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 therefore set out some ideas which we will look at developing further as we prepare the New Southwark Plan.

2.2.4  Our emerging ideas for a vision for Blackfriars Road are:

**Blackfriars Road**

Blackfriars Road will have its own distinct identity as a lively and vibrant area, becoming an exciting 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 Elephant and Castle. The road and its surroundings will have its own identifiable character, providing a range of different activities opening up onto Blackfriars Road.

We will continue to work with the local community, 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, Bankside Neighbourhood Forum, South Bank Employers’ Group, 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 area.
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 and entertainment uses 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 including small businesses, shops, cafes and restaurants. There will also be many new homes on the upper floors of commercial developments, offering a range of housing types and sizes.

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 on the main junction of 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 whilst ensuring vehicular traffic continues to move smoothly. 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.
Figure 5: Potential development sites
### Table 1: Potential development sites

<table>
<thead>
<tr>
<th>ID</th>
<th>Name</th>
<th>Status</th>
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<tbody>
<tr>
<td>1</td>
<td>South Bank Tower (Kings Reach Tower)</td>
<td>Approved application, under construction</td>
</tr>
<tr>
<td>2</td>
<td>1 Blackfriars Road</td>
<td>Approved application, under construction</td>
</tr>
<tr>
<td>3</td>
<td>Ludgate House</td>
<td>Submitted application</td>
</tr>
<tr>
<td>4</td>
<td>Sampson House, 64 Hopton Street</td>
<td>Submitted application</td>
</tr>
<tr>
<td>5</td>
<td>20 Blackfriars Road, Stamford Street, Paris Gardens</td>
<td>Approved application</td>
</tr>
<tr>
<td>6</td>
<td>6 Paris Gardens / 20-21 Hatfields</td>
<td>Approved application, under construction</td>
</tr>
<tr>
<td>7</td>
<td>45 Colombo Street</td>
<td></td>
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<tr>
<td>8</td>
<td>Wedge House, 32-40 Blackfriars Road</td>
<td>Approved application</td>
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<tr>
<td>9</td>
<td>240 Blackfriars Road</td>
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<td>10</td>
<td>Telephone exchange and Colombo House, 50-60 Blackfriars Road</td>
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<td>11</td>
<td>209-215 Blackfriars Road</td>
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<tr>
<td>12</td>
<td>202-208 Blackfriars Road</td>
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</tr>
<tr>
<td>13</td>
<td>28-30 Great Suffolk Street</td>
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<tr>
<td>14</td>
<td>200 Union Street</td>
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<tr>
<td>15</td>
<td>Block T, Peabody Square, Blackfriars Road</td>
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<tr>
<td>16</td>
<td>54-58 Great Suffolk Street</td>
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<tr>
<td>17</td>
<td>235-241 Union Street</td>
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<tr>
<td>18</td>
<td>Southwark Tube Station, 68-71 Blackfriars Road</td>
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<tr>
<td>19</td>
<td>1 Joan Street</td>
<td></td>
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<tr>
<td>20</td>
<td>Southwark College, The Cut</td>
<td></td>
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<tr>
<td>21</td>
<td>90-92 Blackfriars Road</td>
<td>Application approved</td>
</tr>
<tr>
<td>22</td>
<td>St Georges Mansions Blackfriars Road</td>
<td>Application submitted</td>
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<td>23</td>
<td>UDP Site 8P, Manna Ash House, Pocock Street Garages</td>
<td>Application submitted</td>
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<td>24</td>
<td>Friden House, 96-101 Blackfriars Road</td>
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<td>25</td>
<td>Friden House, 96-101 Blackfriars Road</td>
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<td>26</td>
<td>109-115 Blackfriars Road</td>
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<td>27</td>
<td>Friars House, 157-168 Blackfriars Road</td>
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<td>28</td>
<td>57 Webber Street</td>
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<td>30</td>
<td>33-38 Rushworth Street</td>
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<td>31</td>
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<td>63 Webber Street</td>
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<tr>
<td>34</td>
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<tr>
<td>35</td>
<td>94 Webber Street</td>
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<tr>
<td>36</td>
<td>44-50 Lancaster Street</td>
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<tr>
<td>37</td>
<td>52-56 Lancaster Street</td>
<td></td>
</tr>
<tr>
<td>38</td>
<td>St Georges Health centre 151-153 Blackfriars Road</td>
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</tr>
<tr>
<td>39</td>
<td>Erlang House and Hill House</td>
<td></td>
</tr>
<tr>
<td>40</td>
<td>Erlang House - Carpark</td>
<td></td>
</tr>
<tr>
<td>41</td>
<td>McLaren House, 1 St. Georges Circus</td>
<td></td>
</tr>
<tr>
<td>42</td>
<td>35 Westminster Bridge Road</td>
<td></td>
</tr>
<tr>
<td>43</td>
<td>TfL Bakerloo Sidings and 7 St. George’s Circus</td>
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3. Strategies and guidance

**SPD 1 Business space**

We will encourage the generation of new jobs and businesses in the Blackfriars Road area to help consolidate and expand the existing business services cluster and reinforce the area as a strategic office 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 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 The Blackfriars Road area 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 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 benefit from being located in the area with the agglomeration benefits that this brings. 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 of the area while maintaining cost efficient space for the businesses. There is potential for new business space in the southern area to take advantage of opportunities in strengthening business links with the two learning centres (London College of Communication and London South Bank University).

3.4 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 in terms of form, adaptability, specification and cost is vital 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.

3.5 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 business services agglomeration which is important to Southwark’s and London’s economy. It is important to ensure 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.

3.6 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 small businesses. 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 main town centre uses are:

- Retail; offices; leisure and entertainment facilities (including cinemas, health and fitness centres, bowling centres, bingo halls, pubs, cafes and restaurants); arts, tourism and cultural facilities (including theatres, galleries and concert halls); and hotels.
- Residential use is appropriate in town centres but is not a town centre use for the purpose of Southwark’s Local Plan.

SPD 2 Mixed use town centre
We will encourage the provision of a balanced mix of town centre uses to help enhance the commercial attractiveness of the Blackfriars Road area and the status and function of the wider Central Activities Zone.

We will do this by:

- Encouraging a mixture of new town centre uses (especially shops, restaurants, cafes and bars) alongside business uses 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 ancillary facilities and activity along the lower and street level frontages.
- Encouraging a mix of complementary arts, cultural, leisure and entertainment uses, taking into account their economic benefit to 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 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.
- Requiring development to provide active lower floor and street level frontages to reinforce the visual continuity of building frontages facing onto the street and to help add interest and vitality to the public realm.
We are doing this because

3.7 Land use is predominantly commercial, with pockets of residential in the south-east, west and the north, close to the river. There is mixed-use development in the west, including 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. Blackfriars Road itself has a cluster of retail uses around Southwark station. There are two other protected shopping frontages at Hopton Street and Waterloo Road.

3.8 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.

3.9 The South Bank and Bankside is one of Europe’s premier arts and cultural centres and is 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.

3.10 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 area 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 area there are seven hotels, with an additional three hotels just beyond the SPD boundary.

3.11 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.

3.12 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, including the Southwark Arts Forum and our culture team, to identify potential occupiers of new spaces and the impact of proposals on existing provision.

3.13 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. Careful consideration needs to be given to measures which mitigate any negative impacts of uses to protect the amenity of nearby residents.

3.14 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. 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. 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.

3.15 Improvements to social infrastructure such as schools, health facilities, post offices and police facilities are addressed through external stakeholder’s asset management plans and through the council’s Capital programme and infrastructure planning process. The need for new infrastructure will be kept under review as the area changes.

3.16 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. The front elevation of mixed use buildings, particularly the fenestration, should be designed so that it provides 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, Bankside Neighbourhood Forum, Lambeth Council, the community and other stakeholders to provide a high quality design of public squares, streets and spaces.

General principles for all of the SPD area
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 the Blackfriars Road area, ensuring that the materials and features used reflect 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.
- 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 creation of a great street. 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 gateway south to Elephant and Castle, and north to Blackfriars Road and onwards to the City.
We are doing this because

3.17 A high quality public realm will help deliver our vision of creating a unique identity for Blackfriars Road, making it a place that benefits the people who live, visit and work here. Figure 6 illustrates the indicative movement, public realm and open space opportunities.

3.18 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.

Existing public realm on Blackfriars Road

Isabella Street

3.19 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.

3.20 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.
The use of high quality and durable materials has an important role in the creation of a cohesive and identifiable public realm, helping to create a distinctive identity and 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.

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.

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 on 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.

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.

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 6: Indicative movement/public realm/open spaces
SPD 4 Built form and heritage

We will ensure that high quality design and architecture 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 7 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 reflect the identity of the surroundings, taking the local historic environment into consideration.

• 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 fronting activity onto these spaces and helping generate activity around them.
  – Activating the base of buildings by providing clear entrances that address the street, generous window or areas of glazing, and active ground floor uses in appropriate locations.
  – Incorporating flexibility in the design of non-residential land uses which permits adaptability for multiple uses.
  – Resisting the use of solid external shutters.

• Introduce a finer grain of development off of the main routes by:
  – Creating or enhance links or public spaces on large sites to allow permeability for pedestrians and cyclists.
  – Design 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

3.26 Our strategy is to further enhance the area ensuring that new development helps achieve our vision for Blackfriars Road as a main destination with its own identity. 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 and the same key principles will apply to new development and improvements to the existing buildings. All will need to consider the distinctive character and context of the surroundings.

3.27 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 of area 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 in the periphery of the Blackfriars Road in particular within the conservation areas.

3.28 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.

3.29 Conservation areas and an archaeological priority zone cover parts of the SPD area. These are shown in figure 7, 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 7: Heritage context
**SPD 5 Building heights**

We will ensure development contributes positively and helps to create a distinctive identity for Blackfriars Road by requiring development to be of an appropriate scale of height and by encouraging tall buildings at the key gateways and nodes in accordance with the strategy shown in figures 8 and 9.

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 nodes and the junction between Blackfriars Road and Elephant and Castle.

The following building heights will be encouraged:

- The tallest buildings should be at the north end of Blackfriars Road. The tallest heights must be set back from the river and focused around the main junction of Blackfriars Road, Stamford Street and Southwark Street.
- A tall building, of a height of up 70 metres should provide a focal point at Southwark tube station.
- A tall building, of a height of up 70 metres should provide a focal point at St. George’s Circus. Tall buildings must be set back from the Circus.
- 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 animate 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. 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 and recessive.
• 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 must:
• Include a publically accessible area on upper floors where feasible in the tallest buildings in the north of Blackfriars Road.

We are doing this because

3.30 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.

3.31 We conducted an urban design study in accordance with NPPF principles and CABE and English Heritage guidance to inform our approach. The study supports SPD5 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 node of Southwark tube at the junction of Union Street and The Cut as well as at St George’s Circus a main node and junction of London 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.

3.32 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. SPD5 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 NPPF that they will sustain or enhance the significance of 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. Figures 8 and 9 set out the indicative strategy for building heights within the SPD area.

Figure 8: Blackfriars Road section

3.33 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.
3.34 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, including duplexes.

3.35 It is important that sufficient information is provided with planning applications to enable us to assess compliance with policy 3.20.

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.

Figure 9: Building height strategy
**SPD 6: Active travel**

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

- Improve Blackfriars Road as a key walking and cycling route linking Elephant and Castle, the River and the City of London.
- Strengthen links east-west across Blackfriars Road between Waterloo and the South Bank, Bankside and London Bridge.
- Improve crossings and the wider pedestrian/cycle environment at key junctions including St George’s Circus and Stamford Street.

**We are doing this because**

3.36 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.

3.37 Blackfriars Road already maintains strong walking and cycling use because of its unique role as a mixed use area, an important and well-used link to the City and its location between London Bridge, Southwark, Waterloo and the recently opened Blackfriars Station.

3.38 The importance of the northern half of the corridor for cyclists is apparent in the vehicular mode share, which shows that cyclists account for more than 25% of the mode in the northbound morning peak, equal to the number of cars. With its important links and the wider ambition to increase cycling levels Blackfriars Road can make a strong contribution. Equally, cycling is a popular mode of travel in the area and new developments will be expected to generously exceed our minimum cycle parking standards, as set out in the saved Southwark Plan.

3.39 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, Bankside Neighbourhood Forum 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. This will include considering the most appropriate approach for delivery and loading facilities. Balancing the competing needs of pedestrians, cyclists and motor 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 at St George’s Circus and Stamford Street.
3.40 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.

3.41 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, continuing to engage with the local community and residents.

4.1.2 We will seek to ensure that growth is coordinated and that infrastructure is improved to support the additional number of people working, living and visiting Blackfriars Road.

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, most recently in carrying out consultation in conjunction with Allies and Morrison on a mapping and design exercise to coordinate current and future development.

4.2.2 We will ensure that we continue to engage with the many groups and individuals including key 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, South Bank University, Bankside Neighbourhood Forum, Blackfriars Landowners Forum, Southwark Living Streets and Southwark Cyclists. We will also look at opportunities for engagement with other groups and residents.

4.2.3 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 delivered in the area. Recent projects 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. Some of the largest schemes are: 1 Blackfriars which includes a 170 metre tower, a new hotel at Sea Containers House and the conversion of South Bank Tower from commercial use to residential use. Further future development such as 20 Blackfriars which includes a commercial tower and a residential tower and Wedge House commercial and retail development is yet to start.

4.3.3 A planning applications has also been submitted for Ludgate and Samson House. Figure 5 highlights the number and size of the many development opportunities.
Management plans

4.3.4 Our experience of so much change has highlighted the 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. Strong travel plans will be sought and we will encourage membership of the Bankside and Borough travel planning groups, coordinated by Better Bankside and Waterloo Quarter Business Improvement Districts.

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 help ensure the delivery of key infrastructure to mitigate the impact of development.

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

www.southwark.gov.uk/section106