

<b>Item No.</b> 8.	<b>Classification:</b> Open	<b>Date:</b> 3 September 2013	<b>Meeting Name:</b> Planning Committee
<b>Report title:</b>		Draft Blackfriars Road Supplementary Planning Document	
<b>Ward(s) or groups affected:</b>		Cathedrals ward	
<b>From:</b>		Director of Planning	

## RECOMMENDATIONS

That Planning Committee:

1. Provide comments on the draft Blackfriars Road Supplementary Planning Document (SPD) (Appendix A).
2. Note the supporting documents: the draft sustainability appraisal (Appendix B), the draft equalities analysis (Appendix C) and the consultation plan (Appendix D).

## BACKGROUND INFORMATION

3. The Draft 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 boundary covers part of the Cathedrals ward. Figure 1 shows its proposed boundary.
4. The proposed SPD area 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 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. Once adopted the Blackfriars Road SPD will replace any overlapping guidance within the Elephant and Castle SPD.
5. We previously prepared a draft SPD for Bankside, Borough and London Bridge in conjunction with the Greater London Authority, which was consulted upon in 2010. This Blackfriars Road SPD will update the guidance for the Blackfriars Road area. A review is being carried out regarding the need for updated guidance for the rest of the opportunity area.
6. A lot of change is happening on and around the Blackfriars Road, with many large sites under construction or about to start construction. There is also a lot of potential for further change with a number of development sites likely to come forward within the next five years. The SPD will provide a strategic framework and detailed guidance to coordinate growth and ensure the development takes place in a coherent way. It will help the council to make Blackfriars Road a destination where people want to live, work and play.

Figure 1: The proposed SPD boundaries



7. This is the first full stage of consultation on the draft SPD. Following 12 weeks consultation on the SPD, officers will review the responses received, and a report will be brought back to Cabinet in December 2013 to formally adopt the SPD.
8. The draft SPD was submitted to the Cabinet Member for Regeneration and Corporate Strategy, for Individual Decision Maker agreement for formal consultation in June 2013.

## **KEY ISSUES FOR CONSIDERATION**

### *Scope of the SPD*

9. 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 Core Strategy (2011) and the saved Southwark Plan (2007). It does not set new policy. This is set out clearly within the draft SPD to ensure applicants and the community understand the scope of the SPD and that it must be read alongside other policy documents.

### *The vision for Blackfriars Road*

10. The first main section of the SPD sets out the existing visions for the Bankside, Borough and London Bridge Opportunity Area. The Mayor of London already has a vision for the area within his London Plan, setting out that there is considerable potential for intensification. His vision is repeated in the draft SPD.
11. Southwark developed its own vision for the opportunity area through the preparation of the Core Strategy. The SPD sets out the agreed Core Strategy vision, which includes paragraphs on the Blackfriars Road, including setting out that it will continue to have a mix of shops, services and offices, and that there will be a cluster of tall buildings around the northern end of the road.
12. Since these visions were prepared much has changed including changes in national planning policy as well as many applications and proposals for significant development. Whilst a SPD cannot set a new vision as it cannot create new policy, it can highlight aspirations for change. Later in 2013 the council will be preparing a new planning policy document called the New Southwark Plan, which will replace the policies in the Core Strategy and the saved Southwark Plan. The New Southwark Plan will set out new updated visions for the borough. The draft SPD therefore sets out ideas for a vision for Blackfriars Road, which will be taken forward through the preparation of the New Southwark Plan. The ideas include aspirations such as:
  - Blackfriars Road having its own distinct identity and identifiable character, becoming an exciting place where people want to work, live and visit.
  - 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 a range of building heights with the tallest buildings at the northern end.

- Through working with Transport for London, improving the road to make it safe, easier and more enjoyable for pedestrians and cyclist.
- Improving the look and feel of the streets and public spaces
- Maximising opportunities to improve open spaces.

### *The strategies and guidance*

13. The draft SPD set out six key strategies to manage change.
14. SPD 1 sets out the approach to business space. It says 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 Blackfriars Road, and this guidance will help to reinforce its locations as a strategic office location and 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 says 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 says that we support a range of uses in the railway arches, to build on the existing regeneration of the many arches, encouraging uses such as small businesses, creative and cultural industries, and retail uses.
15. 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 balanced mix of town centre uses alongside business uses 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.
16. 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 its 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.
17. 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.
18. SPD 5 provides further guidance on building heights. It says 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 identifies places along Blackfriars Road where taller buildings will be encouraged. The guidance says 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 junctions 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 should provide a focal point at 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.

19. 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. It says that improvements will be made to key 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.

### *Implementation*

20. The final section of the SPD sets out information and guidance on how the aspirations and vision for Blackfriars Road will be delivered. It contains information on partnership working, business involvement and community involvement, setting out a commitment to continue to work with all the different groups.
21. 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.
22. It also sets out the need to continue to improve infrastructure, cross referring to the Community Infrastructure Levy and section 106 planning obligations.

### **CONSULTATION**

23. The Planning and Compulsory Purchase Act 2004 (amended 2008) and The Town and Country Planning (Local Planning) (England) Regulations 2012 sets out the consultation requirements for planning documents. The council's Statement of Community Involvement (SCI) (2008) also set out the consultation requirements.
24. The Regulations and SCI set out the specific consultation required to be carried out when preparing SPDs. The SCI encourages consultation to be informal and ongoing as well as the formal consultation required by the regulations.
25. The area covered by the draft 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 a draft Elephant and Castle Opportunity Area SPD/Opportunity Area Planning Framework, which was adopted in 2012. We have reviewed feedback received on both these documents in preparing the draft SPD for Blackfriars Road.
26. 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 have fed into the preparation of this SPD and the draft sustainability appraisal. Officer comments on all the comments received are set out with the draft sustainability appraisal (Appendix B).

27. Consultation has also been carried out informally throughout 2013, including developing many links with local residents, groups and business. Walking talks and consultation at pop up cafes have taken place in the Blackfriars Road area. More detail on this wider consultation can be viewed at:

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

28. This is the first formal stage of consultation on a SPD for Blackfriars Road. The consultation plan (Appendix D) sets out the consultation we are carrying out. This includes publishing the draft SPD on our website, writing to everyone on our planning policy mailing list and making the document available in the local library. We are sending a four page leaflet summarising the SPD to every address within the SPD boundary. We are also carrying out two consultation workshops, as well as offering to attend meetings held by local groups.

### **Community impact statement**

29. 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, making Blackfriars Road a destination where people want to live, work and visit.
30. A draft equalities analysis (Appendix C) has been carried out to assess the impact of the draft 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, and that the overall impact of the SPD will be positive on all residents and people who work in and visit the borough. For example, a key aspect of the guidance is the creation of an enhanced public realm that is safe, well-lit and inclusive. This would improve accessibility for those with a physical disability and also promote wider community inclusion.
31. 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 falls partly or completely within. The findings of both of these analyses has help inform the guidance that we have prepared in the draft Blackfriars Road SPD.
32. A draft sustainability appraisal (Appendix D) has also been prepared that assesses the impact of the draft SPD on social, economic and environmental sustainability. 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 draft Blackfriars Road SA and SPD. This scoping report set 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.
33. The results of the appraisal showed that the overall impact of the guidance set out in the draft SPD was 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. While 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.

34. The SA informed the draft guidance within the SPD. For every topic, the positive impacts outweighed the negative impacts when assessed across the whole range of sustainability objectives. In some cases the policies have no significant impact with the sustainable objectives. Where the SA identified potential shortcomings of particular policies, 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.

### Resource implications

35. 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

#### Strategic Director of Finance and Corporate Services

36. 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	<a href="http://www.london.gov.uk/priorities/planning/londonplan">http://www.london.gov.uk/priorities/planning/londonplan</a>	planningpolicy@southwark.gov.uk
Southwark Statement of Community Involvement 2008	<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>	planningpolicy@southwark.gov.uk
Saved Southwark Plan 2007	<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>	planningpolicy@southwark.gov.uk
The Core Strategy 2011	<a href="http://www.southwark.gov.uk/info/200210/core_strategy">http://www.southwark.gov.uk/info/200210/core_strategy</a>	planningpolicy@southwark.gov.uk

## APPENDICES

No.	Title	Held at
Appendix A	Draft Blackfriars Road supplementary planning document	Copies circulated separately to members of the committee
Appendix B	Draft sustainability appraisal	Available on the web at: <a href="http://www.southwark.gov.uk/blackfriarsroadspd">www.southwark.gov.uk/blackfriarsroadspd</a>
Appendix C	Draft equalities analysis	Available on the web at: <a href="http://www.southwark.gov.uk/blackfriarsroadspd">www.southwark.gov.uk/blackfriarsroadspd</a>
Appendix D	The consultation plan	Available on the web at: <a href="http://www.southwark.gov.uk/blackfriarsroadspd">www.southwark.gov.uk/blackfriarsroadspd</a>

## AUDIT TRAIL

<b>Lead Officer</b>	Simon Bevan, Director of Planning	
<b>Report Author</b>	Alison Squires, Planning Policy Team Leader	
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<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
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Director of Legal Services	No	No
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