



# **Draft Old Kent Road Area Action Plan/Opportunity Area Planning Framework**

**May 2016**

Draft Old Kent Road AAP

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## **Executive summary: The Plan**

Over the next 20 years the opportunity area will be transformed, becoming increasingly part of central London. These changes will be driven by the expansion of central London south of the Thames and the construction of the Bakerloo line extension. The main proposals for change are set out below:

1. Revitalise the Old Kent Road as high street with shops, cafes, restaurants, leisure and other facilities with residential homes above.
2. Recognise the Old Kent Road's central location by including it within an extension of London's central activities zone.
3. 20,000 new homes, including council homes and private rented homes in mixed use neighbourhoods. Development to help pay for infrastructure through the community infrastructure levy.
4. Employment clusters providing mix of managed workspace, hybrid, light industrial and low cost space, contributing to 5,000 additional jobs.
5. Mixed use office quarter around Mandela Way and Crimscott Street.
6. Potential to build on growing reputation for arts and creative businesses.
7. Social infrastructure including up to 2 new primary schools and potentially one new secondary school by 2025 and additional schools later in the plan period. A new health centre serving the south of the opportunity area will be needed and a new community sports centre on Surrey Canal Road is planned.
8. Two new tube stations on the Bakerloo line extension and a new overground station at New Bermondsey. It is anticipated that the Bakerloo Line extension will open around 2030.
9. The Old Kent Road itself will be transformed into a modern boulevard. Improved public realm for pedestrians, protection for cyclists and improved bus infrastructure along its entire length will help accommodate growth prior to the opening of the Bakerloo Line extension.
10. New links stitching together neighbourhoods on both sides of the Old Kent Road
11. Public realm improvements at Bricklayers Arms and on the Old Kent Road with better crossing points, improved public spaces and urban greening. Heritage buildings and parks will be sensitively incorporated into new development enabling the story of the Old Kent Road to be better appreciated.
12. New parks at Mandela Way and the gasworks and green route on the alignment of the former Surrey Canal.
13. Improvements to network of open spaces and green links
14. Environmental sustainability including district heating networks to reduce carbon emissions, measures to tackle poor air quality and sustainable urban drainage systems to reduce flood risk.

Figure 1: The Plan



## **1 Introduction**

### **1.1 What is the Old Kent Road Area Action Plan/Opportunity Area Planning Framework**

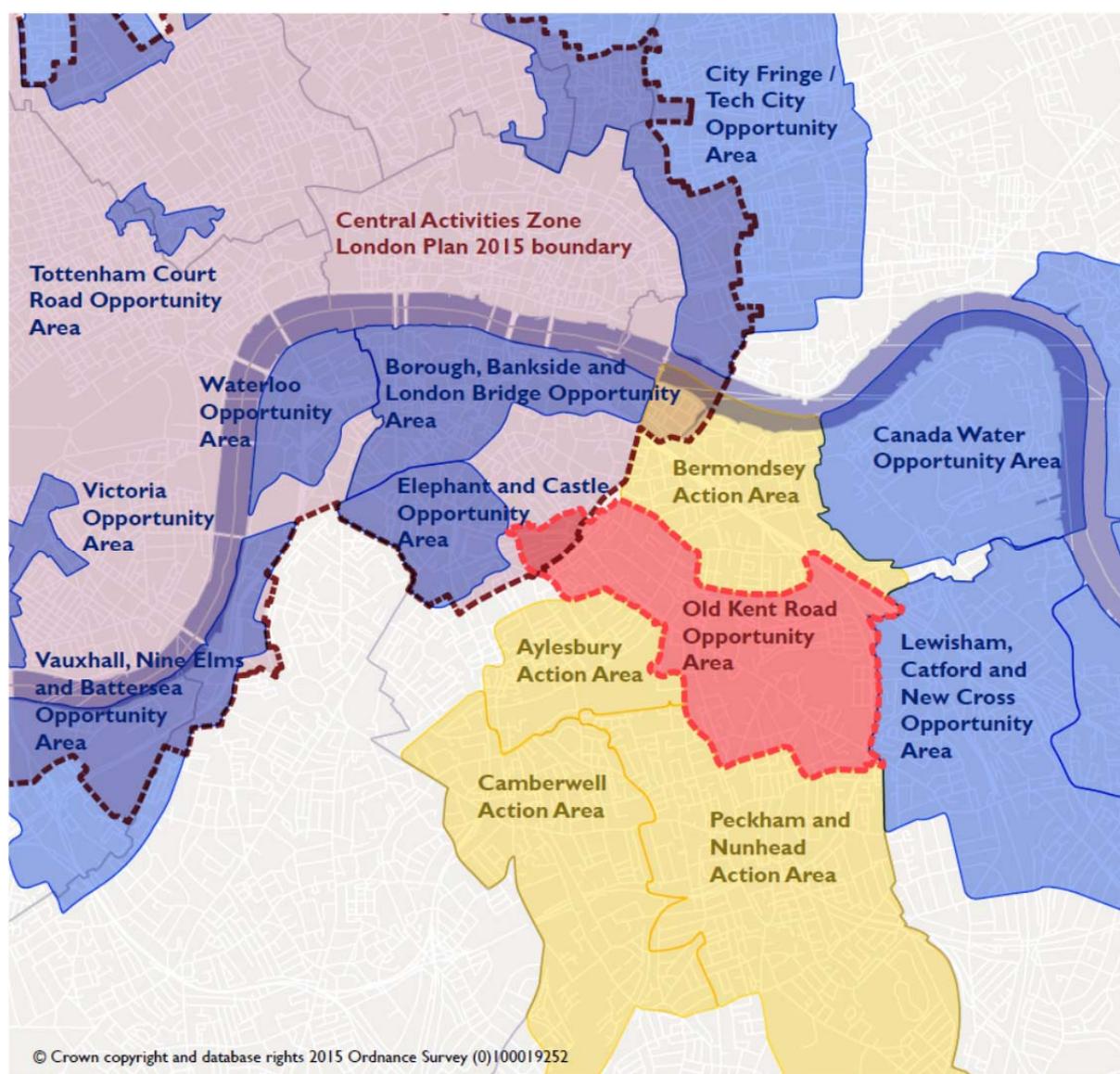
1.2.1 The Old Kent Road Area Action Plan (AAP) is a plan to regenerate the Old Kent Road and surrounding area. It sets out a vision for how the area will change over the period leading up to 2036. This is supported by a strategy with policies we will put in place to achieve this vision, the reasons we have chosen the policies, and the delivery plan for implementing the vision.

1.2.2 The AAP will be part of our framework of planning documents. It will be a material planning consideration in deciding planning applications in the opportunity area. It will help ensure that we make decisions transparently, providing clarity for members of the public and giving more confidence to developers to invest in the area. It will also be an opportunity area planning framework (OAPF) and will be endorsed by the Mayor of London.

1.2.3 The document is structured as follows:

- Section 1 of the document introduces the document and the opportunity area.
- Section sets out the vision and key diagram.
- Section 3 outlines the area-wide strategy and policies which apply across for the opportunity area.
- Section 4 applies the area-wide strategies to three smaller character areas as well as proposals sites.
- Section 5 describes how the plan will be implemented.
- The appendices provide further information on the policy context, the character and challenges facing the area, the implementation of the plan and the monitoring framework.

**Figure 2: Location of the Old Kent Road opportunity area**



## 1.2 Introduction to the opportunity area

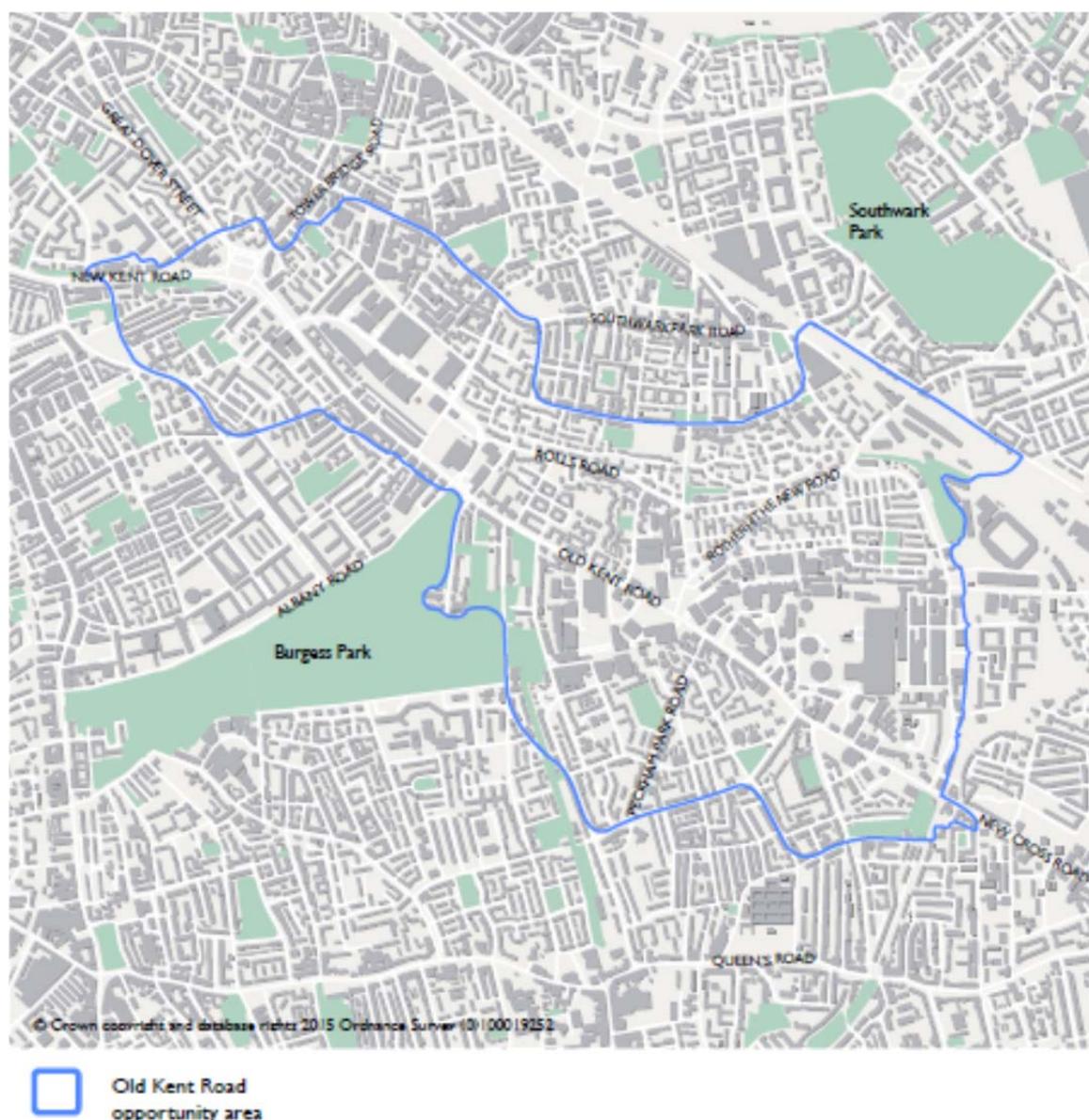
- 1.2.1 The Old Kent Road (the A2) is one of London's key arterial routes. Less than a mile from London Bridge it currently sits on the fringe of central London and is surrounded by areas of huge change, including Elephant and Castle and Canada Water to the north and Peckham, New Cross and Deptford to the south (see Figure 2). The opportunity area (see Figure 3) covers an area of 281 hectares extending from the New Kent Road to the north and the borough boundary with Lewisham to the south and covering much of the hinterland on either side of the road.
- 1.2.2 The Old Kent Road has a remarkable past stretching back some 2,000 years. Initially a Roman road, Watling Street, connecting London and the south east, it became renowned in mediaeval times as part of a major pilgrimage route to Canterbury. The construction of the Surrey Canal and the South Eastern Railway in

the 1800s brought rapid growth and industrialisation, while in the twentieth century, wartime bombardment and the construction of post-war housing and highways infrastructure saw the area reshaped again. By the end of the twentieth century the Old Kent Road's renowned nightlife and entertainment venues had largely disappeared and industrial development had given way to the construction of retail parks and warehousing. While the Old Kent Road can appear bleak and run down in places, its history is still evident in many of the buildings and pattern of development which characterise the area today.

- 1.2.3 The Old Kent Road is a busy commercial thoroughfare, lined by high street shops, supermarkets, retail parks, industrial uses and residential homes. Much of the land on either side is given over to industry and warehousing. While the area as a whole contains a huge mix of uses and activities, most areas have been developed almost exclusively for one type of use or another with little mixing within blocks. Altogether, there are around 9,500 people working in the opportunity area in some 750 businesses and other organisations.
- 1.2.4 The opportunity area has a population of around 32,000. It is an area of great diversity with 43% of the population being born outside the UK. Located so close to central London, the area's housing stock has become very popular and house prices have risen accordingly. However, levels of deprivation remain high, with several areas being in the 10% most deprived in the country. The opportunity area has lower levels of full time employment than elsewhere in Southwark and a higher proportion in lower skilled occupations.
- 1.2.5 The opportunity area is extremely well served by buses, with 14 routes using the Old Kent Road. South Bermondsey railway station is located in the north of the opportunity area and Queens Road Peckham is to the south. Also, just outside the opportunity area, the soon to be opened New Bermondsey Station on Surrey Canal Road will provide access to the London Overground network. However, the lack of access to the London Underground network and distance to rail stations results in poorer public transport accessibility than other comparable areas in central London. Transport for London (TfL) have recently confirmed their preferred route for the Bakerloo Line extension, from Elephant and Castle to Lewisham and via two stations on the Old Kent Road.
- 1.2.6 Over the next 20 years the opportunity area is expected to change. The two key drivers of change are the expansion of central London and its functions and the construction of the Bakerloo Line extension. As pressure for land intensifies in central London, so it many of its functions, including provision of commercial space, space for cultural activities and institutions such as universities are being pushed outwards. The effects of this are already being felt in the opportunity area as rents for commercial space are rising and demand is growing for office and managed workspace, especially around Bermondsey. The Bakerloo Line extension will bring most of the opportunity area within a 10 minute walk of a tube station, stimulating growth in homes and jobs and driving residential densities which are similar to tube station locations elsewhere in central London.

1.2.7 Although the Bakerloo Line extension is not expected to open before 2030, change in the opportunity area is already happening. There are currently some 882 homes and 32,000 square metres of non-residential space either with planning permission or under construction. However, landownership in the core of the opportunity area is very fragmented and many sites are subject to long leases. This makes it likely that development will take place incrementally over a period of 20 years or more. This purpose of this plan will be to guide and manage change, ensuring that it is coordinated and benefits existing and future communities living and working in the area.

**Figure 3: Boundary of the Old Kent Road opportunity area**



### 1.3 The planning context in Southwark and London

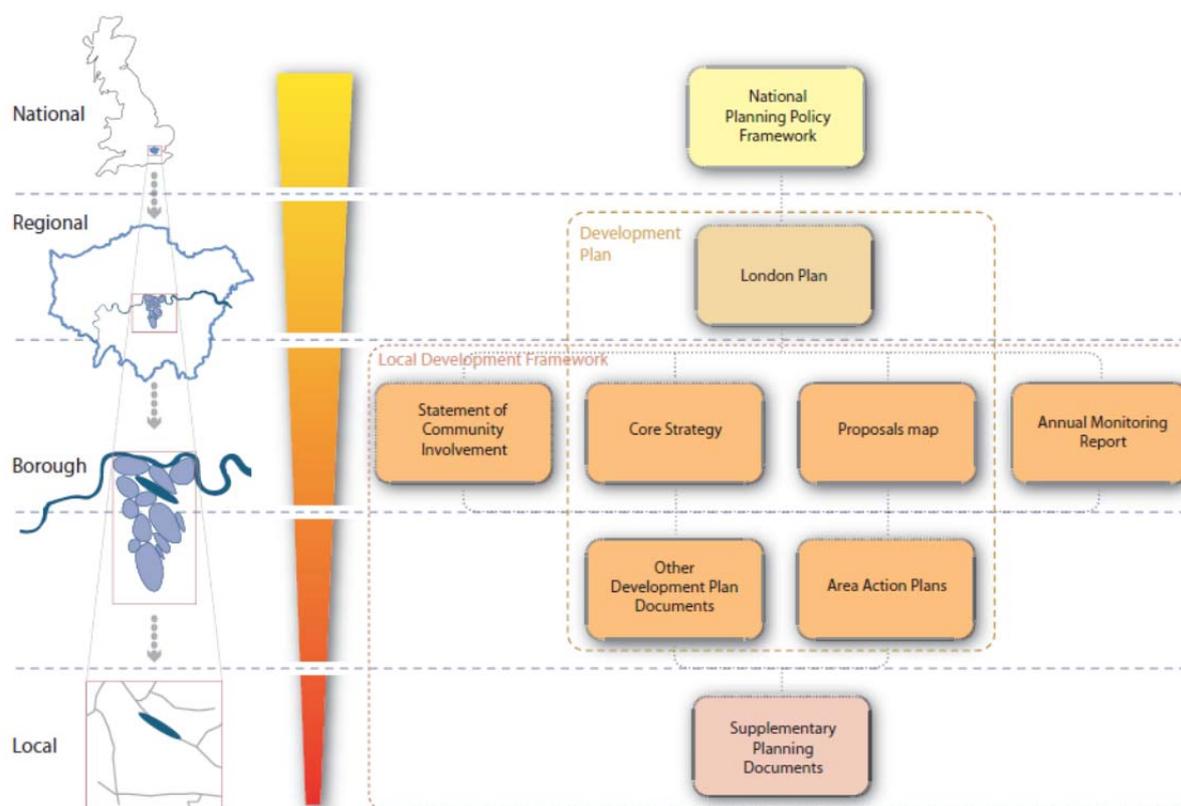
2.1.1 The Old Kent Road AAP is one of several planning documents which make up our local plan which we use to make decisions on planning applications. These include

the New Southwark Plan. The New Southwark Plan is currently in preparation and provides an overarching vision and strategy for managing growth and change in Southwark over the period leading up to 2033. It is important that the vision and policies in the Old Kent Road AAP are consistent with the strategic policies which are in the New Southwark Plan.

2.1.2 The AAP also needs to be consistent with the Mayor’s policies in the London Plan, as well as national planning policies in the National Planning Policy Framework (NPPF). The London Plan identifies the Old Kent Road as an opportunity area with significant potential for growth in homes and jobs and explains that an opportunity area planning framework (this document) should be prepared to help facilitate growth.

2.1.3 The relationship between the Old Kent Road AAP policies, regional and Southwark policies is illustrated in Figure 4 and explained in more detail in appendix 4.

**Figure 4: The inter-relationships between spatial scale and the local plan**



## **2 Vision**

### **2.1 Vision**

#### **2.2.1 The regeneration of the Old Kent Road will be guided by our vision for the opportunity area.**

Over the next 20 years the opportunity area will be transformed, becoming increasingly part of central London, providing at least 20,000 new homes and 5,000 new jobs. The making of a new piece of the city will be driven by the expansion of London's central activities zone and the construction of the Bakerloo line extension.

The Old Kent Road is at the core of the vision. It will be revitalised and restored as a thriving high street with shops, business space, leisure, civic, cultural and community uses on either side. Out-of-centre style retail parks and superstores will be replaced by development that provides strong, well-defined street frontages, making a better connected high street and I into neighbourhoods on either side. There will be new stations with excellent interchange with other modes of transport. The Old Kent Road itself will be transformed into a modern boulevard. Improved public realm for pedestrians, protection for cyclists and improved bus infrastructure along its entire length will help accommodate growth prior to the Bakerloo Line extension opening.

Behind the Old Kent Road there will be a transition from single use industrial and warehousing uses to mixed use neighbourhoods. These will be well served by new open spaces and green links. Development will be easy to move around for people walking and cycling with new buildings clearly defined streets and squares. There will be tall buildings which will be well designed to form appropriate landmarks to mark routes around the area and focussing around new parks and improved public realm, and areas with more intense activity on the Old Kent Road. District heating solutions, sustainable urban drainage systems and measure to improve air quality will help tackle pollution and climate change.

New homes will help foster mixed communities and include a range of sizes and mix of private and affordable homes, including council homes.

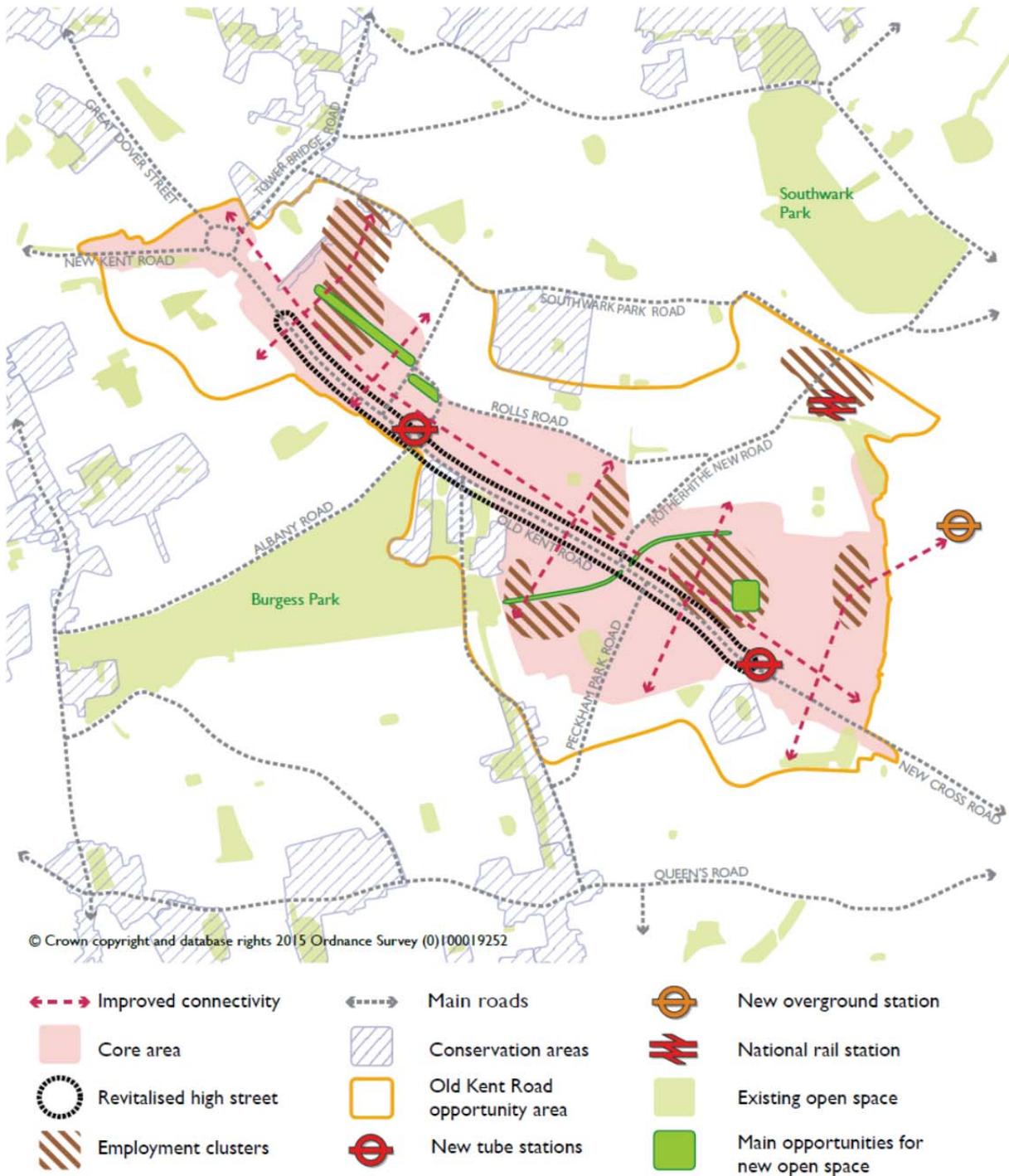
The employment offer will build on the area's current diversity and include a new office quarter in the north of the area and a mix including flexible, hybrid, workshop, studio spaces and light industrial premises providing accommodation for businesses servicing central London's economy in the middle and south. New workspace, which includes affordable provision, will also help reinforce the area's growing reputation for arts and cultural activity.

Alongside homes and jobs, development will also provide new schools, health and other facilities which support growth and contribute to creating and reinforcing sustainable and healthy neighbourhoods. The plan sets out a comprehensive place-making approach for this significant part of London and the council is committed to working with the local residential and business community, landowners, developers and other public sector bodies to implement it.

## 2.2 Key diagram

2.2.1 Our vision for the area is expressed spatially on the key diagram (Figure 5). The key diagram is a graphical representation of the main elements of the vision, such as improvements to transport infrastructure and the revitalisation of the Old Kent Road as a high street.

**Figure 5: Key diagram**



### **3 Strategy**

#### **3.1 The role of the Old Kent Road**

- 3.1.1 The identity of the Old Kent Road and its wider contribution to London's life have been shaped over time and will continue to evolve. Over the next 20 years or so, the expansion of central London and its functions and the construction of the Bakerloo Line extension will drive growth and regeneration in the opportunity area.

#### **AAP 1: The Old Kent Road**

Recognising the Old Kent Road opportunity area's role and location, we are including it within an extension of London's central activities zone (CAZ). Development will be expected to strengthen its role in the CAZ through:

- Providing of a rich mix of land uses including residential, employment, retail, cultural, higher education and leisure.
- Bringing forward development which benefits the local residential and business communities while contributing to Southwark and London's need for homes and jobs.
- Reinforcing the role of the Old Kent Road as a high street.
- Supporting the function of the opportunity area in providing a diversity of spaces for office, light industrial, production and cultural activities.
- Improving the green infrastructure network as a resource for Southwark and London.
- Enhancing the area's character, sensitively incorporating heritage assets into high quality development of a scale and density which befits a central London location and improving public transport accessibility.
- Facilitating transport improvements including the Bakerloo Line extension and better links for people walking and cycling.
- Addressing the need to reduce carbon emissions, improve air quality and reduce the risk of flooding.

#### **Reasons**

- 3.1.2 Extending the boundary of London's central activities zone acknowledges that the opportunity area is becoming increasingly part of central London. The influence and role of the opportunity area are evident well beyond its boundaries and should be recognised and enhanced by development and regeneration opportunities.

#### **3.2 Quality affordable housing**

- 3.2.1 The opportunity area has huge potential to provide homes that Southwark and London need. A range of market, private rented and affordable homes with a mix of sizes will help meet local needs and also maintain mixed and diverse neighbourhoods. Residential neighbourhoods will feel like central London with high densities which benefit from improved public transport and proximity to local facilities including shops, workplaces and schools.

#### **AAP 2: New homes**

Development in the opportunity area will provide at least 20,000 new homes over the period 2015-2036.

### **Reasons**

- 3.2.2 The opportunity area will establish new residential and mixed use neighbourhoods which look and feel like central London. New homes will be serviced by high quality infrastructure including new public open space, improved public transport services, schools and health services.
- 3.2.3 Southwark's Strategic Housing Market Assessment identifies a local need to provide between 1,472 and 1,824 homes per year over the period up to 2031. This sits within a London-wide housing need for 49,000 new homes per year across the capital. New homes in the opportunity area will contribute towards meeting this need. To help create sustainable and mixed neighbourhoods, it is important that a mix of housing is provided. In accordance with the New Southwark Plan over 60% of homes will have two or more bedrooms and 20% will have 3 or more.

### **AAP 3: Affordable homes**

Development providing 10 or more new homes will provide a minimum of 35% affordable housing, subject to viability, in accordance with the New Southwark Plan.

### **Reasons**

- 3.2.4 Affordable housing is an essential ingredient of a balanced and sustainable community. Approximately half of our housing need is for new affordable homes. Building 20,000 new homes will significantly contribute towards meeting local affordable housing needs to enable local people on lower incomes to maintain valuable social support networks and undertake some of the essential, but often lower paid, employment which underpins the local and regional economy.
- 3.2.5 New development will provide 35% of homes as affordable housing in line with the New Southwark Plan. In addition to social rented housing, we will encourage a diverse range of intermediate housing products that meet a range of local affordability needs. This will include discounted market rent in addition to shared ownership and shared equity. Shared ownership is often unaffordable for lower middle income households who do not qualify for social housing (or affordable rent) and it is important that an element of the intermediate housing supply meets this need.

### **AAP 4: Private rented sector homes**

Provision of private rented accommodation in addition to conventional 'for sale' market homes will be encouraged in the core area. Flexibility in the mix of homes provided and in the nature and type of affordable housing provided may be justified where a development proposes covenanted private rented homes.

Figure 6: Core area



## Reasons

3.2.6 Private rented homes account for a growing proportion of market homes in Southwark. Between 2001 and 2011, the number of households who rented privately increased from 15,932 to 29,995 households. New homes built specifically for the rental market to be managed by a single professional landlord (known as 'build to rent') have the opportunity to meet part of the growing need with high quality, secure and well managed homes. Private rented homes also have the potential to accelerate housing delivery because they do not compete with nearby housing developments offering homes for sale.

- 3.2.7 Flexibility in the nature and type of affordable housing provision may be justified where a development proposes private rented homes where justified by the design, property management strategy or viability. For example, discounted market rent may be a more suitable affordable housing intermediate tenure than shared-ownership. Private rented homes meet a wide range of housing needs and are particularly suitable for younger adults without dependants who live alone or share. Private rented homes can also be suitable for older people who prefer not to be responsible for management and maintenance of their home. As such, requirements for a fixed proportion of family homes should be applied flexibly where there is a demonstrated market demand for an alternative housing mix.

#### **AAP 5: Optimising delivery of new homes**

Residential density in the core area should be in the range of 650-1,100 habitable rooms per hectare. Outside the core area, density should be in the range of 200-700 habitable rooms per hectare.

Densities which are higher than these ranges will only be permitted where proposals make an exceptional contribution to the regeneration of the opportunity area through:

- Providing an exemplary standard of design and on-site public realm of the highest quality.
- Contributing towards a significant improvement in transport capacity.
- Contributing towards the area's infrastructure needs.

#### **Reasons**

- 3.2.8 Over the next years we envisage that the Old Kent Road will become increasingly like central London. This will be reflected in the scale of development and in the mix of uses in the area. We have identified a core area in which central London densities are appropriate. This area is the main focus of development opportunities and has higher levels of public transport accessibility. The mix of land uses, with more commercial use and residential development which tends to be mainly flatted distinguishes it from surrounding neighbourhoods which are characterised by terraced housing and lower scale residential development.
- 3.2.9 In line with the New Southwark Plan, very high densities which exceed the ranges will need to provide an exemplary standard of design and public realm of the highest quality. To inform the AAP, we prepared a place-making study to test the capacity of the opportunity area and inform place-making principles which should guide development. In order to achieve densities at the higher end or above the ranges, the study demonstrated that some site assembly would be required. Developing at such densities relies on the ability to provide generous public realm, amenity space which exceeds minimum standards, good levels of sunlighting and daylighting and other characteristics which are needed to ensure development of an exemplary quality. In some parts of the core area, the fragmented nature of land ownership and the size and configuration of sites will constrain the potential to develop at the highest densities, without wider land assembly.

3.2.10 The Bakerloo Line extension will provide excellent public transport accessibility (the A2 corridor would have a public transport accessibility level of 5 or 6) bringing much of the opportunity area within a 10 minute walk of a tube station. However, the Bakerloo Line extension will open in 2030 at the earliest. Developments built in advance of the Bakerloo Line extension, particularly those at very high densities which exceed the ranges will need to make a significant contribution towards improving transport capacity in the interim period. Similarly, such developments will place an additional burden on infrastructure such as schools, health facilities and green spaces and will need to contribute towards this accordingly.

### **3.3 Revitalised neighbourhoods**

3.3.1 We will need to build new streets, neighbourhoods, public spaces and different types of buildings as part of the transformation of the Old Kent Road. The gaps along the high street will be repaired to revitalise the Old Kent Road as a high street. The layout of new neighbourhoods will allow opportunities for new homes and jobs alongside new walking and cycling routes that cross and better link the area to the rest of Southwark.

#### **AAP 6: Heritage**

Proposals should follow a heritage-led regeneration approach which:

- Sustains, enhances and better reveals the significance of heritage assets and their settings.
- Avoids harming buildings of architectural or historic interest, unless it can be demonstrated that the harm is necessary to achieve a range of public benefits which outweigh the harm, including securing an optimum alternative use for the building. In the event that demolition is considered to be justified, a detailed record of the building for future generations should be carried out.
- Retains buildings of townscape merit or ensures that the contribution which these buildings make to the townscape is preserved.

#### **Reasons**

3.3.2 The Old Kent Road has a history stretching back 2,000 years. The changes and events it has experienced, including its role as a medieval pilgrimage route, the coming of the railways and canal, the blitz, the growth of the motor car, the expansion of local authority housing and industry and the evolution of shopping habits have all left their mark on the character of the opportunity area. Some of these changes have been positive and some negative. The widening of the road and construction of the Bricklayers Arms flyover, for example, resulted in the destruction of a number of handsome public buildings and contributed to severing communities on either side of the road.

3.3.3 Some of the area's heritage is still very apparent. For example, as well as several listed buildings, there are many buildings which individually have architectural or historic merit and others which are of value due to their part in the composition of the

wider townscape. Other aspects, such as the railway sidings and Surrey Canal are less visible, but traces remain.

- 3.3.4 The character of the Old Kent Road has been shaped over time and it will continue to evolve. As it becomes more closely part of central London, it will take on new roles and the look and feel of the area will change. This will also create opportunities to stitch together old and new, incorporating the area's heritage assets into new development and enabling them to be appreciated better by improving their surroundings. It will also be possible to reveal parts of the area's history which have been lost, such as the former Surrey Canal route. A heritage-led regeneration approach will ensure that the story of the Old Kent Road remains strong and indeed can be understood more clearly.

#### **AAP 7: Streets and public spaces**

Proposals should create or reinforce a hierarchy of streets and public spaces, establishing the network of streets shown indicatively in Figure 7. New streets should aim to reinforce east-west routes through the opportunity area, reinforce routes which feed onto the Old Kent Road and deliver routes which run parallel to the Old Kent Road.

New streets and public spaces should:

- Provide high quality, safe and inclusive public realm.
- Integrate provision of green infrastructure.
- Ensure connection into the surrounding street network.
- Provide convenient, direct, and attractive links for people walking or cycling.
- Enhance the open space network through the introduction of new open and public spaces that act as a focus for activity and draw people through the area.
- Support the function of surrounding uses.

#### **AAP 8: Public realm strategy for the Old Kent Road**

Proposals should contribute towards the transformation of the Old Kent Road into a modern boulevard, with:

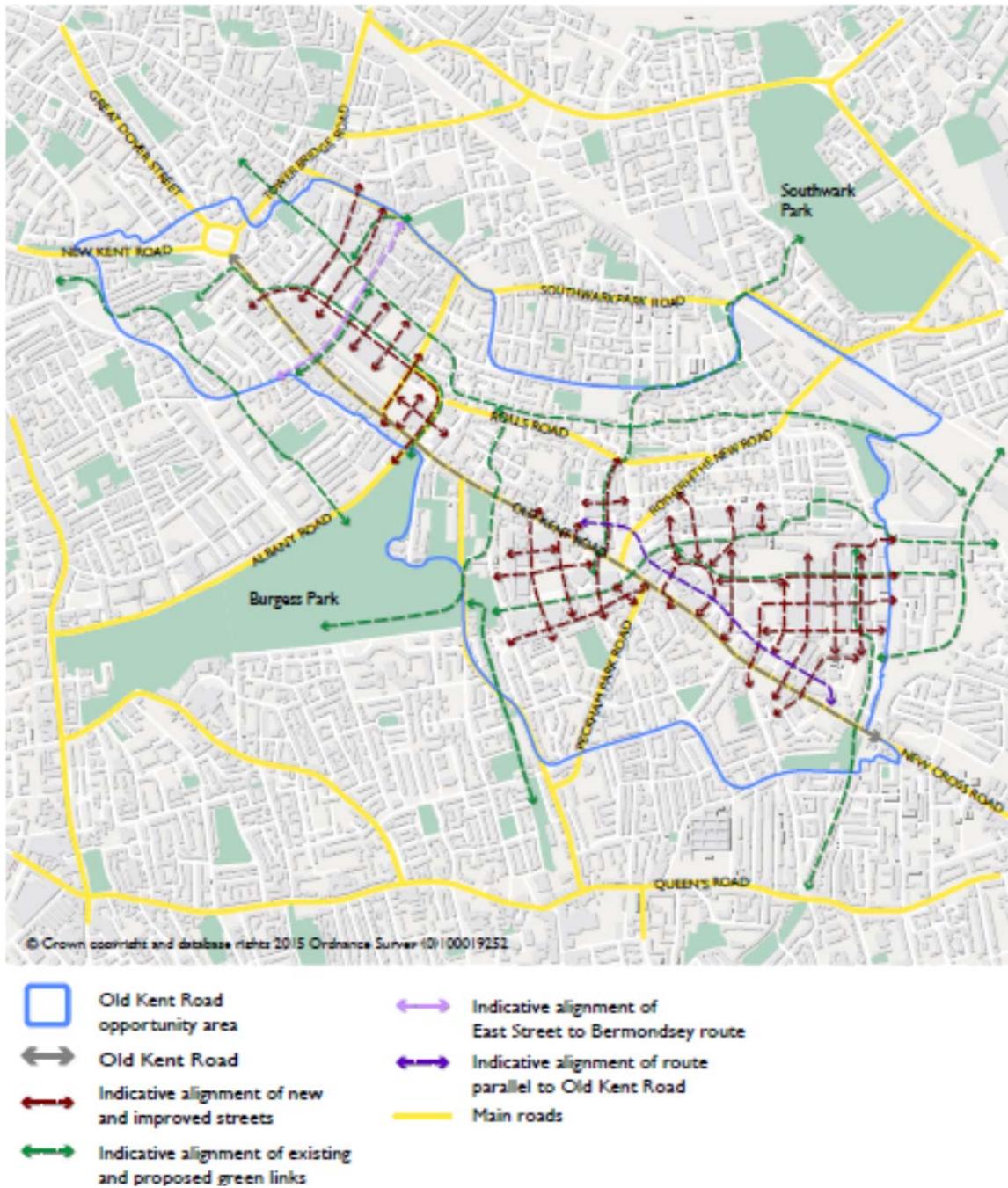
- Strong frontages on either side.
- Ground floor uses which generate activity.
- Sensitive incorporation of heritage assets.
- Improved public spaces which provide opportunities for events, quiet areas, children's play and other uses.
- An improved environment, particularly those walking and cycling, with better crossing facilities, improved wayfinding, and urban greening.

Key public realm improvements on the Old Kent Road set out below and shown on Figure 8:

- Well integrated transport interchange facilities within new public realm at tube stations.
- Bricklayers Arms: Reconfigure this busy junction, potentially removing the flyover, to enable the introduction of new street frontages, improved public realm and reduced severance caused by the current road layout.

- East Street: Improve pedestrian crossings and the shopping environment and take opportunities to extend East Street/Hendre Road through Mandela Way.
- Burgess Park: Reinforce the role of Burgess Park as a park for London by strengthening its presence on the Old Kent Road through improved road crossings and the opportunity for a new public space on the north side of the Old Kent Road.
- Glengall Road: Improve the park to give it a stronger presence on the Old Kent Road.
- Surrey Canal crossing: Improve crossings to facilitate the delivery of a green route on the alignment of the former Surrey Canal.
- Glengall Road to Ilderton Road: Improve pedestrian crossings and the shopping environment, provide new routes which feed onto the Old Kent road, strengthen street frontages through provision of uses which reinforce the high street character of the Old Kent Road.
- Brimington Park: Public realm improvements including strengthening the presence of Brimington Park on the Old Kent Road and activating or removing the podium around the Tustin estate.

Figure 7: Streets and routes



**Figure 8: Key public realm improvements on the Old Kent Road**



### Reasons

3.3.5 The core area contains large areas in which the historic street pattern has been lost. Reinforcing and in some cases reintroducing a strong street pattern lies at the heart of creating neighbourhoods which are easy to move around in and which can develop a character and sense of identity. A good street pattern will also be adaptable and resilient to change over time and will be able to accommodate buildings of different types and uses, whether residential, commercial, schools or others. Given that development in the opportunity area is likely to occur incrementally and over a long period it is important that early developments begin to establish a street pattern that later developments can then also respond to.

- 3.3.6 The public realm, particularly on the Old Kent Road itself is very poor and dominated by traffic. Transforming the character of the Old Kent Road is an essential part of our vision. The measures we have set out aim to change the character of key locations on the Old Kent Road, reinforcing its function as a high street, making it easier and safer to cross and integrating the open spaces which front on to it more effectively. These improvements are described in more detail in section 4.

### **AAP 9: Building blocks**

Proposals should:

- Ensure that the layout of new blocks have a fine grain, presenting a variety of interesting routes through development; people should find it easy to move around.
- Have an interesting and varied roofline.
- Incorporate frequent shifts in architectural design with a fine grain of buildings or frontages within blocks
- Contain frequent entrances on to the street.
- Use high quality, durable, robust and sustainable building materials that contribute to a sense of quality and create the impression that development is permanent and built to last.
- Minimise the visual impact of car parking through provision in basements where viable.

### **Reasons**

- 3.3.7 Much of the opportunity area is characterised by large buildings and sites which are impenetrable to pedestrians and cyclists and in many cases without character. Our aim is to create a resilient block structure which provides strong street frontages and which makes it easy to move around. Historically, perimeter blocks which provide street frontages and internal courtyards and gardens, have proved adaptable over time and can accommodate varying densities, tall buildings, as well as different uses. While the nature of blocks will need to respond to individual site conditions, smaller block sizes may constrain the potential to provide higher densities or tall buildings and further site assembly will be encouraged.

### **AAP 10: Building heights strategy**

#### **Prevailing building heights**

Prevailing building heights for new buildings in the core area will be between 5 and 8 storeys. Development should contain variations in height to add interest and variety to development, help signify places that are more important and to help them relate more effectively to the surrounding environment.

#### **Tall buildings (above 30m in height)**

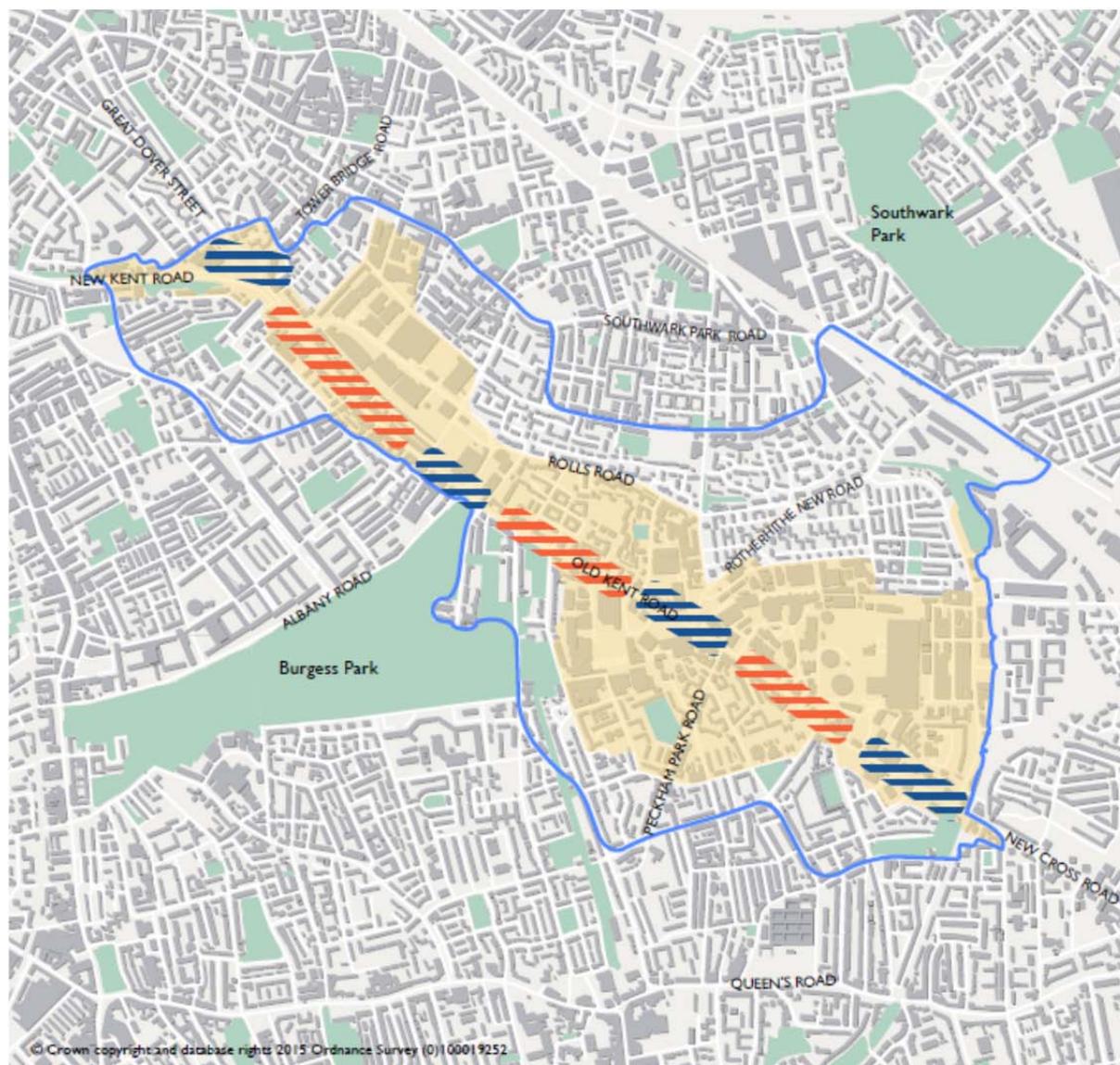
While prevailing heights will be between 5 and 8 storeys, tall buildings will also be appropriate in the core area. The location of tall buildings should help reinforce the hierarchy of streets and spaces. Public space should be provided at ground level which is proportionate to the height of the building. Proposals for tall buildings should demonstrate a considered relationship with other tall buildings and building heights in the immediate context

and contribute towards creating a coherent, legible and well articulated townscape. Cumulatively, tall buildings should not coalesce visually to form a single mass.

On the Old Kent Road frontages, building heights should contribute to creating a rhythm to the street, with tall buildings helping define the areas of transformation shown on Figure 9. These areas should be separated by building frontages which have generally consistent heights below 30m and which take into account the surrounding context

In addition, buildings which are significantly higher than the existing contextual height of tall buildings (around 20 storeys) must demonstrate that they contribute positively to London's skyline, when viewed locally and in wider views and that they make an exceptional contribution to the regeneration of the area.

**Figure 9: Tall buildings strategy**



-  Old Kent Road opportunity area
-  Core area
-  Old Kent Road areas of transformation
-  Old Kent Road frontages with generally consistent building heights

**Reasons**

3.3.8 Much of the core area is characterised by developments of one or two storeys. This includes retail parks which have an out-of-centre character, as well as the industrial and warehousing areas. Our vision is to transform the opportunity area over the next 20 years, made possible by public transport improvements, so that it looks and feels like central London. Developments which are predominately 5-8 storeys will have a

human scale which feel comfortable to be in. Tall buildings will also be appropriate and help create and mark areas of particular intensity.

- 3.3.9 Our strategy for the Old Kent Road itself is to use tall buildings to help emphasise important locations. The height and distribution of buildings in these areas will reflect the potential to create a new character while taking account of the surrounding context and proximity of existing neighbourhoods of lower scale. Between these locations, the use of more consistent heights which are below 30m will help reinforce a rhythm to heights along the street and avoid creating a linear corridor of tall buildings.
- 3.3.10 Away from the Old Kent Road there are large areas of developable land in which there is an opportunity to create a new character. Tall buildings will be appropriate in the core area where they help define the hierarchy of streets and provide high quality public realm. A real advantage of building high is that it enables more public realm to be provided at ground level. 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 at the base of the building does not appear cramped or unwelcoming. The base of tall buildings should be permeable and should contribute to the creation of streets, avoiding an appearance of extrusions from podia. The two new open spaces on Mandela Way and on the Gasworks/integrated waste management facility (IWMF) in particular have the potential to act as a focal point for tall buildings.
- 3.3.11 Careful consideration should be given to the relationship between tall buildings, ensuring that their distribution does not feel cramped and avoiding buildings coalescing in views. Care must also be taken to ensure that the scale of new development integrates successfully with surrounding neighbourhoods and avoids an overbearing impact on the lower scale of development which exists outside the core area. The testing undertaken in preparing the Old Kent Road place-making study suggested that site assembly would be needed in some parts of the core area to create sites which are large enough to integrate tall buildings satisfactorily into the townscape. The larger the site, the greater the potential to consider the relationship between tall buildings and the surrounding townscape and the greater the opportunity to provide the generous amount of public realm upon which tall buildings rely.
- 3.3.12 There are several clusters of tall buildings in the opportunity area, which have heights of around 20 storeys. Heights which are significantly taller than this existing context may also be appropriate, but must demonstrate an exceptional contribution to the regeneration of the area and be supported by excellent public transport accessibility. All proposals for tall buildings will be expected to comply with the criteria identified in NSP policy DM 12 (Tall buildings), including the need to sustain, enhance and better reveal the significance of heritage assets and their settings.

### **3.4 Strong local economy**

- 3.4.1 The Old Kent Road has distinctive characteristics as an industrial and creative area with a thriving existing business community. We recognise that the needs of

businesses are changing, and there is increasing demand for good quality new space in key areas which provide essential services for both the local and central London economy. Many of these businesses hold specialist skills and local employment. The Old Kent Road is an ideal place to support new development to support a strong local economy. Our 2015 employment study found that there were around 9,000 jobs in the opportunity area. Our aim is to increase this by 5,000 additional jobs within new mixed use neighbourhoods. We have identified employment clusters, each with specific roles and functions which will contribute towards this. Although restructuring will be required, nurturing the existing range of businesses is key to enhancing the area's existing vibrancy and building on its unique economy.

3.4.2 The Old Kent Road as a linear thoroughfare presents the opportunity to revitalise its role as a high street serving the local community. The new high street offer of mixed uses will benefit the people that live, work and visit Old Kent Road, enhancing and attracting different types of businesses that will thrive and prosper.

#### **AAP 11: Employment clusters**

We will support development within the employment clusters where:

- The proposal addresses the role and function of the designated employment clusters outlined in Table 1.
- The proposal will retain or increase the amount of employment floorspace (B class use or sui generis employment generating use).
- The proposal will generate employment and result in an increase in the number of jobs to be provided.
- Major developments which provide over 1,000 sqm employment floorspace deliver workspace managed by a specialist provider to support existing and new business start-ups and small and medium sized enterprises.
- Major developments which provide over 1,000 sqm employment floorspace include an element of low cost or affordable workspace.
- The proposal accommodates existing businesses on site or in the Old Kent Road area or provides a relocation strategy for businesses that may be displaced by development.
- The design and distribution of employment floorspace meets the needs of a range of users. Further guidance is set out in Appendix 2.

**Table 1**

Cluster	Function	Estimated capacity for employment (B class) jobs (gross)

Mandela Way	Employment mix led by office and managed workspace which benefits from the expansion of CAZ functions. The distribution of space should reinforce the emerging cluster. Employment generating uses in the cultural and educational sectors are also appropriate in this cluster. A major educational institution would benefit from being part of the development mix in this area.	At least 4,000 jobs
Hatcham Road	Provision of flexible, managed workspace which can be used for light industrial workspaces, artists studios, and business start-ups. Development should reinforce the growth of creative businesses.	At least 600 jobs
Latona Road		At least 600 jobs
Sandgate Street and St James's Road	Provision of flexible and managed workspace for light industrial units and workshops. An element of town centre office provision would also be appropriate. Employment generating uses in the leisure, entertainment, health, educational and retail sectors should supplement workspace in this location.	At least 800 jobs
South-east Bermondsey	Potential for intensification of employment space including industrial and warehousing uses. Arch space in rail viaduct to be brought back into use post completion of Thameslink.	At least 1,300 jobs

**Figure 10 : Employment clusters**



### Reasons

- 3.4.3 Over the past decade there has been a ripple effect from the expanding commercial activity of the South Bank and a growing presence of the Central Activities Zone (CAZ) to the northern part of Southwark. The Old Kent Road now finds itself as an important servicing location on the fringes of central London; the most important generator of economic activity in the country.
- 3.4.4 The demand for heavy industrial space and large warehousing is gradually declining with economic projections demonstrating a decline in employment in manufacturing

and wholesale sectors (GLA Economics 2013). In contrast to this decline, there is significant growth in the technical, professional and digital service economies. There is also growth in the bespoke, craft and artisan manufacturing industries which are present in the area.

- 3.4.5 This AAP provides the opportunity to set a policy framework which anticipates these changing requirements of business and working life and plans proactively for the future. Our strategy involves releasing land that is currently designated as preferred industrial location. Notwithstanding long term employment projections, the preferred industrial location accommodates many businesses across a huge range of sectors. Releasing land from the preferred industrial location designation is contingent on securing a range work workspaces in new development and other regenerational benefits such as affordable housing, which are outlined in the AAP.
- 3.4.6 It is anticipated the Old Kent Road could deliver an additional 5,000 jobs in a range of sectors. Table 1 gives an estimated gross capacity of jobs in each cluster which would relate to employment uses in Class B of the Use Classes Order 1987 or sui generis employment generating uses. The types of space required in fringe locations such as the Old Kent Road would differ from the high-specification office space that continues to significantly see increased demand in the north of the borough. Instead, purpose-designed light industrial premises, co-working office space and hybrid space would provide the new jobs in the area. Hybrid space would cater for sectors such as craftwork, printing or graphic design requiring space for making and creating as well as requiring an element of office functions. The Old Kent Road already hosts a number of creative industries as well as a growing community of artists' studios and gallery space.
- 3.4.7 At the present time over 65% of businesses in the Old Kent Road employ less than 10 people. All major development proposals will be encouraged to work with a registered workspace provider to manage specialist space for small and medium enterprises from start-up stages and supporting future growth. We are developing a workspace provider list which will provide more information on the format and business models of these opportunities.

*Affordable business space*

- 3.4.8 It is important to maintain business space that continues to be affordable for a wide range of users, including those displaced by regeneration elsewhere in the opportunity area or other local small and medium sized enterprises. Affordability differs depending on the specific requirements of each business and is not necessarily restricted to subsidised rents. Some examples of alternative low cost employment space would be the provision of lower specification space which would be more appropriate for certain sectors and by utilising space in railway arches. Affordable space could also be made available by the provision of units suitable for co-working and encouraging joint functions such as reception services. In major schemes providing over 1,000 sqm of employment floorspace, affordable workspace space will be required as part of a planning obligation. This could include a clause to maintain rents which are comparable with existing rents by area or by sector, a percentage discount in rents for a preliminary period, requirements for full fit-out of

units or flexible contracts (including flexible terms of lease and break clauses) depending on specific scheme requirements.

*Business retention and relocation*

- 3.4.9 In the Old Kent Road there are over 9,500 jobs in a wide range of businesses. The business community is strong and provides key services to the central London economy. The nature of the space businesses require in the future will change, and already there are some external factors such as rising land values and lack of appropriate vehicular access limiting the types of businesses that can continue to thrive in central London.
- 3.4.10 However many businesses will continue to thrive and will adopt changing and more flexible working practices and requirements for space. New development needs to take account of these changes to help to retain the special characteristics of the Old Kent Road as a creative and productive part of London and maintain the successful business community. In the cases where relocation would be required, railway arches and retained industrial areas should be utilised, particularly in relation to temporary displacement through redevelopment.

*Skills*

- 3.4.11 Many new jobs and training opportunities will be generated in the opportunity area, both during the construction phases and in completed developments. It is important that new jobs and training opportunities are targeted towards local people, in line with the approach established in the New Southwark Plan.

**AAP 12: High streets**

Development should support the revival of the Old Kent Road as a high street. For sites fronting and connecting onto the Old Kent Road an appropriate mix of uses should be provided, such as shops, cafes and restaurants, community uses, leisure uses, cultural uses, business use, residential use and other uses which help strengthen its role as a high street.

Provision of retail uses (Class A uses) will be supported in other locations where it serves to meet the need of the local population.

**Reasons**

- 3.4.12 Revitalising the Old Kent Road as a high street is the core part of our vision for the opportunity area. This will build on its existing strengths, particularly at the northern end which already functions as a high street and breathe new life into the southern end. It also reflects its historical importance as a high street which was once a destination with shops, civic amenities, cinemas and entertainment venues.
- 3.4.13 A vibrant mix of uses will bring life to the Old Kent Road at different times of the day and naturally meet the needs of a growing population. Over time we expect retail provision on the Old Kent Road to evolve with “big box” retail sheds being replaced by high street type stores.

3.4.14 We will designate the entire opportunity area as a district town centre in Southwark's hierarchy of centres and anticipate that it will serve a local catchment of existing and future residents and workers. While the designation of the town centre is wide, it is important that new shops and town centre facilities reinforce the role of the Old Kent Road and do not divert trade away from it. New Southwark Plan policy DM 27 requires re-provision of retail use in town centres. Any loss of space will need to be justified by factors such as the role and function of the centre and the aspiration to reinforce the Old Kent Road as a high street, likely demand and a need to minimise car parking.

### **3.5 Well-being: The Best start in life and healthy and active lifestyles**

3.5.1 We want to ensure that young people in the opportunity area are given the best start in life, with a nurturing environment and opportunities to fulfil their potential. This will be supported by the provision of, early years care, schools and spaces to play. The attraction of a university or cultural institution to the area would greatly increase the range of local educational and career options. We also want to improve the health and wellbeing for local residents throughout their whole lives. New health services will be provided and further opportunities to participate in arts, culture and leisure to help address the root causes of poor health and wellbeing. Policies in other sections of this AAP will further help meet these aims by securing open spaces, reducing car dependency, providing places to meet on the revitalised high street and opportunities for active travel for all enabling healthy lifestyles.

#### **AAP 13: Social infrastructure**

Proposals should provide the following facilities to support the increased population:

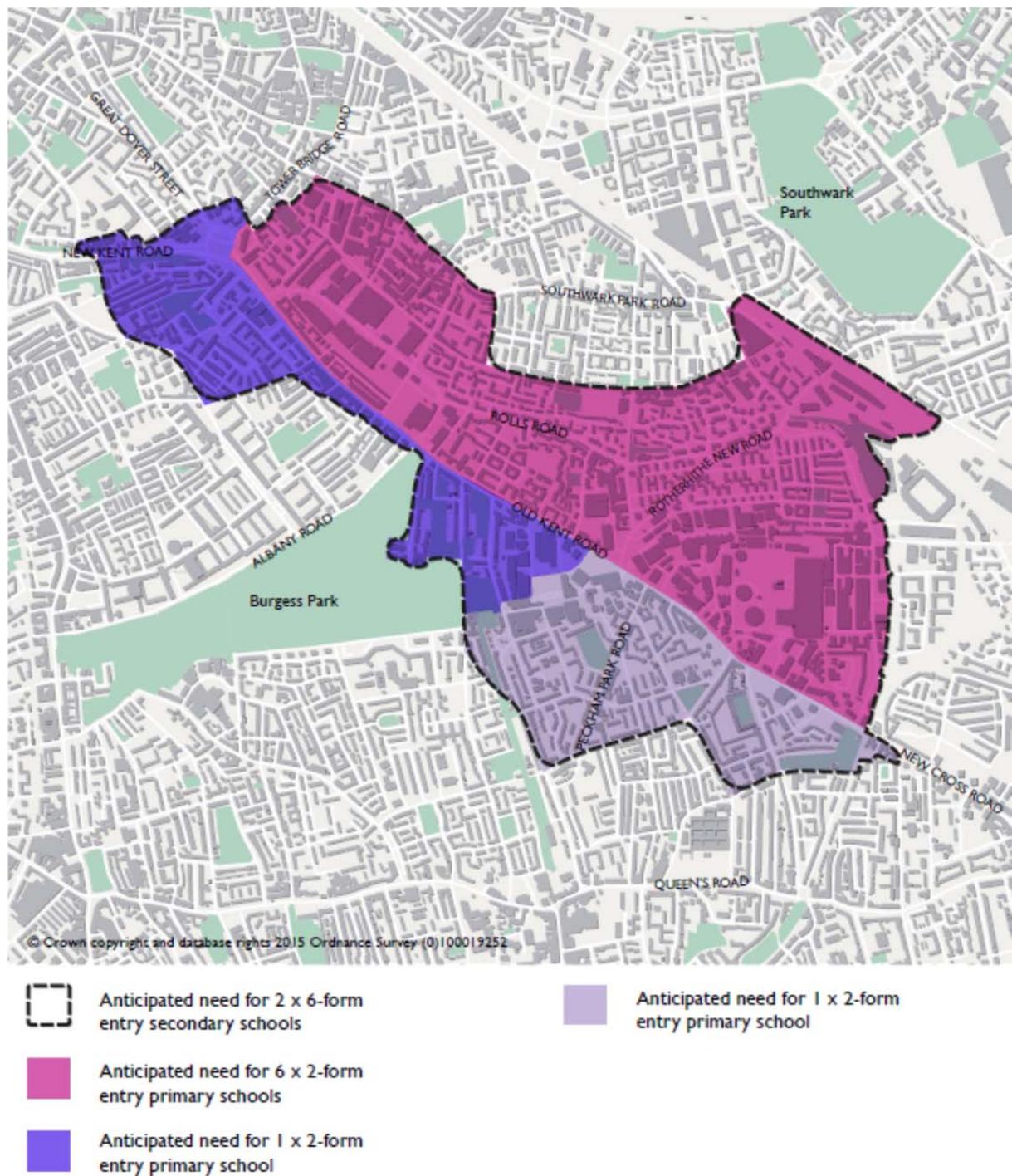
- New primary and secondary schools
  - All schools should provide shared facilities for use by the wider community outside of core hours
- Pre-school facilities
- Health facilities
- Play space for children and young people, comprising
  - Doorstep and local play facilities must be incorporated into new residential sites.
  - Off site neighbourhood and youth play facilities within areas shown on Figure 12.

Developers will be expected to demonstrate a collaborative approach to working with Southwark Council and surrounding developers to ensure that facilities are provided in time to meet needs. In assessing the potential to provide social infrastructure on development sites we will take into account:

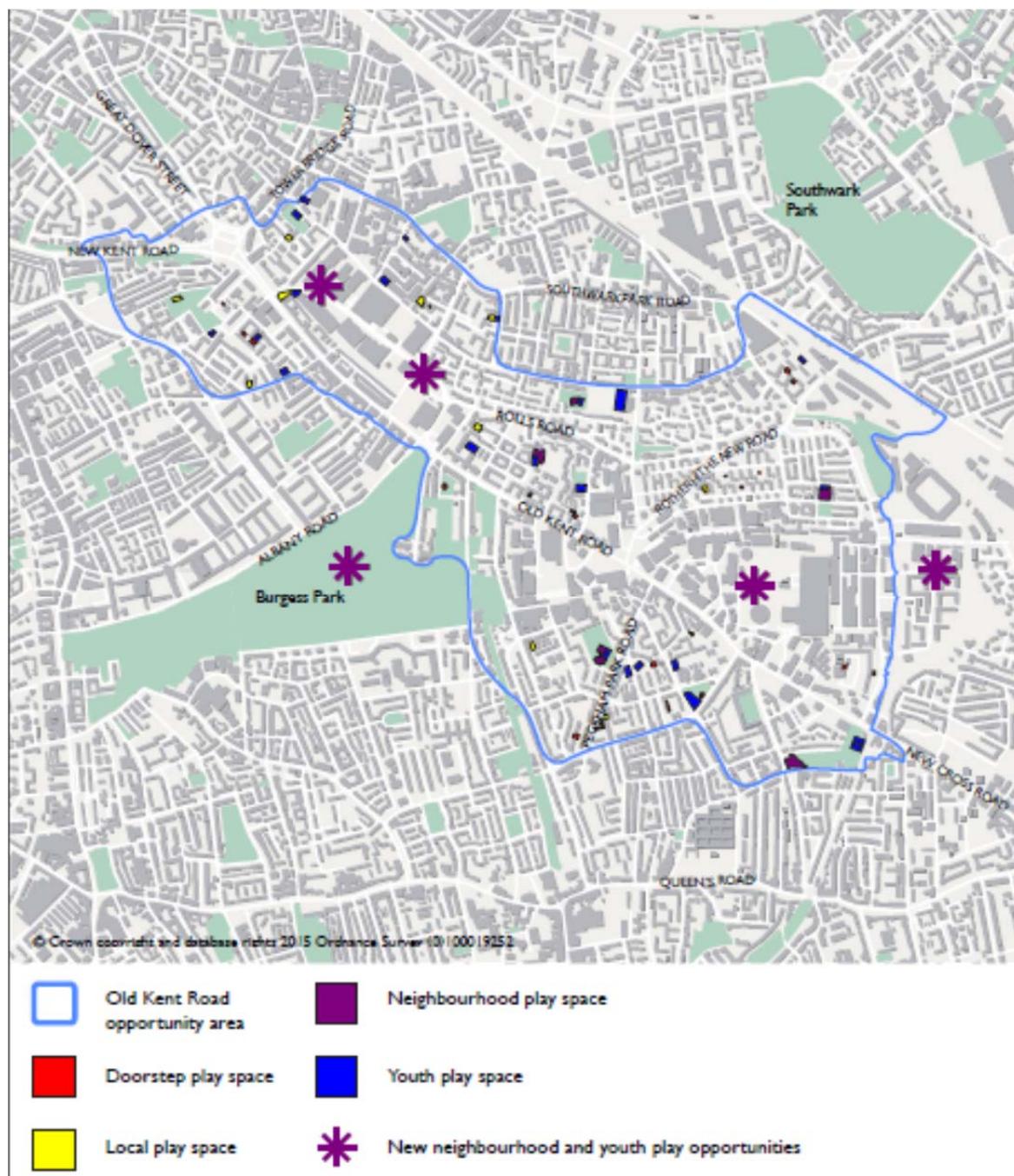
- The timing of the development and development on surrounding sites
- The need for social infrastructure
- The capacity of the site or nearby sites to accommodate infrastructure
- The location of the site relative to need
- The intensity of development on the site and surrounding sites
- The viability of development

- Interest from providers
- Availability of funding from other sources

Figure 11: Indicative locations of new schools



**Figure 12: Children’s play facilities**



### Reasons

3.5.2 Growth in homes in the area will increase by the population by as many as 40,000 new people. It will be essential that new supporting infrastructure is provided to support this level of growth. Where possible, we will support co-location of facilities in accessible locations so that different services can complement one another. A civic presence in the middle or south part of the Old Kent Road would contribute to our aspiration to revitalise the Old Kent Road as a high street. Given the proximity of

the borough boundary, it will be important to coordinate infrastructure provision and delivery with Lewisham Council.

- 3.5.3 There are very few GP services in the southern part of the opportunity area, and therefore this population would need new primary care services which, depending on the model of care provided, might require the equivalent of 16-18 GPs, with associated nursing and support staff. NHS Southwark Clinical Commissioning Group (CCG) is working with partner organisations on an integrated model of health care that maximises the care that can take place outside hospital. Their model consists of a number of 'community hubs' which can offer a wider range of facilities. Other services which might be provided from a community hub serving the wider north-east of the borough would be: a wide range of health support for people with long term conditions (e.g. diabetes, heart or lung disease, neurological conditions and stroke), out-patient services where these can safely and efficiently provided outside hospital, some diagnostic services – blood tests, ECGs etc., routine children's services and some direct treatment services, such as physiotherapy.
- 3.5.4 The community hub should be delivered soon after 2020 on the Old Kent Road, located to maximise public transport access. A second, smaller, facility may be needed in the north of the opportunity area after 2025, although the CCG would in the first instance review the scope for improving and extending existing facilities, and the utilisation of the new Aylesbury Health Centre. We will work with NHS Southwark CCG as they work up detailed delivery strategies. New facilities offer the opportunity to design modern services from scratch integrating health and social care, and potentially other public services such as welfare, education and affordable housing. We will support co-location of facilities in accessible locations so that different services can complement one another.
- 3.5.5 The libraries in and around the opportunity area at Peckham, Canada Water, The Blue, New Cross and the new library planned for Thurlow Street provide good coverage in meeting current needs. As part of any medium term review of library provision across the borough, linked to population growth and change, we would keep the need for a new or relocated library into this area under review.
- 3.5.6 Population estimates for the opportunity area suggest the need to provide 30 new primary school classes and 18 new secondary school classes by 2025 and a further 43 secondary school classes and 74 primary school classes by 2036 (see appendix 3). Figure 11 shows indicative locations for new schools to provide these pupil places, assuming the primary schools have 2 forms of entry and secondary schools have 6 forms of entry. These locations may vary depending on the rate at which development occurs and the potential to provide new schools outside the opportunity area. Aside from housing estates, the public sector owns very little land in the opportunity area. Facilities such as schools will therefore need to be provided on sites which are in private ownership. Southwark will keep the need for new school places under review and work with developers, the Education Funding Authority (EFA) and education providers to ensure that schools are delivered on time to meet needs.

- 3.5.7 There is an estimated need to provide 300 additional pre-school places. This service is primarily provided by private nurseries in the area and it is expected that this will continue. Such commercial early years facilities will be included within new mixed use development. There may also be opportunities to provide space for early years care facilities alongside new public services.
- 3.5.8 Development will contribute to meeting the London standard of 10 sqm per child across the opportunity area. There is an overall estimated need for 65,000 sqm of new playable space. Different types of play spaces accessible to different age groups will be needed:
- Doorstep play for 0-5 year olds in close proximity to homes
  - Local play for 0-11 year olds in close proximity to homes
  - Neighbourhood play for 6-12 year olds serving a wider area
  - Youth play for 12-18 year olds serving a wider area
- 3.5.9 Areas where youth and neighbourhood facilities should be provided to improve access are shown on Figure 13. The accessibility of spaces has been modelled to ensure that different age groups will live within an acceptable walking distance of existing or proposed facilities. There is potential to improve the existing play offer in spaces such as Brimmington Park and Leyton Square. In addition the area will benefit from the nearby delivery of new large scale centres for play at Burgess Park and within the New Bermondsey Housing Zone proposals over the borough boundary in Lewisham.
- 3.5.10 There are also many other groups which use community space in the area, including the area's many faith groups, civic groups, sports teams and tenants and residents' associations. This makes it important that new public buildings, such as schools, are designed as far as possible to allow wider community use outside core hours.

#### **AAP 14: Student housing**

Proposals for new student housing developments will be supported where they form part of mixed use schemes. Large student housing developments in the core area will be supported, provided that the development:

- Is part of a campus development which also provides a significant amount of teaching and/or research facilities and supporting infrastructure.
- Is part of a mixed and inclusive community.
- Includes a range of student housing types such as cluster flats, studio flats and accommodation for couples, families and, staff.
- Is accompanied by a satisfactory student management plan.

#### **Reasons**

- 3.2.11 In line with the New Southwark Plan, we recognise the need for student accommodation in London and Southwark. The core area in the Old Kent Road is a

suitable location for new student housing due to its proximity to public transport services and town centre uses. The majority of student housing developments in Southwark have less than 300 bedspaces and all the larger developments are either in the CAZ and/or close to campuses, where they can benefit from a direct access to university facilities and a range of supporting infrastructure.

- 3.2.12 In order to maximise their regeneration potential and to avoid creating an area which is dominated by student housing, student housing developments which are larger than 300 bedrooms will be expected to be provided as part of a campus development which also provides a range of higher education facilities which contribute to the town centre and help deliver the AAP vision. This will ensure that any new student housing development will contribute to diversifying the town centre and help deliver the AAP vision.
- 3.2.13 In accordance with the New Southwark Plan, student housing developments should not prejudice the supply of land for general needs homes or harm the amenities of surrounding residents and occupiers. They should also be part of a neighbourhood which has a mix of housing types which includes general needs housing and should contribute to increasing the range of housing choices available, including affordable housing and affordable student housing,. In order to manage the impact of student housing development we will require schemes to have an approved student management plan in place. This will ensure than any issues of amenity and impacts on neighbouring uses can be carefully managed.

#### **AAP 15: Arts, culture and leisure**

We will support proposals for:

- New arts and culture uses
- New leisure uses, including opportunities for commercial leisure such as cinema
- Indoor and outdoor sports facilities
- Higher education facilities

Development proposals for arts and culture uses should demonstrate that the viability for providers has been considered. Further guidance is provided in Appendix 2.



- 3.5.13 Universities and other higher education providers can also play a strong role in reinforcing the mix of cultural activity. With available land and improved connectivity that the Bakerloo Line extension would bring, there is a good opportunity to attract a higher education or significant cultural institution to the opportunity area. As well as providing this regional scale employment, a new university campus would bring a wider choice of locally accessible courses, extracurricular experience and job opportunities for young people and adults.
- 3.5.14 Population growth will create demand for new indoor sports and leisure facilities, including swimming pool space and sports halls. The new Castle Leisure Centre at Elephant and Castle and proposed new leisure centre at Canada Water will go some way to meeting this need. There are also plans for an indoor community sports centre in phase 2 of the New Bermondsey Housing Zone proposals on Surrey Canal Road, which will be well located to meet the needs of people living and working in the centre and south of the opportunity area. There are opportunities to meet any further shortfall through provision of sports facilities in schools. The need for any further local authority provision, particularly in later phases of the plan period, will be kept under review.
- 3.5.15 With regard to outdoor sports facilities, in addition to opportunities for enhanced provision in new and existing open spaces in the opportunity area, there is potential for significant improvements to be made to playing pitches and tennis courts as part of a future phase of the Burgess Park masterplan.

### **3.6 Getting around**

- 3.6.1 Regenerating the opportunity area will require significant improvements in transport infrastructure. Public transport infrastructure is far less developed than in other parts of central London and is heavily reliant on the bus network. The Bakerloo Line extension will transform the accessibility of the area, stimulating growth in homes and jobs and benefiting existing residents and businesses. While the area is already well served by buses, additional capacity and infrastructure will also be needed to help accommodate demand. Underpinning growth enabling and promoting walking and cycling will be an essential part of mitigating the impacts of growth on the transport network, improving the sense of place in the opportunity area, encouraging healthy lifestyles and tackling pollution and climate change.
- 3.6.2 The majority of existing morning peak trips in the opportunity area are made by buses (approximately 48%) and by walking and cycling (approximately 35%). Travel by private vehicle, motorcycle and HGV accounts for approximately 17% of journeys. It is estimated that there will be approximately 20,000 extra public transport trips generated if a high level of growth is achieved in the opportunity area. Access to public transport and the ability to carry out walking and cycling journeys safely and conveniently will be vital to ensure that this demand is not displaced towards the private car.
- 3.6.3 There are also good opportunities before the Bakerloo Line extension is delivered to take advantage of the proximity to existing rail links by improving connectivity for

walking and cycling trips to these hubs, for example at South Bermondsey, New Cross and Peckham.

### AAP 16: Bakerloo line extension

Proposals should facilitate the extension of the Bakerloo line. They will be expected to improve and provide access to the proposed Bakerloo line extension stations and facilitate their role as transport interchanges.

Underground stations will be located on the Old Kent Road and should be designed to ensure they can support over-site development.

**Figure 14: Potential station locations**



### Reasons

- 3.6.4 In line with the New Southwark Plan, permission will be granted for development that supports the Bakerloo Line extension. This could include the planned tunnels, stations, supporting infrastructure, such as ventilation shafts, and construction requirements, such as temporary worksites. There will also be a requirement to make appropriate street level provision for interchange with other modes.
- 3.6.5 Development proposals should ensure that access for all, especially bus, cycling and walking, to and from new underground stations is supported by their design. This will include considerations around way-finding, visibility, reducing severance, facilitating step-free access, pedestrian and cycle links, access to bus stops and cycle parking external to the stations. Developers should work with TfL, the promoter and designer of the extension scheme as part of any planning application process for development which could affect potential temporary and permanent infrastructure and site needs and on sites adjoining or close to the new stations.
- 3.6.6 Station locations are shown indicatively on Figure 14. These may change and will be subject to further feasibility work. The tunnel alignment and precise station locations will be safeguarded in due course.

#### **AAP 17: Surface public transport**

Proposals should facilitate other public transport improvements including bus infrastructure, and interchange between rail and buses and will be required to mitigate their impact by contributing to a range of surface transport improvements to accommodate growth before the completion of the Bakerloo Line extension.

#### **Reasons**

- 3.6.7 As well as the Bakerloo Line extension, additional public transport improvements will be needed to support the level of development expected in the area. Improvements in bus capacity and quality of bus journeys will be a key focus as growth develops in the opportunity area. Buses are currently the dominant mode of transport on the Old Kent Road. It is estimated that demand for bus services will increase by approximately 20% before the Bakerloo Line extension is delivered. Until the Bakerloo Line extension is delivered, a high-quality bus network will remain vital in maintaining and improving the public transport accessibility level of the opportunity area.
- 3.6.8 Provision for buses may include revising the range of destinations served (such as providing new or additional services to address overcrowding) and associated infrastructure (such as junction capacity improvements, pedestrian and cycle access, stops, stands and passenger and driver facilities). Developers may be required to participate in co-ordination groups to proactively develop integrated mitigation measures during development of the opportunity area.
- 3.6.9 Investigation into the potential for a new station on the Overground rail network on Old Kent Road is ongoing. This would increase the range of public transport destinations on offer in the opportunity area.
- 3.6.10 Development proposals should maximise their access by public transport and consider routes from sites to public transport hubs. This could include improvements

to wayfinding, for example by funding Legible London signs, the quality and legibility of pedestrian and cycle routes, and opening up new routes through or to sites to minimise walking and cycling distances.

- 3.6.11 In line with the New Southwark Plan, major developments will need to provide transport assessments which consider impacts on the capacity and operation of public transport services. Where developments place pressure on existing bus services or require new or different services, we will expect to secure appropriate mitigation together with site specific infrastructure needs through Section 106 planning obligations.
- 3.6.12 There are a number of existing transport-related land uses in the opportunity area, for example the Mandela Way bus and 'Dial-a-ride' depots. Consistent with AAP policy 11, proposals involving these will need to consider the way in which impacts can be mitigated through relocation to a suitable alternative site, re-provision etc.

### **AAP 18: Walking and cycling**

Proposals should facilitate the provision of pedestrian and cycle access which is convenient, safe and direct, which connect into the wider network and which maximise opportunities for interchange with other public transport modes.

In the case of cycling, proposals should provide high quality access between development sites, the local road network, quietway type routes and the Old Kent Road and where there are opportunities fill in gaps in existing provision. On the Old Kent Road itself, proposals should maximise protection for cyclists, particularly at key junctions.

Proposals should facilitate the extension of the cycle hire scheme in the opportunity area, including providing land for docking stations in appropriate locations.

### **Reasons**

- 3.6.13 Creating an environment which is comfortable and safe for people walking and cycling is an essential ingredient of our vision for the opportunity area. It is critical that as many new trips and "last mile" trips as possible are walked or cycled as this will contribute significantly to mitigating the impacts of growth. Better access to interchange destinations will maximise opportunities for end-to-end public transport usage. Other benefits will include improving air quality, encouraging healthy lifestyles and reducing carbon emissions.
- 3.6.14 Improvements to the cycling environment on the Old Kent Road are a key part of the overall regeneration of the opportunity area and we aim to maximise protection for people cycling. There are a number of existing and planned quietway routes and cycle super highways in and close to the area and developments will be expected to facilitate links to these, in line with our cycling strategy and the New Southwark Plan.
- 3.6.15 Both long and short stay cycle parking and provision of locks, showers etc. must be provided in accordance with New Southwark Plan and the design of cycle parking and routes for and within developments should take the London Cycle Design Standards into account.

- 3.6.16 We are aiming to extend the cycle hire scheme to the opportunity area. In advance of this, land will be needed within new developments, and where there is a need for development to mitigate its impact through further reinforcing cycle infrastructure, through Section 106 planning obligations to enable delivery.

### **AAP 19: Highways**

Proposals should:

- Demonstrate that any highway impacts can be mitigated and that they respect the strategic movement function of Old Kent Road.
- Cohesively balance the requirement to mitigate transport impacts with the need to enhance the Old Kent Road as a place with character and identity.
- Provide land for highway improvements including that for buses, cyclists and/or pedestrians and for public realm improvements, where required.

### **Reasons**

- 3.6.17 The Old Kent Road can become very congested at peak hours, and traffic modelling suggests that without intervention this congestion will become worse with the levels of development anticipated in the area. Congestion on the Old Kent Road has knock on effects on local roads, as well as on air quality and the public realm.
- 3.6.18 To help address the situation on Old Kent Road, we are seeking car free and low car development and encouraging use of public transport and walking and cycling by the improvements set out elsewhere in this plan. The management and minimisation of freight movements serving sites in the area will also be crucial. Specific highway improvement schemes along the Old Kent Road are being developed. Developments will be expected to contribute to these where appropriate and through preparation of a transport assessment to show that any highway impacts caused by proposals can be managed and mitigated.

### **AAP 20: Servicing and freight**

Servicing should off-street wherever feasible. Developments that are likely to generate a significant number of service vehicle trips and/or which require on street provision will need to be supported by a Delivery and Servicing Plan. Proposals that involve site clearance and demolishing and rebuilding of structures will be expected to submit a Construction Logistics Plan as part of an application, setting out the principles such as routing and access that will be applied during these works

Both plans should look at ways of minimising the impact of servicing, through retiming and reducing the number of deliveries. This could include innovative solutions such as freight consolidation and other methods to reduce the 'last mile' impact of servicing.

### **Reasons**

- 3.6.19 Given our approach to minimise car parking wherever possible, it is likely that much of the highway impact from development in the opportunity area will come from freight traffic. Where off-street servicing is not possible, for example due to restrictions on plot size or access, this will need to be demonstrated through a

transport assessment, as will discounting other options such as sharing an existing off-street service area, before on-street servicing is accepted.

- 3.6.20 To help ensure that schemes can be built without impacting on current residents, businesses and other occupiers of the area and road users, construction logistics plans will be secured on all consents with significant construction impacts. We will look to monitor the impacts of construction once this starts.

### **AAP 21: Car parking**

Car parking provision should be minimised and should not exceed the following maximum levels:

- Residential development in areas with a PTAL of 5 or 6 (very good or excellent access to public transport) should be car free. In areas with lower PTALs, car parking could be provided at up to 0.3 spaces per unit, taking account of public transport facilities and the nature of the proposals. Car parking should generally be prioritised for larger, family sized residential units as well as to Blue Badge holders and should be managed rather than allocated or sold with a specific unit.
- Non residential development should be car free, with the exception of justified operational and blue badge parking. If there are any circumstances in which non-residential car parking is provided, it should be publically accessible and managed to ensure it is used efficiently throughout the day and evening.

Car club provision should be provided where appropriate, with funding for provision and initial membership through Section 106 planning obligations.

A car parking management plan will be required. Where necessary, developers should pay for the implementation or alteration of a Controlled Parking Zone to mitigate the potential impact of their scheme, through Section 106 planning obligations. Residents of new developments will be exempted from being able to secure CPZ permits.

Appropriate car parking provision should also be made for Blue Badge holders.

### **Reasons**

- 3.6.21 To ensure successful regeneration it is imperative that additional vehicle trips arising from development are minimised and that the benefits of new and improved public transport facilities proposed to serve the opportunity area are fully utilised. Through ensuring that car parking is restricted to only those developments and users where it is absolutely necessary residents and visitors will be encouraged to walk, cycle and use public transport. It will also reduce the amount of land required for car parking that could otherwise be used for development or public space and the costs and impacts of provision within basements or elsewhere in a development.
- 3.6.22 As well as ensuring that on site parking provision is minimised, we will also need to ensure that this parking is properly managed, that the scheme is designed and managed to ensure that there no informal parking and that overspill parking does not occur on surrounding streets. A car parking management plan will be required and developers will be expected to enter into legal agreements restricting the rights of occupiers to apply for parking permits in Controlled Parking Zones (CPZs)

surrounding the site. Where no CPZs currently exist, we will look to introduce these over the life of the AAP. Car club provision allows access to a vehicle when required, without the need for car ownership.

3.6.23 In addition to the standards set out above, developments will be expected to meet relevant London Plan standards with respect to electric vehicle charging points.

### **3.7 Cleaner, greener, safer**

3.7.1 The regeneration of the Old Kent Road will prioritise the development of a high quality environment that makes lifestyles with low environmental impacts safe, convenient and attractive and creates opportunities for contact with nature. The scale of development proposed creates important opportunities to transform the area and introduce significant new infrastructure to support development. This will include enhancements to the area's 'green infrastructure' -; implementation of measures to better manage water and reduce surface water flood risk; decentralised energy networks to supply low carbon heat and power to local homes and businesses; and measure to mitigate potential impacts on air quality to support healthy living.

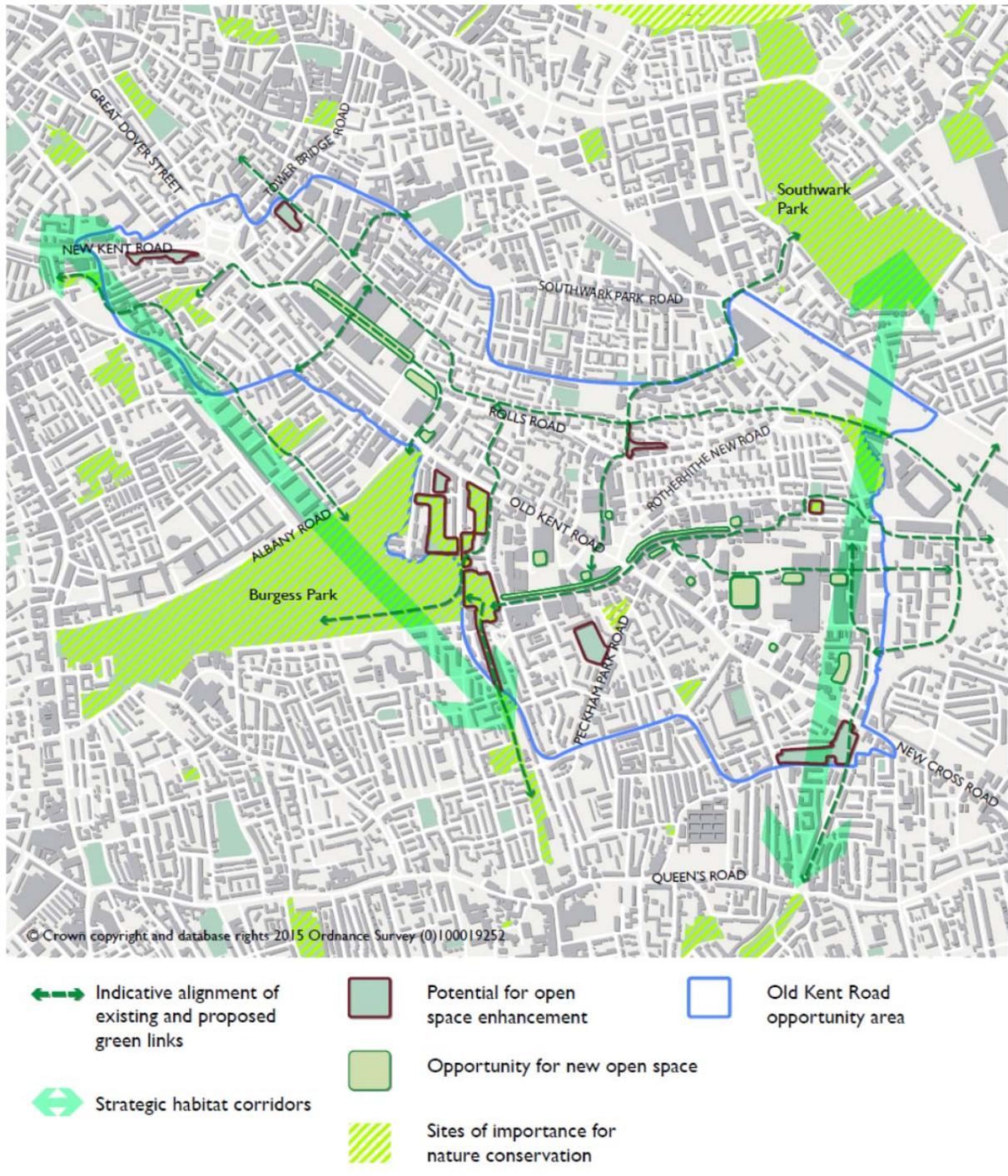
#### **AAP 22: Green infrastructure**

Proposals should help deliver the network of spaces and links shown on Figure 15 and including:

- A new park on Mandela Way.
- A green route along the alignment of the former Surrey Canal.
- A new park on the site of the gasworks or in the longer term the site of the integrated waste management facility.
- Improvements to existing parks including Brimmington Park and Burgess Park
- Provision of green infrastructure in the public realm and on-site.

New or improved open spaces should provide for a range of uses including informal recreation, cultural events, sports, nature conservation and cycling and walking.

**Figure 15: Green infrastructure strategy**



**Reasons**

3.7.2 Our strategy is to provide an enhanced green infrastructure network including trees, planted landscaping, green surfaces on buildings, parks of different sizes, amenity space and space with new homes for community food growing. New mixed use neighbourhoods will take on a more dense urban character so it will be important to maximise the provision of street trees and alternative green surfaces on roofs and walls. Green links will provide quieter routes for pedestrians and cyclists to move

across the opportunity area to Central London, Bermondsey, Rotherhithe, Lewisham, Peckham or Walworth.

- 3.7.3 Strong support has been shown through the Old Kent Road Community Forum by local residents and businesses for new parks, including the extension of a green route along the route of the old Surrey Canal, green links and improvements to existing spaces. Popular activities include sports, play and events as well as growing food and escaping from the noise and activity of the urban environment. Aesthetically pleasing, quiet and natural spaces are desired as well as specialised places for pastimes and events.
- 3.7.4 The proposals in Figure 15 will also help deliver the Southwark Open Space Strategy (2013), which proposes the provision of parks, habitat creation on existing open spaces and improved access to Burgess Park, Southwark Park and the Thames Path. The strategy evidence base has helped identify existing open spaces for enhancement. Upwards of 7.75 ha of new publically accessible open space (including on-site green infrastructure) may be required to serve estimated population growth and improve on the existing provision levels in the area.
- 3.7.5 Ecological surveys indicate that the opportunity area includes areas of natural deficiency and should be enhanced for biodiversity. The area has the potential to support part of a key wildlife corridor between Herne Hill and Canada Water and Peckham and Elephant and Castle. The area will benefit from protection and any enhancement of a core habitat area at Burgess Park.

#### **AAP 23: Flood risk and sustainable urban drainage systems**

Applications for major developments creating new floorspace should demonstrate that Sustainable Urban Drainage Systems (SUDS) have been incorporated and meet the following design standards:

- Quantity: schemes should be designed to reduce flows to a 'greenfield rate' of run-off (5 litres/ second/ hectare), where feasible. Where it is demonstrated that a greenfield run-off rate is not feasible, runoff rates should be minimised as far as possible.
- Quality: the design should follow the SUDS 'management train', maximising source control and seeking to provide the relevant number of 'treatment stages'.
- Amenity and biodiversity: the design should maximise amenity and biodiversity benefits, while ensuring flow and volumes of run-off entering open space are predictable and water at the surface is clean and safe. Schemes should maximise areas of landscaping and/or other permeable surfaces to support this.

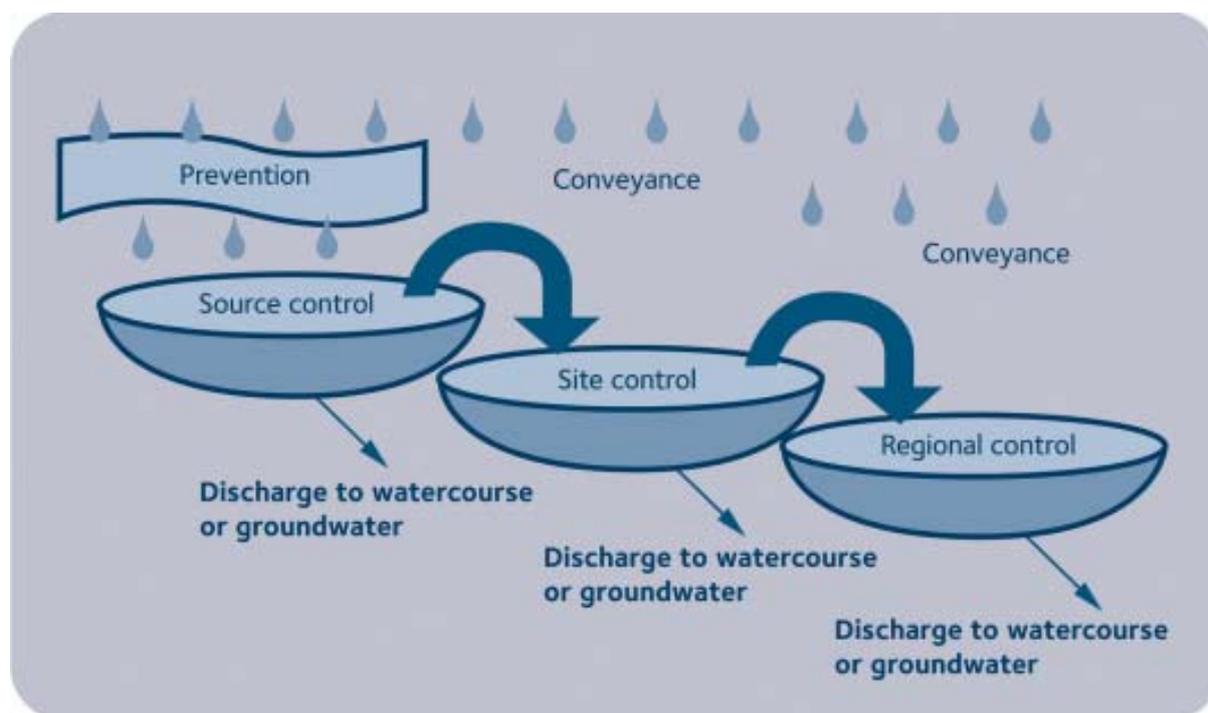
Applications for major developments creating new floorspace should also evaluate the feasibility of providing greywater reuse systems to supply non-potable water demand.

Developers will be expected to demonstrate a collaborative approach to working with Southwark Council and surrounding developers to design, implement and manage offsite surface water and greywater management measures that address surface and waste-water disposal capacity issues.

## Reasons

- 3.7.6 This policy aims to reduce runoff rates to limit surface water and sewer flood risk. These risks are predicted to increase as climate change increases the frequency of heavy rainfall and as ongoing development and intensification increases the volume of waste and surface water draining to the combined sewer. High level hydraulic modelling by Thames Water indicates an increased risk of combined sewer flooding in the opportunity area without a reduction in surface water runoff. Limiting surface water and sewer flood risk will reduce or avoid the need for expensive and disruptive upgrades to the combined sewer network.
- 3.7.7 SUDS manage runoff from development, reducing the quantity of water entering drains, especially at peak periods, improving the quality of runoff and promoting amenity and biodiversity benefits from using water in the environment. The SUDS 'management train' involves using a sequence of techniques that control and clean runoff as it passes from one stage to the next. Volumes that cannot be managed at source flow slowly to storage or 'site control' features within the development or to offsite 'regional control' features such as detention basins in local parks. The relevant number of 'treatment stages' should be provided, using physical, chemical and / or biological means, to remove contaminants and maximise amenity and biodiversity benefits. Achieving a 'greenfield rate' of runoff can be challenging on individual development sites, therefore developers will be expected to collaborate to design, plan and deliver offsite attenuation measures (e.g. within local green spaces) to address residual runoff. Collaborative approaches to greywater recycling may also be appropriate. Developments may be required to make financial contributions to off-site solutions, where greenfield rates cannot be achieved.

**Figure 16: SUDS management train**



- 3.7.8 All development should minimise water use; residential development should be designed so that mains water consumption will meet a target of 105 litres or less per head per day (London Plan policy 5.15).

**AAP 24: Decentralised energy**

We will support the development of an Old Kent Road Heat Network (OKRHN), including energy networks and energy centres.

All major developments located in the opportunity area should connect to and contribute towards the extension of the OKRHN where feasible and viable. Where connection is not feasible and/or viable, developments should be future proofed for later connection.

Developments should evaluate the feasibility and viability of providing an energy centre (including space for thermal storage) to serve developments within each area (shown indicatively in Figure 17) and safeguard pipe routes across the site. Details of safeguarding routes and energy centre locations shall be agreed with the council as part of pre-application discussions.

Proposals for major developments which produce a significant amount of heat should supply heat to the OKRHN, or where this is not feasible and viable, be designed to enable this in future.

Heating systems within new developments shall be designed to specified technical standards to enable connection and effective operation of the OKRHN.

Figure 17: Decentralised heating strategy



## Reasons

3.7.9 Large scale decentralised energy (DE) networks offer an affordable way of achieving low carbon energy supply in densely populated urban areas, meeting space heating and domestic hot water requirements. Benefits of decentralised energy for local people and businesses include:

- Protection against future energy price rises;

- Durable cost and carbon savings – with potential knock-on benefits for inward investment, business advantage and job creation;
- Security of energy supply; and
- Addressing fuel poverty and reducing health inequalities.

3.7.10 Research into the potential for developing a DE network in the opportunity area has indicated that, given the significant growth proposed, delivery of a district heat network is feasible and viable. There are several options for delivering this including a phased network with a single large energy centre, a variant of the first option with three smaller energy centres, or a single energy centre which is connected to the SELCHP Energy Recovery Facility located in Lewisham.

3.7.11 Where connection to an existing or future DE network is feasible and viable, a commitment to a connection will be secured via Section 106 planning obligations. Where a major development is expected to be completed before the OKRHN is able to supply it with heat, but there are firm plans that would enable connection within a five year period, then we would expect developments to be fitted with temporary boilers. Where there no firm plans, developments should be future proofed to enable connection at a later date. We will use the design standards and specifications for DE networks and secondary heating systems set out in the London Heat Network Manual (2014, or as updated) and the CIBSE/ADE Heat Networks: Code of Practice for the UK (2015, or as updated) in the implementation of this policy.

#### **AAP 25: Air quality**

All proposals will be expected to meet or exceed air quality neutral standards. Proposals for major development in the core area should provide measures to improve air quality on or as close to the site as possible through measures which go beyond achieving air quality neutral standards and which are commensurate to the scale of the development.

#### **Reasons**

3.7.12 TfL has identified the northern end of the Old Kent Road as an Air Quality Focus Area because exposure to pollutants such as PM2.5, PM10 and NO2 is high. Given the scale of development anticipated there is potential for the situation to get worse without adequate mitigation. We will work with TfL to explore ways of reducing pollution generated by traffic and reducing unnecessary traffic generated outside and within the opportunity area.

3.7.13 In addition, across the opportunity area development will be expected to go above and beyond achieving air quality neutral standards. Proposals are currently required to assess the impact on air quality of the development in isolation. However, due to the scale of development that will be coming forward it is important that the impact of all developments, both planned and under construction, is looked at holistically. Where it is not possible for development to improve air quality, mitigation will be secured by a financial contribution through Section 106 planning obligations.

### **3.8 Implementation**

3.8.1 This section summarises our approach to delivering the AAP.

#### **AAP 26: Proposals sites**

Proposals sites have been designated on the Adopted Policies Map. Planning permission will be granted for proposals in accordance with the Adopted Policies Map and proposals sites listed in section 4.

The 'required land uses' within the proposals sites must be included. Planning permission may be granted for 'other acceptable land uses' provided that it is demonstrated that development of the 'required land uses' is not compromised; and/or

A temporary planning permission may be granted to allow good use to be made of a vacant site prior to the commencement of a permanent scheme.

#### **Reasons**

3.8.2 We have designated proposals sites to help deliver the AAP vision. The sites have been identified through a review of planning proposals and enquires we have received as well as through consultation on the AAP. For each of the sites we have set out required uses, as well as other uses which would be acceptable, provided the required use can also be delivered. Where 'other acceptable land uses' are provided in advance of 'required land uses', it must be demonstrated that this would not compromise future provision of 'required land uses'.

3.8.3 For each of the sites, we have estimated capacities which are based on planning permissions where these exist and the Old Kent Road place-making study. The estimates of residential capacity are approximate and should not be interpreted as targets to be achieved. The amount of development which is delivered on each of the sites will depend on the amount of non-residential space provided, the bedroom mix and compliance with other planning policies such as design policies. In deciding applications on the proposals sites, we will take into account policies in the AAP, the London Plan, the New Southwark Plan and other local plan documents.

#### **AAP 27: Delivering the Plan**

We will ensure that the AAP is implemented through:

- Working with the local community and businesses, developers, Lewisham Council, GLA, TfL and other partners to deliver the AAP vision.
- Exploring joint governance arrangements with Lewisham Council, GLA and TfL which reflect a commitment to securing growth and supporting the Bakerloo Line extension.
- Working with infrastructure providers to identify and deliver the infrastructure required to support growth in a timely manner.
- Using the council's delivery programmes, such as the direct delivery of new council homes and Southwark Regeneration in Partnership, to help deliver the AAP vision.
- Using the community infrastructure levy to help fund the construction of the Bakerloo Line extension and other infrastructure projects. We will revise our 2015 CIL charging

schedule to ensure we maximise funding available for infrastructure while ensuring that other policies can also be met. Thereafter, the CIL will be reviewed at regular intervals to ensure it reflects changing values.

- Seeking Section 106 planning obligations in the centre and south of the opportunity area to help fund the Bakerloo Line extension in the period prior to bringing a revised CIL into effect.
- Promoting land assembly, particularly where this is required to optimise the potential to deliver infrastructure such as open spaces and comfortably accommodate the density of development anticipated in the AAP.
- Using our compulsory purchase powers where necessary to ensure that land is made available for development where it is needed to deliver the AAP vision and policies.
- Monitoring and reviewing the effectiveness of the AAP through our Authorities Monitoring Report (AMR).

## Reasons

- 3.8.4 Given the scale of the proposed development on the Old Kent Road and the range and number of stakeholders that are already and will be involved, the process of bringing about regeneration will be challenging and complex. There are many landowners in the core area and many sites are subject to long leases. This makes it likely that development will take place incrementally and over a long period. Notwithstanding this, there are around 880 homes in the opportunity area which are consented or under construction.
- 3.8.5 This AAP provides an important framework for shaping the regeneration of the opportunity area. To deliver the vision for the Old Kent Road and implement the AAP, the council will play a proactive coordinating role, bringing developers and wider stakeholders together to manage and promote comprehensive high quality development. We will explore joint governance arrangements with Lewisham Council, GLA and TfL which are focused on a commitment to delivering the planned growth, creating successful and sustainable neighbourhoods and supporting the Bakerloo Line extension.
- 3.8.6 The public sector will take a lead in ensuring that the necessary improvements are made to infrastructure to support growth, facilitating discussions between different landowners and utility providers. A collaborative approach between developers of nearby sites will also be critical to delivering high quality developments that benefit from connection to local infrastructure such as schools, open spaces, decentralised energy networks and surface water management networks. Land ownership in the core area is very fragmented and land assembly is likely to be required in some instances to create sites which are large enough to deliver the aspirations of the AAP.
- 3.8.7 We will use all relevant tools available to help deliver sustainable development in the opportunity area. This will include use of the council's delivery programmes, such as the direct delivery of new council homes and through the Southwark Regeneration in Partnership Programme; and where necessary use of our compulsory purchase powers to ensure that land is made available for development where it is needed to deliver the AAP vision and policies.

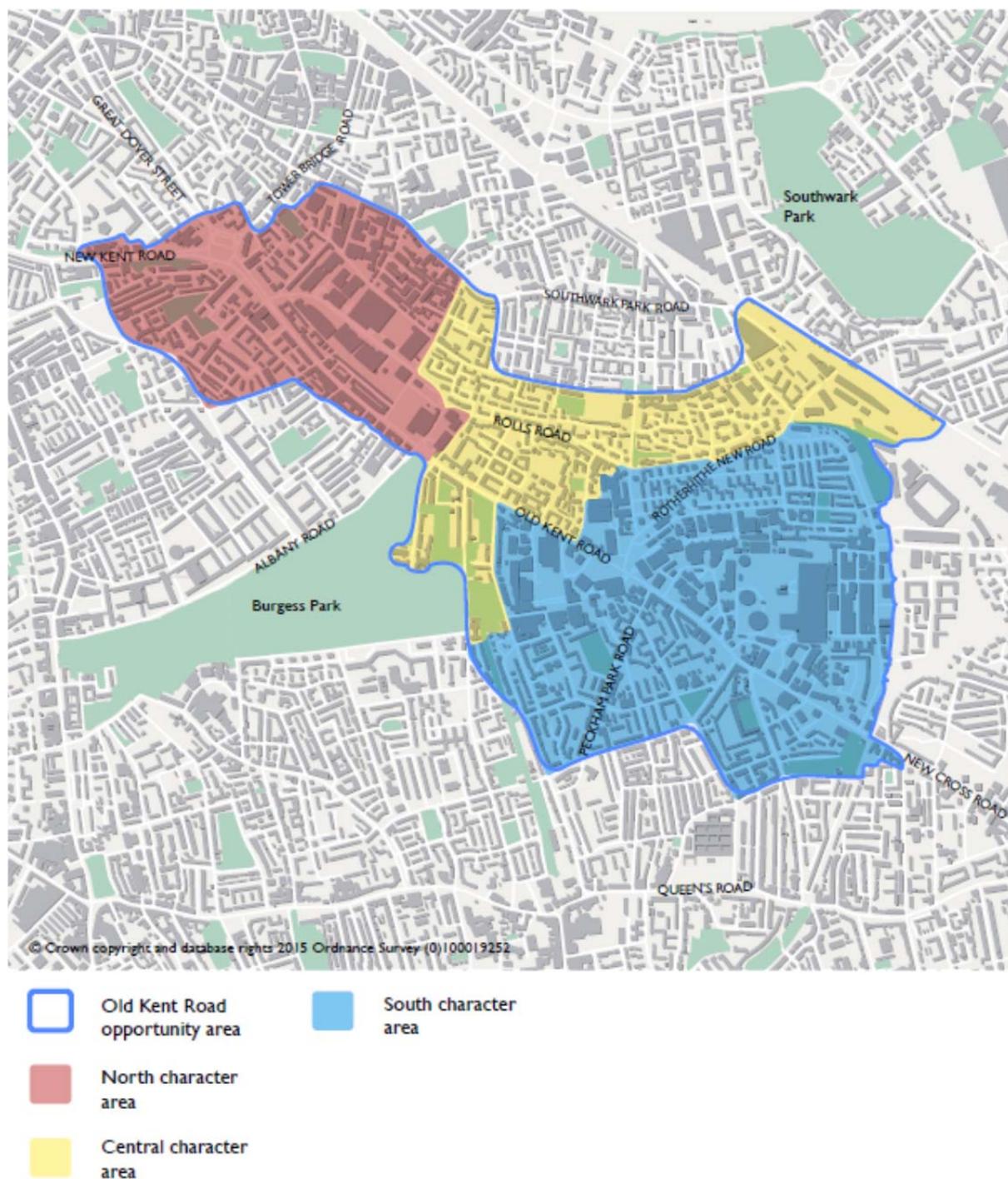
- 3.8.8 The community infrastructure levy and Section 106 planning obligations will play a vital role in helping fund the construction of the Bakerloo Line extension and other infrastructure projects needed to support growth. The Bakerloo Line extension alone has a cost of over £2.5bn and the Government will expect the public sector to maximise local sources of funding to help deliver it. Southwark is revising its CIL to ensure that development can generate as much funding as possible, while balancing this against the need to deliver policy compliant schemes and affordable housing. While we revise our CIL we will seek Section 106 planning obligations for transport infrastructure, the details of which are set out in an addendum to our Section 106 Planning Obligations and CIL SPD.

#### **4. Character areas**

##### **4.1 Introduction**

- 4.2.1 In this part of the AAP we divide the opportunity area into three smaller sub areas and consider the way in which the area-wide strategies should apply at a more detailed level. We also set out individual site allocations for the main development sites, describing the future land uses which should be provided.

**Figure 18: Character areas**



## 4.2 North area

4.2.1 This area includes the northern end of the Old Kent Road which has a high street character with strong and consistent frontages on either side and a mix of uses generally comprising retail and activities at ground floor and residential above. To the north, the Old Kent Road terminates at the Bricklayers Arms roundabout, a major junction severed by the flyover. To the south lie established residential

neighbourhoods around Henshaw Street and Salisbury Row Park and to the north are industrial and warehousing areas around Mandela Way and Crimscott Street.

### **AAP 28: North area: Land use**

Proposals should:

- Reinforce the role of the Old Kent Road as a high street with an appropriate mix of uses.
- Provide active uses which reinforce a new east-west link connecting East Street, Hendre Road, Mandela Way and Bermondsey.
- Provide residential use.
- Reinforce and expand the cluster of office-led businesses in the area around Crimscott Street and Mandela Way and provide uses which will complement this such as retail, hotel and leisure uses.
- Maximise opportunities to expand the area's cultural offer, particularly around Mandela Way and Crimscott Street.
- Provide appropriate supporting infrastructure including school places.

### **Reasons**

- 4.2.2 Our vision is to revitalise the Old Kent Road as a high street and development on the Old Kent Road will be expected to contribute by providing town centre uses, such as retail and new homes.
- 4.2.3 This area is located close to the City fringe. As pressure for land intensifies in central London the area is becoming more attractive as a business location. There is a growing cluster of businesses around Crimscott Street, taking advantage of the proximity to London Bridge, access to local amenities on Tower Bridge Road and the vibrant local character which is mixing old and new. The recently permitted scheme on the Rich Estate, which provides around 20,000sqm of predominantly managed workspace and gallery/studio space is evidence of growing confidence in the area. A redevelopment of the Mandela Way estate provides an opportunity to extend the cluster to the south, where it would also benefit from a close link to a new tube station on the Old Kent Road. There are around 1,700 jobs in the Mandela Way estate and a further 500 around Crimscott Street. Growing a new office quarter in this location which provides space aimed at SME businesses will provide the capacity to double that number. The design and location of employment space should reinforce the emerging cluster and maintain its identity as an office or commercial quarter.
- 4.2.4 While the strategy envisages office-led employment growth, some flexibility will be needed and there may be opportunities to incorporate existing uses or businesses in mixed use development. Where business are displaced by development, there may be a need to consider a relocation strategy, particularly for businesses and uses which serve the central London economy, such as the bus and dial-a-ride depots.
- 4.2.5 We will support other uses which complement a growing office quarter. These might include new shops, hotel bed spaces and also cultural uses. The distribution of these should reinforce the workspace cluster and strengthen the potential east-west link which connects East Street, the Old Kent Road and Bermondsey. Improvements

on East Street should be informed by the What Walworth Wants study which reflects the aspirations of local people. There is a cluster of arts based businesses on the Rich estate and with the presence of the Tate at Mandela Way there is an opportunity to expand the area's cultural offer. This might also include higher education.

- 4.2.6 Growth in population will result in the need for supporting infrastructure including new schools and health facilities. Our modelling suggests that one or more primary schools and possibly a secondary school and also health facilities may be required in the plan period in this area. The need for these will be kept under review and reassessed when the larger sites, particular in site allocations OKR 3 and OKR 4 became available for development.

### **AAP 29: North area: Revitalised neighbourhoods**

Proposals should:

- Strengthen the street frontage on the Old Kent Road, repairing the existing gaps.
- Reinforce the rhythm of building heights on the Old Kent Road. Tall buildings will be appropriate in the areas of transformation around Bricklayers Arms, the Tesco site and Southernwood Retail Park and on Mandela Way.
- Sustain and enhance the significance of heritage assets and their settings including Page's Walk conservation area, 155 Old Kent Road (the White House), Driscoll House and the old fire station.
- Ensure that tall buildings at Bricklayers Arms preserve the outstanding universal value of the Palace of Westminster world heritage site in views from the Serpentine Bridge in Hyde Park.

### **Public realm and green infrastructure**

Proposals should contribute to the provision of high quality public realm and green infrastructure set out below:

#### **Bricklayers Arms**

- Improve permeability for people walking and cycling and reduce severance created by the existing junction layout and the flyover.
- Maximise opportunities to remove the flyover and reconfigure the junction.
- Provide high quality public realm and improved landscaping, maximising the opportunity to retain good quality trees.
- Improve the settings of Paragon Gardens and Driscoll House.
- Use opportunities for built development to create a new piece of townscape which stitches the site back into the city.
- Take opportunities to integrate any reconfigured layout into the existing grain and network of routes around the junction whilst avoiding any adverse impact on the surrounding local highway network.
- Avoid adverse impacts on bus services such as increased journey times, reduced reliability or broken links.

#### **East Street and Old Kent Road**

- Improve crossings at the junction of East Street and the Old Kent Road.
- Take opportunities to extend East Street/Hendre Road through the Mandela Way estate and towards Bermondsey.
- Public realm improvements should aim to improve the high street character of the Old Kent Road, with improved crossing facilities which help to connect both sides of the street more effectively.

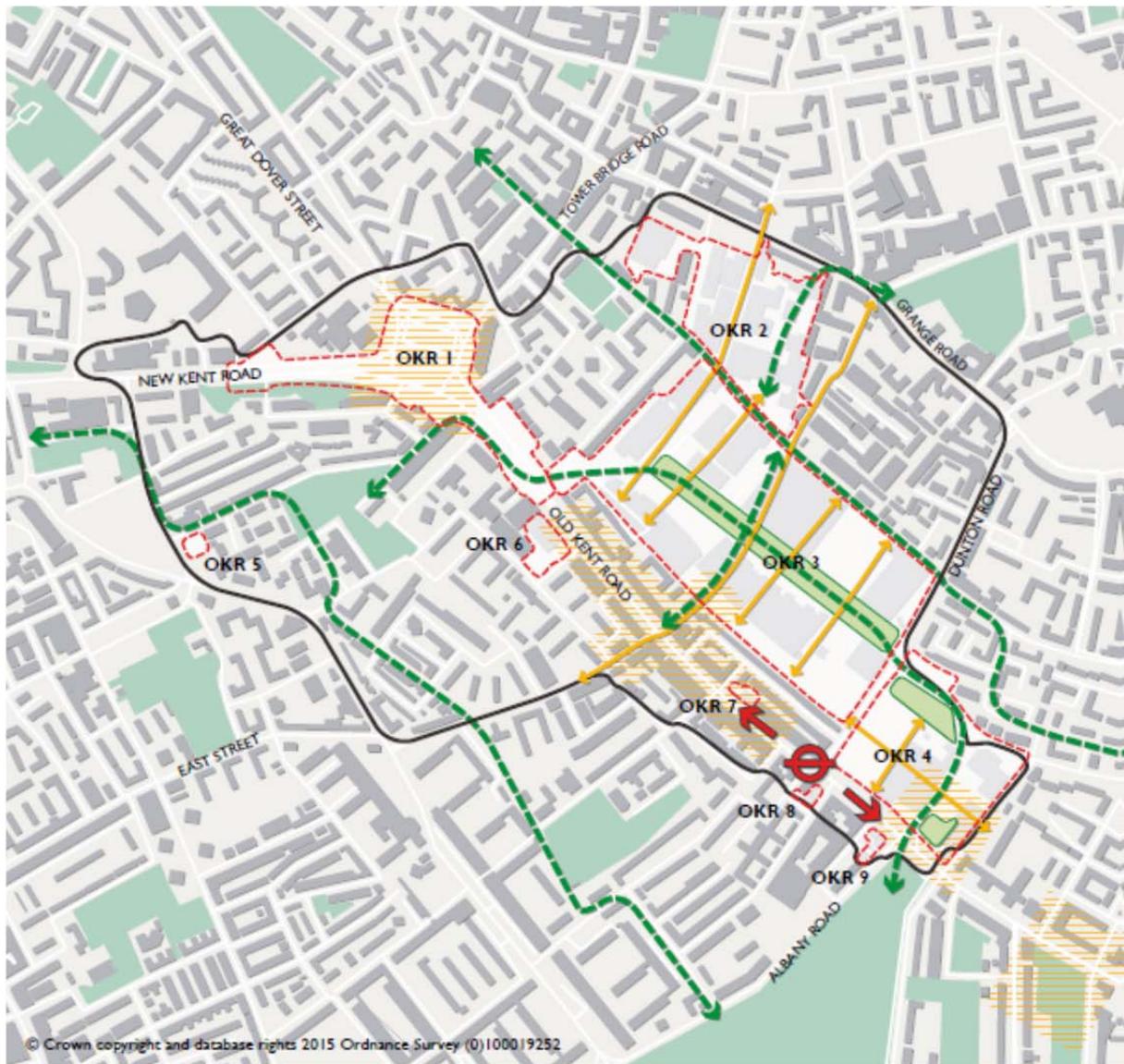
### **Burgess Park**

- Strengthen the presence of Burgess Park on the Old Kent Road by providing complementary public realm on both sides of the Old Kent Road, with improved pedestrian crossings and a new square on a redeveloped Southernwood Retail Park site.

### **Mandela Way**

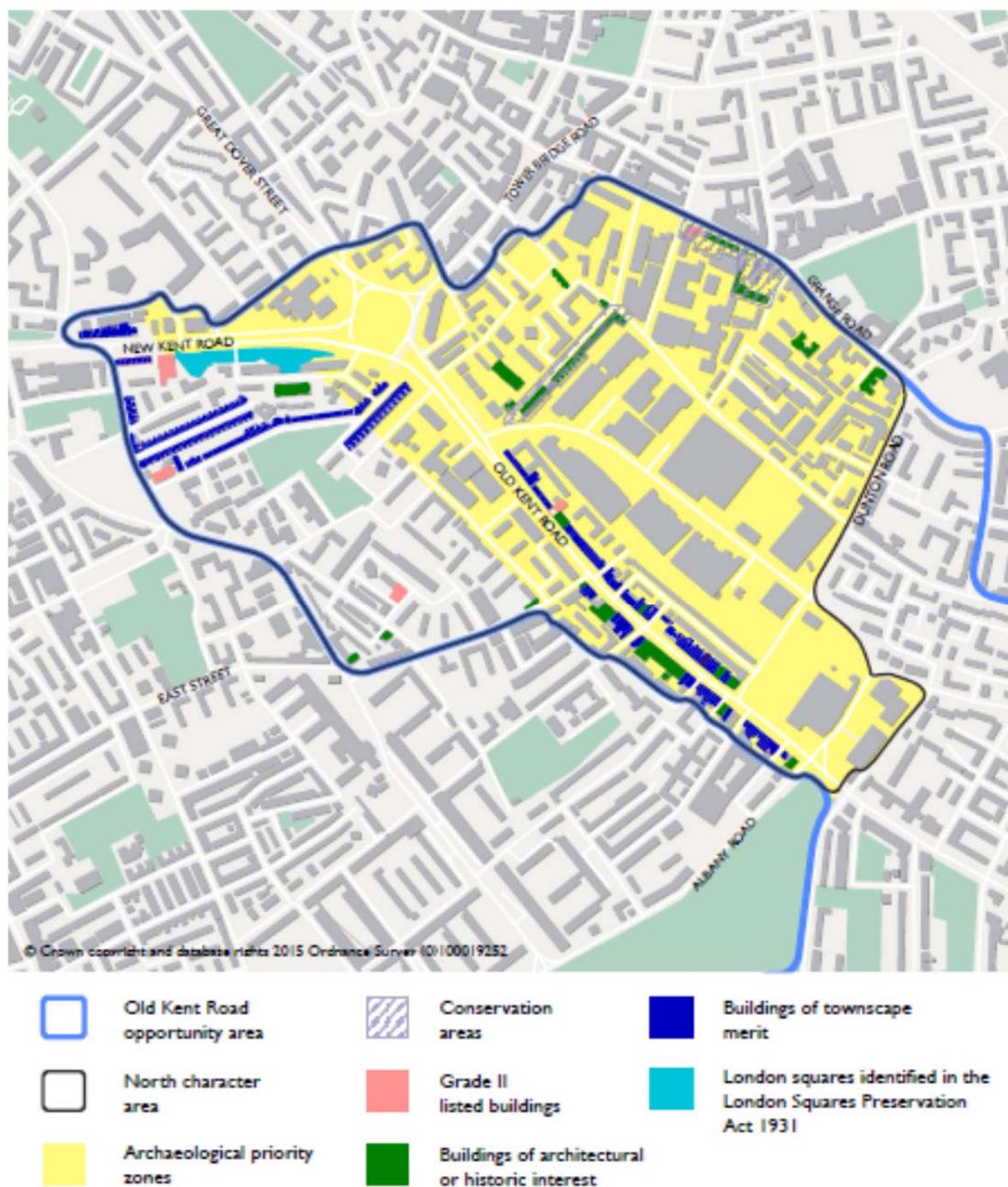
- Use development opportunities to provide a substantial new park which has safe, direct and attractive links to Salisbury Row Park to the west, Burgess Park to the south west and Bermondsey Spa to the north.

Figure 19: North area proposals



- |   |   |   |                                |  |                                     |
|---|---|---|--------------------------------|--|-------------------------------------|
|  | Indicative alignment of existing and proposed green links |  | Old Kent Road opportunity area |  | Opportunity for new open space      |
|  | Indicative alignment of new and improved streets          |  | North character area           |  | Key public realm improvements       |
|   |   |  | Proposals sites                |  | Potential new tube station location |

**Figure 20: North area heritage assets**



**Reasons**

- 4.2.2 A strong frontage on either side of the Old Kent Road is a key part of the vision for the area and should be reinforced or introduced in those areas where there are gaps, such as on the Tesco store and car park and on the Lidl store and car park. This would generally be a built frontage but at Burgess Park it is envisaged the public realm would extend across the road.
- 4.2.7 In the northern area, the buildings on the Old Kent Road have generally consistent shoulder heights on either side and this should be maintained. However, there are

opportunities for tall buildings at Bricklayers Arms and around the Tesco store and Southernwood Retail Park, which are important nodes on the Old Kent Road. Tall buildings are also appropriate on the Mandela Way estate. Care will need to be taken to manage relationships with surrounding homes and neighbourhoods, to avoid buildings becoming too dominant in streets which have a lower scale of development, such as Willow Walk, and to avoid overshadowing and wind impacts.

- 4.2.8 A new park on Mandela Way will provide a vital green lung in an area with little open space. It could take inspiration from spaces such as the Sara D Roosevelt Park in New York [include photo] providing for a range of open space uses and acting as a focal point for new development around it.
- 4.2.9 Development will need to consider its impact on heritage assets, including the Palace of Westminster in views from the Serpentine Bridge, which is protected by the London View management framework, conservation areas, including Page's Walk, listed buildings such as 155 Old Kent Road and other buildings of architectural or historic interest.

### **Proposals sites**

#### **OKR 1: Bricklayers Arms roundabout**

Required land uses: Residential (C3 use class).

Other acceptable land uses: Town centre uses; community (D use class); student housing (sui generis).

Indicative capacity: The capacity will be explored further and will depend on the amount of land available.

Phasing and implementation: The removal of the Bricklayers Arms flyover is currently unfunded and would require sufficient funding to be generated through development on the site.

### **Reasons**

- 4.2.10 Proposals should utilise the opportunity to create a new piece of townscape which stitches the site back into the city. New development and public realm should be of high quality and aim to better connect with the high street at Old Kent Road, Tower Bridge Road and New Kent Road repairing the existing gaps and providing a much better welcome to the entrance to the Old Kent Road. Proposals should also integrate with the surrounding highway network and maximise opportunities to remove the flyover and reconfigure the junction.

#### **OKR 2: Crimscott Street and Pages Walk**

Required land uses: Residential (C3 use class); employment (B use class); community (D use class) including gallery space/artists studios.

Other acceptable land uses: Retail (A use class).

Indicative capacity: 760 homes

Phasing and implementation: Planning permission has been granted for a mixed use scheme on the Rich Estate and a residential scheme has been approved on Marshall House, Willow Walk. Pre-application discussions for commercial and mixed use schemes are ongoing on other sites in this cluster.

### Reasons

4.2.11 Mixed use development that includes workspace and residential use will help grow the emerging cluster of businesses around Crimscott Street. There is a cluster of arts based organisations located within the Rich estate which should be re-accommodated within a redevelopment of that site where feasible. Development will reinforce the regeneration of Bermondsey and its growing reputation as a great place to live and work.

### OKR 3: Mandela Way

Required land uses: Residential (C3 use class); employment (B use class); retail (A use class); community (D use class); public open space.

Other acceptable land uses: Hotel (C1 use class); student housing (sui generis).

Indicative capacity: 2,420 homes

Phasing and implementation: There are a number of owner occupiers on the site including Tate, Royal Mail, the Metropolitan Police and The Stationary Office. Other sites are leased to occupiers including Go-Ahead Buses, Dial-a-Ride and DPD. The length of leases and value of the land as a logistics and distribution hub suggest that development will occur in the second half of the Plan period.

### Reasons

4.2.12 As the functions of CAZ expand outwards a mixed use redevelopment would help reinforce the identity of the area as part of central London and take advantage of improved connectivity which the proximity of a Bakerloo line station would bring. Proposals will provide high density and mixed use development, with potential to reinforce the emerging office quarter on Crimscott Street and complement this with cultural or other uses which generate a vibrant new piece of the city. A new park and new streets that link into surrounding neighbourhoods will open the site up, benefiting existing and future residents and workers. Given the size of the site, it is likely that it will need to provide a new school.

### OKR 4: 107 Dunton Road (Tesco store and car park) and Southernwood Retail Park

Required land uses: Residential (C3 use class); community (D use class); retail (A use class); public open space.

Other acceptable land uses: Employment (B use class); hotel (C1 use class); student housing (sui generis).

Indicative capacity: 1055 homes

Phasing and implementation: In 2008 Tesco submitted a planning application for a mixed use scheme which was subsequently withdrawn. The adjacent Southernwood Retail Park is owned by a pension fund. The value of the sites in their current use and length of leases on the retail park suggests that development could occur in phases 2 and 3 of the Plan period.

### Reasons

4.2.13 There is an opportunity to intensify development on the retail stores and car parks strengthening the Old Kent Road frontage and its role as a high street. Development should include residential development and appropriate community facilities, which could, subject to need, include a new school. The public realm strategy identifies the opportunity to provide a new civic space on the northern side of the road which connects with Burgess Park.

### **OKR 5: Salisbury estate car park**

Required land uses: Residential (C3 use class).

Other acceptable land uses: Community (D use class).

Indicative capacity: 28 homes

Phasing and implementation: This site is proposed as part of Southwark's New Homes delivery programme and would provide new council homes. Homes could be completed by 2018 in the first phase of the AAP period.

### Reasons

4.2.14 Located in a residential area, a residential development on this site would be appropriate.

### **OKR 6: 96-120 Old Kent Road (Lidl store)**

Required land uses: Residential (C3 use class) and or student housing (sui generis); replacement A class uses.

Other acceptable land uses: Town centre uses; community (D use class).

Indicative capacity: 115 homes

Phasing and implementation: The council recently refused planning permission for a new Lidl store on the grounds that a mixed use development would be appropriate on the site. The site could be redeveloped in the first half of the Plan period.

### **OKR 7: Former petrol filling station, 233-247 Old Kent Road**

Required land uses: Residential (C3 use class) and or student housing (sui generis); town centre uses.

Other acceptable land uses: Community (D use class).

Indicative capacity: 30 homes

Phasing and implementation: Southwark Regeneration in Partnership (SRIP) are developing a mixed use scheme which provides new council homes. Homes could be completed by 2018 in the first phase of the Plan period.

**OKR 8: Kinglake Street garages**

Required land uses: Residential (C3 use class) and or student housing (sui generis); town centre uses on Old Kent Road frontage.

Other acceptable land uses: Community (D use class).

Indicative capacity: 22 homes

Phasing and implementation: This site is proposed as part of Southwark's New Homes delivery programme and would provide new council homes. Homes could be completed by 2018 in the first phase of the AAP period.

**OKR 9: 4/12 Albany Road**

Required land uses: Residential (C3 use class) and or student housing (sui generis); town centre uses on the Old Kent Road frontage.

Other acceptable land uses: Community (D use class).

Indicative capacity: 24 homes

Phasing and implementation: The site is occupied by an existing business but is close to a key junction between Old Kent Road and Albany Road and potentially close to a new tube station.

**Reasons**

4.2.15 These sites provide an opportunity for mixed use development which includes residential homes, repairing gaps in the street frontage and contributing to the strength of the high street.

**4.3 Central area**

4.3.1 This area is mainly residential in character, containing a number of local authority estates we all as housing built in the 1980s and 1990s on the old Bricklayers Arms railway sidings. There are a number of schools in the area and a significant cluster of industrial and warehousing premises around Rotherhithe New Road and the railway viaduct.

**AAP 30: Central area: Land Use**

Proposals should:

- Retain and intensify employment uses, including industry and warehousing on Rotherhithe New Road and in the railway viaduct.
- Provide residential homes on sites outside the employment cluster.
- Provide social infrastructure if required.

## Reasons

- 4.3.2 The Rotherhithe Business Estate, Bermondsey Trading Estate (both on Rotherhithe New Road) and arches in the railway viaduct are self contained and a good location for industrial and warehousing uses. These estates are occupied by around 35 businesses employing some 600 people and contain reasonable quality stock with low vacancy rates which remains in demand for commercial uses. There is an opportunity to intensify employment space within this location and significant opportunities for new space can be achieved by bringing railway arches back into use. There are around 100 railway arches which could be fitted out and used to deliver new employment space upon completion of the Thameslink railway project due to be completed in 2018. 20 arches have recently been refurbished on Almond Road providing some 4,800 sqm of improved business space.
- 4.3.3 The area presents a good opportunity to continue to accommodate industrial or related uses which need adequate separation from residential or mixed use development due to issues such as noise, dust, the need for yard space or frequent heavy vehicular movements. It is anticipated that 1,300 new jobs could be provided in the area over the plan period. With new space coming forward, there may be potential to accommodate businesses which are displaced from other parts of the opportunity area.
- 4.3.4 Some existing parcels of industrial or employment land within the central area are situated in well established residential areas. In these circumstances the delivery of high quality residential development and or supporting social infrastructure will be prioritised.

### **AAP 31: Central area: Revitalised neighbourhoods**

Proposals should:

- Ensure that the orientation, layout and design of employment space minimises harmful impacts on residential development.
- Make efficient use of space on industrial estates including utilising railway arches.
- Ensure higher density development is sensitively designed when adjacent to existing residential development.
- Ensure that building heights integrate with the surrounding context. There is potential for more height adjacent to the railway viaduct.
- Sustain and enhance the significance of heritage assets and their settings, including the Trafalgar Avenue, Glengall Road and Thorburn Square conservation areas, Phoenix primary school and the Former Vicarage to St Augustine's Church on Lynton Road.

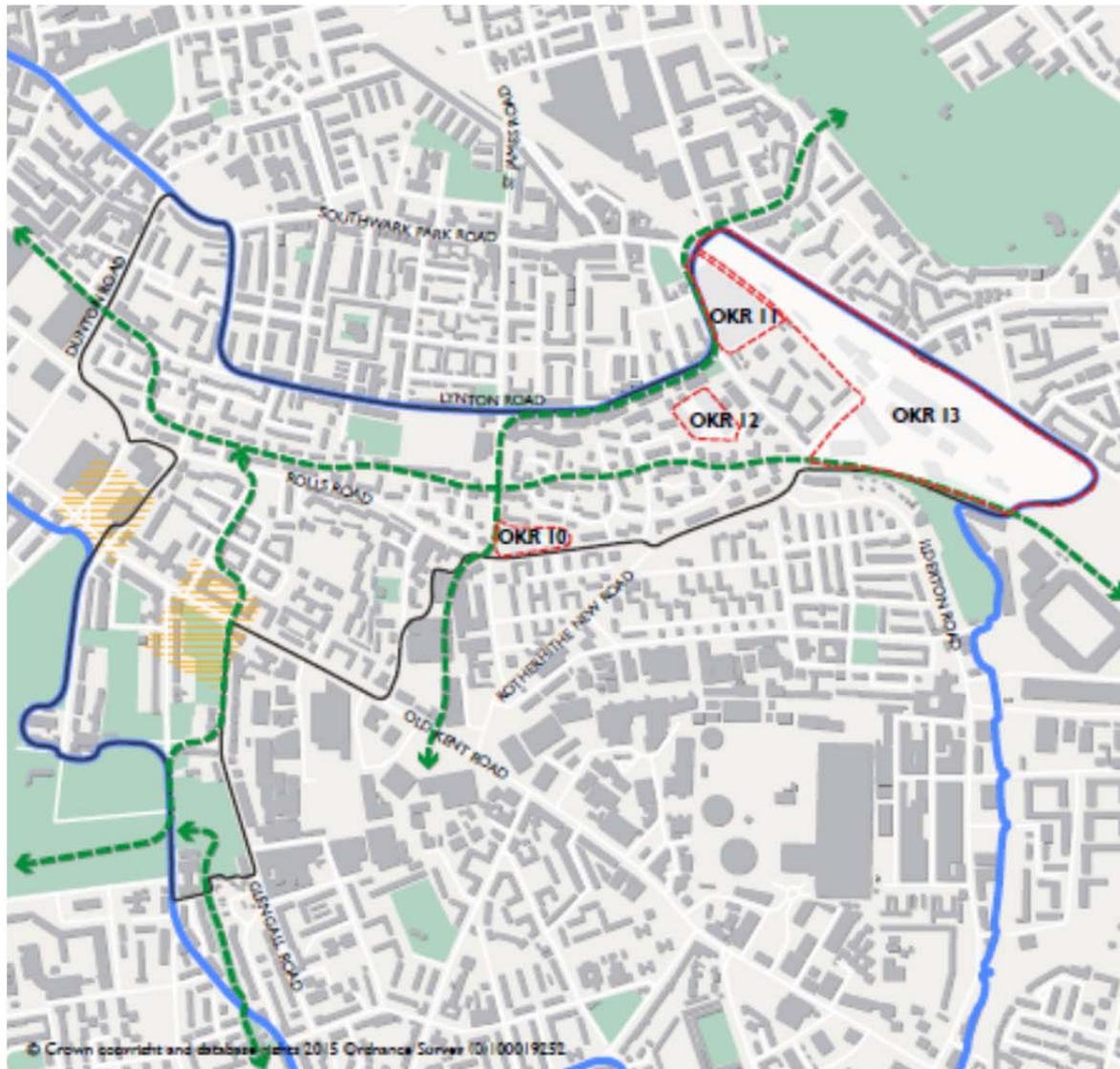
Key public realm and green infrastructure improvements:

#### **Glengall Road**

- Strengthen the frontage of Burgess Park onto the Old Kent Road and improve the amenity value of the open space through landscaping improvements and facilities such as an outdoor gym.

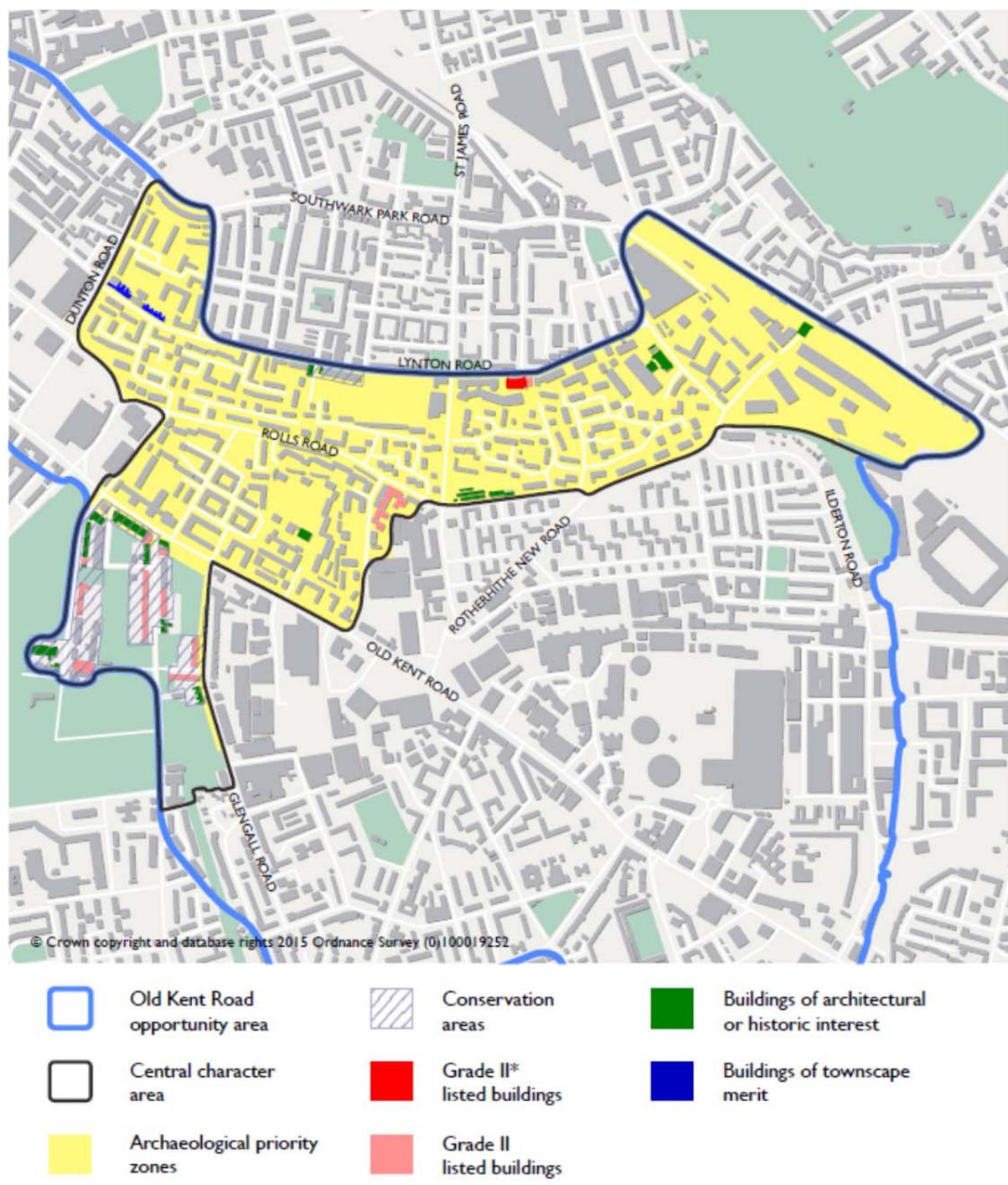
- Improve the links into Burgess Park via Glengall Road and Trafalgar Avenue, creating a much stronger entrance and identity to this part of Burgess Park.

Figure 21: Central area proposals



- |   |   |   |                                |
|---|---|---|--------------------------------|
|  | Indicative alignment of existing and proposed green links |  | Old Kent Road opportunity area |
|  | Proposals Sites   |  | Central character area         |
|   |   |  | Key public realm improvements  |

**Figure 22: Central area heritage assets**



## Reasons

4.3.5 There are fewer development opportunities in the central area than elsewhere in the opportunity area and the sites are smaller. Careful attention will need to be paid to the design of development to ensure that it integrates successfully into surrounding residential neighbourhoods. Historically, much of the land in the central area was occupied by rail sidings. It was largely redeveloped for residential use in the 1980s and 1990s, but its silhouette can still be seen in the shape of the land parcels. The Former Southern Railway Stables and boundary walls on Rolls Road are also a

reminder of this history. Proposals should ensure that the area's remaining heritage assets and their settings are enhanced.

### Proposals sites

#### **OKR 10: Former Southern Railway Stables**

Required land uses: Residential use; public open space.

Other acceptable land uses: Employment (B use class); community (D use class).

Indicative capacity: The residential capacity would depend on the amount of non-residential use retained on the site.

Phasing and implementation: The site is partly in private ownership and partly owned by Southwark. The stables are owned and occupied by an existing business.

#### **Reasons**

4.3.6 The Former Southern Railway Stables have been identified as a building of architectural or historic interest. The space immediately adjacent is designated as other open space in the Local Plan, although is not publically accessible. Together, the sites could provide a new, publically accessible, open space and new residential homes. The stables could be retained or repurposed for an alternative community or employment use.

#### **OKR 11: Galleywall Trading Estate**

Required land uses: Residential (C3 use class).

Other acceptable land uses: Employment (B use class), community (D use class); retail (A use class).

Indicative capacity: 440 dwellings

Phasing and implementation: The site is in private ownership and is currently occupied.

#### **Reasons**

4.3.7 The Galleywall Trading Estate is located in a residential areas and away from a main road. A residential led scheme would be appropriate on the site.

#### **OKR 12 : Admiral Hyson Trading Estate**

Required land uses: Residential (C3 use class)

Other acceptable land uses: Employment (B use class), community (D use class).

Indicative capacity: 215 dwellings

Phasing and implementation: The freehold is privately owned and length of leases indicate that the site would be available for redevelopment in phase 2 of the Plan period.

#### **Reasons**

- 4.3.8 Tucked away behind a school, community centre and residential neighbourhoods, a residential led scheme would be an appropriate use of this site in the future.

### **OKR 13: Rotherhithe Business Estate, Bermondsey Trading Estate and rail viaducts**

Required land uses: Employment (B use class).

Other acceptable land uses: Community (D use class); sui generis employment generating uses.

Indicative capacity: 1,300 jobs

Phasing and implementation: The railway arches can be brought back into use after the completion of Thameslink in 2018.

### **Reasons**

- 4.3.9 The Rotherhithe Business Estate and Bermondsey Trading estate and well functioning and self contained industrial estates. Together with the rail viaduct they are a good location to intensify employment uses, including industry and warehousing.

### **4.4 South area**

- 4.4.1 This area includes the southern stretch of the Old Kent Road between Glengall Road and the borough boundary with Lewisham. This part of the Old Kent Road is much more fragmented than the northern section with retail parks and superstores breaking up the frontages. To the north and south of the Old Kent Road there are large concentrations of industrial and warehousing use and residential areas beyond these.

### **AAP 32: South area: Land use**

Proposals should:

- Reinforce the high street offer along the southern stretch of the Old Kent Road with an appropriate mix of uses.
- Provide residential use.
- Support employment clusters at:
  - Sandgate Street and St James's Road
  - Hatcham Road
  - Latona Road
- Be future-proofed to enable the potential integration of the Integrated Waste Management Facility (IWMF) into the wider regeneration of the area, subject to other options for managing its waste throughput becoming available.
- Maximise opportunities to enhance the growing cultural offer around Hatcham Road and Latona Road.
- Deliver the necessary supporting infrastructure including school places and health facilities.

## Reasons

- 4.4.2 Our vision is to breathe new life into the southern end of the Old Kent Road, encouraging a mix of uses which will reinforce its role as a high street. Over time, we expect there will be a transition from “big box” retail to a high street format, especially if the Bakerloo Line is extended.
- 4.4.3 There are a number of employment clusters in the south area and new development will be expected to build on their strengths. Hatcham Road historically was a centre for metal work and now accommodates a range of businesses. It accommodates a number of craft premises and more recently several arts based organisations have established themselves in the area, including in the Penarth Centre. There are around 50 businesses in the cluster employing some 500 employees. There is also a growing arts community based around Latona and Bianca Roads in Space Studios and Latona Road Studios. This cluster also contains the more recent Glengall Business Park, home to Damien Hirst’s Science Ltd among other businesses. Altogether there are around 300 employees employed in this cluster. Finally, on the north side of the Old Kent Road there is a large cluster of industrial estate around Sandgate Street, Verney Road and Marlborough Grove. The occupiers are largely service industries, including printers, building merchants, catering, tool and equipment hire serving central London. There are around 1,000 people employed in this cluster.
- 4.4.4 Our strategy is to encourage mixed use development in these areas, providing a range of managed workspaces, studios, light industrial and hybrid spaces and residential use. Rather than replicating the current distribution of business space, new commercial space should be focused in smaller areas, with sufficient critical mass to sustain them as viable business locations.
- 4.4.5 The Gasworks and Integrated Waste Management Facility (IWMF) occupy an area of significant size, 8.4 ha, which in the future should be located very close to a tube station on the Bakerloo Line. Integrating these sites into the wider regeneration of the area will have benefits in terms of making it much easier to move through the area, creating the homes and jobs that London needs and improving the case to build the Bakerloo Line extension. Notwithstanding this, both sites accommodate significant pieces of infrastructure.
- 4.4.6 There are three gasholders on the gasworks site. While these have not been decommissioned, the landowner has confirmed they will not be used again for gas storage. It is allocated for waste management purposes in Southwark’s Core Strategy and this allocation will be removed from this part of the site through the AAP and New Southwark Plan.
- 4.4.7 The IWMF is a waste processing facility which opened in 2012. The facility helps Southwark meet our waste apportionment target prescribed in the London Plan. Southwark Council has an on-going contract with Veolia as the operator of the facility and waste management in the borough up to 2033. The facility will be continually upgraded and would be able to continue beyond this point. Nevertheless,

development around IWMF should be future proofed to enable its future integration into the regeneration of the wider area.

- 4.4.8 The amount of new homes will mean an increase in demand for school places, health and other community facilities. This supporting infrastructure will need to be incorporated into development to ensure the area can serve all the needs of the residents, workers and visitors to the area.

### **AAP 33: South area: Revitalised neighbourhoods**

Proposals should:

- Provide a clearly defined network of streets and spaces through existing clusters of retail and employment land, connecting into the surrounding street network.
- Provide a strong and active frontage onto the Surrey Canal route, helping generate activity on the route and providing natural surveillance.
- Strengthen the street frontage on the Old Kent Road, repairing the existing gaps.
- Reinforce the rhythm of building heights on the Old Kent Road, with the tallest elements helping define the areas of transformation shown on Figure 9.
- On development sites which are located away from the Old Kent Road tall buildings should reinforce the hierarchy of streets and spaces. The tallest elements will be focused around important public spaces.
- Give careful consideration to the relationship between new development and existing neighbourhoods, helping integrate old and new and managing the character around the edges of the development areas.
- Sustain and enhance the significance of heritage assets and their settings including the Caroline Gardens and Glengall Road conservation areas, Clifton Terrace and the Canal Terrace cottages.

#### **Public realm and green infrastructure**

Development should contribute to the provision of high quality public realm and green infrastructure by:

- Enhancing the open space network through the introduction of new spaces that act as a focus for activity and help draw people through the area.
- Providing safe, direct and attractive routes for people walking and cycling to connect open spaces and help link them into the surrounding network.
- Improve the overall greenness of the area, through planting trees, creating living roofs and walls and providing habitats for wildlife.

Key public realm and green infrastructure improvements are set out below:

#### **Former Surrey Canal**

- A green route on the alignment of the former Surrey Canal. This will provide an attractive and safe route for people walking and cycling which extends from Burgess Park through the heart of the development sites on either side of the Old Kent Road. It should have a leafy and green character providing a spine which connects pocket parks and open spaces along its route.

- Improved crossing points on the Old Kent Road should provide direct and convenient access and a strong visual link between eastern and western sections of the canal route.

### **High street improvements**

- Improve pedestrian crossings to connect both sides of the Old Kent Road more effectively.
- Improve access to the Old Kent Road, through provision of new routes and streets which connect into new and existing neighbourhoods.
- Maximise provision of street trees and greenery to soften the landscape and improve air quality.

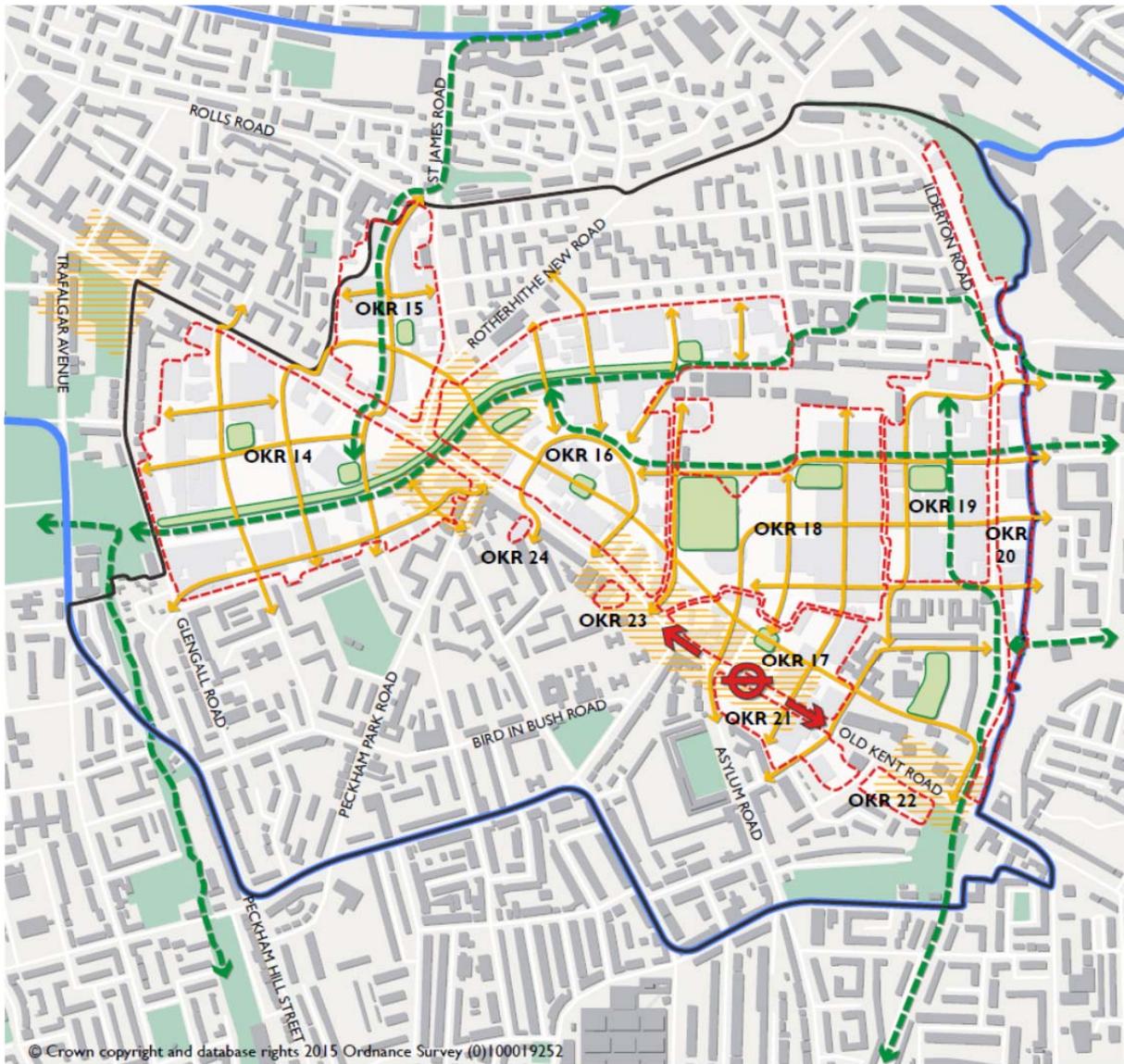
### **Gasworks Park**

- Take opportunities to provide a new park on the gasworks or in the longer term on the site of the integrated waste management facility. If feasible, this should include one or more of the gasholders.

### **Brimmington Park**

- Take opportunities to activate or remove the podium around the Tustin Estate to provide a stronger street frontage and integrate the towers more effectively with the street.
- Strengthen the presence of Brimmington Park on the Old Kent Road by improving the entrance.
- Improve the setting of the listed villas at 864 and 866 Old Kent Road and Clifton Terrace.
- Use opportunities to improve the sports pitches.

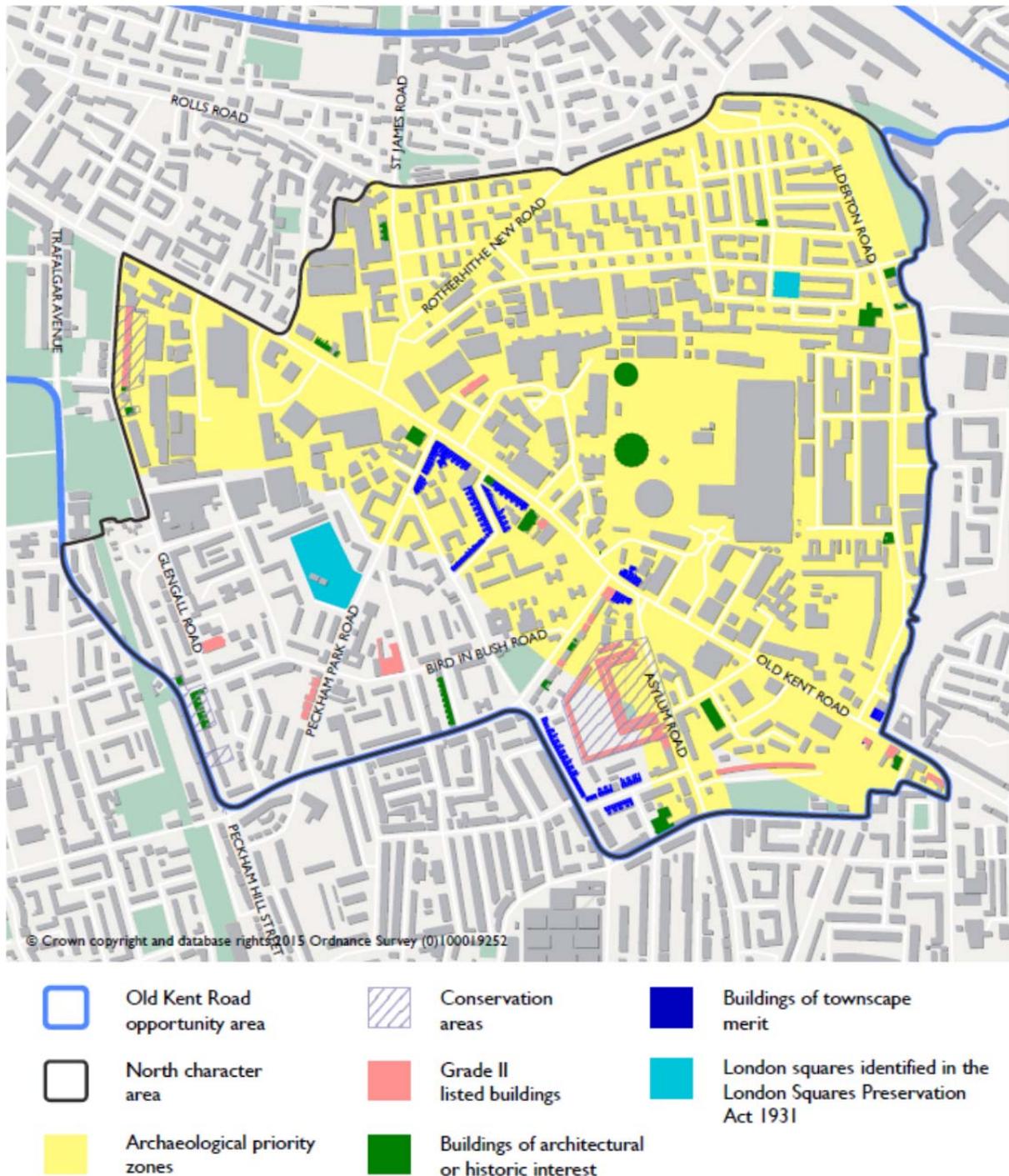
Figure 23: South area proposals



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- |   |   |   |                                |  |                                     |
|---|---|---|--------------------------------|--|-------------------------------------|
|  | Indicative alignment of existing and proposed green links |  | Old Kent Road opportunity area |  | Opportunity for new open space      |
|  | Indicative alignment of new and improved streets          |  | South character area           |  | Key public realm improvements       |
|   |   |  | Proposals sites                |  | Potential new tube station location |

**Figure 24: South area heritage assets**



### Reasons

- 4.4.9 Redevelopment of the retail and industrial land provides an opportunity to create a new piece of the city, with streets and spaces which are comfortable and safe to be in and make it easy to move around for pedestrian and cyclists.
- 4.4.10 On the Old Kent Road, development can repair the gaps in street frontages and create a coherent townscape. Provision of tall buildings can help mark important

areas. There are parts of the Old Kent Road, for example around the Royal London buildings, which are characterised by a lower scale of development. Consistency of shoulder heights in these locations will help reinforce rhythm of heights on the Old Kent Road and avoid the creation of a linear corridor of tall buildings. With the amount of vehicular traffic that the Old Kent Road carries, this strategy will also help enable pollutants to disperse and help improve air quality.

- 4.4.11 The size of the development areas in the hinterland brings and opportunity to create neighbourhoods which have a new character. The hinterland can accommodate tall buildings where these have a purpose in emphasising the hierarchy of streets and spaces. Attention will need to be paid to the edges of development to ensure that new development integrates successfully with surrounding neighbourhoods and to avoid buildings becoming too dominant in streets which have a lower scale of development, such as Verney Road.
- 4.4.12 A reinforcement of the green infrastructure in the area will be essential to deliver growth in homes and jobs on the scale envisaged. Reinstating a green route on the alignment of the former Surrey Canal is a key part of our vision for the regeneration of the area. It will provide a spine, linking Burgess Park, Old Kent Road, sites to the north and potentially on to Lewisham. It should be a route which encourages pedestrian and cycle movement and minimises potential for conflicts with vehicular traffic. While it should facilitate movement, it may also accommodate other activities such as children's play, gardens or simply quiet areas to sit and can serve to link large open spaces and pocket parks along its route. The scale and character of the space should reflect those of the former Surrey Canal which had clearly defined frontages on either side which served to enclose the space and a width of around 20m which is roughly the width of the canal link between Burgess Park and Peckham [include some images]
- 4.4.13 Open space will be needed on the north side of the Old Kent Road to help deliver the aspirations of the AAP. The largest sites comprise the Gasworks and IWMF and could accommodate open space. The two northern gasholders have been identified as buildings of historic or architectural interest and there is an opportunity to accommodate one or both within development and potentially within open space. This has been done successfully at Kings Cross and is also planned for Oval. Retention of the gasholders can help maintain a link with the area's past while also providing character which makes it distinctive. Aside from this opportunity, there will also be potential to include new pocket parks within sites, providing amenities for local residents and helping reinforce the network of open spaces.

## Proposals sites

### **OKR 14 : Land bounded by Glengall Road, Latona Road and Old Kent Road**

Required land uses: Residential (C3 use class); community (D use class) including gallery space/artists studios; employment (B use class); town centre uses including replacement retail (A use class); public open space.

Other acceptable land uses: Student housing (sui generis).

Indicative capacity: 3,170 homes

Phasing and implementation: There is interest from landowners in developing land in the south and east of the site on Surrey and Acorn Wharves, the Cantium retail park, Frensham Wharf, Western Wharf and the former civic building. Other sites, such as the Asda store might be expected to come forward later in the Plan period

### Reasons

4.4.14 Redevelopment provides an opportunity to build a mixed use neighbourhood with a significant number of homes as well as an employment cluster which builds on some of the existing strengths of the range of creative and other industries which are present on the site. New streets and routes will provide access to Old Kent Road for new residents and those living around the site and a green route on the former Surrey Canal will comprise a spine which connects the site to Burgess Park to the west and south east Bermondsey to the east. It will also deliver infrastructure needed to support community facilities needed to support growth including a new school.

### OKR 15: Marlborough Grove and St James's Road

Required land uses: Residential (C3 use class); employment (B use class); community (D use class), town centre uses focusing around the Old Kent Road frontage; public open space.

Other acceptable land uses: Student housing (sui generis).

Indicative capacity: 1,095 homes

Phasing and implementation: Leases on the Six Bridges Industrial Estate expire in the mid-late 2020s. A number of the peripheral sites will become available before 2020. A mixed use development at 525-539 Old Kent Road is under construction, while Universal House, St James's Road has recently been converted into flats. Planning permission has been granted for a mixed use redevelopment of the former petrol station on the corner of St James's Road and Rolls Road.

### Reasons

4.4.15 Mixed use development will contribute to the economic diversity of the opportunity area, providing a new high street frontage and helping renew and grow the existing stock of employment space.

### OKR 16: Sandgate Street and Verney Road

Required land uses: Residential (C3 use class); employment (B use class) clustered on sites to the south of the Surrey Canal green route; town centre uses focused around the Old Kent Road; community use (D use class); public open space.

Other acceptable land uses: Student housing (sui generis).

Indicative capacity: 3,045 homes

Phasing and implementation: There are many landownerships in this allocation and the length of leases across these varies. There are a number of landownerships interesting in developing sites in the first phase of the Plan period, while others will be delivered in later phases.

### Reasons

4.4.16 This allocation has the capacity to provide for significant growth in homes and jobs in residential and mixed use neighbourhoods. The green route on the alignment of the former canal provides a spine which connects landownerships and extends through the wider site allocation. Land to the north of the green route would be residential focused, Land to the south would reinforce the cluster of employment use and reinforce the vibrancy of the Old Kent Road and streets feeding onto it. It is likely that development of the site will need to provide social infrastructure including potentially a new school and health facilities.

### **OKR 17: Devon Street and Sylvan Grove**

Required land uses: Residential (C3 use class); town centre uses which increase the number of jobs.

Other acceptable land uses: Community (D class use); student housing (sui generis).

Indicative capacity: 1,390 homes

Phasing and implementation: Planning permission has been granted for a residential scheme on Sylvan Grove and a number of landowners have expressed an interest in bringing sites forward in the first phase of the Plan period.

### Reasons

4.4.17 An appropriate mix of town centre uses should help strengthen the role of the Old Kent Road as a high street and generate activity and vibrancy in the streets which feed on to it. This could include employment use where there is potential to create a critical mass and a cluster of workspaces. Hotel and leisure space might also form part of the mix and would take advantage of improving public transport accessibility. There are around 180 jobs in this site allocation and development should aim to increase this number.

### **OKR 18: Gasworks and Southwark integrated waste management facility (IWMF)**

Required land uses: Residential (C3 use class); community (D use class); waste management (sui generis) on the site of the Integrated Waste Management Facility; public open space; town centre uses.

Other acceptable land uses: Student housing (sui generis). Appropriate temporary or meanwhile uses prior to the site becoming available for comprehensive development.

Indicative capacity: 1,925 homes dependant on the quantum of non-residential use provided or retained on the site.

Phasing and implementation: There are likely to be significant remediation costs associated with a redevelopment of the gasworks. On the IWMF site the council's contract with Veolia extends until 2033 and it is unlikely to come forward in the short or medium term.

### Reasons

- 4.4.18 The gasworks will not be used again for gas storage and represents an obvious opportunity, subject to adequate remediation. The IWMF has longer term potential and development around it should be future proofed to enable its integration at some point in the future.
- 4.4.19 Together, these sites have the potential to make a significant contribution to the regeneration of the Old Kent Road area. The design and distribution of development will need to be considered carefully to manage the relationship with the New Cross electricity substation to the north.

### OKR 19: Hatcham Road and Penarth Street

Required land uses: Residential (C3 use class); employment (B use class); community (D use class) including gallery space/artists studios.

Other acceptable land uses: Retail (A use class); student housing (sui generis).

Indicative capacity: 1,285 homes

Phasing and implementation: Landownership around Hatcham Road is very fragmented. Some sites will be able to come forward in the first half of the Plan period, while others will be delivered in later phases.

### Reasons

- 4.4.20 Mixed use development can help renew and grow the existing stock of employment space, promote growth of the growing cluster of arts and creative uses and also help provide new residential homes.

### OKR 20: Ilderton Road

Required land uses: Residential (C3 use class).

Other acceptable land uses: Retail (A use class); community (D use class); employment (B use class); hotel (C1 use class); student housing (sui generis).

Indicative capacity: 1,025

Phasing and implementation: Landownership is very fragmented. Some sites will be able to come forward in the first phase of the Plan period, while others will be delivered in later phases.

### Reasons

- 4.4.21 Residential development will help provide new homes in the area which benefit from access to South Bermondsey Station and a new station to be built on Surrey Canal Road. There is an opportunity to provide a stronger street frontage to repair the gaps

on the east side of Ilderton Road and help integrate development in the opportunity area with the New Bermondsey development around Surrey Canal Road in Lewisham.

**OKR 21: 760 and 812 Old Kent Road (Toysrus store)**

Required land uses: Residential (C3 use class): town centre uses including replacement A class use; community (D use class).

Other acceptable land uses: Student housing (sui generis);.

Indicative capacity: 590 homes

Phasing and implementation: Toysrus own the freehold to their store and car park.

**OKR 22: 840 Old Kent Road (Aldi store)**

Required land uses: Residential (C3 use class) and or student housing (sui generis); town centre uses including replacement A class uses.

Other acceptable land uses: Community (D use class).

Indicative capacity: 150 homes

Phasing and implementation: Aldi own the freehold to their store and car park.

**OKR 23: 684-698 Old Kent Road (Kwikfit garage)**

Required land uses: Residential (C3 use class) and or student housing (sui generis); town centre uses.

Other acceptable land uses: Community (D use class).

Indicative capacity: 70 homes

Phasing and implementation: Kwikfit own the freehold to their store and car park.

**OKR 24: 636 Old Kent Road**

Required land uses: Residential (C3 use class) and or student housing (sui generis); town centre uses.

Other acceptable land uses: Community (D use class).

Indicative capacity: 22 homes

Phasing and implementation: The site is occupied by an existing business.

**Reasons**

4.4.22 Mixed use redevelopment will allow for a more efficient use of the land and can help strengthen the role of the Old Kent Road as a high street.

## **5. Appendices**

### **Appendix 1: How we prepared the Plan**

#### **A1.1 Introduction**

A1.2.1 The draft of the Old Kent Road area action plan was prepared in the first half of 2016. However, prior to this we sought to actively engage with the local community and local businesses to capture their views and aspirations for the area. Working with the Greater London Authority, we also commissioned research and studies to build an evidence base to support and inform the preparation of the plan.

A1.2.2 The Old Kent Road has been a designated “action area” since the Southwark Plan was adopted in 2007, and our Core Strategy (2011) sets out a vision for how we will produce an area action plan to help guide and manage the evolution of the area to reach its potential. Then in January 2014 the GLA identified the Old Kent Road as a potential opportunity area in the draft Further Alterations to the London Plan and this designation was confirmed in March 2015.

#### **A1.2 Community Forum and consultation**

A1.2.1 Early in 2015 we set up a community forum as a way to engage the local community in preparing the plan from the outset. The community forum had the following objectives:

- To actively engage the community in the planning process and capture views about the Old Kent Road and the surrounding area, both what people think of it as it exists now, and what people’s aspirations are for the future
- Bring together all stakeholders in the regeneration process, including the local community, the council, GLA, TfL, other public agencies and the private sector.
- Enable people who live, work, shop, attend events, and do business in a designated geographical area around Old Kent Road (the wider area) to influence the evidence base, vision, objectives and policies for the Old Kent Road AAP.
- To raise awareness of what the plan might mean for the local community and the future of the Old Kent Road and the surrounding area.

A1.2.2 The community forum met roughly every 4-6 weeks for a year between February 2015 and March 2016. The community forum meetings used a variety of formats and activities including local guest speakers, workshops, question and answer sessions and planning for real exercises to explore a range of themes including heritage and character, employment and businesses, retail and town centre uses, walking, cycling and buses (surface transport), open and green spaces and faith community spaces, the vision for the opportunity area and strategic options for regeneration. The outcomes and feedback have been invaluable in informing the plan.

A1.2.3 Separate to the community forum, we have maintained an on-going dialogue with a number of businesses in the opportunity area, initially through the Employment Study (see below) and also through business-focused workshops designed to capture views from business owners in the area. As well as businesses we also targeted young people to find out their views about the Old Kent Road and their aspirations for the future. Some of these young people gave a presentation at the community forum to enable the wider community to hear their views.

### **A1.3 Evidence base gathering, background studies and reports**

A1.3.1 Alongside the two heritage studies produced previously by English Heritage and Design for London, with the GLA, TfL and other partners we have worked together to build a strong evidence base to support the policies and regeneration strategy proposed in the draft Old Kent Road AAP.

A1.3.2 The starting point was to ensure we had a good understanding of what is happening in the opportunity at the moment, specifically in the area's many pockets of industrial and warehousing land and also in the shops and retail parks. Together with the GLA we surveyed all non-residential buildings in the opportunity area to find out more about businesses in the area, what they do, their aspirations and who they employ. To get a fine grain of information we also interviewed 10% of the businesses surveyed. This culminated in the Old Kent Road Employment Study. The findings fed into a borough-wide analysis of employment land (Employment Land Review 2015), forecasting future growth and focussing on need for employment land over the next 20 years and a strategy for the Old Kent Road.

A1.3.3 Secondly we commissioned Allies and Morrison Urban Practitioners to prepare a characterisation study, analysing the character of the opportunity area at the moment, its strengths and weaknesses and the way it can be managed in the future to reinforce elements of good character and ensure that new developments contribute to an overall improvement. The second stage of this piece of work was the Old Kent Road place-making study to consider the key urban design principles we would want to embed in a development framework and a study of the area's capacity to provide new homes and jobs.

A1.3.4 A number of studies have been prepared which focus on infrastructure. These have included a surface transport study to understand the impacts of growth and ways of mitigating it using transport as a driver for regeneration. In addition we have also prepared a decentralised energy study, a utilities study and an assessment of a range of other infrastructure impacts, including on schools and health facilities. These have also informed a viability study to make sure our policies in the draft plan will not affect the deliverability of development.

### **A1.4 Options**

A1.5.1 Through the preparation of the evidence base and the community forum we considered strategic options for growth in the opportunity area. Firstly, we considered what might happen under a "business as usual" scenario in which there were no Bakerloo Line extension. In this scenario, much of the land which is currently in industrial and warehousing use would continue to be identified as a

preferred industrial location (PIL) in which non-industrial and warehousing uses would be excluded. This scenario would protect existing employment space, but in the longer term, with projected decline in manufacturing in London and growth in professional and scientific, media and digital industries would not be best placed to respond to changes in business and employment. While some sites of poor quality could be released from the PIL designation, maintaining a large block of industrial and warehousing land would continue to form a barrier to movement and constrain potential regeneration especially in the southern part of the Old Kent Road.

A1.5.2 In contrast, the high growth scenario which is the basis of this plan involves enabling the industrial and warehousing land to evolve into mixed use neighbourhoods. These changes would be driven by the Bakerloo Line extension. The space available for industry would diminish, but the number of overall jobs would increase. New neighbourhoods would accommodate homes, including affordable homes which London needs and there would be an opportunity to make the Old Kent Road a better place for people walking and cycling, create new parks and improve the environment.

A1.5.3 Between these two options, we also considered a medium growth scenario, which promotes regeneration, but with fewer homes and new jobs. While this would result in less dramatic change than in the high growth option, it would be less likely to secure the Bakerloo Line extension and less likely to secure the environmental improvements which the area needs.

A1.5.4 Through the community forum we considered the range of options and possibilities across a number of themes. We also discussed strategic regeneration options and the ways of approaching these to maximise their value.

## **A1.5 Integrated Impact Assessment Scoping Report**

A1.5.1 In February 2016 we consulted on the scoping report for the Integrated Impact Assessment (IIA) for the Old Kent Road AAP. An IIA incorporates three separate assessments into one document: a sustainability appraisal (SA), an equalities impact assessment (EqIA) and a health impact assessment (HIA). The first two are required to be produced by local planning authorities for new plans by law, while the HIA is considered good practice. The sustainability impacts are assessed in terms of environmental, economic and social sustainability.

A1.5.2 Impact assessments are generally structured by establishing a set of objectives that the plan is seeking to achieve. Questions are then asked to see whether the proposed policies will impact the ability to achieve these objectives and how. For an SA, as part of the IIA, we also need to demonstrate we have explored “reasonable alternatives” to the proposed policies and the implications this may have had were we to take a different direction. The findings from the IIA have helped inform the draft plan.

## **A1.6 Joint working**

A1.6.1 We have worked closely with the GLA, TfL and Lewisham council in preparing the plan. In addition to holding a quarterly project board, officers across the

organisations have met regularly to coordinate the preparation of the evidence base and ensure that planned provision of infrastructure, including the Bakerloo Line extension and other social infrastructure, such as schools, leisure and health is coordinated across the area.

### **A1.7 Next steps**

A1.7.1 The first draft of the Old Kent Road Area Action Plan is being consulted on in summer 2016. While we have been engaging and consulting the local community and businesses groups over the past year, this is the first time you will be able to comment on the draft plan.

A1.7.2 After consulting on this first draft, we will collate all the feedback we receive and publish a final version of the plan for consultation. This will then be submitted to the Secretary of State who will appoint an independent inspector to hold an examination-in-public into the soundness of the plan. The plan will then be adopted, subject to any modifications recommended by the inspector.

## Appendix 2: Design guide for mixing uses

### A2.1 Supporting a strong local economy

A2.1.1 This document supports policies 10, 11 and 13 in the Old Kent Road AAP and explores the design principles and interventions which are essential to achieving sustainable mixed use development and will help to ensure different uses can work successfully and compatibly in a high density environment.

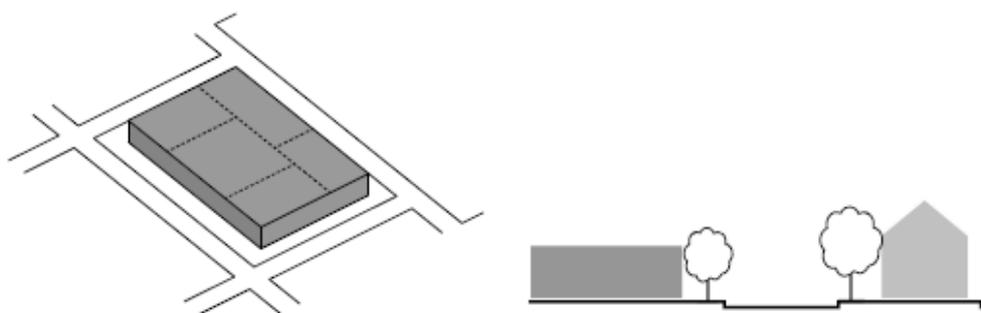
A2.1.2 Presently, the opportunity area has a number of large blocks of land which contain single uses. This applies to the retail parks and supermarkets on the Old Kent Road, as well as much of the industrial hinterland on either side. Our vision is that over the next 20 years, there will be a transition in the opportunity area from industrial and retail land to residential and mixed use neighbourhoods. To create sustainable and genuinely mixed use neighbourhoods it is important that employment space, shops and other facilities and residential space (among other uses) can operate successfully side by side. This requires careful consideration of the distribution of uses, layouts, servicing and design and will allow a greater variety of business and community uses to thrive on the Old Kent Road.

### A2.2 Design typologies

A2.2.1 Our evidence base has explored the way in which different formats of commercial space can co-exist with residential homes. Three typologies of mixed use development are outlined below, along with design guidance for each of these and some case studies which provide examples.

A2.2.2 In addition, a checklist of design features for achieving suitable and flexible workspaces and community uses in mixed use development is outlined to help adequately meet future business and community needs. To achieve meaningful, flexible and suitable workspace and cultural space to suit the future trends and demands of the Old Kent Road in a high density environment, a horizontal mix will be most appropriate on larger land parcels to achieve the extent of development envisaged across the opportunity area.

#### Typology 1: Standalone



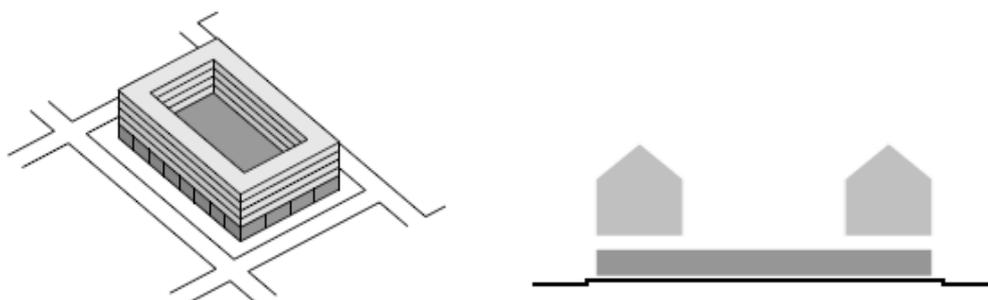
A2.2.3 In this typology, different uses are provided stand-alone buildings on adjacent plots. Most of the industrial and warehousing uses in the opportunity area are

accommodated in stand-alone buildings. This also applies to shopping space in supermarkets and retail parks. Some uses, such as utilities and general industrial activities require some separation from neighbouring uses with a transitional zone between them such as a street, or rail viaduct.

A2.2.4 Our vision for the opportunity area envisages that the Old Kent Road will increasingly look and feel like central London. To use land as efficiently as possible, maximising the amount of residential and commercial and other non-residential use, most development will be expected to use typologies 2 and 3 below.

<b>Sectors</b>	Utilities (electric, gas and water providers), wholesale and retail trade, repair, maintenance and warehousing of motor vehicles, logistics, distribution, warehouse storage, incineration, chemical treatment, hazardous waste.
<b>Typical activities</b>	Regular circulation of vehicles, use of heavy machinery.
<b>Outputs</b>	Acoustic nuisance, odours, waste nuisance, dust, pollutants, heavy vehicular movements will be retained within a designated area.

### Typology 2: Vertical mix



A2.2.5 This typology features workspace or other uses directly below residential development, typically on the ground floor. It is very common in shopping frontages, such as those at the northern end of the Old Kent Road, where residential and other uses are located on upper floors above shops. Development which includes retail or other uses where interaction with the high street is needed would be expected to be designed according to this typology. The new Decathlon store under construction at Canada Water is an example of where a large retail store is being incorporated at ground floor into a mixed use development which also contains residential use on upper floors.

A2.2.6 As well as retail, there are examples of where this typology has been used successfully in office or other commercial schemes. However, this typology also has many disadvantages for employment space. It makes it more difficult to cluster employment uses together and often creates an environment which feels very residential in character. Research suggests that occupiers of employment space prefer to locate to a cluster of such uses and to an environment which has more of a mixed use or commercial identity, which the horizontal mix typologies outlined below are better able to deliver. Moreover, ground floor spaces in vertically mixed buildings also tend to be less flexible and lack the appeal to a wide range of occupiers which

is desirable to ensure that buildings can be successfully let and occupied over a long period of time. Where provision of employment space in a vertical mix has worked more successfully, it is generally closely connected to, or forms part of a larger cluster of employment uses, benefiting from a wider commercial cluster.

A2.2.7 For the reasons set out above, in accordance with the New Southwark Plan new proposals for employment space should consider the potential to use the horizontal typologies described below.

<b>Sectors</b>	Retail (A1, A2 or A3 uses), service provision or offices where there is likely to be a higher degree of interaction with the street.
<b>Typical activities</b>	High street shopping, financial and professional services, busy offices that would thrive in a town centre location. A4 and A5 uses (drinking establishments and hot food takeaways) would need be carefully considered in relation to noise and odour considerations in proximity to residential development.
<b>Outputs</b>	Enhancement of the street environment, landscaping, street activity (outside seating/market stalls), compatibility with residential development above, quiet, daytime activities.

**Case study: Fulham Riverside, SW6**

A2.2.8 Vertical typologies can work where servicing of space and adequate separation can be given to different uses. The Fulham Riverside scheme incorporates stacked offices and a Sainsbury’s superstore at ground floor level with stacked car parking and separate servicing. Residential development has separate access and public realm is enhanced by a central courtyard and outdoor space.

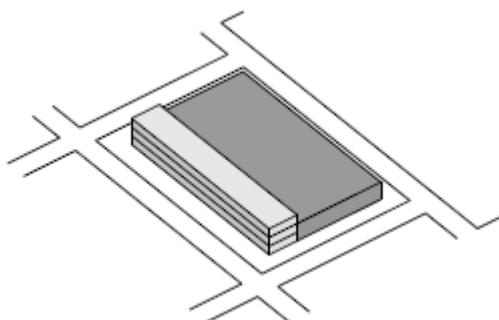


### Typology 3: Horizontal mix

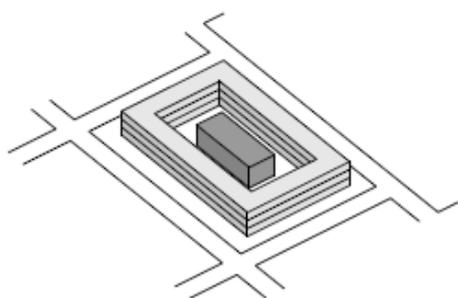


A2.2.9 Horizontal mix typologies enable a clustering of non-residential uses in a part of a site or building, but without the need for a transitional zone separating them from residential use. The separation of uses can make building management simpler than in a vertical mix. Light industrial workspace and hybrid units or artists studios would benefit from this typology. There are a number of ways in which horizontal mixing can be accommodated which are shown graphically below. These typologies can provide space which is flexible, which can adapt over time and which can meet the needs of a wide range of users.

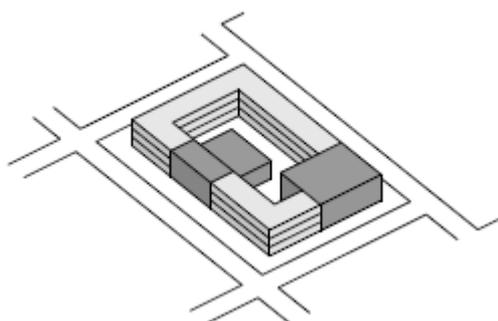
#### Independent



#### Enclosed



**Interlocked**



<b>Sectors</b>	Larger scale offices or retail development, light managed workspace for small and medium sized businesses, research and development, commercial printing, publishing, artist’s studios, cultural uses, places of worship.
<b>Typical activities</b>	Manufacturing, fabrication, processing or preparation of products from raw materials, design/production, community centres, stage shows.
<b>Outputs</b>	Residential development will benefit from high quality design with a purposeful ground floor environment enhancing public realm. Adjoining non-residential uses will benefit from a degree of separation allowing for flexible design for workspace or community uses, with separate access and servicing and the clustering of similar uses.

**Case study: Fish Island Village, Hackney Wick, East London**

A2.2.10 A project developed by Peabody and The Trampery as part of the wider regeneration of a historically industrial area to provide 580 new homes, 5,300 square metres of commercial space, of which 4,500 square metres will be operated by The Trampery as workspaces, a fabrication workshop, a theatre and a bar/restaurant.

**Case study: London Square Bermondsey (former Rich Estate), Crimscott Street Southwark**

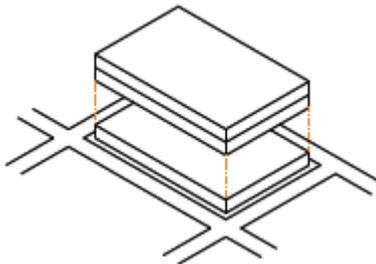
A2.2.11 The scheme includes the refurbishment of existing traditional factory buildings in a masterplan for the comprehensive redevelopment of an industrial estate in decline. The scheme will provide 406 residential units and 19,468 sqm of non-residential uses including workspace, retail and community space. The proposals include affordable workspace for two existing enterprises, Tannery Arts and Southwark Studios, providing affordable artists studios for this growing sector.



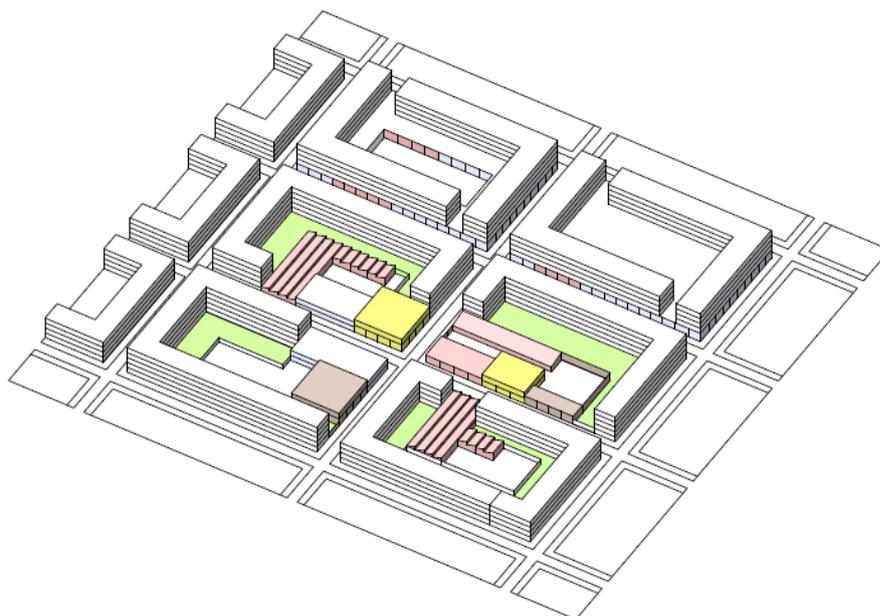
### A2.3 Design guidance

A2.3.1 Policy 10 aims to achieve high quality mixed use development incorporating realistic workspace to increase jobs and meet future changing employment patterns on the Old Kent Road. The design and layout of new proposals are fundamental to attracting new business and maintaining the business community. The design criteria below should be applied to all proposals for new employment space in the opportunity area.

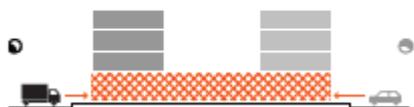
- Make efficient use of space on the plot.
- Stack employment uses where possible.



- Cluster similar sectors and help to create a business/cultural community and strengthen identity of the area. Consideration should be given to adjacent blocks and future development to secure employment clusters and help maintain a community where resources can be shared and deliveries and servicing would have least impact on surrounding residential development without affecting the function of the employment uses.



- Consolidate deliveries and servicing.
- Create separate servicing and parking for residential uses to avoid disruption to quiet enjoyment of homes.



- Alternatively implement a controlled timing strategy for shared service areas.
- Mitigate nuisance through sound insulation.
- Consider the creation of a buffer floor in vertical mixes to create separation of less compatible vertical uses.
- Creative active frontages by encouraging public facing services on street level and maximising entrances and openings.
- Use positive and visually engaging designs and ground floor level including art, display and landscape measures to mitigate negative impact.

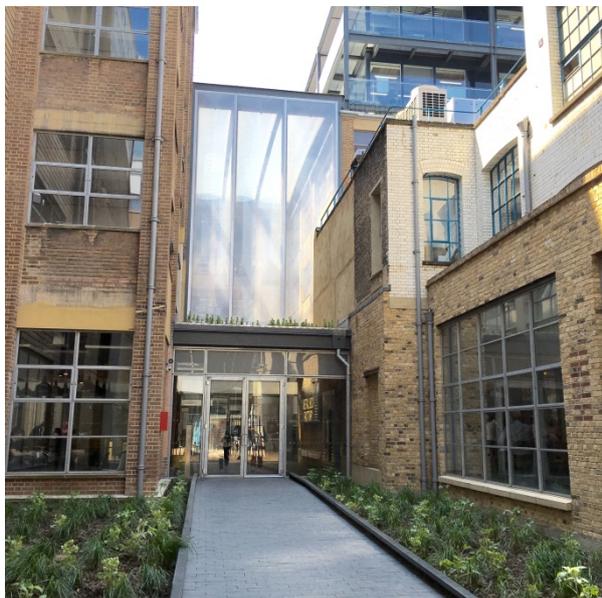
## **A2.4 New workspace requirements checklist**

A2.4.1 The specification and management of new employment space needs to be considered from an early stage to help ensure that space can be let and operated successfully. Consideration should be given to provision of the following:

- Managed workspace through a specialised provider
- Shared facilities and co-working space
- Appropriate hours of operation
- Requirements for high ceilings (artists studios, manufacturing, theatres)
- Full fit-out of space for SME businesses and cultural uses (lighting, security measures)
- Hybrid space; some 'making' space adjacent to office space for creative industries

- Fibre-optic broadband connectivity

**Case study: Metal Box Factory, Great Guildford Street, Southwark SE1**



A2.4.2 A former metal box factory, originally constructed in the late 19th Century, this building was refurbished to provide a range of contemporary office and workspace units, operated by specialist provider, Workspace. The building benefits from a number of shared amenities including a reception, showers, bike storage, 24 hour access, loading bays and meeting rooms.

**Case study: Spa Terminus, Bermondsey, Southwark**

A2.4.3 In partnership with Network Rail and Southwark, Spa Terminus restored a number of railway arches to an industrious manufacturing base specialising in food production and wholesaling.

**A2.5 Cultural space**

A2.5.1 Policy 13 encourages a wide range of arts, cultural and leisure uses in new development including museums, galleries, studios, cinemas, higher education institutions, sports facilities and many other community uses. The provision of arts, cultural and leisure uses will be vital to achieving sustainable development and improving social networks in the Old Kent Road opportunity area. It is vital that developers work with specific providers to achieve the successful delivery of these uses in mixed use development.

A2.5.2 When bringing forward a prospective cultural proposal, it is important that the scheme can viably meet the needs of a cultural operator. At the earliest stage, consideration should be given to:

- Existing provision in the area. What is already in the area? Is there duplication, is there potential to create a critical mass (clustering)?

- Who the local audiences are and where they are coming from: if the facility is part of a development including 500 family homes for instance, what will their needs be?
- What employment will be created and how will this support council policies.
- Justification for the scale of the project: We acknowledge the need for different scales of provision from shop unit for a photography studio to a 900 seat theatre.
- Draft heads of terms for the potential provider: include fit out, cost per square foot to the lease holder, or proposed sale price as a percentage below market value and viability of the financial model based upon market research.
- What other infrastructure will be needed: e.g. highways (loading bays for theatres, disabled parking).
- How a provider will be tendered for and selected.
- What ancillary businesses such as café and restaurants will be enabled to fund and subsidise the culture activity: these should not be designed out.

### **Case study: Peckham Levels, Southwark**

A2.5.3 Transforming Peckham's iconic multi-storey car park to a mixture of business and community space designed to inspire and support a new community of artists, makers and creative entrepreneurs, drawn from the local area.

### **Case study: Bankside Community Space, Southwark**

A2.5.4 Located underneath Better Bankside offices, the Bankside Community Space is a modern facility offering flexible furniture layouts, a catering booking service, free wifi and a data projector available to hire at a discount for community events or meetings.



**Case study: One Tower Bridge, Southwark**

A2.5.5 The London Theatre Company will take on the cultural space in Berkeley Homes' One Tower Bridge development. It will host the company's flagship project providing a new kind of flexible 900-seat theatre and will deliver a world-class cultural facility alongside new homes along the South Bank.



## **Appendix 3: Delivering the AAP**

### **A3.1 Introduction**

A3.1.1 This AAP seeks to shape the regeneration and transformation of the Old Kent Road opportunity area. The plan identifies locations for new housing, employment, open spaces and other important land uses, as well as existing land uses that are currently underutilised, underperforming or require regeneration.

A3.1.2 This section explains our approach to the delivery and phasing of development in the opportunity area and the way that important supporting infrastructure such as open spaces and community facilities will be provided.

### **A3.2 Taking the long view**

A3.2.1 Implementation of the proposals in the opportunity area is likely to require a protracted delivery timescale, having regard to the scale of change envisaged, and also the nature of proposals for some of the more challenging sites which are only likely to be brought forward in the longer term. In addition, while there is undoubtedly development which can be delivered in the opportunity area in the short-term (see below), reflecting the existing momentum for change, this process may accelerate once there is certainty regarding delivery of the Bakerloo Line extension. Given that Bakerloo Line extension is unlikely to become operational until at least 2030, full, comprehensive change may require a period of some 20 years or more for its implementation.

### **A3.3 Early developments**

A3.3.1 The transformational change of Old Kent Road which is our aim is already starting to happen. Projects that are currently in preparation or recently approved include:

- In the period 2015-2016 46 new homes were completed including 21 new council homes on Willow Walk.
- There are a further 882 homes under construction and with planning permission.
- A number of schemes are in preparation, including a redevelopment of Acorn Wharf and Surrey Wharf by Berkeley Homes and a redevelopment of the former petrol station on the corner of Penry Street and Old Kent Road to provide new council homes.
- With regard to infrastructure, the scheme at 399 Rotherhithe New Road (which is currently under construction) includes a primary school and sixth form for the City of London Academy. In Lewisham, permission has been granted for a mixed use redevelopment of land on Surrey Canal Road to provide around 2,500 new homes, a faith centre, community sports centre and other facilities. The development also includes a new station on the London Overground line on Surrey Canal Road.

### **A3.4 Managing and promoting integrated development**

A3.4.1 Given the scale of the proposed development in the opportunity area and the range and number of stakeholders that are already and will be involved, the process of bringing about regeneration will be challenging and complex. Development sites are

in disparate ownerships, there is limited public sector ownership, some occupiers have long leases and while there is great potential to intensify development, significant intervention is needed to upgrade the supporting infrastructure.

- A3.4.2 There are a number of policy areas within the AAP that require joint working with Lewisham council, the GLA, TfL and other public sector bodies. In accordance with the Duty to Cooperate, we have worked closely with these bodies in preparing this AAP and planning infrastructure delivery.
- A3.4.3 This AAP provides an important framework for shaping the regeneration of the opportunity area. The AAP will form part of Southwark's development plan and will be a material consideration in the determination of planning applications in the opportunity area. However implementation of the development management process will not be sufficient in itself. To deliver the vision for the Old Kent Road and implement the AAP, the public sector will also play a proactive coordinating role, bringing developers and wider stakeholders together to manage and promote comprehensive high quality development. We are exploring joint governance arrangements with Lewisham, GLA and TfL which are focused on a commitment to delivering the planned growth and providing the necessary infrastructure, including the Bakerloo Line extension.
- A3.4.4 The public sector will take a lead in ensuring that the necessary improvements are made to infrastructure to support growth, facilitating discussions between different landowners and utility providers. A collaborative approach between developers of nearby sites will also be critical to delivering high quality developments that benefit from area-wide infrastructure, such as open space, decentralised energy networks and surface water management networks. Individual landowners/developers will be encouraged to work together, both informally and formally using mechanisms such as joint ventures, collaboration agreements and equalisation agreements, so that comprehensive development can be delivered, which meets planning requirements and which is also likely to maximise viability and development returns.
- A3.4.5 The support of the local community is critical to the success of the AAP. The Old Kent Road community forum was established to provide a forum for public discussion about the future development of the area. Groups including Living Streets, Southwark Cyclists, Old Kent Road People and the many tenants and residents associations in the area have also made a huge contribution to the preparation of the AAP. We will continue to engage with the community to ensure that local people are actively involved in the development of their area.

### **A3.5 Compulsory purchase powers**

- A3.5.1 Compulsory purchase is the power that enables public bodies to acquire land, or rights over land, compulsorily in return for compensation. It can be an important tool to help assemble land needed to help deliver social, environmental and economic change.
- A3.5.2 Where necessary compulsory purchase powers may be used to assemble sites, unlock development potential and meet planning and regeneration objectives. In exercising its CPO powers, Southwark must have regard to government guidance

which states that a CPO should only be made where there is a compelling case in the public interest.

### A3.6 Infrastructure plan

A3.6.1 Over the course of the next 20 years or so, we expect around 20,000 new homes to be built in the opportunity area and the amount of employment to be significantly expanded. Existing infrastructure will need to be improved and new infrastructure provided to cope with the pressures arising from the additional population.

A3.6.2 We have divided the AAP delivery timescale into four phases of five years each. A schedule of new or improved infrastructure proposals, funding mechanisms and timing are set out in Tables A3.6.1 and A3.6.2. This schedule has been informed by engagement with a range of council services and with utility providers; a utilities study which identified the key reinforcement requirements to support the planned growth in the opportunity area; and a surface transport study completed by TfL. This table will be refined further and kept under review as additional information becomes available.

**Table A3.6.1: Infrastructure requirements by AAP phase**

Plan phase	Population growth	Infrastructure required	Who is involved?	Cost	Funding sources	CIL/ interim Section 106 planning obligations generated
2015/16 – 2020/21	1430	1 primary school	LB Southwark, Academies, Free Schools, Developers	£7.5M	CIL Investment by education providers DfE funding	CIL: £10m
2021/22 – 2025/26	10435	1 primary school, 1 secondary school  New open spaces (former Surrey Canal green route)  Primary substation	LB Southwark, Academies, Free Schools, Developers  LB Southwark, Developers  UK Power Networks, LB Southwark, Developers	£16M  £6M  £16M (excluding land costs)	CIL Investment by education providers DfE funding.  Direct provision by developers on-site; CIL and grant applications for off-site facilities. CIL and grant applications	CIL: £46m
2026/27	14844	3 primary	LB	£22.5M	Off-site	CIL:

– 2030/31		schools  New open spaces (Mandela Way and Gas Works)	Southwark, Academies, Free Schools, Developers.  LB Southwark, Developers	£6.5M	subsidy through CIL; Investment by education providers DfE funding.  Direct provision by developers on-site; CIL and grant applications for off-site facilities	£45m
2031/32 – 2035/36	14334	2 primary schools 1 secondary school  New open spaces (Mandela Way and Gas Works)	LB Southwark, Academies, Free Schools, Developers  LB Southwark, Developers	£23.5M  £5M	Off-site subsidy through CIL; Investment by education providers DfE funding. Direct provision by developers on-site; CIL and grant applications for off-site facilities	CIL: £57m
TOTAL	41043					£158m

**Table A3.6.2: Infrastructure requirements across multiple phases**

<b>Project</b>	<b>Who is involved?</b>	<b>Funding</b>	<b>Timescales</b>
Bakerloo Line extension	LB Southwark, LB Lewisham, TfL, GLA	£1.25 billion Funding sources likely to include CIL, TfL and Treasury	Throughout all delivery phases
Improvements to walking and cycling facilities and routes	LB Southwark, TfL, Developers	tbc	Throughout all delivery phases
Enhancements to Old Kent Road public realm	LB Southwark, TfL	tbc	Throughout all delivery phases
Improved open spaces	LB Southwark, Developers	£12M? CIL and grant applications	Throughout all delivery phases

Decentralised energy network	Energy Services Company (ESCO), LB Southwark, Developers	£57.5-63.6 Million (depending on option implemented). An ESCo could pay the capital costs and recoup these through connection and heat charges	Phased delivery through to 2026
Strategic SUDS	Thames Water, LB Southwark, Developers	Tbc. Anticipated funding from s106. Potential funding from Thames Water.	Throughout all delivery phases
Upgrade access to superfast broadband	Broadband providers, LB Southwark, Developers	~£3 Million. Funded by digital providers through agreements with developers and service charges	Phased delivery through to 2026
Health facilities	LB Southwark, NHS Southwark CCG	£15.5M CIL and NHS funding	2026-2031?
Sports facilities	LB Southwark, Commercial leisure providers	£15M Private investment; CIL if need for new public facilities arises	Timescale will be identified if monitoring indicates need for new facilities
Play facilities	LB Southwark, Developers	Direct provision by developers on-site; CIL and grant applications for off-site facilities as part of cost of new open space	Throughout all delivery phases
Early years care	LB Southwark, Developers, Commercial providers	Direct provision by developers and private investment	Throughout all delivery phases

A3.6.3 Development should make appropriate contributions towards new infrastructure and improvements to existing infrastructure (see section on S106 planning obligations and CIL below). However the NPPF requires planning authorities to properly consider development viability when considering infrastructure delivery. If development is not viable, it will not proceed and this would impact on the provision of new homes and on new jobs to support the economy. Early work is showing that not all of the required infrastructure can be funded through contributions from private development alone. Work is underway to further inform this Implementation and Delivery Chapter in the next draft of the AAP, including consideration of funding options for the Bakerloo Line Extension and other strategic infrastructure.

A3.6.4 Housing Zone funding has recently been secured to support the delivery of affordable housing in the opportunity area. We will use this to help secure affordable housing in early developments.

## Transport

A3.6.5 The Bakerloo Line extension will be a key driver to growth in the opportunity area. The potential of the extension to unlock growth in homes and jobs is a key part of the rationale for investing in this piece of infrastructure. Growth will also be expected to contribute towards the cost of the project through mechanisms such as CIL. It is anticipated that construction of the extension could commence around 2023 with completion around 2030. TfL anticipate gaining board approval to progress the scheme to a Transport and Works Act Order around 2018.

A3.6.6 Prior to the Bakerloo Line extension opening improvements will be needed to accommodate growth. It is estimated that demand for bus services will increase by approximately 20% before the extension is delivered. A high-quality bus network will remain vital in maintaining and improving the public transport accessibility level of the opportunity area. Improvements to the environment for people walking and cycling, including both on the Old Kent Road itself and to public transport interchanges are also critical to mitigating the impact of growth.

### **Public realm**

A3.6.7 The AAP identifies a number of public realm projects which are of strategic importance. These will be funded from a number of sources, including Section 106 Planning Obligations, private development (for example in the case of the Bricklayers Arms roundabout) and public sector funding streams.

### **Open spaces**

A3.6.8 The delivery of new and enhanced open spaces in the opportunity area as part of a wider green infrastructure network including green links will be critical to the area's success. New open spaces and green links are largely located within development sites. Our viability testing of the plan has taken account of the cost to developers of providing these new spaces.

A3.6.9 Burgess Park, while it is mainly outside the opportunity area, can play a key role in helping delivery open space infrastructure which will be needed. In 2012 Burgess Park re-opened after an £8m transformation, establishing it as a park central to the local community and recognised more widely for its heritage, sports facilities, lake, wildlife, design and horticultural excellence and even barbecues. A further £7.2m is available for the next phases of the masterplan and additional match funding is also being sought. Proposals for the next phases incorporate sports facilities including four new floodlit tennis courts, new all weather pitches for rugby and football, a gym, training rooms and changing facilities, a new centre for youth active sports and play and a new play hub on Trafalgar Avenue. Burgess Park is also a potential recipient of CIL funding.

A3.6.10 Our open spaces strategy identified opportunities to improve a number of the open spaces in the area. These have more of a local focus and improved landscaping and amenities will help meet the needs of a local catchment.

### **Energy, water and communications**

A3.6.11 There is limited existing substation capacity to supply power to new development in the Opportunity Area. UK Power Networks (UKPN) have indicated that a new primary substation will be required at a cost estimated at £16m, excluding land costs. The work will involve:

- Installation of approximately 3km of EHV cable route to a new primary substation location.
- A new 66/11kV 30MVA primary substation
- Provision for 4km of new 11kV feeders (the configuration of the 11kV network will depend on distribution of load in the development area).

A3.6.12 We have assessed the most cost effective means of supplying low and zero carbon energy in the opportunity area. Our decentralised energy strategy identified significant potential to establish a district heating network in the area, through delivering energy centres in the area and/or connecting to SELCHP. Depending on the network options pursued, development of the network would cost between £57 million and £64 million. The Old Kent Road decentralised energy strategy sets out a range of delivery options and next steps for delivering the network. For example, if an Energy Services Company (ESCo) was interested in delivering the network then it could take on the capital costs and recoup these through connection and heat charges. Carbon offsetting funds secured via Section 106 planning obligations (where CO2 targets are not met on site) could also contribute to funding network development.

A3.6.13 Southwark will monitor phasing and implementation of development and continue to share plans with infrastructure providers. There may be opportunities to phase implementation of infrastructure with road network improvements, installation of utilities and other public realm works. These opportunities will be kept under review.

A3.6.14 Developers will liaise with providers to ensure that any upgrades required to power, water and sewerage infrastructure are provided ahead of the occupation of development. With regard to water and sewerage infrastructure, we will use planning conditions where appropriate to ensure that development does not commence until impact studies on the existing water supply and sewerage infrastructure have been approved by Southwark in conjunction with Thames Water. Where there is a capacity problem and no improvements are programmed developers should contact the utilities company to agree what improvements are required and how they will be funded.

A3.6.15 Thames Water has recommended that surface water discharge should be restricted to greenfield rates to minimise the need for upgrades to the combined sewer network. Southwark will work with developers to deliver a coordinated approach to SUDS design, delivery and management. Given wider pressures on water supplies and the scale of development proposed for the opportunity area, opportunities to implement communal waste water recycling should also be considered to reduce mains water demand. We will continue to work with Thames Water on these issues and will consider facilitating the development of an Integrated Water Management Strategy for the opportunity area to support a strategic, joined-up approach to delivery.

A3.6.16 Digital connectivity is an important utility and is likely to become more so as services increasingly move online and television and telephone calls shift to the internet. Many parts of the opportunity area do not have access to superfast broadband. Facilitating superfast broadband usually involves upgrading the cabling between the telephone exchange and existing street-side cabinets or between the cabinets and buildings. The need to upgrade broadband infrastructure in the area has been identified in the council's Infrastructure Plan. The council has liaised with digital providers in developing this AAP and will seek to work with developers and providers to coordinate delivery of superfast broadband to new developments. While

the level of investment in digital infrastructure may be significant, as the telecoms industry is a competitive market no planning obligations should be required to provide the major telecoms infrastructure to the area (this will be funded through agreements between providers and developers and service charges).

### **Community facilities**

A3.6.17 Demographic modelling has been undertaken in order to forecast the need for new community facilities. Population growth over time was estimated based on housing capacity estimates for development sites in the opportunity area and the anticipated phasing of delivery. It was assumed that development will come forward at high densities, enabled by the Bakerloo Line extension, and that the size and tenure of new housing will be compliant with the New Southwark Plan. The total population growth could be around 41,000 additional people including 6,500 children, with the fastest growth expected from 2026 to 2036.

A3.6.18 The estimated need for new schools takes into account existing school places and capacity for expansion. Two new 2-form entry primary schools and a new 6-form entry secondary school are required by 2025 and a further secondary school and six additional primary schools by 2036. This is shown in Table A3.6.1. Detailed pupil place planning will be carried out on shorter timescales to confirm school places shortfalls and apply for DfE funding. We will secure land for schools through Section 106 planning obligations where needs arising from development exceeds available school places. We will work with providers of academies and free schools to build schools, using CIL, DfE funding and private investment to open and operate new schools.

A3.6.19 Health facility estimates have been carried out with NHS Southwark CCG, dividing the population growth between the northern and southern ends of the Old Kent Road. The primary care and community care service needs will be greater for the southern part of the opportunity area and would be best met by a new multi-service hub of around 3,800 sqm. The needs in the northern part of the opportunity area will be less and nearby facilities may have the capacity to expand to meet them. Otherwise up to 700 sqm of further new floorspace would be required. Funding from CIL contributions and NHS resources will likely be required. The CCG are developing an estates strategy which may refine options for delivering new facilities and we will continue to work together to provide for healthcare in the most effective way.

A3.6.20 The libraries in and around the opportunity area at Peckham, Canada Water, The Blue, New Cross and the new library planned for Thurlow Street provide good coverage in meeting current needs. As part of any medium term review of library provision across the borough, linked to population growth and change, we would keep the need for a new or relocated library into this area under review.

A3.6.21 We have worked with Sport England to understand the existing provision of leisure centre facilities in and around the opportunity area. Modelling indicates there some existing unmet need in the south of the borough. Sport England have also estimated that the demand arising from population growth in the opportunity area would be

around 3,000 visits per week each for swimming pools and sports halls. Much of the existing provision is in schools, which may be able to extend their hours of access for sports use to help meet current unmet needs. The newly opened Castle Leisure Centre at Elephant and Castle and a new leisure centre at Canada Water, will help meet existing needs. Future needs can be met by a combination of sources. The major new community sports centre planned on Surrey Canal Road will be well located to serve the south of the opportunity area. We will encourage further new delivery in new schools, in commercial leisure schemes and as part of potential further enhancements to Burgess Park. A review of the council's playing pitch strategy may identify further opportunities for improvement. The larger part of the need for sports facilities will not arise until 2026 onwards, giving time to monitor progress in provision and respond to any shortfall.

A3.6.22 An estimated 65,000 sqm of new playable space is required to meet the child age population growth. We have also modelled the accessibility of existing facilities and identified gaps in provision, mainly associated with existing non-residential areas. The most significant gaps affect access by 0-5 year olds for which we will ensure that new residential development provides doorstep and local playable spaces. Gaps in access by 6-11 year olds are less significant but notable opportunities to improve access to neighbourhood playable space will be taken on new open space. There is good overall accessibility for 12+ year olds but supply should be increased. Potential and planned improvements nearby at Burgess Park and New Bermondsey will help alongside opportunities with new schools and new and enhanced open space within the opportunity area.

A3.6.23 We have estimates the need for an additional 300 early years care places in the opportunity area, assuming a typical proportion of early years children require care and a similar percentage of childminder provision to the current situation in the opportunity area. Early years places are often provided by commercial nurseries, which will be encouraged in new development. We will monitor this delivery and explore additional opportunities in schools and health centres as necessary.

### **A3.7 Planning obligations and CIL**

A3.7.1 Section 106 planning obligations and Community Infrastructure Level contributions will be important for funding supporting infrastructure in the opportunity area, as indicated above. Our approach is to ensure that development mitigates its impact through the use of planning obligations and Southwark CIL.

A3.7.2 Southwark CIL applies a standard charge on new development 'of an amount per square metre' of net additional floorspace, as specified in Southwark's CIL Charging Schedule. Alongside the preparation of the AAP we are consulting on a revised CIL charging schedule which sets out revised CIL rates for the opportunity area. These revised rates have been proposed based on a full assessment of the viability of development in the opportunity area.

A3.7.3 The infrastructure that a CIL charging authority intends to spend CIL income on is set out in our 'Regulation 123' list. This infrastructure is generally strategic in nature

and therefore benefits a wide number of users. Infrastructure in a Regulation 123 list cannot also be funded by money raised through Section 106 planning obligations.

- A3.7.4 Beyond CIL, Section 106 planning obligations may still be applied to developments where mitigation of site-specific impacts is required to make development proposals acceptable in planning terms. This is likely to include the amount of affordable housing which will be provided in the development. While we are revising our CIL Charging Schedule will use Section 106 planning obligations to help fund new stations on the Bakerloo Line extension to ensure that the improvements which are required to deliver cumulative levels of growth can be put in place.
- A3.7.5 Our Supplementary Planning Document provides further guidance on CIL and Section 106 planning obligations.

### **A3.8 Monitoring progress**

- A3.8.1 Once the AAP has been adopted it will be important to ensure that the policies outlined in this document are meeting their objectives, that targets are being achieved, and that the assumptions behind the policies are still relevant and valid. We will therefore follow the progress of the AAP by monitoring how well it is achieving its objectives.
- A3.8.2 We have set out a monitoring framework for the AAP (see appendix 5) which establishes the indicators and targets that will be used to monitor its progress. Where possible these are the same as those already used within our statutory Authority Monitoring Report (which we use to monitor the Core Strategy and other Local Plan documents) and Council Plan. However, there are also some more locally specific indicators and targets. The monitoring framework has also drawn upon the sustainability indicators and targets outlined in the sustainability appraisal scoping report.
- A3.8.3 Each year we will use this framework to monitor the AAP and the results will be reported in our Authority Monitoring Report. Where necessary, as a result of this monitoring process, actions will be taken to review part or all of the AAP to ensure that the objectives outlined in the vision are achieved.

### **A3.9 Risk**

A3.9.1 The main risks to achieving the objectives of the AAP are:

- Electricity Infrastructure
- Transport infrastructure
- Phasing of development

#### **Electricity Infrastructure**

A3.9.2 As highlighted above a new primary substation will be required to meet the electricity demands of the planned level of growth at the Old Kent Road. This is estimated to cost £16m, excluding land costs. Identifying a suitable site for this substation and paying for this infrastructure so that it is delivered in a timely fashion is a key risk,

particularly as existing regulatory constraints on the ability to invest in such infrastructure ahead of need. Southwark aims to work collaboratively with developers and key stakeholders such as UKPN and GLA to ensure this critical infrastructure can be delivered in a timely and effective manner.

### **Transport infrastructure**

A3.9.3 The AAP proposes a number of significant improvements to transport infrastructure, including the extension of the Bakerloo Line which is fundamental to unlocking the scale of growth being planned for in this AAP. Key risks include the need to agree with Government, GLA and TfL a funding package for the delivery of the Bakerloo Line extension, as well as other transport related improvements. In line with other recent strategic transport projects including Crossrail 1, Crossrail 2 and the Northern Line extension, there is an expectation that development will have to play a significant role in funding the Bakerloo Line extension.

A3.9.4 The revised CIL charging schedule and interim approach to Section 106 planning obligations we are putting in place maximise the potential for generating funding from development, while ensuring that other plan objectives can be met. The governance arrangements we will put in place will also ensure the commitment of the key public authorities in the area and help raise the profile of the project.

A3.9.5 At the earliest, the Bakerloo Line extension would not be completed until 2030 and a range of transport related improvements will be required to help accommodate the level of growth expected over the period prior to the extension opening. This will include improvement bus infrastructure and services. If the opening of the Bakerloo Line extension is delayed or indeed does not happen at all, our evidence bases, including the findings of the viability testing suggest that the rate of growth will be slowed, taking place over a much longer timescale than this plan envisages. This is mainly because the viability testing suggests that an increase in residential values will be required to make some of the higher value industrial and retail land viable. The Bakerloo Line extension would be a catalyst that accelerates this process.

### **Phasing of development**

A3.9.6 The majority of development sites in the area are in private ownership. The success of the AAP requires the private sector to commit to significant levels of investment in an area that has not been previously perceived as desirable location for significant housing growth. There is already growing interest from the development industry in bringing forward significant development schemes in the area. However, we have limited control over when sites are brought forward for development, therefore the phasing set out in Table A3.6.1 is indicative. It may be necessary in future years to adjust the phasing of new housing, to avoid bringing too many new homes onto the market in any one year.

A3.9.7 The delivery of the public realm enhancements, transport improvements, and other critical

A3.9.8 Infrastructure identified in the AAP will provide an attractive context for investors and developers and attract more people to the area. The rate at which sites are brought

forward will be monitored and the anticipated phasing plan will be periodically updated. Updates will be shared with infrastructure and utilities providers as part of an ongoing collaborative approach. Developers will be advised to contact utility providers at the earliest opportunity to avoid delays later. This coordinated approach will enable providers to adjust their delivery programmes and ensure that necessary infrastructure improvements are delivered at the right time. The delivery of supporting infrastructure will be monitored alongside the delivery of developments.

**Appendix 4: Relationship between the OKR AAP and NSP and the London Plan**

<b>Old Kent Road AAP</b>	<b>New Southwark Plan</b>	<b>London Plan</b>
Vision and AAP Policy 1	Strategic Policy 2 (“SP2”) Revitalised Neighbourhoods	Policy 2.12: Central Activities Zone – Predominantly local activities  Policy 2.13: Opportunity Areas and Intensification Areas
<b>Strategy: Quality affordable housing</b>		
AAP Policy: New homes	DM2 New family homes DM5 Housing for older people DM6 Homes for households with specialist needs DM7 Houses in multiple occupation and hostels DM3 Protection of existing family homes	3.3 Increasing housing supply 3.4 Optimising housing potential 3.5 Quality and design of housing developments 3.14 Existing Housing
AAP Policy: Affordable homes	SP1 Quality affordable homes DM1 Affordable homes	3.10 Definition of affordable housing 3.11 Affordable housing targets 3.12 Negotiating affordable housing on individual private residential and mixed use schemes 3.13 Affordable housing thresholds
AAP Policy: Private rented sector homes	DM4 Private rented homes	3.9 Mixed and Balanced Communities
AAP Policy: Optimising delivery of new homes	DM8 Optimising delivery of new homes	3.4 Optimising housing potential 3.7 Large Residential Developments
<b>Strategy: Revitalised neighbourhoods</b>		
AAP Policy: Heritage	DM14 Listed buildings and Structures DM15 Conservation areas DM16 Conservation of the historic environment and natural heritage DM17 Borough views DM18 Archaeology DM19 World heritage sites	7.8 Heritage assets and archaeology 7.9 Heritage-led regeneration 7.10 World heritage Sites 7.11 London view management framework 7.12 Implementing the London view management framework
AAP Policy: Streets and public spaces	DM9 Design of places DM10 Design quality	3.5 Quality and design of housing developments
AAP Policy: Public realm strategy for the		Opportunity and Intensification Area 24 p.353 Old Kent Road

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AAP Policy: Building blocks	DM9 Design of places DM10 Design quality	3.5 Quality and design of housing developments
AAP Policy: Building heights strategy	DM12 Tall Buildings	7.7 Location and design of tall and large buildings
<b>Strategy: Strong local economy</b>		
AAP Policy: Employment clusters	DM23 Transition of preferred industrial locations to mixed use neighbourhoods. DM 24 Office and business development DM 25 Railway arches DM 26 Small business units DM35 Access to employment and training	4.3 Mixed use development and offices. 4.4 Managing industrial land and premises
AAP Policy: High Streets	DM27 Town and local centres DM 28 Development outside town centres DM29 Protected shopping frontages DM 30 Shops outside protected shopping frontages, town and local centres. DM31 Shop frontages DM32 Betting shops, pawnbrokers and payday loan shops. DM33 Hotels and other visitor accommodation DM34 Pubs	2.14 Areas for regeneration 2.15 Town centres
<b>Strategy: Well-being: the best start in life and healthy and active lifestyles</b>		
AAP Policy: Social infrastructure	DM38 Healthy developments DM40 Flexible community uses DM64 Infrastructure	3.1 Ensuring equal life chances for all 3.2 Improving health and addressing health inequalities 3.16 Protection and enhancement of social infrastructure 3.17 Health and social care facilities 3.18 Education facilities 4.12 Improving opportunities for all
AAP Policy: Student housing	DM21: Education places DM22: Student homes	Policy 3.8: Housing choice Policy 3.18: Education facilities
AAP Policy: Arts, culture & leisure	DM39 Leisure, arts and culture DM40 Flexible community	3.19 Sports facilities 4.6 Support for and enhancement of arts, culture, sport and

	uses	entertainment
<b>Strategy: Getting around</b>		
AAP Policy: Bakerloo Line extension	DM47 Infrastructure improvements	6.1 Strategic Approach 6.5 Funding Crossrail and other strategically important transport infrastructure
AAP Policy: Above surface public transport	DM42 Public transport	6.2 Providing public transport capacity and safeguarding land for transport 6.4 Enhancing London's transport connectivity 6.7 Better streets and surface transport
AAP Policy: Walking and cycling	DM44 Walking DM46 Cycling	6.10 Walking 6.9 Cycling
AAP Policy: Highways	DM43 Highways impacts	6.11 Smooth traffic flow and tackling congestion 6.12 Road network capacity
AAP Policy: Servicing and freight	DM43 Highways impacts	6.14 Freight
AAP Policy: Car parking	DM48 Car parking DM49 Parking standards for disabled people and the mobility impaired	6.13 Parking
<b>Strategy: Cleaner, greener, safer</b>		
AAP Policy: Green infrastructure	DM52 Open space and open water space DM53 Biodiversity DM54 Trees	7.14 Improving air quality 7.17 Metropolitan open land 7.18 Protecting open space and addressing deficiency 7.19 Biodiversity and access to nature 7.20 Geological conservation 7.21 Trees and woodlands 5.11 Green roofs and development site environs
AAP Policy: Decentralised energy	DM56 Energy	5.4A Electricity and gas supply 5.5 Decentralised energy networks 5.6 Decentralised energy in development proposals 5.7 Renewable energy 5.8 Innovative energy technologies
AAP Policy: Flood risk and sustainable urban drainage systems	DM62 Reducing water use and improving water quality DM63 Reducing flood risk	5.12 Flood risk management 5.13 Sustainable drainage 7.13 Safety, security and resilience to emergency
AAP Policy: Air Quality	DM60 Improving air quality	7.14 Air Quality
<b>Strategy: Implementation</b>		
AAP Policy: Proposals sites		8.2 Planning Obligations 8.3 Community Infrastructure Levy

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AAP:OAPF Policy: Delivering the plan	DM64 Infrastructure DM65 Southwark CIL and Planning Obligations DM66 Enforcement DM67 Compulsory Purchase Order DM68 Monitoring	8.2 Planning Obligations 8.3 Community Infrastructure Levy

**Appendix 5: Monitoring framework**

<b>Policy</b>	<b>Target</b>	<b>Indicator</b>
<b>The Role of the Old Kent Road</b>		
AAP1: The Old Kent Road	Development should support the function and role of the CAZ.	To be monitored using the indicators in the relevant policies.
<b>Quality affordable housing</b>		
AAP2: New homes	Minimum of 20,000 new homes approved/completed by 2036	Number of new homes approved, under construction and completed each year up to 2036
AAP3: Affordable homes	35% of new homes affordable (including 70/30 split between social rented and intermediate)	Proportion of new affordable homes approved, under construction and completed
AAP4: Private rented sector homes	Deliver PRS homes alongside conventional market “for sale” housing and established affordable housing	Number of new homes approved, under construction and completed as covenanted PRS homes
AAP5: Optimising delivery of new homes	Delivering new homes in the opportunity area at densities of between 650 - 1,100+ habitable rooms per hectare in the core area, and outside 200 – 700+ habitable rooms	Recording the location of major schemes and their density levels by habitable rooms per hectare
<b>Heritage</b>		
AAP6: Heritage	Development to sustain, enhance, better reveal, avoid harm to heritage assets and their settings.	<p>Number of developments subject to an archaeological assessment</p> <p>Number of developments within a conservation area</p> <p>Number of listed buildings subject to development</p> <p>Change in the number of listed buildings and on the “at risk”</p>

		register within the opportunity area
AAP7: Streets and public spaces	Hierarchy of streets and spaces, reinforce east-west routes across the area and parallel to the Old Kent Road, enhance open spaces	Compliance with principles set out.
AAP8: Public realm strategy for the Old Kent Road	Specific place-based public realm improvements and general public realm strategy for improving accessibility, green infrastructure, street activity and safety	Completion of strategic place-based public realm projects referenced in AAP8.  Amount of S106 and CIL generated for public realm and highways improvements
AAP9: Building blocks	Development should provide: <ul style="list-style-type: none"> <li>• Fine urban grain with interesting routes</li> <li>• Interesting and varied roofline</li> <li>• Frequent shifts in architectural design and frontages</li> <li>• Frequent entrances onto the street</li> <li>• Use high quality materials</li> <li>• Minimise surface level car parking</li> </ul>	Compliance with principles set out.
AAP10: Building heights strategy	Prevailing building heights of between 5 – 8 storeys  Well designed tall buildings within the core area	Review of urban design quality in completed major schemes  Number of schemes approved, under construction and completed over 8 storeys
<b>Strong local economy</b>		
AAP11: Employment Clusters	Development for employment floorspace will need to be delivered in designated employment clusters and: <ul style="list-style-type: none"> <li>• Retain or increase employment floorspace</li> <li>• Generate employment and</li> </ul>	Amount of employment floorspace approved, under construction and completed in the employment clusters  Number of businesses operating in the opportunity area

	<p>increase the number of jobs on site</p> <ul style="list-style-type: none"> <li>• Deliver managed workspace through a specialist provider and include affordable/low cost work space (if over 1,000sqm)</li> <li>• Accommodates existing businesses in the area or provides a relocation strategy</li> </ul>	<p>Number of jobs in the opportunity area, by sector</p> <p>Vacancy rates for B Use Classes</p>
AAP12: High Streets	Re-establish the Old Kent Road as a high street with town centre uses as well as homes	Amount of publically accessible non-residential floorspace (A1-A5, D1 and D2 uses classes) approved, under construction and completed along the Old Kent Road frontage
AAP13: Social infrastructure	New primary schools and secondary schools, health facilities, pre-school facilities and play facilities	<p>Amount of new school places, health, pre-school facilities delivered</p> <p>Amount of children's play space delivered</p> <p>Funding negotiated from S106 and CIL for education, health children's play, sports development and community facilities</p> <p>Gross and net change in D1 floorspace</p> <p>Indices of multiple deprivation: Health deprivation</p> <p>Indices of multiple deprivation: Education deprivation</p>
AAP14: Student Housing	<p>Student housing schemes in the core area where they are:</p> <ul style="list-style-type: none"> <li>• Part of a wider campus development</li> <li>• Part of a mixed community Provides a range of student housing types</li> <li>• Provides a student</li> </ul>	Total number of new student bedrooms approved, under construction and completed

	management plan	
AAP15: Arts, culture & leisure	Development should provide arts, culture, leisure, indoor and outdoor sports facilities and higher education floorspace	<p>Amount of D2 floorspace approved, under construction and completed in the opportunity area</p> <p>Amount of outdoor sports floorspace approved, under construction and completed in the opportunity area</p> <p>Amount of higher education floorspace (D1 and B1b) approved, under construction and completed in the opportunity area</p>
<b>Getting around</b>		
AAP16: Bakerloo line extension	Development should facilitate the Bakerloo Line Extension (BLE).	<p>Annual review of BLE delivery progress</p> <p>Amount of CIL generated to fund BLE</p>
AAP17: Surface public transport	Development should facilitate the improvements to surface public transport infrastructure, including bus, rail and tube networks	<p>Amount of CIL and S106 generated for surface public transport investment</p> <p>Proportion of personal trips made on each mode of public transport</p>
APP18: Walking and cycling	Development should facilitate provision of walking and cycling routes	<p>Proportion of personal trips made by walking and cycling within the opportunity area</p> <p>Number of pedestrian and cyclist accidents within the opportunity area</p> <p>Number of new cycle hire docking stations and cycle hire bikes within the opportunity area</p>
AAP19: Highways	Development should minimise and mitigate highways impacts and provide highways improvements including for buses, pedestrians and cyclists	Amount of S106 and CIL generated for public realm and highways improvements

<p>AAP20: Servicing and freight</p>	<p>Development should provide off-street servicing and provide a Delivery and Servicing Plan and Construction Logistics Plan where appropriate.</p>	<p>Number of approved applications delivered with a Delivery and Servicing Plan and Construction Logistics Plan</p>
<p>AAP21: Car parking</p>	<p>Residential development should be car free in high PTAL areas and have a maximum of 0.3 spaces per residential unit elsewhere, and prioritised for blue badge holders and larger family sized homes.</p> <p>Non-residential development should be car free, except to provide for blue badge holders and publically accessible through out the day and evening.</p>	<p>Number of car free developments within the opportunity area</p> <p>Change in the number of car parking spaces within the opportunity area</p> <p>Number of car club bays</p> <p>Amount of development within CPZs</p>
<p><b>Cleaner, greener, safer</b></p>		
<p>AAP22: Green infrastructure</p>	<p>Development should provide:</p> <ul style="list-style-type: none"> <li>• A new park on Mandela Way</li> <li>• Green route along the former Surrey Canal</li> <li>• A new park on the gasworks/IWMF site</li> <li>• Improvements to existing parks</li> <li>• On site public realm and green infrastructure improvements</li> </ul>	<p>Amount of new publically accessible open space, recorded by type, approved, under construction and completed in the opportunity area</p>
<p>AAP23: Flood risk and sustainable urban drainage systems</p>	<p>Development should implement incorporate a SUDs strategy that:</p> <ul style="list-style-type: none"> <li>• Maximises opportunity to reduce run-off flows to a greenfield rate</li> <li>• Improve water quality</li> <li>• Improve biodiversity and amenity</li> </ul> <p>Major schemes should provide greywater reuse systems</p>	<p>Number of flooding incidents within the opportunity area</p> <p>Number of Sites of Importance for Nature Conservation (SINCs) designated within the opportunity area</p> <p>Number of schemes approved, under construction and completed which include a greywater reuse system</p>
<p>AAP24: Decentralised energy</p>	<p>The Old Kent Road opportunity area should develop an integrated decentralised heat network, delivered through development proposals</p>	<p>Compliance with London plan carbon reduction standards</p> <p>Amount of CIL generated by</p>

		developments within the opportunity area for the heat network
AAP25: Air Quality	Development should exceed air quality neutral standards.	Annual average levels of PM2.5, PM10 and NOx
<b>Implementation</b>		
AAP26: Proposals sites	<p>Proposals sites have been proposed on the adopted policies map and include land uses and capacity for new homes.</p> <p>Sites may be subject to temporary uses prior to the commencement of construction for an approved permanent scheme</p>	Annual review of proposals sites subject to planning applications, construction site activity and completed development
AAP27: Delivering the plan	<p>The council will:</p> <p>Work with the local community, businesses, developers, London Borough of Lewisham, the GLA to help co-ordinate and deliver infrastructure and development, including through the use of CIL and S106</p>	