



# The Southwark Plan

November 2002



The First Draft for Deposit Unitary Development Plan  
[www.southwark.gov.uk](http://www.southwark.gov.uk)



# Foreword by

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## Executive Member for Regeneration and Economic Development

Whether you live, work or play in Southwark, whether you're raising your family here, or growing old here, you are doing it in the heart of one of the world's great cities.

For centuries Southwark has been at the centre of London life. Chaucer's pilgrims stayed in its coaching inns, Shakespeare worked and played here. Dickens spent part of his boyhood in one of its debtors goals, just a short stroll from Norman Foster's new City Hall. The Pilgrim Fathers set sail for the new world from Rotherhithe just 10 minutes downstream from the Design Museum. It's this blend of rich history with cutting edge modernity that makes our borough such a great place to be.

Southwark offers the kinds of cultural attractions of which most cities can only dream. Tate Modern and Shakespeare's Globe flank the riverside amid an array of restaurants, galleries, bridges and shops. Further south, Peckham Library wins prizes while Dulwich Picture Gallery and the South London Gallery respectively cover the range from old masters to the sharp end of contemporary art. And everywhere are the sights and sounds of the amazingly diverse communities that make this one of the most vibrant, exciting parts of the capital.

Well the secret is out. For the last few years it has seemed as though every developer in the land has wanted to share in our riches. It does not always feel

as though their best interests are in our best interests but they bring jobs, new homes and much needed money. Managing the flood of development schemes is just one of the several crucial things that a borough plan can do.

Planning is the most amazing tool. It lets us design the world in which we live and helps us navigate our way around it. It does some obvious prescriptive things like tell us not to build a shopping mall in a park. It says how high a block of flats should be and whether you can build an extension on your house. But it can and should deliver so much more and that is what we want from our new UDP.

The draft Plan gives us all the tools to create a better life in Southwark. We want our buildings to be of the highest standard, aesthetically and environmentally. We want to protect, improve and increase our green and open spaces. We want to encourage people who can to get out of their cars and walk, cycle or ride a bus through streets that feel safe. We want people to have more choice and better quality shopping in their own local town centres. We want leisure facilities within easy reach. We want more of the jobs in Southwark to go to people who live in Southwark.

And we know these are priorities for you because you have told us they are. The plan you are reading has already had input from over 2000 individuals and groups, through discussions about key local and borough-wide issues.

As well as reflecting the concerns and expectations of local residents, our Plan has to fit in with the London Mayor's city-wide Spatial Development Strategy. The Mayor expects a lot from local authorities in terms of providing for increased economic and population growth. We demand a lot of ourselves in terms of turning Southwark into a sustainable, exemplary place to live.

This is your chance to formally respond to the first draft of Southwark's Plan. Your views really will be listened to and, where it is appropriate, they will be incorporated into the second draft which will continue to evolve until Autumn of next year. By then Community Councils will be up, running and implementing the very planning frameworks you will have helped to create with your input to this first draft.

It is a long process, but because and as the finished Southwark Plan will be around and guiding decisions for a good few years to come, it's vital we get it right. The draft document is a good document. With your input it will get even better.



**Councillor Catherine Bowman**

**Executive Member for Regeneration  
and Economic Development  
Southwark Council**



# Policy Finder

This page helps you find the key policies that may apply to some of the most common types of planning applications and to common issues. It does not attempt to be definitive and other policies may apply in certain instances.

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- Car Parking 5.6**
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# Part One

OVERALL STRATEGY



## 1 Introduction

**1.1** The Southwark Plan (2002) [Southwark's Unitary Development Plan (UDP)] sets out how the Council will use its planning powers to influence development over the next ten years. The Plan explains why planning decisions are made, and the objectives that the Council is seeking to achieve. It provides the framework for guiding Southwark's development, taking account of how much it has changed, and looking forward to how this may continue in the future.

**1.2** The Plan sets out a vision for Southwark and explains how it will happen. The vision is of a borough with a high quality environment, where all can prosper and enjoy a good quality of life and where there is choice and quality in the services and opportunities that a city can provide.

**1.3** The UDP has three separate sections, known as Part 1, Part 2 and Supplementary Planning Guidance (SPG). Part 1 describes the Council's overall strategic direction, expressed in terms of objectives for development within the local and wider contexts. It identifies the major strategic sites which are illustrated on the Key Diagram. Part 1 also indicates the most significant physical features affecting development in the Southwark Council area and will state the overall guiding principles for development within the borough.

**1.4** Part 2 expresses the Council's objectives in more detail and defines the policies that the Council will pursue. The Proposals Map identifies sites which will be safeguarded for specific activities and the areas which will be supported by special area policies.



**1.5** Supplementary Planning Guidance (SPG) is more detailed guidance to ensure that development takes place in accordance with the objectives and policies in Parts 1 and 2. SPG will be updated more regularly than the plan as a whole, making it more able to keep the objectives of the plan in focus whilst responding to changing circumstances. Supplementary Planning Guidance notes have been prepared and they are listed in Appendix 1.

**1.6** The strategic direction for the Southwark Plan (Part 1) is guided by a number of important factors. These include sustainability principles, external influences, achieving Southwark Council's corporate objectives and implementation of planning legislation. The culmination of these factors is the development of twelve key objectives that influence and underpin each of the policies contained within Part 2 of this plan.

**1.7** Southwark Council's plans and policies (including the Southwark Plan vision stated in Section 1.2 - page 2) aim to achieve sustainable development within the borough. The way in which the Southwark Plan contributes to this, outlined in Part 1 is by putting in place a framework for decision making that balances the requirements to improve the quality of life for people who live in, work in and visit the borough. Part 1 then explains how the Southwark Plan is set within the context of a number of external influences from Central Government and the Mayor of London's draft Spatial Development Strategy (SDS) and highlights the key issues which need to be taken into account. It also sets out a number of local influences within Southwark that affect planning including the Community Strategy, regeneration programmes, and the objectives of the Southwark Plan.

**1.8** Part 1 describes the way in which the Southwark Plan will be implemented through the core strategic policies in Part 2 and Supplementary Planning Guidance (SPG). Part 2 also provides background information for each objective explaining how the policies are delivering the Southwark Plan's strategic objectives. Each policy is then detailed, linked to other policies and relevant SPG and then the reasoning for the policy is explained.

**1.9** The SPG provides the detailed information to support the policies listed in Part 2 of the Southwark Plan and the objectives listed in Part 1 of the Plan. This enables developers and other people who are interested in planning applications to understand all of the issues that need to be taken into consideration for each development. There are two types of SPG, which are:

- i. Area SPG for particular locations that are undergoing a great deal of development and require a context to be set to ensure that all developments deliver the relevant part of the vision for the area;
- ii. Issue based SPG for important subjects which require detailed requirements to be listed in a simple format to assist with clarity, and making sure that all of the planning issues have been taken into account by the planning process.



## 2 Sustainable Development

### 2.1 Background

The Southwark Plan should improve peoples' living and working conditions without harming the quality of life for future generations. This is called sustainable development, and the policies in the plan are working towards achieving this goal.

### 2.2 Sustainability

#### 2.2.1 Sustainability Objectives

Southwark Council is committed to achieving sustainability objectives and aims to raise awareness of sustainability principles as part of the planning process. These sustainability objectives have been produced by the Council in consultation with a wide range of people within Southwark.

The sustainability objectives are:

- i. To achieve sustainable development that balances the needs of the environment, economy, and society;
- ii. To enable people to have meaningful opportunities to participate in important decisions that affect their quality of life, their ability to participate in wealth creation and the quality of their environment;
- iii. To improve people's life chances by achieving the highest quality developments possible with all of the infrastructure required to meet peoples' needs within Southwark.

#### 2.2.2 Sustainability Appraisal

A sustainability appraisal has been carried out to evaluate how well the Southwark Plan supports relevant sustainable development objectives. This

# 5

evaluated how this first draft of the Southwark Plan will contribute to the achievement of sustainable development through individual policies, sections and as a whole. The assessment identified any conflicts between policies to ensure that the objectives and chapters are compatible and are working towards a co-ordinated approach to sustainability.

The sustainability appraisal of the Southwark Plan was undertaken independently by Community Recycling In Southwark Project (CRISP), a Southwark based community group and by Forum for the Future. Both organisations have extensive experience of working in sustainable development at a local, regional, national and European level.

The appraisal was carried out on each of the 46 policies and each of the 5 sections of the UDP against 33 sustainable development objectives devised by Forum for the Future in partnership with Southwark Council and is explained in Appendix 3. The appraisal found that the Southwark Plan scored 2.5 out of 3 on the Sustainable Development Index. The evaluation concluded that the Southwark Plan supports the 33 sustainable development objectives through its individual policies, sections and as a whole and will contribute to achieving sustainability in Southwark and London.

### **2.2.3 Sustainability Impact Assessment**

Another important over-arching principle of the Plan will be the clarity of the reasons behind policy positions and decisions on planning applications. Clear criteria for decisions that achieve sustainable objectives will be operational through the Impact Assessment in the Sustainability SPG.



## 3 External Influences

### 3.1 General

London is one of the most important cities in the world for wealth creation. A vast range of opportunities exist for people to become prosperous and maintain a very high quality of life. This is because of the large number of different types of employment, certain environmental qualities such as its architecture and heritage, parks and gardens, and the range and quality of services and cultural life.

In some areas of Southwark though, only the disadvantages associated with city living seem to be apparent; few job prospects, low expectations, high crime rates and a poor environment. The UDP seeks to address these issues locally but there are also national and London wide influences on the Southwark Plan which need to be taken into account.

### 3.2 National Influences and Policies

The Southwark Plan is required to comply with central government policies. One of the major planks of central government policy is sustainability, the importance of which has already been noted. Three further areas of central government policy are particularly relevant:

- i. The Government is seeking to increase the quality and supply of housing where it is needed and, in particular, to ensure that there is affordable housing in a range of tenures wherever it is needed. It also wants to see more re-use of developed land in cities for new housing and this will have the added advantage of reducing the need for new development in the open countryside. (Planning Policy Guidance Note 3 – Housing);

- ii. The Government's transport policies are intended to conserve energy and reduce pollution by reducing the need to travel. Cities should be planned so that more of peoples' needs can be met in such a way that they need to use private cars less. In inner London, where there is good public transport and sufficient numbers of people to support local services in a small area, many people can get by quite well without a car at all. Those that do chose to keep a car do not need to use them as much as people in the suburbs or countryside. (Planning Policy Guidance notes 13 and 6);
- iii. Central Government has also established the need for the expansion of the economy encouraging new enterprise and investment by setting out clear land use policies for industrial and commercial development, promoting mixed development and emphasising the need for environmental quality and the sensitive development of industrial and commercial land. (Planning Policy Guidance Notes 1 and 4).
- v. Improving London's transport;
- vi. Making London a more attractive, well-designed and green city.

The UDP incorporates many of the SDS proposals which affect Southwark and immediately surrounding areas. In some cases, these need further consideration to ensure that they address the main issues in Southwark more fully.

### **3.3 The London Plan**

The Mayor of London's draft Spatial Development Strategy (SDS), known as the London Plan, is a major external influence on the UDP. Six objectives are identified for the whole of London. These are:

- i. Making the most sustainable and efficient use of space in London; encouraging intensification and growth in areas of need and opportunity;
- ii. Making London a better city for people to live in;
- iii. Making London a more prosperous city with strong and diverse economic growth;
- iv. Promoting social inclusion and tackling deprivation and discrimination;



## 4 Local Influences

### 4.1 Background

There are many factors within Southwark that have a large influence on planning policies and decision making. The Community Strategy is the overarching policy delivering the Council's and its partners' objectives for the borough.

### 4.2 Community Strategy

The Council's Community Strategy is a crucial influence on the UDP and has been prepared to provide an overview of the objectives which affect all the Council's activities. In effect, the UDP seeks to achieve the physical and spatial objectives of the Community Strategy which has six priorities:

- i. A thriving and sustainable economy – The Southwark Plan supports this predominantly in the tackling poverty and wealth creation chapter;
- ii. Better education for all – Supported in the life chances chapter;
- iii. Stable and inclusive communities – Supported predominantly in the life chances and housing chapters;
- iv. A healthy and caring borough – Supported predominantly in the life chances chapter;
- v. A safe place to live and work – Supported predominantly in the environment chapter;
- vi. A quality environment – Supported predominantly in the environment and transport chapters.

The Community Strategy is being implemented by a partnership between the Council, statutory organisations and the community. This is called the Local Strategic Partnership. Many of the areas with the most needs within Southwark are being

targeted for improvements with funding from the Government's Neighbourhood Renewal Programme.

The Council is also committed to empowering local communities and residents, embracing diversity, boosting efficiency and tackling poverty. It is also seeking to create a cleaner, greener borough, taking the environment into account in every area of Council activity and decision-making. These internal influences are incorporated into the UDP.

#### **4.3 Southwark's Programme for Regeneration**

The Southwark Plan seeks to support and continue the programme of regeneration that Southwark Council has been leading for several years. This is a co-ordinated programme to bring lasting improvements to the economic, social and environmental conditions of particular locations which are subject to deprivation. Efforts to improve the environmental and social conditions in areas with high unemployment and other forms of deprivation are being co-ordinated with work to develop the range and quantity of jobs available in areas where there is the potential. The link must be made between those places where the wealth creation is taking place and where jobs are needed. These and other regeneration factors provide the context for further development of the borough.

The Southwark Plan will be used to encourage and support programmes and schemes aimed at improving the overall standard of housing in the borough. These are targeted on areas that are failing to provide a good quality housing environment. Southwark seeks to co-ordinate its investment in housing improvement with that of other public and private agencies and with investment in other facilities and the environment generally.

The Southwark Plan seeks to maintain and improve the quality of development that takes place through its policies. It also seeks to encourage and enable certain types of development that deliver the vision for specific areas, directing regeneration and investment to where it is needed most.

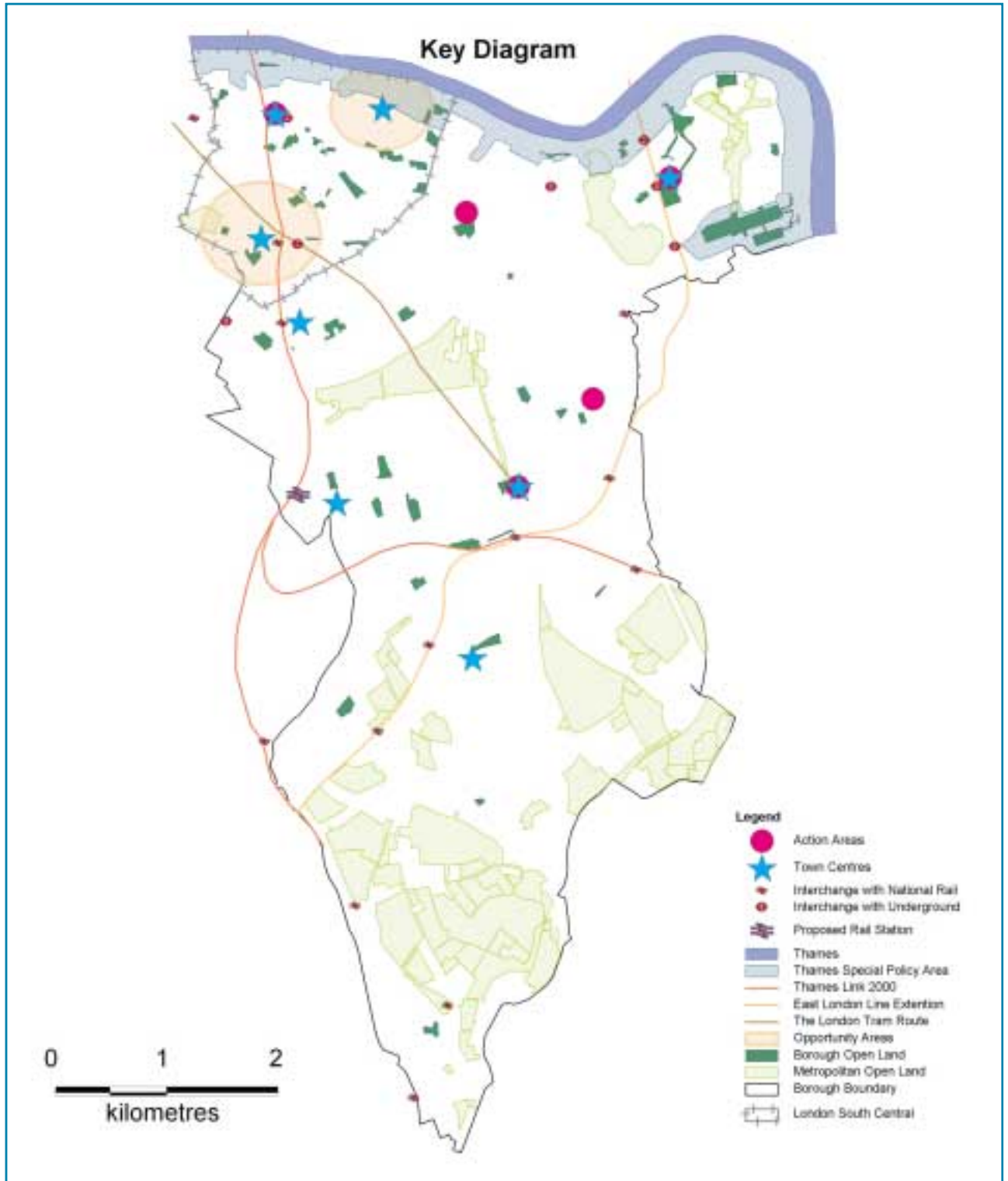


## 5 Key Diagram

The Key Diagram is a diagrammatic plan of the Southwark Plan's main strategic areas of activity and programmes for the protection, development and use of land. It provides an illustrated overview of how these areas and programmes relate to each other, and to the major development areas in adjoining boroughs.

These designated areas are all either undergoing or about to undergo a great deal of change. This change will need to be carefully planned and co-ordinated to ensure that the Southwark Plan's strategic objectives are being met. The strategic direction for each significant area is outlined below and Supplementary Planning Guidance listed on page 60 (Appendix 1) has been produced on each of the areas to provide detailed requirements for developments.







### 5.1 Special Policy Areas

Two Special Policy Areas (SPA) have been identified in the draft Spatial Development Strategy:

- i. **London South Central** is an area covering parts of the three boroughs of Southwark, Lambeth and Wandsworth. Four Opportunity Areas have been designated in the SDS of which two are in Southwark. These areas have the potential to provide substantial numbers of new jobs and homes. In each case the area should experience general intensification of development together with significant environmental and accessibility improvements. Southwark will seek to retain and enhance the quality of life of the growing number of people who live there. The area coincides to a large extent with the proposed Congestion Charging Zone (CCZ) where traffic restraint requires a particular policy response;
- ii. **The Thames Special Policy Area** is a feature of major significance to most of London, defining its character and unifying different areas. The full potential of the River to bestow a special character on the districts that front upon it has not yet been fully realised.

### 5.2 Opportunity Areas

The draft Spatial Development Strategy identifies areas where major changes are possible and desirable to help meet London's strategic objectives. Two areas are identified as requiring special policies. Action Area plans, in the form of Supplementary Planning Guidance, will guide the preparation of master plans for these two areas as noted below.

**5.2.1 Elephant and Castle** will undergo major redevelopment in the coming years to take advantage of its important position as a transport

interchange on the southern boundary of central London. It will also be one of the main areas for population growth and services to the population, especially higher education. The retail centre at the Elephant and Castle may expand significantly so that its position in the hierarchy of town centres in London changes from being a 'district centre' to a 'metropolitan centre' (see Town Centres below).

The draft SDS states:

*"The planning framework for the area around the Elephant and Castle should draw on its good public transport accessibility, proximity to Central Activity Zone and relatively affordable land. This could be a suitable location to meet some of Central London's longer-term needs for extra office space and is suitable for tall buildings. Large scale, car based retail development should not be encouraged. This framework should seek significant new housing and integrate this with a more efficient transport interchange. Environmental and traffic management improvements are crucial to the successful redevelopment of this southern gateway to Central London."* (The draft London Plan paragraph 2B.24)

The SDS sets minimum targets for homes and jobs to be achieved up to 2016 in areas of opportunity. For the Elephant and Castle, within an identified area of 23 hectares, the targets are 4,200 new jobs and 4,200 new homes.

The Elephant and Castle is identified as part of the Central Activity Zone and as an area of mixed uses with a strong academic character due to the presence of South Bank University and the London College of Printing.

The Elephant and Castle provides an opportunity for more shopping facilities in the borough. Currently, Southwark has a low level of shopping provision which means that an unusually large number of

shopping trips made by people in Southwark are to centres outside the borough particularly to the West End. Providing more shopping locally will mean people will have less need to travel.

Bearing in mind the expected growth in the population and their spending power, substantial growth will be sustainable. The Elephant and Castle provides an excellent location for this growth given its existing public transport links and the expected improvements with the proposed tram. This will enable growth to take place in a mainly car-free centre rather than have it distributed to less well connected centres.

The Council's strategy for the redevelopment of the Elephant and Castle area is set out in a Supplementary Planning Guidance document. The primary objectives to be achieved are:

- i. An increase in retail and leisure uses of up to 75,000 square metres to form a significant destination;
- ii. An improved and highly efficient public transport interchange;
- iii. An increase in commercial uses to provide more jobs;
- iv. A significant increase in the supply of new homes by more efficient use of land to achieve the target agreed with the Mayor and to improve the quality of housing for existing residents, especially the residents of a number of housing developments such as the Heygate Estate that are considered to provide a poor standard of housing environment;
- v. Improvements to the distribution and quality of public open space in the area whilst seeking also to maintain the quantity;



- vi. Improvements to the range, quality and accessibility of community facilities in the area;
- vii. Improvements to the environment, especially the public realm and pedestrian environment.

The Supplementary Planning Guidance will guide the preparation of a master plan on which the local planning authority will be seeking agreement with local residents and businesses, land-owners, transport operators and other partners. The master plan will show a proposed new road layout including, crucially, a new alignment for the inner ring road that forms the boundary of central London for the purposes of the Congestion Charging Scheme and the alignment of the proposed Cross River Transit tram. It will also show the distribution of main land-uses and urban design features. This will confirm that the Elephant and Castle is a suitable location for tall buildings.

### **5.2.2 The London Bridge Opportunity Area**

London Bridge is one of the most historic areas in London. With a traditional role as a major transport interchange it is now the fifth busiest station in Britain. It has become a major office location with considerable tourism activity. There is also supporting related retail provision and the potential for considerable further growth by redeveloping sites in and around the station. This area is the focus of intense development interest with three major proposals for the station alone. This new development could transform the area into one of London's key commercial and visitor locations. This will only be achieved if the issues around poor public realm and access are resolved to ensure that the local environment complements the new high quality buildings making London Bridge a place where people want to work, visit and live.

The draft SDS states:

*“On completion, Thameslink 2000 will enhance the Jubilee Line’s recent improvement in accessibility of the area around London Bridge. Sensitive intensification rather than brownfield renewal is the greatest source of development capacity across a number of relatively small sites. Among the larger opportunities, and complementing the area’s heritage and environmental character, the riverside between London Bridge station and Tower Bridge can accommodate a significant increase in office stock, typified by development of the More London site. Redevelopment and intensification of London Bridge station and its environs is proposed together with improved public transport facilities and interchange and better pedestrian integration with the surrounding area. This is a good location for a tall, landmark mixed-use development. The development framework should protect the needs of local residents and draw visitors eastwards along the riverside.”*

(The Draft London Plan paragraph 2B.21)

The SDS sets minimum targets for homes and jobs to be achieved by 2016 in areas of opportunity. For London Bridge, within an identified area of 30 hectares, the targets are 24,000 new jobs and 500 new homes.

London Bridge is identified as part of the Central Activity Zone (CAZ) and as an area of mixed uses with a strong arts, cultural or entertainment character.

The Council’s strategy for the regeneration of the London Bridge area is set out in a Supplementary Planning Guidance document. The primary objectives to be achieved are:

- i. To make the best use of land and transport resources, developing high density, sustainable buildings on key sites;
- ii. An improved and highly efficient public transport interchange;
- iii. To secure major improvements through the development process to public transport to increase capacity and promote ease of use for all groups including people with a mobility disability;
- iv. To require that any proposals for tall or large scale buildings are of exceptional design quality, and located within a planned strategy for the siting of tall buildings with reference to the draft London Plan and emerging Southwark Plan;
- v. To improve London Bridge’s retail base, concentrating on areas around the station, and encouraging a range of unit sizes including larger units suitable for supermarkets and other mainstream retailers;
- vi. Improvements to the environment, especially the public realm and pedestrian environment;
- vii. Improvements to the distribution and quality of public open space in the area whilst also seeking to maintain its quality;
- viii. Increased employment especially of local people in commercial, tourism and retail activities;
- ix. For all developments to meet the highest urban design standards;
- x. For all developments to contribute to achieving improved air quality within the area.

### **5.3 Town Centres**

Town centres have been identified and ranked in a hierarchy based on provision. Town centres

are important because shopping and commercial centres provide a focus for the community and often define the character of a neighbourhood. They provide the location for many of the services used by local communities. The SDS describes a hierarchy of centres throughout London that have different levels of importance and, accordingly, different ranges of services. Southwark does not contain any centres in the two highest categories: international and metropolitan, but contains seven centres in the lower two categories. Each centre is unique and requires its own set of policies and proposals to build on its strengths and improve its environment and the range of services it offers according to the needs of those who use the centre.

Peckham has been designated a Major Centre (see Action Areas below) and the following have been designated as District Centres:

- Elephant and Castle (see Opportunity Areas above);
- Walworth Road and East Street;
- Camberwell Green;
- Surrey Quays/Canada Water (see Action Areas below);
- London Bridge (see Action Areas below);
- Lordship Lane and Dog Kennel Hill.

## 5.4 Action Areas

### 5.4.1 Background

There are several other areas in Southwark where significant change is expected in the coming years. The strategic direction is outlined below and Area Action plans, in the form of SPG have been produced to guide development in these areas and the preparation of master plans where appropriate:

- i. **Canada Water** Canada Water contains a number of development opportunities of London-wide strategic significance. It has the potential to become an important commercial centre serving the local community and the wider area due to the excellent accessibility it now enjoys through the Jubilee Line. It will also be an important location for new housing;
- ii. **Bankside and Borough (including Borough High Street)** The area around the Tate Modern and Shakespeare's Globe, will continue to develop as an important location for arts, culture and visitor attractions. The impact of the developments that have taken place is likely to cause further changes to the character of the area in the coming years;
- iii. **Bermondsey Spa** Provides a range of opportunities for residential and commercial developments taking advantage of the excellent accessibility provided by the Jubilee Line;
- iv. **Old Kent Road** Two Preferred Industrial Locations (see below) adjoin the Old Kent Road. A number of car based retail developments have taken place along the Old Kent Road in recent years and there is potential for further development to take place. Any further development should be planned to ensure efficient use of land and reduce the need to travel by private car. A site for a new waste transfer station has also been identified in this area at the former gas works site;
- v. **Peckham** Southwark's only major town centre as identified at present in the Mayor's draft SDS. Its role in the provision of services and employment for local people should be protected and enhanced. A number of significant development opportunities provide potential for new housing to increase the local population and economic base.

### 5.5 Transport and Open Space

Major transport infrastructure features are also designated on the Key Diagram and supported by policies within Section 5: Transport.

These designations for key improvements to transport infrastructure are necessary because they open up new opportunities. These opportunities are providing transport links of national and international significance related to London's role as a world city as well as local transport provision. The major existing or planned provision of London-wide significance comprises four major schemes:

- i. A proposal for Thameslink 2000 and a new station at Blackfriars would further expand the capacity of the existing north-south link across London through London Bridge;
- ii. The Cross River Transit Project (The London Tram) should have a great regenerative effect on a large area of the borough which currently has a poor level of accessibility;
- iii. The East London Line Extension will further improve the accessibility of areas of the borough currently poorly served by public transport especially the Queens Road area of Peckham and South Bermondsey;
- iv. Camberwell railway station should have a great regenerative effect on the area around Camberwell, which currently has a relatively poor level of accessibility.

### 5.6 Open Land

As recommended in the SDS, open spaces have been given approved designations that imply significant protection. These are termed Metropolitan Open Land and Borough Open Land, and further explanations and requirements are

detailed within Section 3: Clean and Green and the Open Spaces SPG:

- i. **Metropolitan Open Land (MOL)** is a designation of land with an open aspect which is of more than local importance and provides a contrast with the built up area of London. It gives the city its special character and also helps to maintain air quality and support biodiversity. MOL can vary in size and function and its designation is seen as a valuable means of conserving green and open spaces;
- ii. **Borough Open Land (BOL)** is land which has local importance and, in a similar way to Metropolitan Open Land, contributes to the special character of its local area whilst also helping to maintain air quality and biodiversity.



## 6 Proposals Map

### 6.1 Background

The Proposals Map designates certain parts of the borough for particular types of land uses. These designations predominantly provide:

- i. Protection of open space, archeological remains and employment land uses on specific sites;
- ii. Employment land uses in two categories; industrial and office locations;
- iii. A description of categories that are the basis of the car parking and density standards;
- iv. Designation of a new waste management site and the Air Quality Management Area (AQMA);
- v. Protection of strategic views;
- vi. Designation of Action Areas etc.

### 6.2 Open Space Designation

The boundaries of MOL and BOL locations, as described above, are sites outlined on the Proposals Map and described in more detail in Part 2, Section 3.

### 6.3 Archaeological Priority Zones

The boundaries of Archaeological Priority Zones are designated. These are areas where planning applications affecting sites of archaeological potential shall be accompanied by an archaeological assessment and evaluation of the site, including the impact of the proposed development.

### 6.4 Preferred Industrial Locations

Areas have been designated for concentrations of general business, industrial and warehousing activity. These types of employment uses are important because they provide a valuable support role for the London economy and opportunities for



local employment. In many instances, these types of employment uses require segregation from other land uses to enable them to run efficiently without affecting the amenity of other non-compatible land uses.

The SDS has designated two areas as Strategic Preferred Industrial Locations which are of London importance:

- i. Bermondsey South East;
- ii. Surrey Canal Area (shared with Lewisham).

Further Local Preferred Industrial Locations have also been designated that are of local importance and contribute to the Southwark economy (on the Proposals Map). This is in accordance with the SDS which recognises that boroughs should seek to protect locally important industrial sites.

### **6.5 Preferred Office Locations**

Preferred Office Locations have been designated as places for concentrations of office activity. The SDS requires boroughs to resist net loss of office space within the CAZ in locations well served by public transport. The Preferred Office Locations within Southwark have been identified on the Proposals Map. Proposals for a change of use from Class B1 office and light industrial planning use, will be resisted in these locations as they are considered important hubs for office activity within Southwark.

The SDS also calls for boroughs to rejuvenate office based activities in the CAZ and in strategically specified locations in view of their contribution to the London economy and their role in rejuvenating town centres. This will generally be in locations that are identified as strategically important areas within Southwark, such as Bankside and London Bridge.

### **6.6 Categories for Car Parking and Density**

The borough has been divided into central, urban and suburban areas, as proposed by the SDS. The boundaries of these areas are shown on the Proposals Map. Central areas are those within the London South Central area, or designated Action Areas. These areas are characterised by very dense development, large building footprints and buildings generally over four stories.

Urban areas are characterised by dense development, with a mix of different uses and many buildings of three to four storeys and above. Suburban areas feature lower density development, predominantly residential, with buildings of two to three stories. These boundaries will be used for the purposes of determining appropriate densities and car parking levels.

### **6.7 The Waste Management Site**

The SDS requires Southwark to be able to provide the appropriate facilities with adequate capacity to process waste produced within the borough. Due to the current lack of facilities, the only option for achieving this is to designate a new waste management site at the Old Kent Road former gas works site, which is illustrated on the Proposals Map. The Council believes that the site adheres to the principle of Best Practical Environmental Option (BPEO) as the site is strategically located and has sufficient capacity for sorting and reprocessing waste.

### **6.8 Air Quality Management Area (AQMA)**

The Air Quality Management Area within Southwark is designated on the Proposals Map. The Council has a responsibility to reduce activities which cause air pollution within this area because the levels of pollution are above national standards. Planning can

play a large role in this by paying careful attention to the impacts of development on air quality.

### **6.9 Protection of Strategic Views**

In order to enable strategic views of St Paul's Cathedral from important view points in London to be protected, a set of strategic views and consultation zones aimed at protecting the wider setting of the view are designated on the proposals map. Within these areas development proposals above specified heights will be referred to other relevant authorities for formal observations and any inappropriately high development will be resisted.

### **6.10 Strategic Areas**

All of the Strategic Area Zones discussed in Part 1, Section 5 and Part 2, Section 1 are designated on the Proposals Map to illustrate the sites which are affected by the area policies and SPG. These are the Opportunity Areas, protected shopping frontages, Action Areas and Town Centres.

### **6.11 Protected Shopping Frontages**

The Proposals Map identifies shopping centres and small shopping parades where the use for retailing will be protected and changes to other uses resisted.



## 7 The Southwark Plan Objectives

Taking account of the factors influencing development in Southwark already described, twelve objectives have been produced as the basis for development decisions within Southwark. These objectives will be used to inform Part 2 and the Supplementary Planning Guidance. These are the objectives which planning decisions should be aiming to achieve:

- 1** To remove the barriers to employment and improve access to jobs and training opportunities for residents;
- 2** To create conditions for wealth creation to succeed and increase the number and range of employment opportunities available within the borough;
- 3** To improve the range and quality of services available in the borough and ensure that they are easily accessible;
- 4** To reduce poverty, alleviate concentrations of deprivation and increase opportunities;
- 5** To allocate land for education, community and welfare services;
- 6** To ensure that developments improve local areas and address London's needs through planning agreements;
- 7** To improve amenity and environmental quality;
- 8** To protect and enhance open spaces and areas of historic importance;
- 9** To promote the efficient use of land, high quality developments and mixed uses;
- 10** To provide more high quality housing of all kinds, particularly affordable housing;

**11** To increase ease of movement by alternative modes of transport to the private car and to reduce congestion in and around Southwark by promoting the development of infrastructure for an efficient public transport, cycling and walking system;

**12** To reduce congestion and pollution within Southwark by minimising the need to travel through increased densities at transport nodes and by high public transport accessibility.



## 8 Implementing The Plan

The Southwark Plan is a 'Unitary Development Plan'. It is unitary in the sense that it contains an overall strategic element and local policies to achieve the overall objectives.

Once agreed and adopted, the objectives are not expected to require frequent review. Further, more detailed guidelines for developers and community interests regarding what will and will not receive planning permission, will be contained in policy documents that are supplementary to the Southwark Plan itself. These policy documents have a formal status within the planning system and are known as Supplementary Planning Guidance (SPG). In order to have weight in influencing planning decisions they need to go through thorough public consultation procedures before they are adopted and they must comply with the strategy and policy directions set out in the formal adopted development plan.

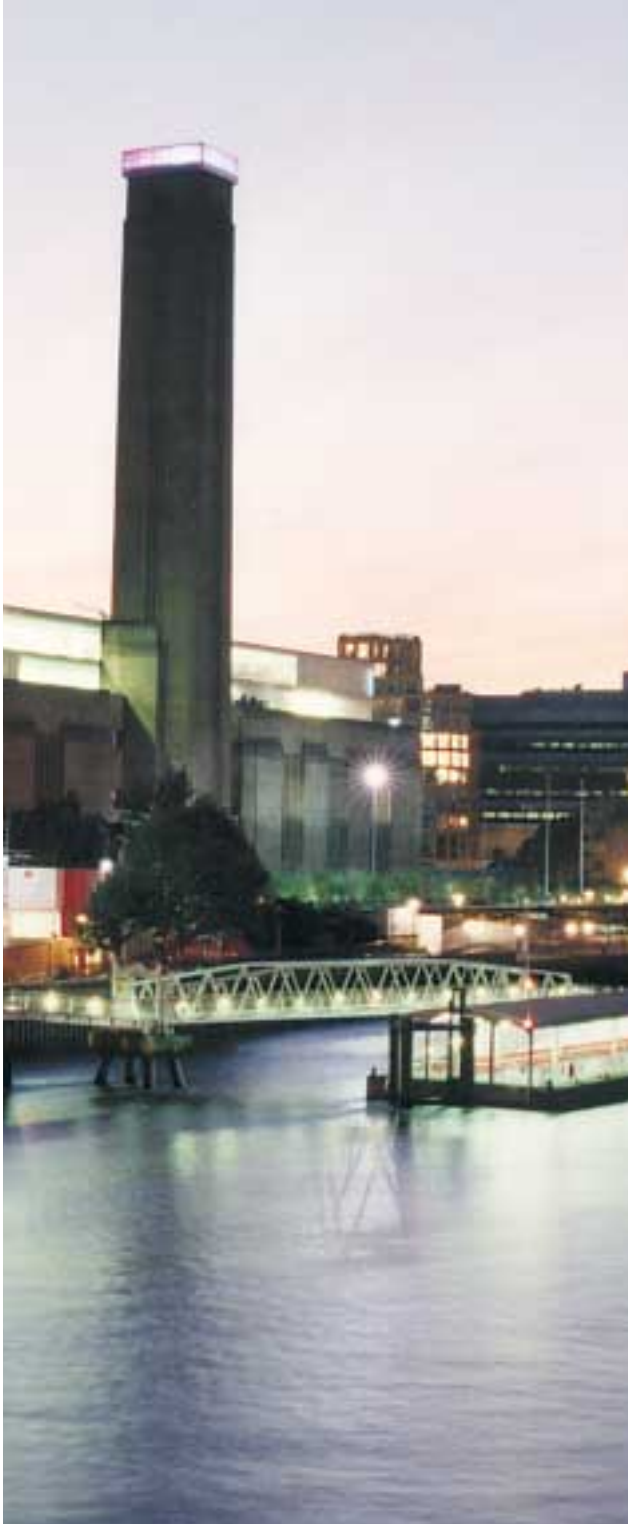
SPG will be produced for the Opportunity Areas and for other areas such as those identified as having major development potential and for town centres. In the context of the new style plan, or Local Development Framework, these will serve as action plans for local areas of change. Sustainability criteria will be used to guide and evaluate these action plans and, on a smaller scale, for individual sites or for small groups of sites, planning briefs will be produced. SPG is also prepared for specific topic areas, providing further guidance for aspects of the five major themes comprising the UDP (reflected in the five section headings).





# Part Two

CORE STRATEGIC POLICIES



## 1 Tackling Poverty And Encouraging Wealth Creation Strengthening Enterprise And Creating Prosperity

### **VISION**

For Southwark to be a place with a thriving and sustainable economy where local people can have the full benefits of wealth creation, in terms of having access to choice and quality in the services and employment opportunities that are available.

### **OBJECTIVES FROM PART ONE (PAGE 21)**

- 1** To remove the barriers to employment and improve access to jobs and training opportunities for residents.
- 2** To create the conditions for wealth creation to succeed, and increase the number and range of employment opportunities available within the borough.
- 3** To improve the range and quality of services available in the borough and ensure that these are easily accessible.



**OBJECTIVE 1**  
**TO REMOVE THE BARRIERS TO**  
**EMPLOYMENT AND IMPROVE ACCESS**  
**TO JOBS AND TRAINING OPPORTUNITIES**  
**FOR RESIDENTS**

**Background**

Southwark already has an important share of the dynamic jobs market in London. London has a vast supply of jobs in huge variety. Apart from those located in Southwark, a great number are located in the City, the West End and in other neighbouring areas. These should be, in theory, easily accessible to Southwark residents. High levels of unemployment, low incomes and deprivation persist in Southwark because of certain barriers to employment that people experience, most notably the lack of skills that are required in the jobs market. When development takes place, the local planning authority will seek to put in place measures to overcome barriers to employment. This may be achieved through planning agreements to provide training or other support for people entering the workforce, provision of childcare or other services to help local people obtain work.

**Policy 1.1 – Access To Employment Opportunities**

For all developments providing employment, the local planning authority will consider the need to enter into planning agreements to ensure that better access to employment opportunities are provided for local people.

More detailed requirements are given in the Planning Agreements SPG.

**Reason**

The existing dynamic economy in London and Southwark and any future developments to enhance the range and number of jobs will not have direct benefits to local people unless action is taken to reduce the barriers to employment experienced by much of the population. Planning agreements can provide a means to achieve this outcome.

**OBJECTIVE 2**  
**TO CREATE THE CONDITIONS FOR WEALTH**  
**CREATION TO SUCCEED, AND INCREASE**  
**THE NUMBER AND RANGE OF EMPLOYMENT**  
**OPPORTUNITIES AVAILABLE WITHIN THE**  
**BOROUGH**

**Background**

In recent years the number of jobs in Southwark has steadily increased. Most of this growth has taken place in the north of the borough where many of the functions of central London are becoming more firmly established. The Spatial Development Strategy (SDS) identifies the north west corner of the borough as part of the Central Activities Zone (CAZ). It also identifies 'London South Central' as an area with a 'coherent group' of opportunity areas where growth in jobs and population can be accommodated. Two of these opportunity areas are in Southwark, at London Bridge and Elephant and Castle. Southwark benefits from having a significant share of the regional office market and the Southwark Plan will seek to retain this function in key office locations such as around London Bridge and Bankside and Borough.

Although the numbers have declined, factories and warehouses continue to provide a large proportion of the jobs in Southwark. Land and premises for these functions should be retained, especially as



many of the traditional services that support the functions of central London may need to relocate as central area uses spread south of the River Thames. These uses typically include printing, catering, storage and distribution and they are also carried out to a large extent by small and medium enterprises (SMEs). Such SMEs are, in general, more likely to employ local people than many larger operations and so they are of particular importance to Southwark's prosperity. Many of these uses need easy access to central London although they are not always compatible with central London uses or with residential use.

Increasingly, jobs are being provided in businesses other than those that operate from offices, factories and warehouses. Health, education, retail, leisure, hospitality and other uses can all make important contributions to the prosperity of Southwark and its residents. The Southwark Plan seeks to accommodate a more varied mix of uses in many areas to take advantage of these opportunities, which may also provide particular opportunities for small and medium enterprises.

### **Policy 1.2 – Action Area Plans**

The local planning authority will prepare action area plans which will form Supplementary Planning Guidance (SPG) that will guide development in the identified Opportunity Areas and in other relevant areas with high accessibility containing a mix of commercial, cultural or community uses and where there is significant potential for growth in employment and population. These development frameworks will identify the specific characteristics of the area that need to be enhanced or developed.

More detailed requirements are given in the Action Area Plan SPG's for:

- i. London Bridge;
- ii. Elephant and Castle;
- iii. Canada Water;
- iv. Bankside and Borough;
- v. Bermondsey Spa;
- vi. Old Kent Road;
- vii. Peckham.

#### **Reason**

Significant growth in wealth creation, employment opportunities and in the number of homes can be accommodated in certain key locations with high accessibility to public transport. The specific characteristics of each area need to be taken into account and the potential to provide for growth carefully considered to ensure that the quality of life of residents is maintained and enhanced. In the London South Central designated area, the best aspects of central London will be welcomed.

#### **Policy 1.3 – Preferred Office Locations**

In preferred office locations, changes of use from Class B1 Business (which includes office use) will not normally be granted planning permission. Proposals that involve a redevelopment or change of use on sites that are currently or most recently contained Class B2 General Industrial or Class B8 Warehousing, will normally be required to provide a mix of uses which includes Class B1 Business Uses. In this respect at least 50% of the floor area of any new development on such a site will normally be required to be for Class B1 Business use with the remaining area for other uses.

Preferred Office Locations are identified as being areas with a significant concentration of offices, which perform an important function in the local and regional economy. These locations are identified on the Proposals Map and more detailed guidance is given in the Area Action Plan SPG's for; London Bridge, Bankside and Borough, and the Preferred Industrial and Office Locations and Mixed-Use SPG.

#### **Reason**

Office employment in Southwark performs an important function in the local and regional economy providing a great many jobs and this function should be retained. Market conditions may produce pressure to change the use of many sites and buildings from Class B1 Business use to residential and this may be further increased with the introduction of the Congestion Charging Scheme (CCS). This policy is intended to resist the loss of office space and employment within Southwark.

#### **Policy 1.4 – Preferred Industrial Locations**

In Preferred Industrial Locations planning permission will normally only be granted for proposals for Class B1 business (office and light industrial), Class B2 general industrial and Class B8 warehousing uses. Preferred industrial locations are identified on the Proposals Map. Further guidance, including guidance on environmental considerations and the efficient use of industrial land, is given in the Preferred Industrial and Office Locations and Mixed-Use SPG.

#### **Reason**

A supply of industrial land needs to be safeguarded to ensure that industrial and storage functions can continue in the borough, including many that support the functions of central London. Many businesses



in the industrial and storage sector are SMEs, which are important in providing local employment opportunities. It is considered important to set land aside for industrial purposes so they can operate efficiently without adversely affecting the amenity of surrounding non-compatible land uses.

### **Policy 1.5 – Mixed-Use Developments**

Outside Preferred Industrial and Office Locations and Town Centres, proposals that involve a redevelopment or change of use of a site that currently or most recently contained Class B business, industrial or warehousing uses will normally be required to provide a mix of uses in any redevelopment that includes Class B business, general industrial or warehousing uses. In this respect there should be no net loss of floorspace in Class B use and there should normally be an increase.

The exception to this may, in instances, be where it can be demonstrated that substantial employment can be provided by a use class other than those identified, such as hotels, training facilities, professional practices and visitor attractions. Further guidance on mixed-use, including guidance on environmental considerations and the preferred mix of uses, is provided in the Preferred Industrial Locations and Mixed-Use SPG.

### **Reason**

Ensuring the supply of commercial premises with a wide range of sizes and types will enable a wide range of businesses to locate in the borough. Many businesses that may be accommodated in these mixed-use developments are SMEs, which are important in providing local employment opportunities. Areas of mixed-use will also allow people to access employment and services closer to their homes and reduce the need to travel. Mixed-use developments

also provide the opportunity to create a vibrant community that can add life to the streets. This aids in improving safety for pedestrians and increasing opportunities for growth and prosperity.

**OBJECTIVE 3**  
**TO IMPROVE THE RANGE AND QUALITY OF SERVICES AVAILABLE IN THE BOROUGH AND ENSURE THAT THESE ARE EASILY ACCESSIBLE**

**Background**

To participate in the prosperity that is available in London and enjoy a good quality of life, people require access to a wide range of services. These include basic requirements such as convenience shopping and other services such as leisure facilities, entertainment and cultural uses (such as theatres and galleries), health centres, personal, professional and financial services and places of worship. In a world city such as London, people can reasonably expect almost boundless choice and the highest quality of services. This UDP seeks to provide the widest possible choice of services to people in their local area. Locating services in town centres that are well served with public transport and facilities for pedestrians and cyclists will go a long way towards spreading the benefits of choice and quality in services to the widest range of people. Lively town centres that meet many of people's needs are important for defining the quality of an area as being a desirable place to live.

Different town centres serve different sets of needs: some concentrate on providing day-to-day food shopping, others provide a choice of shops for larger purchases. More and more are becoming centres for entertainment with restaurants and bars and all may have some sort of building of cultural or community

significance such as a library or place of worship. The local planning authority will seek to identify these strengths in town centre statements, which also set out planning frameworks to build on these strengths. The Southwark Plan will also seek to prevent developments and changes of use that reduce the range of relevant services in a town centre.

Outside town centres, a certain basic level of convenience shopping together with other basic requirements such as doctor's surgeries may be provided locally. This is particularly important in those parts of the borough that are more remote from the established town centres.

**Policy 1.6 – Town Centre Statements**

The local planning authority will prepare Town Centre Statements in the form of SPG that will guide development in important town centres. These development frameworks will identify the specific characteristics that need to be enhanced and developed.

More detailed requirements are given in the area Town Centre Statement SPG for:

- i. Walworth Road/East Street;
- ii. Camberwell Green;
- iii. Lordship Lane.

**Reason**

Town centres play an important role in the day to day life of Southwark residents. It is essential that they are protected to provide opportunities for growth and consolidation. The Town Centre SPGs provide detailed guidance on land use planning and development in recognition of the need to assure the on-going vitality and success of these centres.



Note: Guidance for Town Centres within Opportunity Areas and identified areas with growth potential are addressed within the following Supplementary Planning Guidance (see Policy 1.2 above):

- i. Elephant and Castle;
- ii. Canada Water;
- iii. Peckham.

**Policy 1.7 – Protecting the Range of Services Available**

- i. Planning permission for a change of use from Class A1 retail uses in town centres and along protected shopping frontages will not normally be granted unless it can be shown that the proposed use enhances the range of services available locally. Further guidance for shopping frontages within strategic town centres is provided in each of the Town Centre Statements and other Area Supplementary Planning Guidance. Protected shopping frontages and town centres are identified on the Proposals Map;
- ii. Throughout the remainder of the borough where Class A1 Uses occur, the local planning authority may consider a proposal for a change in use from Class A1 uses only in the following circumstances:
  - It can be demonstrated that the proposed use will contribute towards meeting the needs of the local community in terms of providing facilities and services;
  - The premises have been vacant for 1 year with sufficient effort to let.
- iii. Where a change of use away from a Class A1 use may be justified, the local planning authority will apply a sequential test when identifying a preferred change of use. In this respect, if

Class A1 uses are no longer a viable alternative on site, the order of preferred uses is as follows:

- A change of use to Class A2 – Professional Services or Class A3 – Food and Drink;
- A use that promotes community cohesion and provides employment opportunities for local people;
- A use that contains Class B1 business uses that maintain the character of the streetscape, for example solicitors, accountants and tax agents;
- Residential use of land provided the continuity of the shopping frontage is not eroded (refer Policy 1.8 for further guidance on mixed-use developments in town centres).

Other proposals may be considered on their merits taking into consideration the specific needs of the community and the range of services that currently exist in the area.

#### **Reasons**

The continued attractiveness and viability of certain centres and shopping parades depends on the range of retail services on offer being maintained. A vibrant shopping strip adds to the vitality of communities.

When appropriately located, shops generate activity on the street, therefore increasing safety. They also reduce the need to travel by providing amenities in close proximity to residential development.

Converting retail premises in locations outside town centres and protected shopping frontages to employment generating uses, such as Class B1 General Business, may provide increased opportunities for SME's or other small businesses to locate within the borough through the provision of suitable premises.

#### **Policy 1.8 – Mixed-Use in Town Centres**

In designated town centres, proposals that involve a redevelopment or change of use of a site that currently or most recently contained commercial employment generating uses, will normally be required to provide a mix of uses including Class A or D uses. In this respect there should be no net loss of floorspace in commercial or community uses and there should normally be an increase. For these purposes, commercial uses are defined as uses in Classes A, B or D of the Use Classes Order. Further guidance is given in the Town Centre and Action Area Supplementary Planning Guidance.

#### **Reasons**

Ensuring the supply of commercial premises with a wide range of sizes and types will enable a wide range of businesses to locate in the borough. Many businesses which may be accommodated in these mixed-use developments are SMEs which are important in providing local employment opportunities.

Areas of mixed-use will also allow people to access employment and services closer to their homes and reduce the need to travel.



## 2 Life Chances

### Preserving And Creating Community Assets

#### **VISION**

For Southwark to be a place where communities are given the ability to tackle deprivation through gaining maximum benefits from inward investment and regeneration.

#### **OBJECTIVES FROM PART ONE (PAGE 21)**

- 4** To reduce poverty, alleviate concentrations of deprivation and increase opportunities;
- 5** To allocate land for education, community and welfare services;
- 6** To ensure that developments improve local areas and address London's needs through planning agreements.

#### **Background**

The wide differences in people's quality of life mean that there are areas in Southwark where people can not only expect to have more fulfilling lives but also expect to live longer. There are many causes and consequences of poverty, which are linked, such as low educational achievement, poor health, a low skills base, high levels of crime and disempowerment. There is a need to provide more choice and better quality educational, healthy living and community facilities within the vicinity of people's homes. This may enable people on all income levels, who live in all areas to access opportunities provided by the services delivered from community assets.



**Policy 2.1 – Educational Establishments**

All educational establishments will be preserved or enhanced. In exceptional circumstances a development may be permitted to replace an educational establishment if it meets the following criteria:

- i. The proposal meets the requirements of other Southwark Plan Policies;

EITHER

- ii. Demonstrates a lack of educational requirement within the establishment's catchment area (by the applicant);

OR

- iii. Provides another establishment with similar or enhanced provision within the catchment area (by the applicant).

**Policy 2.2 – Educational Deficiency**

Planning permission will be granted for new educational establishments (with priority over other proposed development in areas of demonstrated educational deficiency – defined within the Southwark Council's Education Plan) provided they meet the following criteria:

- i. Opportunities are taken wherever possible to ensure that provisions are made to enable the facility to be used by all members of the community;
- ii. The proposal meets the requirements of other Southwark UDP policies.

**Reasons**

To address the causes and consequences of poverty it is essential to provide high quality educational establishments throughout Southwark. These educational establishments will provide the

infrastructure required to enable effective education and basic skills training for local children and adults;

Due to the intense pressure on land for development, it is important that the Council takes opportunities to protect and provide educational facilities.

Planning Policy Guidance Note 12 requires development plans to make provision for schools and higher education.

**Policy 2.3 – Enhancement of Community Facilities**

Community facilities will be preserved and enhanced. In exceptional circumstances a development may be permitted to replace a community facility if it meets the following criteria:

- i. A demonstrated lack of requirement for the facility by local communities (by the applicant);
- ii. An establishment with similar or enhanced provision is provided locally (by the applicant).

**Policy 2.4 – Provision of Community Facilities**

Planning permission will be granted for new community facilities provided they meet both of the following criteria:

- i. Opportunities are taken wherever possible to ensure that provisions are made to enable the facility to be used by all members of the community;
- ii. The proposal meets the requirements of other Southwark UDP policies, especially for amenity and transport.

Further information can be found in the Planning Obligations SPG.

### Reasons

To address the causes and consequences of poverty, and to take opportunities to provide community facilities throughout Southwark. Infrastructure is required to enable high quality and effective health, leisure, educational, tourism, training, youth and general community provision;

Community facilities encompass a wide range of uses which are essential to enable provision to meet the wide range of diverse, local needs;

Due to the intense pressure on land for development, it is important that we protect and take opportunities to provide community facilities;

PPG 12 stipulates that Development Plans should make provision for health facilities, places of worship and other community facilities.

Circular 1/97 sets out the Government's policy for the use of planning obligations, stating that in granting planning permission, or in negotiating with developers, a local planning authority may seek to secure modifications or improvements to the proposals submitted for their approval. The authority may grant permission subject to conditions, and where appropriate may seek to enter into planning obligations with a developer regarding the use or development of the land concerned or of other land or buildings;

Section 106 of the Town and Country Planning Act (1990) states that a local planning authority may enter into an agreement with any person interested in land in their area. This can be for the purpose of restricting or regulating the development or use of the land, either permanently or during such period as may be prescribed by the agreement.

### Policy 2.5 – Planning Obligations

The Council will enter into planning agreements with applicants for developments which it considers will have an impact either individually or cumulatively on the local area. These will be to:

- i. Mitigate negative impacts of developments;
- ii. Enhance the local area to improve the life chances of communities affected by the development.

Requirements are detailed in the Planning Obligations SPG.

### Reasons

Developments often have major impacts on the local area that do not have direct relevance to the site. Planning obligations may enhance the quality of development and enable proposals to go ahead which otherwise may be refused;



### 3 Clean And Green Protecting And Improving Environmental Quality

#### **VISION**

For Southwark to be a borough with high environmental quality, that is attractive and performs well on environmental measures.

#### **OBJECTIVES FROM PART ONE (PAGE 21)**

- 7** To improve amenity and environmental quality;
- 8** To protect and enhance open spaces and areas of historic importance;
- 9** To promote the efficient use of land, high quality developments and mixed-uses.



## **OBJECTIVE 7**

### **TO IMPROVE ENVIRONMENTAL QUALITY**

#### **Background**

A high priority for the Council is ensuring a safe, healthy and attractive environment for everyone. Any new development has the potential to adversely affect amenity (meaning those natural or physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness) or to cause excessive consumption of resources and pollution. These impacts need to be taken into account in all planning decisions. Some examples of environmental effects are: increases in traffic, air pollution, changes to the character of the street or landscape, noise, dust, odour, loss of daylight or sunlight, degradation of historical or cultural sites, vegetation loss, decreases in water quality and quantity and loss of privacy.

#### **Policy 3.1 – Environmental Effects**

Planning permission for the establishment of uses that would cause significant adverse effects on the environment will not normally be granted. Proposals for activities likely to have a material adverse impact on the environment may be refused or conditions may be imposed on planning permission to avoid or mitigate any such adverse effects.

#### **Reasons**

All new development has some kind of effect on the environment. This includes effects on ecosystems, natural resources (land, air and water), buildings and people. Effects can be temporary, permanent or cumulative.

All effects need to be considered in assessing a planning application to determine whether the

proposal is acceptable and whether any adverse effects will be able to be avoided or mitigated.

### **Policy 3.2 – Protection of Amenity**

Planning permission for any development or change of use will not normally be granted where it would involve substantial loss of amenity to adjacent users, residents and occupiers (present and future) of the surrounding area.

#### **Reason**

To protect the amenity of an area and quality of life for people living, or working in, or visiting the borough.

### **Policy 3.3 – Energy Efficiency**

The local planning authority will encourage all developments including conversions, changes of use and extensions to minimise or reduce energy consumption and carbon dioxide (CO<sub>2</sub>) emissions through adhering to the energy hierarchy identified in the SDS. Identification of opportunities and constraints for the use of renewable energy sources in new developments must be submitted as part of the Impact Assessment detailed in the Sustainability SPG.

#### **Reasons**

As well as providing wider benefits by creating a cleaner, less polluted environment, the use of renewable energy can have further benefits. These are:

- i. A positive impact on global warming and climate change;
- ii. A significant reduction in the running costs of buildings;
- iii. The internal conditions of a building, and people's health can be improved through natural daylight and ventilation.

The SDS encourages the greater use of renewable energy and has set targets for a 20% reduction in CO<sub>2</sub> emissions from 1990 levels by 2010. Buildings in use account for 50% of energy use and CO<sub>2</sub> emissions and PPG 22 encourages the use of renewable energy in developments.

### **Policy 3.4 – Waste Reduction**

All developments, changes of use and extensions shall be required to ensure adequate provision of waste disposal, recycling and composting facilities. The design of waste and recycling facilities must be easily and safely accessible, improving local amenity. Requirements for developments are specified in the Resources SPG.

#### **Reasons**

Together with traffic, waste production and management are recognised as the largest environmental problems facing London. Better design of buildings to incorporate appropriate waste management facilities can assist with the sustainable management of the ever increasing tonnage of rubbish produced, (tonnage of rubbish for April 2000 to March 2001 was 132,620 tonnes) and its impacts including:

- i. Landfill contamination of land, air and water;
- ii. Incineration causing air pollution;
- iii. Amenity problems such as odour, litter and vermin;
- iv. Southwark now has targets set by the government to recycle and compost 18% of its waste by 2006.



### **Policy 3.5 – Water Efficiency**

All developments must incorporate measures, where practical, to reduce the demand for water, to recycle grey water and use preventative measures to ensure that new developments do not have any detrimental effects on water resources. Where necessary remediation works may have to be carried out by developers where the contamination of water resources is found. Requirements are detailed in the Resources and Pollution and the Sustainability SPGs.

#### **Reasons**

Water resources need to be protected and used in an effective way.

Southwark Council seeks to protect the water environment by limiting wastage and the pollution of this resource. This wastage can be reduced by improved design of buildings and consideration of water issues before developments take place.

### **OBJECTIVE 8**

#### **TO PROTECT AND ENHANCE OPEN SPACES AND AREAS OF HISTORIC IMPORTANCE**

#### **Background**

Southwark has a wide variety of built environments, from the densely urban commercial areas of London South Central, to the more spacious suburban areas in the south of the borough. The quality of the built and natural environment plays an important role in defining the character of an area and how people experience it. Some areas of Southwark are likely to experience much redevelopment in the future and it is important that this is carried out in a way that improves the way the environment looks as well as how it functions. The key issues are to ensure that:

- i. Southwark's rich legacy of historic buildings and artefacts is preserved;
- ii. Southwark comprises a variety of open spaces with differing functions, especially towards the north of the borough where there is such an otherwise intensely urban environment.

The Thames Special Policy Area (TSPA) consists of the River Thames and its hinterland. Its highly significant value in historical and environmental terms in both Southwark and London contexts must be preserved. Competing demands need to be balanced so as to make best use of the inherent assets and advantages of the TSPA.

### **Policy 3.6 – Heritage Conservation**

New development should preserve or enhance the historic character and qualities of buildings or areas of historical or architectural significance. The character of conservation areas should be recognised and respected in any new development in these areas. Planning proposals that will adversely affect heritage resources will not normally be acceptable.

This policy relates to conservation areas, listed buildings, ancient monuments and historic parks and gardens and is described in more detail in the Heritage Conservation SPG.

#### **Reason**

The Council recognises the importance of Southwark's heritage as a community asset and will seek the adequate safeguarding of this asset. Southwark has over 3000 listed buildings, 36 local conservation areas, seven scheduled ancient monuments and a rich archeological heritage. These historic features define the local environment, providing a sense of place and enriching the townscape.

PPG15 requires local authorities to include policies for the protection of the historic environment.

### **Policy 3.7 – Archaeology**

Planning applications affecting sites of archeological potential shall be accompanied by an archeological assessment and evaluation of the site, including the impact of the proposed development.

Development proposals will be required to preserve in situ, protect and safeguard scheduled ancient monuments and important archeological remains and their settings, and where appropriate, provide for the permanent display and interpretation of the monument or remains.

The local planning authority will ensure the proper investigation, recording of sites and publication of the results by a suitably qualified archeological contractor, as an integral part of a development programme where a development incorporates archeological remains or where it is considered that preservation in situ is not appropriate.

Further information is contained in the Archaeology SPG.

#### **Reasons**

Southwark has an immensely important archeological resource. Increasing evidence for prehistoric communities is being found in the north of the borough and along the Old Kent Road. The suburb of the Roman provincial capital (Londinium) was located around the southern bridgehead of the only river crossing over the Thames at the time and remains of Roman buildings, industry, roads and cemeteries have been discovered over the last 30 years. The importance of the area during the medieval period is equally well attested both archeologically and historically. Elsewhere



the borough, the routes of Roman roads (along the Old Kent Road and Kennington Road) and the historic village cores of Peckham, Camberwell, Walworth and Dulwich also have the potential for the survival of archeological remains.

PPG 16 requires the Council to include policies for the protection, enhancement and preservation of sites of archeological interest and of their settings.

### **Policy 3.8 – Metropolitan Open Land (MOL)**

Development will not be permitted on MOL unless it meets all of the following criteria:

- i. It is ancillary to the use of the open space;
- ii. It is small in scale;
- iii. It does not detract from the open nature and character of the MOL or its strategic function;
- iv. It is required to enhance activities associated with the particular open space;
- v. It positively contributes to the setting and quality of the open space.

Suitable uses for the designation and protection of MOL are:

- i. Public and private open spaces, playing fields and outdoor sport;
- ii. Existing institutions standing in extensive grounds;
- iii. Woodlands and orchards;
- iv. Rivers, reservoirs, lakes, and other open water;
- v. Allotments and nursery gardens;
- vi. Cemeteries and associated crematoria;
- vii. Nature conservation.



Further requirements for applications affecting MOL are set out in the Open Spaces SPG.

Areas designated as MOL to which this policy applies, are shown on the Key Diagram and Proposals Map.

#### **Reason**

Areas of MOL provide a significant contribution to defining and separating the urban environment. These sites are of strategic importance to London enhancing its 'World City' image. MOL needs to be protected, especially in areas of development pressure.

#### **Policy 3.9 – Borough Open Land (BOL)**

Development will not be permitted on BOL unless it meets all of the following criteria:

- i. It is ancillary to the use of the open space;
- ii. It is small in scale;
- iii. It does not detract from the site's open nature and character;
- iv. It is required to enhance activities associated with the particular open space;
- v. It positively contributes to the setting and quality of the open space.

Suitable uses for BOL are:

- i. Public and private open spaces, playing fields and outdoor sport;
- ii. Woodlands and orchards;
- iii. Areas of open water;
- iv. Allotments and nursery gardens;
- v. Burial grounds;
- vi. Nature conservation.

Further requirements for applications affecting BOL is set out in the Open Spaces SPG.

Areas identified as BOL, to which these policies apply, are shown on the Key Diagram and Proposals Map.

#### **Reasons**

Southwark has a number of open spaces that are considered important but are inappropriate for designation as MOL (refer to Open Spaces SPG). Sites that have been identified as significant open space by the Council or BOL are of strategic importance to Southwark and need strong protection.

This policy complies with RPG3, paragraph 7.9, which states that other local designations should be proposed for more locally significant areas of land so that the strength of the MOL designation is not devalued.

#### **Policy 3.10 – Other Open Space**

Development will not be permitted on Open Spaces which are not MOL or BOL, except in exceptional circumstances. These circumstances include the following:

- i. Development of the character of the open space;
- ii. Developing and improving the appearance of the open space;
- iii. Activities associated with open space use.

In exceptional circumstances where it is appropriate to release open space for development, land of equivalent size and quality must be secured within the immediate locality (to ensure that this area does not become deficient or more deficient) for similar or enhanced use before development. Areas and criteria for deficiency are listed in the Open Spaces



SPG together with further requirements for applications affecting other open spaces.

This policy applies to all open spaces that meet the open space definition and criteria. Further information for applications affecting other open space is set out in the Open Spaces SPG.

### **Reasons**

Open spaces are a valued local asset. They need to be protected as they provide:

- i. An attractive place to live;
- ii. A valuable community resource for informal and formal recreation, which promotes healthy living and well being;
- iii. Add to the vitality of the urban environment;
- iv. Attract people to live, work in and visit the borough;
- v. There is a deficiency of open space due the significant development pressures, particularly in the northern parts of the borough.

### **Policy 3.11 – Biodiversity**

Developments will not be permitted on existing areas of nature conservation or ecological importance. This particularly applies:

- i. Where sites have been identified as local nature reserves;
- ii. Where habitats or species are rare, declining or under threat in the London Area. See Appendix 6.

Further information for applications affecting biodiversity is set out in the Open Spaces SPG.

### Reason

Protection of biodiversity can provide benefits in promoting well-being and providing educational benefits. Access to wildlife also enables people to experience wildlife in an otherwise intensely urban environment. Due to the intense pressure on land for development, it is important that areas of biodiversity to preserve wildlife and rare species are identified and protected.

### Policy 3.12 – The Thames Special Policy Area

All developments within the Thames Special Policy Area (TSPA) must reflect the strategic importance of the River Thames and its hinterland, protecting and enhancing the area. Further requirements are detailed in the Thames SPG.

### Reasons

The River Thames and its hinterland comprise the TSPA. The TSPA makes an important historical and environmental contribution to Southwark and London enabling significant recreation, tourism and open space provision. This is a busy tourist area, which is environmentally sensitive and subject to intense development pressure. The competing demands need to be balanced within a framework for the TSPA to ensure that they enhance rather than reduce the river's potential assets.

RPG3B/9B requires riparian local authorities to include policies for the protection and enhancement of the Thameside environment.

### OBJECTIVE 9

#### TO PROMOTE THE EFFICIENT USE OF LAND, HIGH QUALITY DEVELOPMENTS AND MIXED-USES

### Background

A high priority for the Council is ensuring that all developments are sustainable, requiring the efficient use of land, and meeting the highest quality standards. Any new development has the potential to adversely affect the social, economic and environmental conditions of an area. Development should make a positive contribution to Southwark's urban environment, through high quality design, improvements in community safety, decreases in traffic and pollution, provision of open space and the provision of employment.

### Policy 3.13 – Sustainability Appraisal

A Sustainability Appraisal will be required to be submitted with planning applications. The purpose of the Sustainability Appraisal is to:

- i. Measure the impacts of the development on the locality;
- ii. Find innovative solutions to negative impacts and take advantage of opportunities for achieving high quality sustainable developments;
- iii. Balance the environmental, social and economic impacts of the development.

Details of requirements can be found in the Sustainability SPG.

### Reasons

Sustainability Impact Appraisals are required to:

- i. Ensure that their environmental, social and economic impacts are assessed and balanced to find the most sustainable option for the development;

- ii. Demonstrate the impacts of developments and how they are being mitigated;
- iii. Meet government requirements in terms of Environmental and Transport Impact Assessments.

### **Policy 3.14 – Quality in Design**

Developments should achieve a high quality of both architectural and urban design, enhancing the quality of the built environment in order to create attractive, high amenity environments people will choose to live in, work in and visit. New buildings and alterations to existing buildings should embody a creative and high quality appropriate design solution, specific to their site's shape, size, location and development opportunities.

The principles of urban design and design standards are explained in more detail in the Design SPG.

### **Policy 3.15 – Urban Design**

Principles of good urban design should be taken into account in all developments and alterations to existing developments. Urban design is the relationship between different buildings and streets, squares, parks and waterways and other spaces that make up the public domain; the nature and quality of the public domain itself; the relationship of one part of an urban area to another; and the pattern of movement and activity.

In designing new developments, consideration must be given to:

- i. Height, scale and massing of buildings – Designing a building that is appropriate to the local context and which does not dominate its surroundings;

- ii. Urban structure, space and movement – Proposals should have regard to the existing urban grain, development patterns and density in the layout of development sites;
- iii. Townscape, local context and character – Proposals should be designed with regard to their local context, making a positive contribution to the character of the area;
- iv. Site layout – Building location, public spaces, site access, permeability, ease of movement (both traffic and pedestrian), access and facilities for people with disabilities, microclimate, and outlook;
- v. Streetscape – A high quality of design and materials will be required for the street environment including street furniture, planting and public art. This should be co-ordinated wherever possible, to avoid unnecessary clutter, and ensure a safe, informative and attractive environment;
- vi. Landscaping – Developments should include landscape design that enhances the area.

The principles of urban design and design standards are explained in more detail in the Design SPG.

### **Policy 3.16 – Safety In Design**

The design of new developments and alterations to existing developments should promote community safety, having regard to the principles and objectives of 'Secure by Design'. These principles include designing public spaces and accessways so that they are overlooked by development, provided with good lighting, and clear sight lines to ensure good visibility. Further information is provided in the Designing Out Crime SPG.

### **Policy 3.17 – Design Statements**

A Design Statement should be submitted with planning applications for all new developments or significant alterations or extensions to existing buildings. This statement should explain how the site and its context have been considered and how the proposed development will affect the surrounding environment. The level of detail required in the statement should correspond to the scale and complexity of the development.

Further guidance on the production of Design Statements is provided in the Design and Sustainability SPGs.

#### **Reasons**

The importance of good design is underlined in the Government's Planning Policy Guidance Note 1 (PPG1). High quality places and buildings are important as they contribute to creating an environment that people enjoy living in, as well as attracting investment and visitors. High quality design will help make Southwark a more attractive place in which to live and work, contributing to the success of regeneration projects. It is also important that new developments are designed to make the public realm safe and accessible to the whole community, which contributes to increasing the life chances of residents. The purpose of the requirement to include a design statement with planning applications is to encourage applicants to think carefully about the preferred design solution for their development and to enable faster and effective assessment of the proposal by Council officers.

Specific guidance on disabled access, shopfronts and siting telecommunications equipment is presented in the Access and Facilities for People with Disabilities, Telecommunications and Shopfront Design SPGs.

### **Policy 3.18 – Tall Buildings**

For the purposes of this policy, tall buildings are considered to be those over approximately 30m in height. Tall buildings are considered to be inappropriate in most parts of Southwark. They may be appropriate when located in the Central Activities Zone, (outside strategic viewing corridors), or in action areas with excellent public transport facilities. All tall buildings should make a positive contribution to the landscape and should be located at a point of landmark significance, preferably forming or contributing to a group or cluster. All planning applications for tall buildings will require a design statement and an Impact Assessment. Tall buildings will be required to be of a high architectural standard, relating well to their surroundings and contributing positively to London's skyline as a whole. Requirements are discussed in more detail in the Tall Buildings SPG.

#### **Reasons**

Tall buildings, if designed thoughtfully, can be an important component in raising population density around transport nodes, avoiding urban sprawl and contributing to an area's regeneration. There is continuing pressure from developers for the construction of tall buildings at various locations throughout the borough.

The SDS Tall Buildings Strategy provides policy guidance on the suitable locations and design of such buildings. From this strategy, the criteria for the suitability of locations for tall buildings are:

- i. Contributing to a group or cluster of tall buildings, rather than standing alone;
- ii. Marking or drawing attention to locations of civic or visual importance such as town centres and major public transport interchanges.

### **Policy 3.19 – Telecommunications And Control Of Outdoor Advertisements**

Telecommunications equipment, advertisements and signs should not:

- i. Be a distraction to motorists or threaten public safety;
- ii. Be unduly dominant or adversely affect the amenity of the area;
- iii. Detract from the special character of listed buildings or conservation areas.

When located on buildings, telecommunications equipment, advertisements and signs should respect the scale of the buildings on which they are displayed, together with the surroundings.

Advertisement hoardings and panels will not normally receive consent except as a security measure or for reasons of amenity, on the boundary of a vacant site or vacant building, and then only for the period of the vacancy.

Further guidelines on outdoor advertisements and signage can be found in the Outdoor Advertisements and Signage SPG.

Further guidelines on telecommunications can be found in the Telecommunications SPG.

#### **Reasons**

PPG19 provides guidance for outdoor advertisement control.

Under current legislation the Council controls outdoor advertising and telecommunications in the interests of amenity and public safety.

Signs and advertisements are important to commercial areas, being both informative and sometimes adding interest and vitality to the street scene.

The Council considers it important to control signs and advertisements and telecommunications equipment since, if insensitively handled in size, design or sitting, they can harm the appearance of buildings and add clutter to an already busy street scene.



## 4 Housing

### Creating Choice And Quality In Housing

#### **VISION**

Southwark as a place with a diverse housing mix that exemplifies high quality design and accessibility for existing and incoming residents.

#### **OBJECTIVES FROM PART ONE (PAGE 21)**

**9** To promote the efficient use of land, high quality development and mixed-uses.

**10** To provide more high quality housing of all kinds, particularly affordable housing.



## **OBJECTIVE 9**

### **TO PROMOTE THE EFFICIENT USE OF LAND, HIGH QUALITY DEVELOPMENT AND MIXED-USES**

#### **Background**

Southwark's location in inner London combined with a predicted increase in its population presents an opportunity to provide a range of housing choices and sizes that satisfies market and local community demand in addition to establishing a balanced and integrated community. However, housing stock in Southwark is predominantly comprised of social or affordable housing which has tended to restrict housing diversity and quality throughout the borough. A shortage of housing supply in London has led to high house prices and a corresponding increase in the number of people unable to enter the market.

At present the Mayor has set a target in the Spatial Development Strategy for Southwark to provide 29,530 new homes over the lifetime of this UDP to 2017. In doing so, there will be an opportunity to provide a greater intensity of development in a variety of forms. This will support the objectives of the Council's Housing Strategy to regenerate and improve the condition of housing across all tenures and to meet housing needs and promote affordable housing choices in the borough. In addition to promoting improved design standards, housing opportunities will include mixed-use developments that incorporate complementary uses to deliver a stock of affordable housing that offers a better quality of life and amenity for its residents.

#### **Policy 4.1 – Housing Density**

All residential planning applications should normally increase the number of housing units on site. Developments should be in accordance with:



- i. Guidelines that relate housing density to the degree of accessibility and the availability of services and infrastructure along with achieving high design standards;
- ii. Local Character and context;
- iii. All other policies in the Southwark Plan (2002) especially amenity and quality of design.

More detailed guidance is given in the Residential Design Standards SPG, Design SPG, and the transport section of this UDP (Section 5). Residential density requirements are set out in Appendix 4.

#### **Reason**

More efficient use of land in areas well served by public transport will facilitate an increased supply of high quality housing with high accessibility and assist in overcoming the shortage of housing in London. By concentrating residential development at particular locations that offer a wide range of services the necessity for travel is reduced.

#### **Policy 4.2 – Residential Design Standards**

All residential developments should provide the highest quality design standards in terms of:

- i. Environmental quality;
- ii. Streetscape;
- iii. Internal and external living environments.

The minimum standards required to achieve the above are set out in the Residential Design Standards SPG. These, include floorspace, outdoor space, design, lifetime homes requirements, internal layout and environmental performance. Reference should also be made to the Design and Resources SPGs.

#### **Reason**

A consistently high standard of quality housing provision is sought in the borough to improve the overall amenity and quality of life for current and future residents. While the Residential Design Standards SPG provides further information on minimum standards with which all new developments must comply, new developments that exceed the minimum requirements will be encouraged.

#### **Policy 4.3 – Combining Residential And Complementary Uses**

Where there is an existing residential use of land, proposals for a change of use may be considered in the following circumstances:

- i. There is no net loss of residential dwellings if an ancillary use is developed (e.g. commercial, industrial, community use);
- ii. A combination of residential development and a mutually supporting function such as health and community facilities, workshops or shops is provided;
- iii. The non-residential uses do not detract from the residential amenity of the locality.

#### **Reasons**

On sites where use is intensified, a mix of uses can assist in providing a wide range of complementary services and facilities close to residential development.

Mixed-use developments will also enable opportunities for economic development and social cohesion.

**OBJECTIVE 10**  
**TO PROVIDE MORE HIGH QUALITY**  
**HOUSING OF ALL KINDS, PARTICULARLY**  
**AFFORDABLE HOUSING**

**Background**

There is a need to increase opportunities for new housing in Southwark in order to meet the targets indicated by the SDS. A range of housing types also needs to be provided to satisfy demand for affordable housing.

Affordable housing can comprise both social housing and intermediate housing. Social housing is accommodation provided using public subsidy, whereas intermediate housing is that which is more affordable than market rates and usually comprises key worker housing or low cost home ownership schemes. There is an increasing need for intermediate housing in London as a result of a dramatic rise in residential property prices in recent years.

**Policy 4.4 – Affordable Housing Provision**

For residential or mixed-use developments (where one of the uses is residential), which are over 14 units or 1000 square metres, a minimum of 25% of the floorspace must be made available as affordable housing in accordance with guidelines contained in the Affordable Housing SPG. The Council will enter into planning agreements with applicants where affordable housing is required to be provided in accordance with the Planning Agreements and Affordable Housing SPGs.

**Reasons**

Affordable housing policies provide the most appropriate methodology of securing affordable housing as part of private sector schemes.

The affordable housing policy will assist with providing a steady supply of good quality housing available to people on lower incomes.

By creating jobs, employment land uses are likely to cause an increased demand for a range of housing, including affordable housing. As a consequence proposals that generate employment will be required to contribute to affordable housing based on their floorspace.

**Policy 4.5 – Loss of Residential Accommodation**

New development should not result in a net loss of permanent residential accommodation, except in the following circumstances:

Where the environment is unsuitable for housing and where improvements to overcome any environmental problems are not possible; or

Where a reduction in the amount of units provided would result in an improved dwelling mix that meets the needs of the population.

**Reasons**

Existing housing stock needs to be protected. However, there will also be opportunities to redevelop old housing stock and provide a dwelling mix that meets the needs of the population.

There is a need to overcome the shortage of good quality, affordable housing in the borough and the number of existing dwellings should be maintained.

**Policy 4.6 – Mix of Dwellings**

New development should aim to satisfy the particular housing needs of the borough and will be required to contain a mix of dwelling types and sizes to cater

for a range of potential housing requirements. The Residential Design Standards SPG provides further guidance regarding the required mix of dwellings within new developments.

**Reason**

There is a need to ensure that a range of dwelling types is provided in every new development to help meet housing need. In particular, the local planning authority will require a mix of dwellings, particularly those capable of accommodating families, when new developments are proposed.

**Policy 4.7 – Specific Housing Needs**

New development should be provided to meet specific housing needs within the borough. This may include facilities that contain specific care or support and short term accommodation. Special care will need to be given to the siting and design of such developments and appropriate levels of amenities and facilities to support the development should be provided. Further guidance on the development of special needs housing is contained within the Residential Design Standards SPG.

**Reasons**

Housing is required to meet the needs of particular groups in appropriate locations. This may include temporary or semi-permanent accommodation and includes, but is not limited to, supported housing, sheltered housing, travellers sites and hostels.

Further guidance on the development of each of these forms of housing is provided in the Residential Design Standards SPG.

**Policy 4.8 – Houses in Multiple Occupation (HMO)**

The Council will normally resist proposals for the conversion into self-contained accommodation of houses in multiple occupation meeting a known and established need and which comply with, or are capable of reaching, Council standards and controls and the provisions of the Housing Acts.

**Reason**

The private rented sector performs an important function in the housing market, especially in meeting a need for lower cost housing. This sector has experienced decline due to the conversion into flats for sale of houses in multiple occupation. The Council recognises that certain types of accommodation meet a specific need and will not normally favour proposals which involve the loss of such accommodation.



## 5 Transport Improving Access And Convenience

### **VISION**

Southwark as a place where access to work, shops, leisure and other services is quick and convenient, and where public transport systems, the road network, walkways and cycleways enable people to travel quickly, conveniently, safely and comfortably to where they want to go, causing the minimum of pollution in the process.

### **OBJECTIVES FROM PART ONE (PAGE 22)**

**11** To increase ease of movement by alternative modes of transport to the private car, and to reduce congestion in and around Southwark by providing the infrastructure for efficient public transport, cycling and walking systems.

**12** To reduce congestion and pollution within Southwark by reducing the need to travel through increased densities of mixed-use developments at transport nodes and by high public transport accessibility.

**OBJECTIVE 11****TO INCREASE EASE OF MOVEMENT BY ALTERNATIVE MODES OF TRANSPORT TO THE PRIVATE CAR AND TO REDUCE CONGESTION IN AND AROUND SOUTHWARK BY PROMOTING THE DEVELOPMENT OF INFRASTRUCTURE FOR AN EFFICIENT PUBLIC TRANSPORT, CYCLING AND WALKING SYSTEM****Background**

Although Southwark has excellent road and public transport links to other parts of central and outer London, it has areas that are congested and where ease of movement is impeded. Congestion is a particular problem in the peaks associated with commuting, although Southwark also has high levels of congestion due to its central London location and the amount of traffic passing through the borough. There are also some parts of Southwark where public transport provision is relatively poor. Improved infrastructure for public transport, cycling and walking in Southwark is required to improve accessibility, which should then encourage people to use alternative modes of transport to the car.

**Policy 5.1 – Transport Impacts**

Planning applicants will be required to provide sustainable transport options for all users of the developments and an assessment of how these options will be provided. In addition, developments with significant impacts may be required to submit a Traffic Impact Assessment with the planning application.

More detailed requirements are contained within the Sustainability Appraisal SPG, which incorporates transport impact assessments, and also the Parking SPG.

**Reasons**

Every development has the potential to contribute to improving the range and quality of alternative transport modes to the car and how the development may relate to its immediate surroundings.

For large-scale developments, these improvements must be investigated and the opportunity taken to improve accessibility for people living, working in and visiting Southwark and to reduce congestion and pollution.

**Policy 5.2 – Public Transport Programmes**

The local planning authority will enable, where possible, large public transport infrastructure improvements where they comply with Southwark Plan policies within the borough including:

- i. Cross River Transit proposal from Peckham to Waterloo via Elephant and Castle;
- ii. East London Line extension to Peckham, Dulwich and beyond;
- iii. New rail station at Camberwell;
- iv. Thameslink 2000.

These proposals are identified on the Key Diagram and, where necessary, land is allocated for these developments to take place on the Proposals Map.

**Reasons**

The schemes referred to above represent the main opportunities to improve choice and quality in public transport facilities within Southwark.

The Council seeks to enable these proposals to go ahead to assist in the provision of a sustainable transport system and the regeneration of the borough.

### **Policy 5.3 – Pedestrians and Cyclists**

Developers will be required to provide and improve facilities within and surrounding the development for pedestrians and cyclists. The local planning authority will seek to co-ordinate these improvements with its cycling and walking strategies, and investment programmes in the public realm, as set out in the Interim Local Implementation Plan (ILIP) and the Local Implementation Plan (LIP).

More detailed requirements are set out in the Design and Parking SPGs.

#### **Reason**

Facilities for pedestrians and cyclists require continuous improvement so that they can be considered as viable, attractive and safe alternatives to motor vehicles and, in particular, cars. Walking and cycling are the most easily accessible, least polluting and potentially the most healthy mode of transport available.

### **Policy 5.4 – Infrastructure Contribution**

Developers will be required to contribute towards and assist in facilitating improvements to the following, in order to mitigate the impact of any development likely to increase the movement of people:

- i. Public transport infrastructure and services;
- ii. Public highway;
- iii. Cycle routes and parking;
- iv. Pedestrian facilities;
- v. Interchanges;
- vi. Improving access for the mobility impaired.

The local planning authority will co-ordinate these improvements with the investment programmes of public transport operators and its own investment programmes as set out in the ILIP and the LIP.

More detailed requirements are set out in the Planning Agreements, Design and Parking SPGs.

#### **Reasons**

Most developments, whether for residential uses, commercial uses or a mixture of uses, will place additional demands on the transport system both in terms of public transport users and potential car users.

To mitigate the effects of developments they should be accompanied by appropriate and proportionate improvements in the transport infrastructure to provide alternatives to private car use.

### **OBJECTIVE 12 TO REDUCE CONGESTION AND POLLUTION WITHIN SOUTHWARK BY MINIMISING THE NEED TO TRAVEL THROUGH INCREASED DENSITIES AT TRANSPORT NODES AND HIGH PUBLIC TRANSPORT ACCESSIBILITY**

#### **Background**

Southwark residents require access to a wide range of job opportunities, shops and services, recreation facilities and open spaces, health and education facilities and other services. Those working in and visiting the borough also need appropriate access to a range of facilities. Local provision which reduces the need to travel, pollution and congestion is being addressed elsewhere in the UDP. Policies encourage consolidation of services in Town Centres Action Areas and throughout the borough at transport nodes.

Higher density of development, especially in areas with high accessibility (such as around underground

stations), will result in more people being able to access services in their immediate neighbourhoods and take advantage of public transport.

### **Policy 5.5 – Density**

All developments should ensure that they achieve the highest reasonably possible intensity of use compatible with the local context, urban design and other Southwark Plan policies. Guidelines giving a suggested appropriate range of densities for different areas of the borough are set out in Appendix 4. These guideline densities will not take precedence over the context and urban design considerations.

#### **Reasons**

Increasing density especially in central London and around transport nodes, is an integral requirement for the sustainable use of land. Sustainable use of land is essential to reduce urban sprawl and increase the viability of local centres through increasing the numbers of people visiting, working and living in such areas.

Successful local centres are key to reducing the need to travel.

### **Policy 5.6 – Parking**

Private and customer car parking space in developments will be restricted, and cycle parking, motorcycle and car club spaces provided to an appropriate level to the scale and the function of the development. This should avoid excessive trip generation and allow the efficient use of the site including access by people with mobility difficulties.

Essential parking for operational and servicing vehicles and their turning should be catered for on-site wherever possible. Developments should

be appropriately designed and co-ordinated with on-street parking controls to prevent the displacement of parking onto streets. The layout and design of parking spaces and facilities should be carefully considered.

No development should exceed the car and reduce the cycle parking standards set out in the Parking SPG and Appendix 5.

#### **Reasons**

Direct programmes to reduce private car use are required in addition to increasing infrastructure for other forms of transport (including cycles), to reduce congestion and pollution caused by unnecessary car journeys and commuting;

Restricting the amount of off-street car parking space, in combination with Controlled Parking Zones (CPZs) that restrict the amount of parking on the street, is the most direct way of reducing use of private cars and directing people;

PPG3, PPG4, PPG5, and PPG13 recommend the restriction of private car use to either housing or employment sites and improved accessibility through the encouragement of modes of transport other than the private car.







# Appendices



## APPENDIX 1 List Of Supplementary Planning Guidance

### **Tackling Poverty and Encouraging Wealth Creation**

#### **Pack 1**

- 1** Preferred Industrial and Office Locations and Mixed-Use Development
- 2** Bankside and The Borough Action Area
- 3** Elephant and Castle Opportunity Area
- 4** London Bridge Opportunity Area

#### **Pack 2**

- 5** Bermondsey Spa Action Area
- 6** Camberwell Green Town Centre
- 7** Lordship Lane Town Centre
- 8** Old Kent Road Action Area
- 9** Walworth Road and East Street Town Centre

#### **Pack 3**

- 10** Canada Water Action Area
- 11** Peckham Action Area
- 12** Dulwich

### **Life Chances**

- 13** Planning Obligations

### **Clean and Green**

- 14** Access and Facilities for People with Disabilities
- 15** Archaeology
- 16** Design
- 17** Designing Out Crime
- 18** Heritage Conservation

**19** Open Space

**20** Outdoor Advertisements and Signage

**21** Parking

**22** Resources

**23** Shopfront Design

**24** Sustainability

**25** Tall Buildings

**26** Telecommunications

**27** Thames Special Policy Area

## **Housing**

**28** Affordable Housing

**29** Residential Design Standards



## APPENDIX 2 Glossary

**A1 Use Class** Shops and other retail uses where the service is to visiting members of the public, including sandwich bars as described in the Use Classes Order (see Use Classes Order).

**A2 Use Class** Financial or professional services open to visiting members of the public, as described in the Use Classes Order (see Use Classes Order).

**A3 Use Class** Food and drink uses such as restaurants, pubs, bars and take-always, as described in the Use Class Order (see Use Classes Order).

**Accessibility** This term refers to the methods by which people with a range of needs (such as disabled people, people with children, people whose first language is not English) find out about and use services and information. For disabled people, access in London means the freedom to participate in the economy, in how London is planned, in the social and cultural life of the community.

**Area Action Plans** Guidelines for development in a specific geographical area, which identifies specific characteristics of the area that need to be enhanced and developed.

**Affordable Housing** Housing designed to meet the needs of households whose incomes are not sufficient to allow them to access decent and appropriate housing in their borough. It is comprised of two elements. First, 'social housing' which is usually provided by a Registered Social Landlord or Housing Authority at levels no higher than Housing Corporation target rents. Secondly, it includes 'intermediate housing' which is sub-market housing substantially above Housing Corporation target rents, but substantially below open market levels.

This category includes low-cost home ownership schemes and key worker housing.

**Amenity** Pleasant or advantageous features enjoyed by a property or occupier, which can be affected by certain development proposals. Development can improve amenity as well as harm it.

**Ancillary** Primary uses of land often include one or more ancillary use, for example, storage space, offices and staff accommodation associated with a retail shop. Where all of these are closely linked and subservient to the primary use any planning permission for a particular use also includes those ancillary uses.

**Archaeology** The study of mans past through analysis of the material remains of ancient cultures.

**B1 Use Class** Business uses such as offices research and development and industrial uses that can be carried out in a residential area without detriment to the amenity of that area by reason of noise, vibration, smell, fumes, smoke etc. as described in the Use Classes Order.

**B2 Use Class** General industrial uses as described in the Use Classes Order (see Use Classes Order).

**B8 Use Class** Warehousing, distribution and storage uses, as described in the Use Classes Order (see Use Classes Order).

**Biodiversity** The diversity or variety of plants and animals and other living things in a particular area or region. It encompasses landscape diversity, ecosystem diversity, species diversity and genetic diversity.

**Borough** This term is used for the 33 local authorities in London, including Southwark.

**Borough Open Land (BOL)** Strategic open land within the borough area that contributes to the structure of Southwark. It carries the same presumption against development as the Green Belt and Metropolitan Open

Land (See also Metropolitan Open Land). BOL must meet all of the following criteria:

- i. An area of local importance to Southwark;
- ii. A clearly distinguishable public open space;
- iii. Land that contains features or landscapes of historic, recreational or nature conservation value at a borough level;
- iv. It must not be MOL.

**Brownfield Land** Any land or premises which has previously been used or developed and is not currently fully in use, although it may be partially occupied or utilised. It may also be vacant, derelict or contaminated.

**C1 Use Class** Hotels and boarding houses where no significant element of care is provided, as described in the use classes order. It does not include hostels. (See Use Classes Order)

**C2 Use Class** Residential institutions such as nursing homes and other accommodation where a significant element of care is provided for the occupants, residential schools, colleges and training centres and hospitals as described in the Use Classes Order. (See Use Classes Order)

**C3 Use Class** A dwelling house (including a flat) where people live together as a single household, as described in the Use Classes Order. (See Use Classes Order)

**Carbon Dioxide (CO<sub>2</sub>)** Carbon dioxide is a naturally occurring gas comprising 0.04 per cent of the atmosphere. The burning of fossil fuels releases carbon dioxide fixed by plants many millions of years ago, and this has increased its concentration in the atmosphere by some 12 per cent over the past century. It contributes about 60 per cent of the potential global warming effect of man-made emissions of greenhouse gases.

**Central Activity Zone (CAZ)** The Central Activity Zone is the area within Central and East London where planning policy promotes finance, specialist retail, tourist and cultural activities.

**Central London** Central London is a focus for London's financial, specialist retail, tourism and cultural uses and activities. The geographical extent of central London is as defined in Circular 1/2000 from the then DETR.

**Cluster** The tendency of firms to improve their commercial performance through direct and indirect forms of collaboration, or sharing, of resources, customers, inputs, often resulting in locational advantages from close proximity with one another.

**Community Facilities** For the purpose of this Plan, community facilities are defined as:

- i. Buildings used by voluntary sector groups of local residents on a sessional or permanent basis;
- ii. Schools used by voluntary groups and local residents;
- iii. Libraries or public reading rooms;
- iv. Neighbourhood Housing Offices and Centres;
- v. Social Service and Day Centres;
- vi. Places of public worship or religious instruction;
- vii. Medical or health services and Healthy Living Centres (except for the use of premises attached to the residence of the consultant or practitioner);
- viii. Facilities for youth provision;
- ix. Leisure and Recreational facilities;
- x. Arts and Culture facilities;
- xi. Crèche, day nurseries or other childcare facilities.

**Community Strategies** Strategies for promoting or improving the economic, social and environmental well-being of the area of jurisdiction of a local authority boundary. Such strategies are to be prepared allowing for local communities (based upon geography and/or interest) to articulate their aspirations, needs and priorities.

**Congestion Charging** Charges to reduce the number of vehicles and level of congestion in congested areas. The Mayor has introduced a scheme to charge vehicles entering a defined area of Central London.

**Conservation** The planning, management and implementation of an activity with the objective of protecting the essential physical, chemical and ecological characteristics of the environment against degradation.

**Conservation Areas** An area of special architectural or historic interest designated by the local planning authority under the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990, the character or appearance of which it is desirable to preserve or enhance.

**Controlled Parking Zones (CPZ)** Areas in which on-street parking is managed, usually through a permit system, typically where demands for limited space from residents, commuters, shoppers and others are in conflict.

**Cross River Partnership** This operates in the London Boroughs of Lambeth, Southwark Westminster and the City covering an area from Vauxhall Bridge to Tower Bridge. The Partnership works on projects to strengthen links between the north and south banks of the Thames.

**Cross River Transit** A tram route running from Kings Cross and Camden, via Euston and Waterloo,

to Peckham and Brixton. This route, which is expected to be completed by 2011, will carry 72 million passengers a year.

**D1 Use Class** Non-residential institutions including libraries, crèches, schools, day-nurseries, museums, religious institutions as described in the Use Classes Order. (See Use Classes Order)

**D2 Use Class** Assembly and leisure uses such as cinemas, nightclubs, casinos, swimming baths and sports halls as described in the Use Classes Order. (See Use Classes Order)

**District Centres** Recognisable in UDPs as providing a range and level of service immediately below that of major town centres but above that of neighbourhood or more local centres.

**Diversity** The differences in the values, attitudes, cultural perspective, beliefs, ethnic background, sexuality, skills, knowledge and life experiences of each individual in any group of people. This term refers to differences between people and is used to highlight individual need.

**Ecological** Relating to the relationship between living organisms and the environment.

**Ecosystem** A system involving the interactions between a community and its non-living components.

**Educational Deficiency** Catchment areas and educational facilities for primary and secondary provision is defined within the Southwark Council 'School Organisation Plan'.

**Educational Establishments** For the purposes of the Plan, educational establishments are defined as:

- i. Primary and secondary schools;
- ii. Pre-schools and early years;

iii. Higher Education facilities;

iv. Supplementary and special schools.

**Employment Zones** In these areas, local partnerships work within existing frameworks of benefits and other funding to develop flexible ways to support individuals aged 25 and over who have been out of work for one year or more.

**Energy Conservation** The use of less energy to maintain a given output of goods or services, and of comfort and convenience to the individual. This definition was first adopted by the House of Commons Select Committee on Science and Technology in 1975 but has now been superseded by the term energy efficiency.

**Energy Efficiency** Making the best or most efficient use of energy in order to achieve a given output of goods or services, and of comfort and convenience. This does not necessitate the use of less energy, in which respect it differs from the concept of energy conservation.

#### **Energy Hierarchy**

↓ Applying energy efficiently.

↓ Applying renewable energy.

↓ Optimising efficiency of energy supply.

**Grey Water** Household waste-water collected from showers, baths, washing machines and sinks that can be reused for uses that do not require potable water.

**Habitat** The environment required to sustain animals, plants and other species. It includes air, water and soil, as well as other living things.

**Heritage** The evidence of the past, such as historical sites, buildings and the unspoilt natural environment, considered collectively as the inheritance of present-day society.

**Household** One person living alone or a group of people (who may or may not be related) living or staying temporarily at the same address with common housekeeping.

**Housing In Multiple Occupation** Housing occupied by members of more than one household, such as student accommodation or bed-sits, where facilities such as kitchens and bathrooms may be shared.

**Interim Local Implementation Plans (ILIP)**

This is the interim version of the Local Implementation Plan and is the current statutory plan (See also Local Implementation Plan).

**Impact Assessments** Either a formal assessment of a major development proposal under the statutory regulations (The Town and Country Planning, Environmental Impact Assessment, England and Wales, Regulations 1999), or an informal assessment using similar procedures.

**Inner London** Consists of the boroughs of Camden, Corporation of London, Greenwich, Hackney, Hammersmith and Fulham, Haringey, Islington, Kensington and Chelsea, Lambeth, Lewisham, Newham, Southwark, Tower Hamlets, Wandsworth and Westminster.

**Indicators** Indicators are tools that measure, simplify and communicate important issues and trends. They can provide a benchmark against which progress can be measured. The national indicators are defined in Quality of Life Counts, DETR 2000. Local indicators are defined in Local Quality of Life Counts, DETR 2000.

**In situ** Defined as '*in its proper position*'.

**Intensification Areas** Areas that have significant potential for increases in residential, employment and other uses through development of sites at higher densities with more mixed and intensive use.

**Key Worker Housing** Housing that is reserved or allocated for people who are given priority by virtue of their employment to ensure that they are able to live close to their work. This is normally considered to be those who work in health, education, police and emergency services.

**Lifetime Homes** Are ordinary homes designed to accommodate the changing needs of occupants throughout their lives.

**Local Centre** A small commercial grouping usually comprising of a newsagent, general grocery store, a sub-post office and occasionally a pharmacy, a hairdresser and other small shops of a local nature.

**Local Development Framework** Will replace local development plans (UDPs) if the Planning Green Paper is adopted.

**Local Implementation Plans (LIPs)** Statutory transport plans produced by London boroughs bringing together transport proposals to implement the Mayor's Transport Strategy at the local level.

**Local Nature Reserves** Nature reserves designated by local authorities under the 1949 National Parks and Access to the Countryside Act. May include sites important to people's quiet enjoyment of nature.

**London Plan (Spatial Development Strategy)**

The Strategy being prepared by the Mayor, setting out strategic planning guidance for London and replacing the existing Government guidance, Regional Planning Guidance 3 (RPG3).

**London** Shorthand for Greater London, the geographical area encompassed by the 32 London boroughs and the City of London.

**Major Town Centres** Important shopping and service centres.



**Massing** The combined affect of the height, bulk and silhouette of a building or group of buildings.

**Metropolitan Open Land (MOL)** Strategic open land within the urban area that contributes to the structure of London. It carries the same presumption against development as Green Belt. The following types of open space must be MOL:

- i. Metropolitan Sites of Nature Conservation;
- ii. Sites that are on the Register of Parks and Gardens of Special Historic Interest in England;
- iii. Metropolitan Parks;
- iv. District Parks;
- v. Land that was designated MOL in the 1995 UDP.

**Mixed Use** Development for a variety of activities on single sites or across wider areas such as town centres.

**Natural Resources** For the purposes of this document, natural resources are defined as land, air and water.

**Nature Conservation** Protection, management and promotion for the benefit of wild species and habitats, as well as the human communities that use and enjoy them. This also covers the creation and re-creation of wildlife habitats, the techniques that protect genetic diversity and can be used to include geological conservation.

**New Deal for Communities** A Central Government initiative that supports the intensive regeneration schemes that deal with problems such as poor educational attainment and poor job prospects in a small number of deprived local authorities.

**Open Space** The term open spaces covers all land use in London that is predominantly

undeveloped. This definition covers a range of types of open space within the urban area, including parks, allotments, commons and natural habitats. It includes private open space, such as private sports grounds and squares, and publicly accessible open space.

**Opportunity Areas** London's few opportunities for accommodating large scale development to provide substantial numbers of new employment and housing, typically more than 5,000 jobs and/or 2,500 homes, with a mixed and intensive use of land and assisted by good public transport accessibility. In Southwark, London Bridge and the Elephant and Castle have been identified as Opportunity Areas.

**Planning Agreement** Agreements associated with the grant of planning permission. The most common are Section 106 agreements and unilateral undertakings. However, they can include highway agreements and other agreements relating to infrastructure.

**Planning Green Paper** The Government produced a Planning Green Paper in December 2001 that proposed fundamental changes to the English planning system.

**Pool of London** An area stretching from London Bridge to just beyond the Tower Bridge on both sides of the River Thames.

**Planning Policy Guidance (PPG)** Set out Government's policies on various planning policy matters and issued from time to time. Local Planning Authorities must take their content into account in preparing development plans. The guidance may also be material to decisions on individual planning applications and appeals.

**Pool of London Partnership** The regeneration agency working to improve the physical, social and economic environment of the Pool of London.

**Preferred Industrial Location** A strategically located employment site suitable for light industry, general industry and warehousing uses.

**Preferred Office Location** Contains significant concentrations of B1 Class Offices which perform an important function in the local and regional economy.

**Public Realm** The space between and within buildings that are publicly accessible, including streets, squares, forecourts, parks and open spaces.

**Recycling** Involves the reprocessing of wastes, either into the same material (closed-loop) or a different material (open-loop recycling). Commonly applied to non-hazardous wastes such as paper, glass, cardboard, plastics and metals. However, hazardous wastes (eg. solvents) can also be recycled by specialist companies, or by in-house equipment.

**Regeneration** Lasting improvements to the economic, social and environmental conditions of an area and/or community that has been subject to urban deprivation.

**Remediation** The removal or neutralisation of harmful substances to prevent any adverse effects e.g. to health, safety or biodiversity.

**Renewable Energy** Energy derived from a source which is continually replenished, such as wind, wave, solar, hydroelectric and energy from plant material. Although not strictly renewable, geothermal energy is generally included.

**Single Regeneration Budget** A Government regeneration fund started in 1994 managed through partnerships who win funding through competitive bidding rounds. Six annual bidding rounds were run against broad criteria. The administration of the fund transferred to the Regional Development Agencies and the last year of traditional bidding was 2001/02.

**Social Exclusion** A shorthand term for what can happen when people or areas suffer from a combination of linked problems such as unemployment, poor skills, low incomes, poor housing, high crime environments, bad health and family breakdown.

**Social Inclusion** The position from where someone can access and benefit from the full range of opportunities available to members of society. The aim is to remove barriers for people or for areas that experience a combination of linked problems such as unemployment, poor skills, low incomes, poor housing, high crime environments, bad health and family breakdown.

**Spatial Development Strategy (SDS, The London Plan)** The strategy being prepared by the Mayor, setting out strategic planning guidance for London and replacing the existing government guidance, Regional Planning Guidance 3.

**Special Policy Area** Geographical areas that require specific and detailed policy guidance due to their identified importance to London. London South Central and the Thames have been identified as special policy areas in Southwark.

**Sui Generis (SG)** A use which is of its own kind and does not fall within a Use Class defined in the Use Classes Order e.g. car showrooms and mixed uses. (See Use Classes Order)

**Supplementary Planning Guidance (SPG)** Guidance notes, additional and supplementary to the Unitary Development Plan, on how to implement the policies.

**Supported Housing** Housing specifically designed, managed or adapted to meet the needs of people for whom standard housing is unsuitable or inappropriate.

**Sustainable Transport** For the purposes of this document, sustainable transport is defined as walking, cycling and public transport.

**Sustainability Appraisal** A systematic and interactive process undertaken during the preparation of a plan or strategy, which identifies and reports on the extent to which the implementation of the plan or strategy would achieve environmental, economic and social objectives by which sustainable development can be defined, in order that the performance of the strategy and policies is improved.

**Tall Buildings** Buildings that exceed approximately 30 metres in height, or 25 metres in the Thames Special Policy Area.

**Thames Special Policy Area (TSPA)** A special policy area to be defined by boroughs in which detailed appraisals of the riverside will be required.

**Thameslink 2000** A new National Rail cross-London link building on the existing Farringdon – Blackfriars line.

**Town Centres** City, town and suburban district centres which provide a broad range of facilities and services and act as a focus for both the community and for public transport. It excludes small parades of shops of purely local significance. In London and other large cities, outside the central area, the principle shopping centres usually perform the role of town centres and these are usually complemented by district centres.

**Transport Interchange** Locations where more than one mode of transport is available, or where modes of transport can be changed e.g. bus stops, underground and overground rail stations.

**Travellers Sites** Are sites either for settled occupation, temporary stopping places, or transit sites for people of nomadic habit of life, such as travellers and gypsies.

**Unitary Development Plans (UDPs)** Statutory plans produced by each borough which integrate strategic and local planning responsibilities through policies and proposals for the development and use of land in their area.

**Use Classes Order** The Town and Country Planning (Use Classes) Order 1987 lists 16 classes of use of land or buildings. A change from one use to another use within the same class does not require planning permission.

#### **Waste Hierarchy**

- ↓ **Reduce** This involves reducing the use of raw materials to avoid the creation of waste in the first place;
- ↓ **Reuse** This involves using an item again in the same form that might be subject to refurbishment i.e. Waste Electrical Material;
- ↓ **Recovery** This involves the collection and reuse of waste, including recycling and composting and as a lesser priority, incineration. Recovered waste usually has to be reprocessed such as glass, textiles and metals whereas composted material must be biodegradable;
- ↓ **Disposal** This option will only be used when all other options have been considered and are not possible.

**World City** A globally successful business location paralleled only by two of the world's other great cities, New York and Tokyo, measured on a wide range of indicators such as financial services, government, business, higher education, culture and tourism.



## APPENDIX 3 Southwark UDP Sustainable Development Evaluation

The 12 Southwark Plan objectives and 46 policies were evaluated for their impact in terms of promoting sustainable development. Each policy was given a score between 0 and 3 as follows:

**0** = Unacceptable and/or seriously threatens Sustainable Development Objectives.

**1** = Does not comply with Sustainable Development Objectives.

**2** = Complies with Sustainable Development Objectives as covered by general statements.

**3** = Complies with Sustainable Development Objectives, provides detailed evidence and added value.

These scores were based on the policy's contribution to each of the following 33 objectives based on the criteria contained in the London Plan:

**1** Focus development at locations with current or planned good public transport links, spare capacity, and easy access by walking or cycling.

**2** Reduce car dependency by improving transport choice.

**3** Encourage mixed use development, with provision of key local services, and amenity.

**4** Ensure more efficient use of natural resources, especially soil, mineral aggregates, water and energy.

**5** Protect and enhance biodiversity and natural habitats, and create new wildlife habitats.

**6** Maximise benefits of regeneration schemes for local people.

- 7** Actively promote new clean technologies e.g. in sectors including the environmental economy, renewable energy and pollution control.
- 8** Develop sustainable tourism industry.
- 9** Ensure inward investment projects are sustainable.
- 10** Improve river and canal ecological and amenity qualities, and seek more sustainable uses thereof.
- 11** Protect, maintain, restore and enhance existing open spaces, create new open spaces, and ensure access to open spaces and wider public realm is maintained.
- 12** Improve health, reduce health inequalities, and promote healthy living.
- 13** Reduce crime and fear of crime.
- 14** Ensure access to good quality affordable housing for all.
- 15** Ensure, where possible, new development occurs on derelict, vacant and underused previously developed land and buildings, and that land is remediated as appropriate.
- 16** Encourage communication between different local communities, in order to improve understanding of differing needs and concerns.
- 17** Reduce greenhouse gas emissions, and plan for further reductions to meet or exceed national climate change targets.
- 18** Improve air quality.
- 19** Reduce amount of waste requiring final disposal through waste minimisation, and increase proportion of waste reused, recycled, composted and recovered.
- 20** Minimise ambient noise using best practice.
- 21** Substantially increase proportion of energy purchased and generated from renewable and sustainable resources.
- 22** Promote investment in and use of sustainable rail and water freight transport.
- 23** Create a climate for investment, with a modern employment structure based on a combination of indigenous growth and inward investment.
- 24** Promote high quality urban design in conjunction with sustainable construction principles and techniques.
- 25** Tackle poverty and social exclusion in areas of particular need.
- 26** Maintain and enhance the quality, integrity and distinctive character of the area.
- 27** Maintain and enhance the historic environment and cultural assets of the area.
- 28** Avoid development that will impact on areas at high risk from flooding.
- 29** Increase tree cover as appropriate and ensure active and sustainable management of existing woodland.
- 30** Improve the image of the borough as part of an exemplary sustainable city.
- 31** Actively challenge discrimination against all marginalised groups.
- 32** Ensure equal opportunities to employment and occupation.
- 33** Respect people and value their contribution to society.



The assessments of individual policies have been aggregated for each of the five sections in Part II of the Plan and the results are as follows:

Tackling Poverty and Encouraging  
Wealth Creation 2.5

Life Chances 2.6

Clean and Green 2.2

Housing 2.5

Transport 2.6

This gives an overall aggregate score for Part II of the Plan of 2.5. Anything over 2.0 would be generally in compliance with sustainable development objectives and 3.0 would be a perfect score. This highlights the way in which compromises need to be made to strike a balance between environmental, economic and social requirements. The assessment can also be used to highlight areas where policies may be further refined to achieve a more effective sustainable outcome.

The UDP policies are basically sound in terms of the principles of the sustainable development objectives. However CRISP and Forum for the Future recommend that more detailed support and guidance is required through the Supplementary Planning Guidance Notes to ensure that the policies fully comply with Sustainable Development Objectives, provide detailed evidence and ensure added value.

Section One	Policy	Index
Tackling Poverty and Encouraging Wealth Creation (Overall Score = 2.5)	1.1	2.5
	1.2	2.4
	1.3	2.4
	1.4	2.5
	1.5	2.5
	1.6	2.8
	1.7	2.5
	1.8	2.6

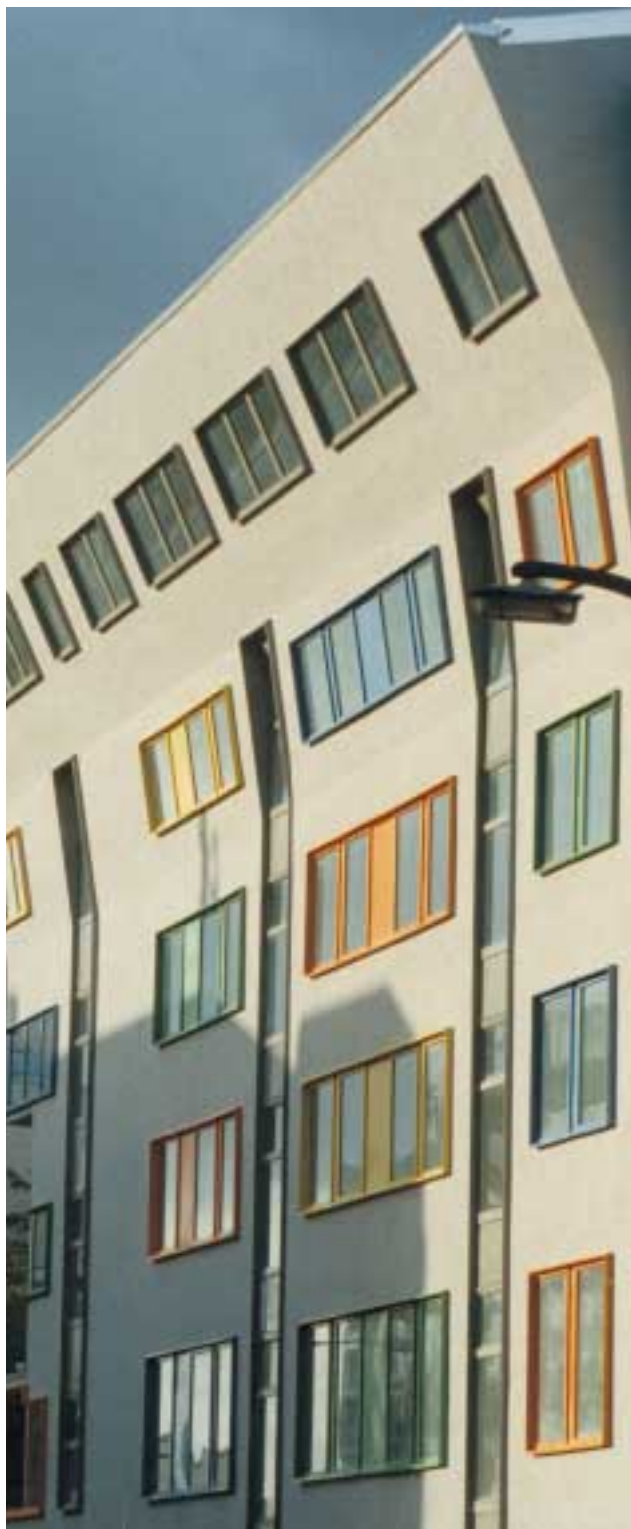
Section Four	Policy	Index
Housing (Overall Score = 2.5)	4.1	2.4
	4.2	2.5
	4.3	2.4
	4.4	2.4
	4.5	2.5
	4.6	2.5
	4.7	2.5
	4.8	2.4

Section Two	Policy	Index
Life Chances (Overall Score = 2.6)	2.1	2.5
	2.2	2.9
	2.3	2.6
	2.4	2.6
	2.5	2.4

Section Five	Policy	Index
Transport Improving Access and Convenience (Overall Score = 2.6)	5.1	2.6
	5.2	2.6
	5.3	2.7
	5.4	2.4
	5.5	2.6
	5.6	2.5

Section Three	Policy	Index
Clean and Green (Overall Score = 2.2)	3.1	2.4
	3.2	2.5
	3.3	2.3
	3.4	2.3
	3.5	2.3
	3.6	2.3
	3.7	2.3
	3.8	2.1
	3.9	2.1
	3.10	2.2
	3.11	2.8
	3.12	2.2
	3.13	2.0
	3.14	2.1
	3.15	2.1
	3.16	2.3
3.17	2.3	
3.18	2.0	
3.19	2.0	

**These tables give the sustainability index score for each policy**



## APPENDIX 4 Residential Density Standards

There are three density standards for the three areas within Southwark which are based on the SDS. The three areas of Central, Urban and Suburban are illustrated on the proposals map.

### Central Zone

For the central zone, high accessibility area which comprises:

- The Central Area Zone as defined in the SDS including London Bridge, Bankside and Elephant and Castle;
- Peckham;
- Old Kent Road;
- Bermondsey;
- Canada Water.

The density requirements are 650 – 1100 habitable rooms per hectare. This type of development could typically be around 6 stories high and may have some high rise buildings which could be up to 30 stories. The type of accommodation would normally be a mixture of flats with one or two bedrooms although they may sometimes be larger. Generous amenity and community space would usually be provided.

### Urban Zone

For the urban zone, which has medium accessibility, stretching from the Central Area Zone as defined in the SDS south to Half Moon Lane and Dulwich Village, the density requirements are 300 to 700 habitable rooms per hectare. This type of development could typically be 4 to 6 stories within a terrace or block of flats structure with amenity space or private gardens.



## **Suburban Zone**

For the suburban zone which has medium to low accessibility stretching from Half Moon Lane and Dulwich Village to the southern boundary, the density requirements are 200 to 350 habitable rooms per hectare. This type of development at the lower density standards would be for predominantly houses with gardens, this could include some detached houses.



## APPENDIX 5 Parking Standards

All developments should ensure that there is adequate provision of parking facilities for people with mobility difficulties and for operational and servicing vehicles, allowing for appropriate space for these vehicles to manoeuvre. Please refer to Policy 5.6 Parking (page 57).

### Use Class Parking Standards

Use Class	Maximum Parking Standard	Minimum Cycle
<b>A1, A2 and A3 uses</b> (This includes food and non-food retail and financial/profit services).	1 space per 50m <sup>2</sup>	1 space per 125m <sup>2</sup>
<b>B1 uses</b> (This includes office and light industry).	1 space per 1150sq.m	1 space per 125m <sup>2</sup>
<b>B2 and B8 uses</b> (This includes General Industry and Warehousing).	No car parking	1 space per 125m <sup>2</sup>
<b>C1 and C2 uses</b> (This includes hotels, hospitals and care homes).	1 space per 4 beds	1 space per 125m <sup>2</sup>
<b>D1 and D2 uses</b> (This includes community facilities and leisure and recreation).	1 space per 50m <sup>2</sup>	1 space per 125m <sup>2</sup>

### Residential Parking Standards

Zone of Accessibility to Public Transport (Identified of Proposals Map)	Residential Car Parking Provision (Maximum)	Residential Cycle Parking Provision (Minimum)
<b>Central Zone</b> (High Accessibility to Public Transport)	0.25 – 0.4 maximum spaces per unit. Car free if within a Controlled Parking Zone	1 space per unit plus visitor at 1 space per 10 units.
<b>Urban Zone</b> (Medium Accessibility to Public Transport)	0.6 – 0.75 maximum spaces per unit.	1 space per unit plus visitor at 1 space per 10 units.
<b>Suburban Zone</b> (Low Accessibility to Public Transport)	1.5 maximum spaces per unit.	1 space per unit plus visitor at 1 space per 10 units.

Residential developments in the suburban zone will be subject to a minimum off street car parking requirement of 0.75 spaces per unit for developments of more than 1 unit.



## APPENDIX 6 Habitats

- Woodland and Scrub
- Open Landscapes with Old/Ancient Trees
- Hedgerows
- Acid Grassland
- Chalk Grassland
- Grasslands, Meadows and Pasture
- Heathland
- Grazing Marsh and Floodplain Grassland
- Marshland
- Reedbed
- Rivers and Streams
- The Tidal Thames
- Canals
- Lakes, Ponds and Reservoirs
- Private Gardens
- Parks, Amenity Grasslands and City Squares
- Railway Linesides
- Churchyards and Cemeteries
- Urban Wastelands
- Farmland

### Vascular Plants

- Dianthus Armeria* Deptford Pink  
*Cardamine Bulbifera* Coralroot  
*Cardamine Impatiens* Narrow-Leaved Bittercress  
*Clinopodium Calamintha* Lesser Calamint  
*Fallopia Dumetorum* Cope Bindweed  
*Limosella Aquatica* Mudwort  
*Tulipa Sylvestris* Wild Tulip  
*Arabis Glabra* Tower Mustard  
*Scilla Autumnalis* Autumn Squill  
*Orchis Masculata* Early Purple Orchid  
*Epipactus Phyllanthos* Green-Flowered Helleborine  
*Chrysosplenium Oppositifolium* Opposite-Leaved Golden Saxifrage  
*Eriophorum Angustifolium* Cotton Grass  
*Geum Rivale* Water Avens  
*Vaccinium Myrtillus* Bilberry  
*Dipsacus Pilosus* Small Teasel  
*Sonchus Palustris* Marsh Sow-Thistle  
*Orobancha Elatior* Knapweed Broomrape  
*Gymnadenia Conopsea* Fragrant Orchid  
*Oenanthe Fluviatilis* River Water Dropwort  
*Erica Tetralix* Cross-Leaved Heath  
*Helleborus Viridis* Green Hellebore  
*Paris Quadrifolia* Herb Paris

- Ranunculus Sardous* Hairy Buttercup  
*Equisetum Sylvaticum* Wood Horsetail  
*Hypericum Montanum* Pale St John's-Wort  
*Lathraea Squamaria* Toothwort  
*Spiranthes Spiralis* Autumn Lady's-Tresses  
*Smyrniium Perfoliatum* Perfoliate Alexanders  
*Thalictrum Flavum* Meadow-Rue  
*Cephalanthera Damasonium* White  
Helleborine *Orchis Morio* Green-Winged Orchid  
*Epipactis Purpurata* Violet Helleborine  
*Blechnum Spicant* Hard Fern  
*Genista Tinctoria* Dyer's Greenweed  
*Verbascum Lychnitis* White Mullein  
*Trifolium Glomeratum* Clustered Clover  
*Rhinanthus Serotinus* Greater Yellow Rattle  
*Rumex Palustris* Marsh Dock  
*Populus Nigra* Ssp. *Betulifolia* Black-Poplar  
*Hyacinthoides Non-Scripta* Bluebell  
*Sisymbrium Irio* London Rocket  
*Chamaemelum Nobile* Chamomile  
*Lathyrus Aphaca* Yellow Vetchling  
*Salvia Verbenaca* Wild Clary  
*Minuartia Hybrida* Fine-Leaved Sandwort  
*Aceras Anthropophorum* Man Orchid  
*Anthyllis Vulneraria* Kidney Vetch  
*Caltha Palustris* Marsh Marigold  
*Ophrys Apifera* Bee Orchid  
*Carex Divisa* Divided Sedge  
*Scutellaria Minor* Lesser Skullcap  
*Anacamptis Pyramidalis* Pyramidal Orchid  
*Schoenoplectus Tabernaemontani* Grey Club-Rush  
*Carex Paniculata* Greater Tussock Sedge  
*Salix Repens* Creeping Willow  
*Serratula Tinctoria* Sawwort  
*Torilis Nodosa* Knotted Hedge-Parsley  
*Ceratocapnos Corydalis* Climbing Fumitory  
*Oenanthe Pimpinelloides* Corky-Fruited Water-Dropwort  
*Erica Cinerea* Bell Heather  
*Genista Anglica* Petty Whin  
*Ranunculus Hederaceus* Ivy-Leaved Water Crowfoot  
*Viscum Album* Mistletoe  
*Solidago Virgaurea* Goldenrod  
*Convallaria Majalis* Lily-Of-The-Valley  
*Melampyrum Pratense* Common Cow-Wheat  
*Rumex Pulcher* Fiddle Dock  
*Sagittaria Sagittifolia* Arrowhead  
*Saxifraga Tridactylites* Rue-Leaved Saxifrage  
*Epipactis Helleborine* Broad-Leaved Helleborine  
*Ulex Minor* Dwarf Gorse  
*Aster Tripolium* Sea Aster  
*Hydrocotyle Vulgaris* Marsh Pennywort  
*Dactylorhiza Praetermissa* Southern Marsh-Orchid  
*Myriophyllum Spicatum* Spiked Water-Milfoil  
*Asplenium Adiantum-Nigrum* Black Spleenwort  
*Juncus Squarrosus* Heath Rush  
*Primula Veris* Cowslip  
*Dactylorhiza Fuchsii* Common Spotted-Orchid  
*Succisa Pratensis* Devil's-Bit Scabious  
*Sanguisorba Officinalis* Great Burnet  
*Bolboschoenus Maritimus* Sea Club-Rush  
*Campanula Rotundifolia* Harebell  
*Conopodium Majus* Pignut  
*Listera Ovata* Twayblade  
*Nuphar Lutea* Yellow Water-Lily  
*Primula Vulgaris* Primrose *Sorbus*  
*Torminalis* Wild Service Tree  
*Asplenium Ruta-Muraria* Wall-Rue  
*Asplenium Trichomanes* Maidenhair Spleenwort  
*Calluna Vulgaris* Heather  
*Cerataphyllum Demersum* Rigid Hornwort  
*Nardus Stricta* Mat Grass  
*Silaum Silaum* Pepper-Saxifrage  
*Typha Angustifolia* Lesser Reedmace  
*Viola Reichenbachiana* Early Dog-Violet  
*Buddleia Davidii* Butterfly Bush  
*Chamerion Angustifolium* Rosebay  
*Dipsacus Fullonum* Teasel  
*Medicago Sativa* Lucerne  
*Sisymbrium Loeselii* False London Rocket  
*Carpinus Betulus* Hornbeam  
*Galega Officinalis* Goat's Rue  
*Iris Pseudacorus* Yellow Flag  
*Oenanthe Crocata* Hemlock Water-Dropwort  
*Rorippa Amphibia* Great Yellow-Cress  
*Allium Ursinum* Ramsons  
*Anemone Nemorosa* Wood Anemone  
*Cardamine Pratensis* Cuckoo-Flower  
*Filipendula Ulmaria* Meadowsweet  
*Lotus Corniculatus* Bird's-Foot Trefoil  
*Lychnis Flos-Cuculi* Ragged Robin  
*Lythrum Salicaria* Purple Loosestrife  
*Oxalis Acetosella* Wood Sorrel  
*Parietara Judaica* Pellitory-Of-The-Wall  
*Phragmites Australis* Common Reed  
*Phyllitis Scolopendrium* Hart's Tongue Fern  
*Pulicaria Dysenterica* Common Fleabane

*Quercus Petraea* Sessile Oak  
*Quercus Robur* Pedunculate Oak  
*Typha Latifolia* Greater Reedmace  
*Achillea Ptarmica* Sneezewort  
*Adoxa Moschatellina* Moschatel  
*Aira Praecox* Early Hair-Grass  
*Alopecurus Geniculatus* Marsh Foxtail  
*Arum Maculatum* Lords-And-Ladies  
*Carex Riparia* Greater Pond Sedge  
*Carex Sylvatica* Wood Sedge  
*Centaurea Nigra* Black Knapweed  
*Cynosurus Cristatus* Crested Dog's-Tail  
*Eleocharis Palustris* Common Spike-Rush  
*Galium Saxatile* Heath Bedstraw  
*Glyceria Maxima* Reed Sweet-Grass  
*Lathyrus Pratensis* Meadow Vetchling  
*Lonicera Per-Clymenum* Honeysuckle  
*Potentilla Erecta* Tormentil  
*Rumex Acetosella* Sheep's Sorrel  
*Sanguisorba Minor Subsp. Minor* Salad Burnet  
*Sparganium Emersum* Unbranched Bur-Reed  
*Stachys Officinalis* Betony  
*Teucrium Sco\_Odonia* Wood Sage

### Birds

Grey Partridge  
 Tree Sparrow  
 Turtle Dove  
 Bullfinch  
 Corn Bunting  
 Linnet  
 Reed Bunting  
 Skylark  
 Song Thrush  
 Spotted Flycatcher  
 Hawfinch  
 Marsh Tit  
 Pintail  
 Black Redstart  
 Little Ringed Plover  
 Nightingale  
 Peregrine  
 Short Eared Owl  
 Stonechat  
 Yellow Wagtail  
 Long Eared Owl  
 Hobby  
 Ringed Plover  
 Pochard  
 House Martin  
 Lapwing  
 Redshank  
 Sand Martin  
 Shelduck  
 Yellowhammer  
 Swallow  
 Lesser Whitethroat  
 Dunlin  
 Golden Plover  
 Cormorant  
 Kestrel  
 Tufted Duck  
 Mallard  
 Gadwall  
 Shoveler  
 Herring Gull  
 Lesser Black Backed Gull  
 Pied Wagtail  
 Grey Wagtail  
 Blue Tit  
 Chiffchaff  
 Common Tern

Goldfinch  
 Great Spotted Woodpecker  
 Great Tit  
 Green Woodpecker  
 Kingfisher  
 Mute Swan  
 Tawny Owl  
 Blackcap  
 Meadow Pipit  
 Nuthatch  
 Snipe  
 Sparrowhawk  
 Teal  
 Sedge Warbler  
 Reed Warbler  
 Greenfinch  
 Treecreeper  
 Lesser Spotted Woodpecker  
 Coal Tit  
 Willow Warbler  
 Garden Warbler  
 Whitethroat  
 Blackbird Cuckoo  
 Great Crested Grebe  
 Grey Heron  
 Jay  
 Robin  
 Starling  
 House Sparrow  
 Wren

### Butterflies

Purple Emporer  
 Brown Hairstreak  
 Small Blue  
 Chalkhill Blue  
 Silver-Washed Fritillary  
 White-Letter Hairstreak  
 Dingy Skipper  
 Green Hairstreak  
 Purple Hairstreak  
 Brown Argus  
 White Admiral  
 Marbled White  
 Grizzled Skipper  
 Small Copper  
 Common Blue  
 Holly Blue

Peacock  
 Dark Green Fritillary  
 Speckled Wood  
 Gatekeeper  
 Small Heath  
 Ringlet

#### **Macro Moths**

Star-Wort  
 Buttoned Snout  
 Four-Spotted  
 Double Line  
 Red-Belted Clearwing  
 Yarrow Pug  
 The Wormwood  
 Pale-Lemon Sallow  
 Waved Black  
 Six-Spot Burnet  
 Grass Emerald  
 Small Scallop  
 Dog's Tooth  
 Bulrush Wainscot  
 Chimney Sweeper  
 Privet Hawk-Moth  
 Beautiful Yellow Underwing  
 Fen Wainscot  
 Merveille Du Jour  
 Pretty Chalk Carpet  
 Hawk-Moths (Lime, Poplar,  
 Elephant)  
 Garden Tiger  
 Scarced Emerald Damselfly  
 Black Darter  
 White-Legged Damselfly  
 Red-Eyed Damselfly  
 Emerald Damselfly  
 Ruddy Darter  
 Black-Tailed Skimmer  
 Emperor Dragonfly  
 Banded Demoiselle  
 Southern Hawker  
 Brown Hawker  
 Blue-Tailed Damselfly

#### **Other Invertebres**

Glow-Worm  
 Stag Beetle  
 Bloody-Nosed Beetle  
 Click Beetle

Brown Tree Ant  
 Yellow Meadow Ant  
 Wood Ant  
 Robber-Fly  
 Mining Bee  
 Long-Tonged Bumble-Bee  
 Crane-fly  
 Hoverfly  
 Soldier Fly  
 Roesel's Bush-Cricket  
 Striped-Winged Grasshopper  
 Brackish Water-Snail  
 Roman Snail Helix  
 Two-Lipped Door Snail  
 Green Tiger Beetle  
 Bombardier Beetle  
 Ground Beetle

#### **Mammals, Reptiles &**

##### **Amphibians**

Badger  
 Brown Hare  
 Hedgehog  
 Water Shrew  
 Water Vole  
 Dormouse  
 Pygmy Shrew  
 Brown Long Eared Bat  
 Daubenton's Bat  
 Noctule Bat  
 Pipistrelle Bat(s)  
 Serotine Bat  
 Adder Rep  
 Common Lizard  
 Grass Snake  
 Slow-Worm  
 Common Frog  
 Great Crested Newt

# Contact us

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This plan can be viewed on the  
**Website: [www.southwark.gov.uk](http://www.southwark.gov.uk)**

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