

# REVITALISE



MAYOR OF LONDON

## Elephant and Castle

Supplementary Planning Document (SPD)  
and Opportunity Area Planning Framework (OAPF)

March 2012

**Fairer future** ✓  
Delivering our promises





# Contents

<b>Section</b>	<b>Page</b>
<b>1. Introduction and background</b>	<b>7</b>
1.1 What is the Elephant and Castle supplementary planning document (SPD)?	7
1.2 What are the boundaries of the SPD?	8
1.3 Related documents	10
1.4 How to use the SPD	11
1.5 How was the SPD prepared?	13
1.6 How to find your way around this document	14
	14
<b>2. History, Elephant and Castle today, challenges and opportunities</b>	<b>15</b>
2.1 History	15
2.2 Elephant and Castle today	16
2.3 Challenges and opportunities	22
<b>3. Vision and objectives</b>	<b>25</b>
3.1 Vision	25
3.2 Objectives	27
<b>4. Area-wide strategies and guidance</b>	<b>30</b>
4.1 Town centre: Shopping, business and hotels	30
4.2 High quality homes: Providing more and better homes	35
4.3 Wellbeing: Social and community infrastructure	41
4.4 Transport and movement: Better connections and an integrated public transport hub	45
4.5 Built environment: Attractive neighbourhoods with their own character	51
4.6 Natural environment: Sustainable use of resources	60
4.7 Planning contributions and the community infrastructure levy (CIL)	66

<b>5. Character Areas</b>	<b>70</b>
5.1 Central area	70
5.2 Heygate Street	79
5.3 Brandon Street	90
5.4 Walworth Road	96
5.5 Rail Corridor	102
5.6 Pullens	109
5.7 West Square	114
5.8 Enterprise Quarter	119
5.9 Rockingham	128
<b>Appendices</b>	<b>133</b>
<b>Appendix 1: Implementation</b>	<b>133</b>
6.1 Introduction	133
6.2 Progressing committed developments	133
6.3 Partnership working	133
6.4 Business and community involvement	134
6.5 Infrastructure Plan	135
<b>Appendix 2: Schedule of buildings which have the potential to be locally listed</b>	<b>139</b>
<b>Appendix 3: Strategic transport infrastructure</b>	<b>143</b>

# Table of figures

<b>Number</b>	<b>Title of figure</b>	<b>Page</b>
1	The location of the opportunity area	8
2	The boundaries of the opportunity area	9
3	The inter-relationships between spatial scale and the local development framework	10
4	The character areas in the opportunity area	12
5	Indicative land uses in the opportunity area	17
6	Potential development sites in the opportunity area	18
7	Multiple indices of deprivation	20
8	Elephant and Castle key diagram	27
9	Housing trajectory	36
10	Housing density	40
11	Existing and proposed cycle routes	46
13	Heritage assets	54
14	Tall buildings strategy (south)	57
15	Tall buildings strategy (north)	58
16	The open space network	62
17	The central character area	70
18	Heritage assets in the central character area	77
19	Indicative proposals for the central character area	77
20	The Heygate Street character area	78
21	Heritage assets in the Heygate Street character area	80
22	Indicative proposals for the Heygate Street character area	88
23	The Brandon Street character area	88
24	Heritage assets in the Brandon Street character area	90
25	Indicative proposals for the Brandon Street character area	94
26	Walworth Road character area	94
27	Heritage assets in the Walworth Road character area	96
28	Indicative proposals for the Walworth Road character area	101
29	The Rail Corridor character area	103
30	Heritage assets in the Rail Corridor character area	107

31	Indicative proposals for the Rail Corridor character area	108
32	The Pullens character area	110
33	Heritage assets in the the Pullens character area	112
34	Indicative proposals for the Pullens character area	113
35	The West Square character area	115
36	Heritage assets in the the West Square character area	118
37	Indicative proposals for the West Square character area	118
38	The Enterprise Quarter character area	120
39	Heritage assets in the the Enterprise Quarter character area	127
40	Indicative proposals for the Enterprise Quarter character area	127
41	The Rockingham character area	128
42	Heritage assets in the the Rockingham character area	131
43	Indicative proposals for the Rockingham character area	131

# Section 1

## Introduction and background

### 1.1 What is the Elephant and Castle supplementary planning document (SPD)?

- 1.1.1 The Elephant and Castle Supplementary Planning Document (SPD) sets out our vision for the Elephant and Castle opportunity area. It provides a framework which will guide development over the next 15 years, ensuring that regeneration is coordinated and sustainable.
- 1.1.2 Located in south London, the Elephant and Castle opportunity area covers an area of 122 hectares (ha). It is identified in the London Plan (2011) and Southwark's Core Strategy (2011) (see Figure 1). The London Plan states that opportunity areas can accommodate significant levels of growth, contributing to London's need for housing, commercial and other development. Typically they can accommodate at least 5,000 jobs or 2,500 new homes or a combination of the two.
- 1.1.1 The purpose of this SPD is to provide a planning framework to coordinate growth, directing development to those areas in which it is appropriate and desirable, protecting areas which are sensitive and ensuring that growth is supported by appropriate physical as well as social and community infrastructure.
- 1.1.3 The SPD provides guidance on:
- The mix of shops and other activities which will be provided
  - The amount of new homes that may be built and their location
  - The size and design of new buildings
  - Public realm improvements
  - The infrastructure needed to ensure that growth in the area can be accommodated sustainably, including improvements to public transport, open spaces, health facilities and schools.
- 1.1.4 The SPD will be part of our framework of planning documents. Once adopted, it will be a material planning consideration in deciding planning applications in the opportunity area. It will help ensure that the council makes decisions transparently, providing clarity for members of the public and giving more confidence to developers to invest in the area.
- 1.1.5 The London Plan advises that boroughs should work with the Mayor to produce opportunity area planning frameworks (OAPFs) for the opportunity areas. This document comprises an SPD and an opportunity area planning framework (OAPF) (for the sake of simplicity, from here on we refer to this document as an SPD). The council and Greater London Authority (GLA) have worked closely on the preparation of the draft. Adopted by Southwark and endorsed by the Mayor, an agreed approach will help provide a robust basis on which forthcoming planning applications can be assessed.

Figure 1: The location of the opportunity area



## 1.2 What are the boundaries of the SPD?

- 1.2.1 The Elephant and Castle opportunity area includes the Elephant and Castle junction and shopping centre, the Heygate estate, Walworth Road, the Pullens estate, West Square, St George's Circus, the Enterprise Quarter bounded by London Road, Borough Road and Newington Causeway and the Rockingham estate (Figure 2).



Figure 2: The boundaries of the opportunity area



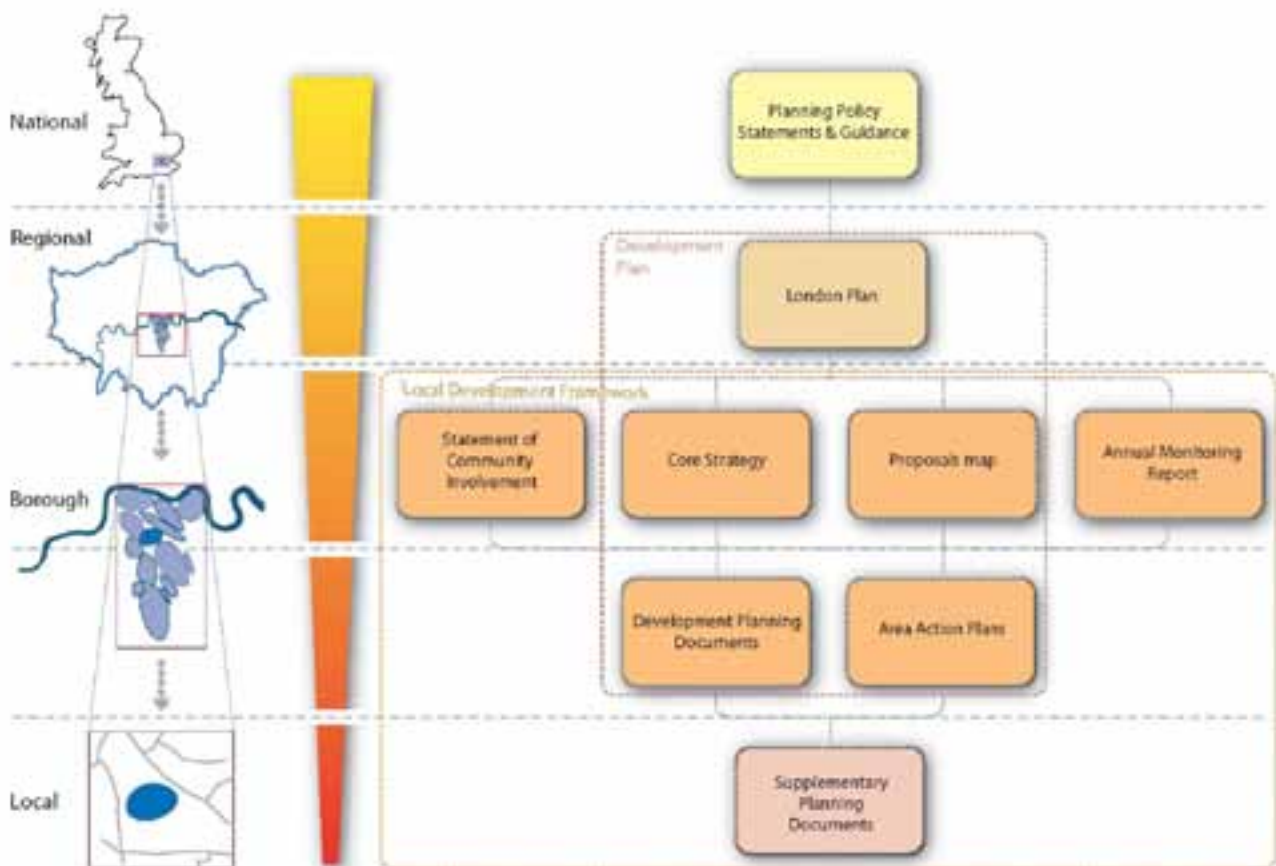
### 1.3 Related documents

1.3.1 The SPD is one of a set of planning documents called the Local Development Framework (LDF) which are used to make decisions on planning applications. The Core Strategy (April 2011) is the main document in the LDF and is the overarching planning document for Southwark. It provides our long term vision, spatial strategy and strategic policies to deliver sustainable development in the borough. The SPD must be consistent with the Core Strategy and also the London Plan policies and should indicate in more detail how the London Plan and Core Strategy vision for this area are to be delivered.

1.3.2 The SPD will replace the following adopted guidance documents:

- Elephant and Castle Development Framework Supplementary Planning Guidance (SPG) (2004)
- Elephant and Castle Enterprise Quarter Supplementary Planning Document (2008)
- Walworth Road Supplementary Planning Document (2008)

Figure 3: The inter-relationships between spatial scale and the local development framework



- 1.3.3 These documents which were based on the 2007 Southwark Plan, are now becoming out-of-date. In particular the amount of floorspace and number of homes sought do not reflect the Core Strategy or the London Plan. Some of the uses identified in the 2004 SPG, such as a new secondary school are no longer required. The tall buildings proposed by the 2004 SPG on the shopping centre site are not compatible with the 2009 London View Management Framework. There is a need to refresh planning guidance to ensure it remains fit for purpose.

## 1.4 How to use the SPD

- 1.4.1 The SPD does not establish new policies. Its purpose is to provide further guidance and explanation of policies which have been adopted in the Core Strategy, the London Plan and policies which are saved in the Southwark Plan. The SPD must be read in the context of policies in those documents which apply to all developments in the opportunity area.
- 1.4.2 Part 3 of the SPD reiterates the vision for the opportunity area which is established in the Core Strategy and the London Plan. To help achieve our vision, we have set out strategic objectives for the SPD. The objectives relate directly to the vision and have also been designed to help deliver key elements of other strategies and policies, including Southwark 2016 (our Sustainable Community Strategy), the Core Strategy and the London Plan.
- 1.4.3 The objectives have informed the overarching policies in section 4 of the SPD. These provide general principles which apply to all development in the opportunity area.
- 1.4.4 The opportunity area has been divided into nine character areas: Central Area, Heygate Street, Brandon Street, Walworth Road, Rail Corridor, Pullens, West Square, Enterprise Quarter and Rockingham (Figure 4). Section 5 of the SPD provides policies for each of these character areas. These policies explain how the general principles set out in section 4 should apply to the character areas. The edges of the character areas are indicative and are not meant to imply a sharp contrast between one side of a boundary and the other. The boundaries are not hard and fast and wherever developments are close to a character area boundary, they need to consider the character of the adjacent areas.
- 1.4.5 The Localism Act 2011 has provided communities with new planning tools to help shape and manage development in their local areas. In coming together as a neighbourhood forum, communities are able to identify opportunities to help bring forward growth and enable regeneration through a neighbourhood plan. The Elephant and Castle opportunity area is large and there may be opportunities to prepare neighbourhood plans for smaller areas, such as the character areas, within the opportunity area.

Figure 4: The character areas in the opportunity area





## 1.5 How was the SPD prepared?

1.5.1 The purpose of this SPD is to refresh our existing planning guidance. We are not starting from scratch. A lot of work has already been undertaken over the years in the planning for the area. We have collated evidence to inform and justify the SPD as follows:

- We have reviewed the information that was collected to prepare previous planning documents for the area, including:
  - Elephant and Castle Development Framework Supplementary Planning Guidance (2004)
  - Elephant and Castle Enterprise Quarter Supplementary Planning Document (2008).
  - Walworth Road Supplementary Planning Document (2008)
- We have reviewed the consultation carried out on the documents above as well as on the Core Strategy and the Southwark Plan (2007).
- We have taken into account the outcomes of consultation undertaken by other organisations, including the Elephant and Castle Regeneration Forum and the Elephant and Castle Amenity Network.
- We prepared and consulted upon a Sustainability Appraisal Scoping Report in January 2011 which was the first stage in preparing the SPD and its sustainability appraisal. The scoping report set out the sustainability objectives and indicators that will be used to measure the impacts of the policies in the SPD upon sustainable development.
- Evidence has been collected to inform the policies and guidance for tall buildings, character areas, open spaces and implementation.
- An equalities impact assessment examines how the SPD meets the needs of the whole community and makes sure that the SPD does not disadvantage anyone in the community.

## 1.6 How to find your way around this document

Section	CONTENT
<b>Section 1</b> Introduction and background	This section provides an overview of the location of the opportunity area in relation to a London and borough context. It also explains the purpose of the SPD and its relationship to other planning documents.
<b>Section 2</b> History, drivers for change, challenges and opportunities	Section 2 sets out facts about the opportunity area such as its historic development and history of post-war redevelopment.  Political, social, environmental, economic drivers for change along with the key challenges and opportunities are also identified.
<b>Section 3</b> Vision, themes and objectives	Section 3 sets out our vision for the opportunity area, and our themes and objectives to guide new development.
<b>Section 4</b> Area-wide strategies and policies	This section sets out our opportunity area-wide strategies for uses such as shopping, business, open space, and housing.
<b>Section 5</b> Character areas: strategy, key opportunities, planning policies and guidance	This section describes the nine character areas in the opportunity area and sets out policies to guide development in these areas.
<b>Section 6</b> Implementation	Section 6 identifies infrastructure needed to accommodate growth and the delivery mechanisms and implementation of key infrastructure required.
<b>Section 7</b> Appendices	The appendices contain a list of proposed locally listed buildings and further details on strategic transport infrastructure.

# Section 2

## History, Elephant and Castle today, challenges and opportunities

### 2.1 History

- 2.1.1 Located on what for centuries was the main road into London from the south and at the point where roads from Walworth, Newington, Westminster and New Cross converge, Elephant and Castle has long been a bustling south London centre. The number of theatres and taverns which were established in the area, including the once famous Elephant and Castle Inn, gave it a reputation as the “Piccadilly Circus” of south London. By the 1830s much of the street pattern which exists today had been established and many of the most successful elements of historic development patterns have survived. St George’s Circus was part of a formal plan for the area around Blackfriars Road and West Square is another fine example of Georgian town planning. To the south, the Victorian terraces constructed by local builder James Pullen are now in a conservation area, while to the east of Walworth Road, the tight-knit development around Larcom Street and St John’s church also have a special character.
- 2.1.2 However, the Elephant and Castle suffered massively in the Blitz between September 1940 and May 1941. The Elephant and Castle junction and its immediate surroundings were most seriously hit, with much of the area damaged beyond repair. Many of the terraces in the surrounding area were also damaged.
- 2.1.3 In response to the damage, a succession of masterplans were drawn up and the area was cleared for redevelopment in the 1950s. A design competition was held for the shopping centre and the winning design featured Europe’s first American-style enclosed mall which was completed in the early 1960s.
- 2.1.4 By this time, roads had been realigned and subways installed. A number of large scale housing projects were completed, including one of the largest, the Heygate estate, which was built between 1970 and 1974. The redevelopment of the Elephant and Castle has left a legacy of large, single use buildings and a traffic dominated road network that creates an unpleasant environment for pedestrians and cyclists and that disconnects adjoining neighbourhoods.
- 2.1.5 However, the regeneration of the area is now underway. The Strata tower, London’s tallest residential building, was completed in June 2010. St Mary’s churchyard was relandscaped in 2007 and works to remove the southern roundabout are complete. In July 2010, Southwark’s Cabinet agreed to the terms of a detailed Regeneration Agreement with commercial partners, Lend Lease, that will pave the way for the £1.5bn transformation of the Heygate estate. Lend Lease are currently preparing a masterplan for the area and are progressing towards submitting a planning application in spring 2012.



## 2.2 Elephant and Castle today

### Land uses

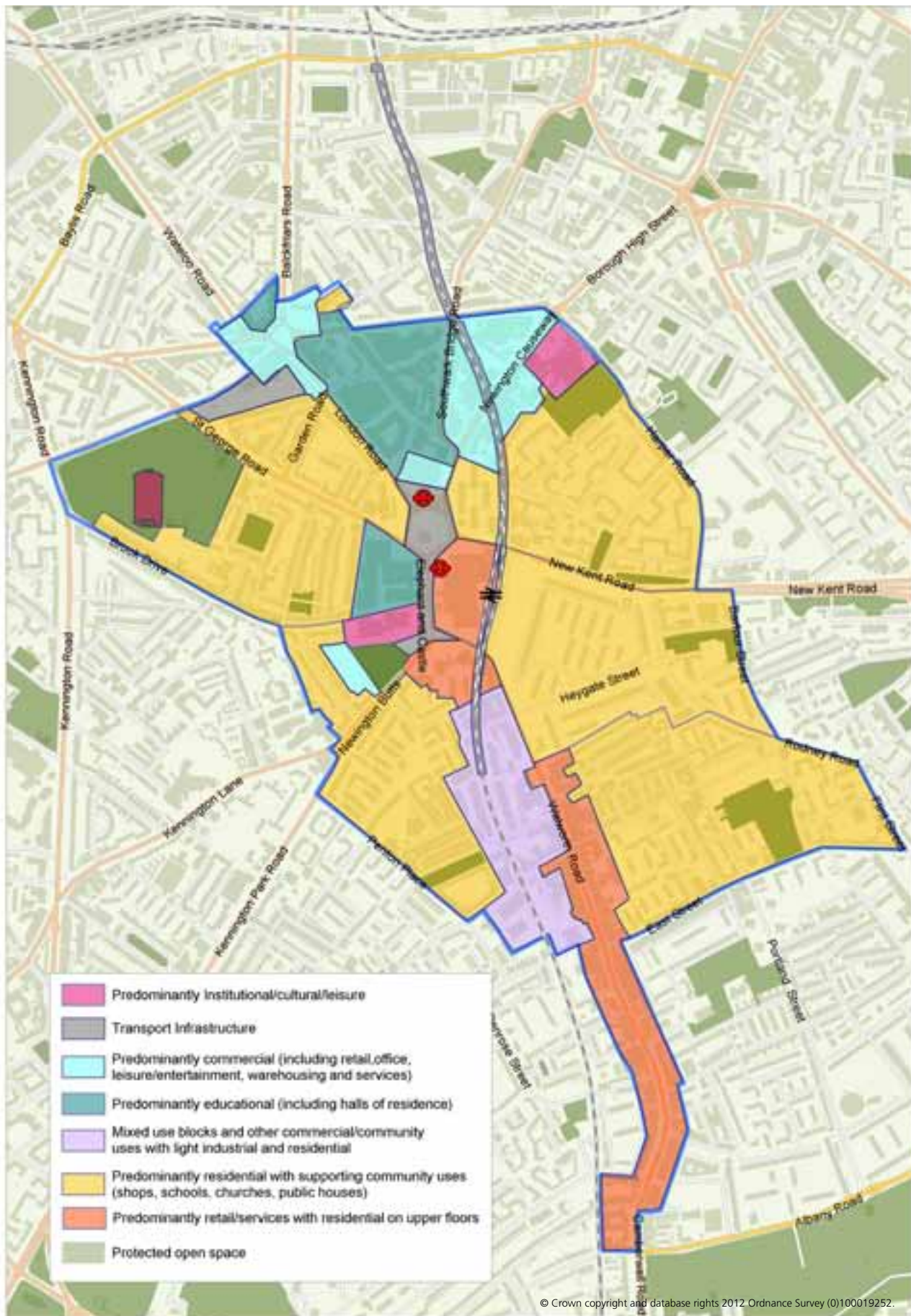
- 2.2.1 The opportunity area contains a mix of uses including shopping and town centre uses around the Elephant and Castle junctions and on Walworth Road, educational uses in the London South Bank University (LSBU) campus on Keyworth Street and Borough Road and in the London College of Communication, commercial uses around Newington Causeway and residential use around the Heygate estate, Brandon Street, West Square and the Pullens estate (see Figure 5).
- 2.2.2 There are many development opportunity sites in the area. These are shown on Figure 6. We have identified these sites to help us understand where change may occur and to help understand the scale of change. However, these sites should not be considered as a definitive list and developments may come forward on sites which have not been shown. Development opportunity sites are monitored and the list is updated from time to time. There is an up-to-date list in the Development Capacity Assessment on our website.

### Parks and open spaces

- 2.2.3 The area has a limited range of open spaces, consisting mainly of small parks. The north west of the area contains the largest park, Geraldine Mary Harmsworth Park (5.6ha). This space provides sports pitches, such as netball, tennis and basketball courts, five-a-side football, a children's playground and informal games area.
- 2.2.4 There is currently 11ha or 0.70ha of public park provision per 1,000 population within the area. This is below the borough average of 0.91ha per 1,000 population. There is currently 6.4ha of designated natural green space (Sites of Importance for Nature Conservation) on two sites: Geraldine Mary Harmsworth Park and Victory Community Park.



Figure 5: Indicative land uses in the opportunity area



© Crown copyright and database rights 2012 Ordnance Survey (0100019252)

Figure 6: Potential development sites in the opportunity area



## Transport and movement

- 2.2.5 The area includes a complex road junction system, which forms part of the London Inner Ring Road. There are two tube stations serving the Northern and Bakerloo lines. Three lifts are provided in the Bakerloo Line station and two in the Northern Line station. Interchange between the two stations is via a passageway connecting the northbound Bakerloo Line platform to the southbound Northern Line platform.
- 2.2.6 The shopping centre is connected to the mainline rail station which serves Thameslink and Southeast Trains. Thameslink trains run from Brighton to Bedford, whilst South-Eastern Trains operate throughout south east London and Kent.
- 2.2.7 Elephant and Castle is a significant bus interchange, with 24 bus services travelling through the area, eight of which terminate there. The bus stops for these services are widely distributed around all of the approach roads to Elephant and Castle. However, the majority of bus services use either the bus stops located between the shopping centre and the London College of Communication, or the bus stops on New Kent Road.

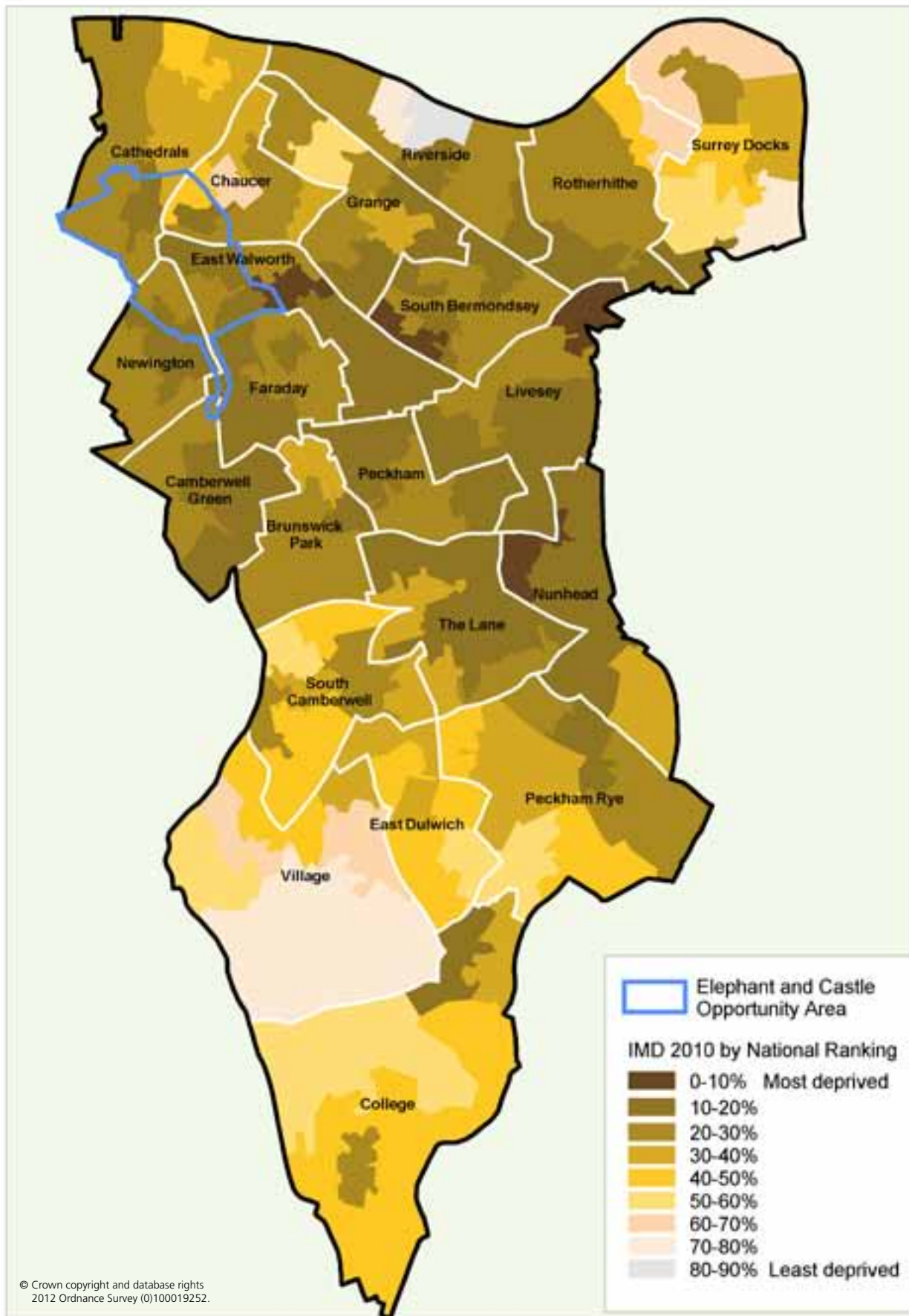
## Jobs

- 2.2.8 The number of people claiming out of work benefits in and around the opportunity area is higher than the Southwark average with a claimant stock of 7,505 working age residents (13.7%). In all of the wards there are more people on employment support allowance/incapacity benefit (a total of 3,390 claimants) than people on Job Seekers Allowance (2,625) as their main benefit, indicating above average levels of ill-health and disability.
- 2.2.9 In 2009 there were 1.45 jobs per working age resident in Elephant and Castle, compared to 1.18 in Southwark and 0.9 in London. The strongest industry sectors in Elephant and Castle are business administration and support services, professional, scientific and technical, public administration and other. Real estate, renting and business activities is the strongest growth sector.

## Homes and population

- 2.2.10 The opportunity area falls wholly or partly within the Borough and Bankside Community Council and the Walworth Community Council areas. The Borough and Bankside Community Council area comprises of Chaucer and Cathedrals wards. Around 31,000 people in 14,000 households live in these wards. Walworth Community Council comprises of Newington, East Walworth and Faraday wards which fall wholly or partly within the opportunity area boundaries. Around 40,000 people live in 17,000 households in these areas. According to GLA projections, the population of Walworth Community Council will almost double in size by 2029 and the population of Borough and Bankside will demonstrate a similar trend by increasing by around 40%.

Figure 7: Multiple indices of deprivation



- 2.2.11 In 2001 the top two most populous ethnic groups in the Walworth and Bankside and Borough Community Council areas were White British and Black or Black British (African) with the majority of the Black British population residing in the East Walworth and Chaucer wards.
- 2.2.12 Owner occupation forms only a minority of the housing stock in both areas. In both community council areas over half of the stock is socially rented.
- 2.2.13 Parts of the East Walworth ward rank in the 10% most deprived areas in the country in the 2010 Index of Multiple Deprivation levels. Parts of Faraday and Newington rank in the 20% most deprived areas in the country. The Borough and Bankside wards are less deprived in comparison (see Figure 7).

### **Social and community infrastructure**

- 2.2.14 The area hosts two large tertiary institutions, which bring around 30,000 students into the area each week. The London College of Communication (LCC) previously the London College of Printing, specialises in media studies, with courses available in design, animation, fashion, journalism and marketing. It has about 5,000 students enrolled on its courses. London South Bank University (LSBU) has a student role of over 25,000 and has prepared a 15 year Estate Strategy which will help it meet future anticipated needs.
- 2.2.15 There are four secondary schools that fall within or adjacent to the opportunity area. These are the Notre Dame RC Girls School, St. Saviours and St. Olave's School, the Globe Academy and the Walworth Academy. The Elephant and Castle opportunity area straddles two of the council's primary school planning zones. To the north there is the Borough and Bankside planning zone and to the south there is the Walworth planning zone. There are 20 primary schools located within these two planning zones.
- 2.2.16 The five wards which cover the opportunity area contain 12 after-school clubs, 3 breakfast clubs, 5 day nurseries, 7 pre-school playgroups, such as the Rockingham Play Association and 13 registered childminders. There are also a range of play facilities available for children within the existing open spaces.
- 2.2.17 Health and disability deprivation varies across the opportunity area. The most deprived areas are in Newington and East Walworth ward whereas the least deprived areas are further south within Faraday ward. Life expectancy for men living in the wards of the opportunity area is similar to England's average life expectancy. However, life expectancy for women is higher than England's average.
- 2.2.18 There are eight GP surgeries in or adjacent to the opportunity area. The PCT has several premises in the area in and around the opportunity area, including Walworth Clinic and the Aylesbury Health Centre on the Aylesbury estate.

## 2.3 Challenges and opportunities

2.3.1 In this section, we set out the main challenges and opportunities that we will tackle in the SPD to achieve our vision of regenerating Elephant and Castle. These are based on what people have told us during consultation, partnership working, as well as our research.

2.3.2 Town centre: Shopping, business and hotels

- The Elephant and Castle has the potential to become a fantastic town centre. Currently the centre contains several minority ethnic businesses, with a particular concentration of Latin-American businesses which reflects the growth of the Latin American community in Southwark. London South Bank University and London College of Communication are an important presence in the area and are expected to expand over the plan period.
- There are a range of faith communities in the opportunity area. The current and future needs of these groups need to be taken into account as development takes place over the plan period.

- Population growth will create additional need for a range of facilities, including health and schools. This will need to be kept under review over the plan period.
- A new leisure centre is planned which will bring a big improvement to facilities in the area.

2.3.3 High quality homes: Providing more and better homes

- We need to provide more homes of all types in the area to meet Southwark's needs and London Plan targets. The current reduction in social housing grant available is making the delivery of affordable housing more challenging.
- New homes should provide a high standard of accommodation, including generously sized rooms.

2.3.4 Wellbeing: Social and community infrastructure

- The Elephant and Castle has a positive reputation as a creative area. The universities provide gallery space and there are a number of local artists' studios which contribute to the strength in the visual arts sector. The Ministry of Sound nightclub is located on Gaunt Street and music performance is particularly well represented in the area. It is also well served by heritage facilities, with two museums, the Cuming Museum and the Imperial War Museum. However, the range of leisure and entertainment uses in the town centre is narrow.



There are few cafes and restaurants and the centre is not well used in the evenings. There is the potential to build on its positive reputation and improve its arts and cultural offer and strengthen and diversify the evening economy.

- London South Bank University and London College of Communication are an important presence in the area and are expected to expand over the plan period.
- There are a range of faith communities in the opportunity area. The current and future needs of these groups need to be taken into account as development takes place over the plan period.
- Population growth will create additional need for a range of facilities, including health and schools. This will need to be kept under review over the plan period.
- A new leisure centre is planned which will bring a big improvement to facilities in the area.

#### 2.3.5 Transport and movement: Better connections and an integrated public transport hub

- Located in zone 1, Elephant and Castle already has very good public transport services. Supporting and encouraging the use of public transport, together with walking and cycling, is essential because the road network simply does not have the capacity to accommodate many more cars.
- The public transport network does have some problems including overcrowding and poor reliability of bus services at some times, congestion caused by the high number of buses at bus stops, passenger capacity problems at the Northern Line underground station, poor access to the rail station, and generally poor interchange between buses, the underground and trains. TfL's analysis demonstrates that while based on the current number of trips existing problems can be managed, improvements to strategic transport infrastructure are required to mitigate growth and development anticipated in the opportunity area.

#### 2.3.6 Built environment: Attractive neighbourhoods with their own character

- The redevelopment of the area that took place after the war has left a legacy of monolithic single use structures such as the shopping centre, London College of Communication, Perronet House and the Heygate estate and a traffic dominated road network that severs neighbourhoods and creates hostile public realm. However, the opportunity area is very diverse in its character. As well as containing over 150 listed buildings and structures, there are three conservation areas, St George's Circus, West Square and Pullens estate.
- The many development opportunities in the area create the potential to transform the environment in areas such as around the Heygate estate and shopping centre while reinforcing those areas which have got a positive and distinctive character. There are opportunities for tall buildings which can add interest to the skyline and mark the area's importance as a central London location, but care must be taken to ensure that these do not detract from London's heritage.



### 2.3.7 Natural environment: Sustainable use of resources

- While improvements have been made to some of the open spaces in the area, the need for open space is high. Development will provide opportunities to create new open spaces and also improve the connections between them by greening routes. Trees are part of the historic townscape on the main roads in the area and make an important contribution to the character of areas such as the Heygate estate. Tree planting can be used to reinforce character, help adapt to climate change and provide habitat for wildlife.
- Redevelopment of large sites creates the opportunity to provide new energy distribution networks and cut CO2 emissions.

### 2.3.8 Delivery: Making regeneration happen

- The regeneration of the area is already well-underway. Over 1,200 new homes have been built in the opportunity area over the last 5 years, the southern roundabout has been removed and St Mary's churchyard has been re-landscaped. The council's Regeneration Agreement with Lend Lease as well as a recent cooperation agreement with St. Modwen, the owner of the shopping centre, will deliver a transformation of two of the key sites over the next ten years.
- The substantial amount of development across the opportunity area anticipated in this SPD will cumulatively create the need for timely improvements to strategic transport infrastructure and will be required to provide all or a substantial part of the funding needed to mitigate impacts and secure delivery. Forward funding will also be provided by public resources to ensure that improvements are made in time to accommodate growth. A description of strategic transport improvements and an indicative timetable for their delivery is provided in appendix 4.



# Section 3

## Vision and objectives

### 3.1 Vision

3.1.1 To help create a successful place where people want to live, work and visit and which includes good housing, safe and attractive public realm, good connections, successful schools, shops, health and leisure facilities, it is important to have a strong vision and a set of objectives for the area.

3.1.2 The London Plan provides the following vision for the area:

The Area is undergoing major transformation with significant investment in housing and potential for new retail provision integrated with a more efficient and attractive transport interchange. There is scope to create a series of connected public open spaces complemented by environmental and traffic management improvements. Resolution of these and rail related issues are crucial to the successful redevelopment of this southern gateway to central London (annex 1).

3.1.3 We have developed this vision further in the Core Strategy. Our vision for the Elephant and Castle was developed in consultation with local people. It has been used to prepare objectives and to provide a basis for all the policies which are in this document.

3.1.4 The vision for the Elephant and Castle opportunity area is:

Elephant and Castle has potential for redevelopment into an attractive central London destination. We will facilitate regeneration of the Elephant and Castle into a more desirable place for both existing and new residents. There will be excellent shopping, leisure facilities and cultural activities. London South Bank University and London University of the Arts will develop further as important centres of learning. Elephant and Castle will continue to be highly accessible from other places in Southwark and London.

We are using our land at the heart of the area to stimulate 440,000 sqm of new development with of up to 45,000 sqm new shopping and leisure floor space and 25,000-30,000 sqm of business floorspace. We will meet our target of 4000 new homes and a minimum of 1,400 affordable housing units by working with the local community, registered providers and private developers to deliver new homes. We will also meet the London plan target of 5,000 new jobs by encouraging more offices, hotels, small businesses and developing the evening economy and cultural activities. There could be tall buildings on some sites in the core area where this helps stimulate regeneration and creates a distinctive place. We will set out in detail which sites are appropriate, sensitive and inappropriate for tall buildings through the supplementary planning document/opportunity area framework.

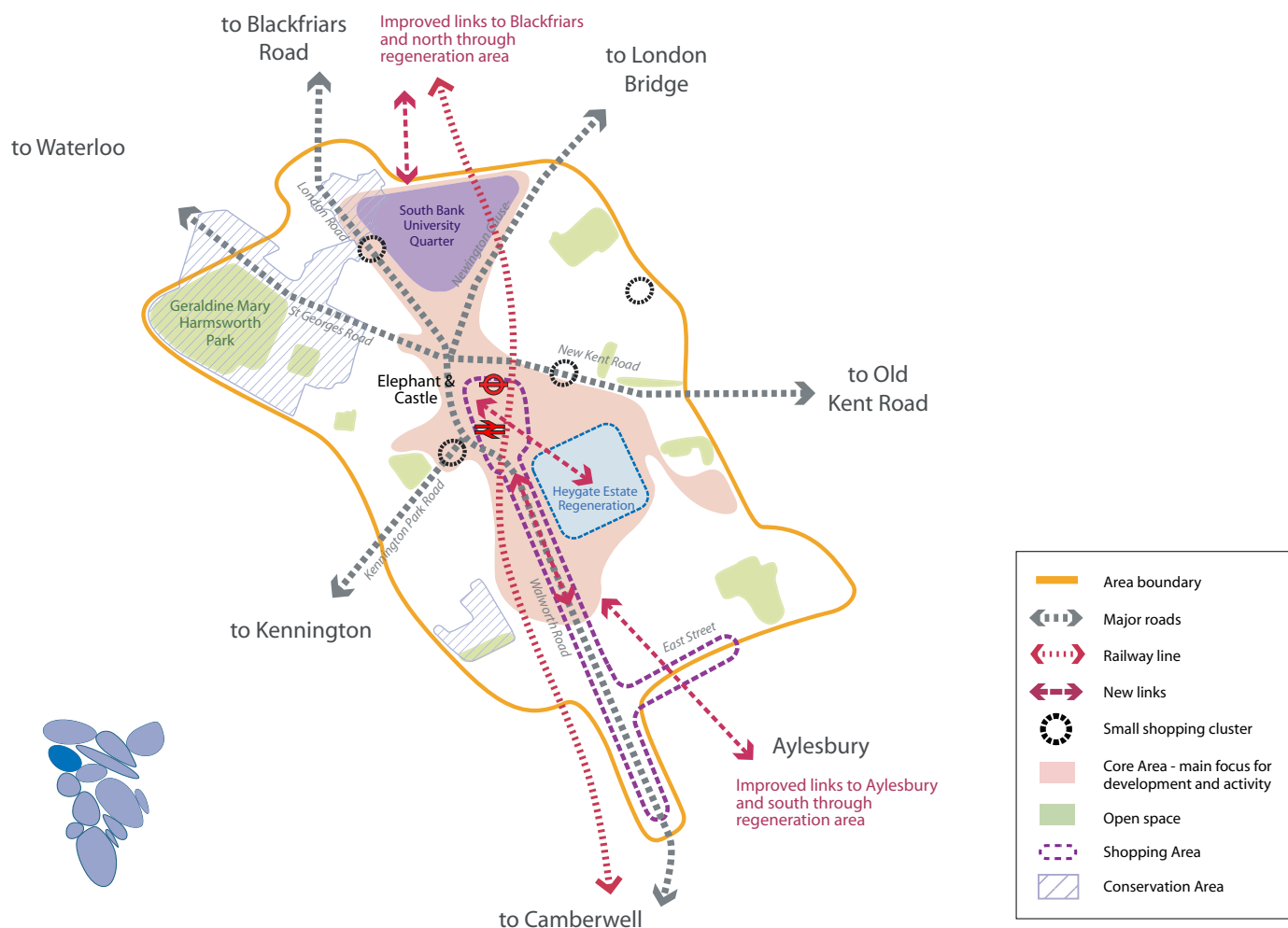
The regeneration of the opportunity area will create a highly integrated and efficient public transport hub. This will include an improved Northern line station with a new ticket hall and improved access to platforms; while additional lifts would provide sufficient capacity, there is an aspiration that access should be via escalators. There will be enhanced conditions for bus and rail users and an improved interchange between the various modes. All development will be phased to ensure that the funding is available so that the necessary transport capacity and improvements can be delivered in time to accommodate the new residents, businesses and leisure activities in the opportunity area. Existing subways will be removed and replaced by surface pedestrian crossings creating a more attractive and safe environment with priority for public transport users, cyclists and walkers over the car. A minimum level of car parking and limitations on traffic will reduce pollution. A new and improved street layout including public open spaces will be created allowing those who live and work in the area to move around easily and safely. We will work with Transport for London and Network Rail to bring forward these improvements and will have due regard to the detailed principles set out in the Elephant and Castle Development Framework (2004), or any development plan documents or updated supplementary planning documents which may from time to time be adopted to guide development in this opportunity area.

Elephant and Castle will be a leading example for sustainable development. It will meet the highest possible environmental standards through using low and zero carbon technologies, including renewable energy sources, heat network and combined heat and power and sustainable approaches to water management, reducing waste and controlling noise and air quality.

We are working with the local community, Greater London Authority, businesses including local traders, land owners, the London Development Agency, Transport for London, Lambeth Council, the Cross River Partnership, English Heritage, the Primary Care Trust, and developers to make the Elephant and Castle a successful place.

The vision for the area is expressed spatially on the key diagram. The key diagram is a graphical representation of the main elements of the vision, such as improvements to transport infrastructure and the creation of a new town centre, to be delivered in the area.

Figure 8: Elephant and Castle key diagram



### 3.2 Objectives

- 3.2.1 To help achieve our vision, we have set out strategic objectives for the SPD. The objectives relate directly to the vision and have also been also designed to help deliver key elements of other strategies and policies, including our Sustainable Community Strategy, the Core Strategy and the London Plan.
- 3.2.2 The objectives have been tested using our sustainability appraisal to make sure that they are working together to create a sustainable place.
- 3.2.3 In addition to establishing a clear direction for future development, the objectives have also been used to create more detailed day-to-day policies for the SPD and make sure that these are focused on our key aims. In part 4 of the SPD, we show how the objectives relate directly to the SPD policies.

3.2.4 We have grouped the objectives and the policies that follow from them into the following themes

### **3.2.5 Theme 1: Town centre: Shopping, business and hotels**

- Strengthen the Elephant and Castle as a major shopping destination by increasing the amount of shopping space by up to 45,000sqm in the town centre.
- Provide a vibrant mix of activities in the town centre, ensuring it is busy throughout the day and evening.
- Reinforce retail activities on the main roads leading into the town centre.
- Improve the evening economy and the variety of arts, cultural and entertainment offer by providing more cafes and restaurants as well as supporting leisure and cultural facilities.
- Renew business space in the area and encourage the development of an enterprise culture and inward investment by providing more opportunities for local people and small and medium sized businesses (SMEs).
- Regenerate railway arches, enabling their use for a mix of uses including business, retail and community uses.
- Ensure that new retail and business opportunities generate around 5,000 new jobs.

### **3.2.6 Theme 2: High quality homes: Providing more and better homes**

- Deliver at least 4,000 (net) new homes over the period 2011-2026.
- Provide at least 1,400 affordable homes over the period 2011-2026.
- Provide at least 1,400 private homes over the period 2011-2026.
- Ensure that at least 10% of new homes have 3 or more bedrooms and that all new homes provide good quality accommodation and have generous room sizes.
- Help address needs for student housing, whilst ensuring that a mix and choice of housing types is available in all character areas.

### **3.2.7 Theme 3: Wellbeing: Social and community infrastructure**

- Ensure that new development promotes healthy and active lifestyles.
- Transform leisure opportunities by building a new leisure centre, including a new swimming pool.
- Provide more and improved educational, health and community facilities which meet the needs of existing and future residents and support interim uses which promote these.
- Support the growth and improvement of London South Bank University and the London College of Communication.

### **3.2.8 Theme 4: Transport and movement: Better connections and an integrated public transport hub**

- Improve bus, tube and rail facilities and the pedestrian connections between them, ensuring that necessary increases in capacity are provided to support development.

- Improve the Northern Line station by providing a new ticket hall and increased capacity to platforms.
- Replace subways with surface level crossings.
- Minimise the amount of car parking provided.
- Reduce the impact of the viaduct and main roads as a barrier to pedestrian and cycle movement and use development opportunities to provide a high quality network of pedestrian and cycle links which are attractive, safe and easy to use.

### **3.2.9 Theme 5: Built environment: Attractive neighbourhoods with their own character**

- Promote a high quality public realm which is safe, secure and attractive.
- Ensure that the design, scale and locations of new buildings contributes to reinforcing and creating neighbourhoods which have distinctive character and a sense of place.
- Promote the highest design and architectural quality in new and refurbished buildings commensurate with the role of the area as a southern gateway to Central London.
- Create a positive identity for the town centre which reflects its status as a major destination in south London and potential to appeal to a wide catchment.
- Conserve and enhance the historic environment and use the heritage of places as an asset to promote positive change.

### **3.2.10 Theme 6: Natural environment: Sustainable use of resources**

- Promote and enhance a network of high quality open spaces which have a range of functions including recreation, children's play, sports and food growing.
- Maximise and extend ecological diversity through promoting nature conservation in new and existing spaces, high quality landscaping, tree planting and a network of green routes.
- Reduce the impact of development on the environment, minimising greenhouse gas emissions and enabling adaptation to climate change and managing pollution, waste and flood-risk.

### **3.2.11 Theme 7: Delivery: Making regeneration happen**

- Continue to work with key stakeholders including the local community, landowners, developers and Transport for London (TfL) to deliver the vision and objectives of the SPD.
- Provide mechanisms to ensure that physical and social infrastructure needed to support the expanded residential and worker population at the Elephant and Castle is delivered in a timely manner.
- Ensure that comprehensive redevelopment does not compromise safety and maximises opportunities to make use of vacant sites on an interim basis.

# Section 4

## Area-wide strategies and guidance

### 4.1 Town centre: Shopping, business and hotels

#### SPD 1: Shopping

- > We will support new retail development in the town centre to help consolidate Elephant and Castle and Walworth Road as a major town centre in the borough's retail hierarchy. To do this we will:
  - Work with the landowner to transform the shopping centre through redevelopment or remodelling, supporting the introduction of new large 'anchor tenants' and promoting a wider mix of retail uses to strengthen the appeal of the town centre to a wider catchment.
  - Provide strong links between the shopping centre and Walworth Road, creating a continuous high street at the northern end of Walworth Road and provide active ground floor uses on the Heygate development site.
  - Strengthen links into the town centre by providing active uses on the main roads into the centre: New Kent Road, Newington Causeway, London Road, Walworth Road and Newington Butts.
  - Maintain a vibrant balance of uses in protected shopping frontages and easily accessible convenience facilities.
  
- > Large retail developments (including refurbishments) over 1,000 sq m should:
  - Contribute to the provision of a vibrant mix of retail uses to add diversity to the town centre.
  - Provide a range of shop unit sizes, including affordable units. We will use planning conditions or section 106 planning obligations to ensure that at least 10% of new floorspace (GIA) is made available as affordable space to provide suitable premises for small and medium sized enterprises in the opportunity area who have been displaced as a result of development, new business start-ups or independent retailers.

#### We are doing this because

- 4.1.1 Our aspiration is to transform the environment at Elephant and Castle and expand the amount of shopping space available, improving choice for the borough's residents and enabling people to shop more locally.
  
- 4.1.2 There is around 26,000sqm of shopping space in the shopping centre (including 9,000sqm of leisure uses). The proportion of shops which sell comparison goods (music, clothes, books etc) at Elephant and Castle is very low compared to other UK town centres and the number of units providing professional services, such as travel agents, is high. The main strength of the centre is the particular concentration of Latin-American businesses which reflects the growth of the Latin American community in Southwark. Around 38% of the retail space in the shopping centre is occupied by independent businesses.



- 4.1.3 Walworth Road, provides a more mixed retail offer but is currently disconnected from the Elephant and Castle by the gap in the frontage between the Old Town Hall and the shopping centre. Our strategy is to integrate Walworth Road and Elephant and Castle more effectively, to boost footfall between the two and help them support one another. The Walworth Road project has helped improve the shopping environment to the south of the Old Town Hall. Public realm improvements at the northern end of Walworth Road can help support new and existing shops in this area.
- 4.1.4 While Elephant and Castle has a strong specialist function, Southwark's 2009 retail study suggests that overall, it appeals to a fairly small catchment area. The study indicated that in general, Southwark's town centres are not meeting the needs of the borough's residents. Only around 16% of available expenditure in the borough for comparison goods is spent in the borough, with most people travelling to the West End, Croydon and Lewisham to shop.
- 4.1.5 Over the coming years, increases in population and disposable income will increase available expenditure. Our strategy is to boost the amount of comparison goods floorspace in the borough, providing more choice for residents, supporting the local economy and reducing the need to make trips to destinations which are further away, which in turn can help reduce carbon emissions and congestion. The retail study suggests that around 18,000sqm of new floorspace for comparison goods and a small amount of convenience goods floorspace could be provided at Elephant and Castle without harming neighbouring centres in Southwark, Croydon or Lewisham. The provision of new shopping floorspace at Elephant and Castle will help consolidate its role as a major centre in our hierarchy of town centres and help provide a step change which enables it to compete with other London centres.

- 4.1.6 In order to maximise diversity within the town centre a range of shop units sizes should be provided in large retail developments, suitable to accommodate a range of occupiers such as large multiple stores and independent small and medium sized (SME) operators.
- 4.1.7 To help mitigate impacts on businesses which are displaced as a result of development and to help ensure that the centre continues to reflect the character and diversity of the local population, large retail developments should provide affordable units which can be made available to independent small and medium sized (SME) operators.
- 4.1.8 Our preference is for affordable units to be made available in the first instance to existing businesses in the opportunity area who have been displaced as a result of development in the town centre, then new business start-ups, and finally other independent retailers. Suitable businesses should have 3 units or less. Rents should be discounted by not less than a total reduction of 40% below market rate averaged over a 5 year period.
- 4.1.9 This policy is consistent with the approach the council has taken in approved schemes, such as 50 New Kent Road and 120-138 Walworth Road and is in line with London Plan policy 4.9. It is also in line with the Elephant and Castle Traders' Charter. Provision of affordable shop units will be secured through s106 planning obligations. We will use a sequential approach in considering affordable units. Our preference is for affordable units to be provided on-site. If this is not feasible or viable, then off-site provision should be considered. Where affordable units cannot be provided, we will seek financial contributions, through planning obligations to provide the mitigation necessary to support retail diversity within the town centre or the rest of the borough.
- 4.1.10 We want to maintain a balance of uses in the town centre and within protected shopping frontages to ensure the centre can thrive. We need to ensure that some uses, like hot-food take aways do not become too dominant at this can harm the vitality of shopping areas. We are aware that the number of betting shops and pay-day loan shops is increasing. At the moment, we are not able to control this effectively using the planning system. We recently responded to a government consultation on this matter urging the government to give local planning authorities greater control over this issue.
- 4.1.11 Local shopping frontages such as along Rodney Road, Harper Road, New Kent Road and East Street provide important retail facilities. Saved Southwark Plan Policy 1.10 protects essential local services where they are the last available use of their type within a 600m catchment area. This is because we recognise that they provide a valuable service to the community they serve. This also enables them to be available within easy walking distance of as many homes as possible, in order to minimise car journeys.



### Fact box: Shopping

**Convenience shopping:** Convenience retailing is the provision of everyday essential items, including food, drinks, newspapers/magazines and confectionery.

**Comparison shopping:** Comparison retailing is the provision of items not on a frequent basis. These include clothing, footwear, household and recreational goods.

### SPD 2: Markets

- > A new market square will be provided to the east of the railway viaduct.
- > Improvements to East Street Market will be supported.

#### We are doing this because

- 4.1.12 Markets and street trading can help enliven town centres, reinforce the identity of an area and help provide a more varied shopping experience. They can also have other economic and social benefits, such as giving more people access to fresh fruit and vegetables, supporting local producers, reducing air-freighting and creating a route into setting up small businesses.
- 4.1.13 A market east of the railway viaduct could help bring vitality to the central area. Markets are part of the overall retail economy of the area and we will consider how they work with other forms of retail to enhance the economy of the area rather than compete with it or detract from it.
- 4.1.14 A markets and street trading strategy is being prepared by the council to address many of the issues facing Southwark's markets, develop street trading and improve operational performance. The draft strategy identifies the opportunity for improvements to be made to East Street market which is managed by the council's street trading service. East Street market has been officially running since 1880. The market is one of London's oldest, largest and busiest markets and is as fondly visited now by local people as it has been for decades.

### SPD 3: Hotels

- > New hotel bed spaces will be supported in the town centre and on main roads leading into it.

#### We are doing this because

- 4.1.15 New hotel bed spaces at Elephant and Castle will contribute to the diversity of the town centre. The GLA's Hotel Demand Study 2006 identifies the need for around 2,500 rooms (net) for Southwark to be provided over the period 2007-2026. New bed spaces at Elephant and Castle will contribute towards meeting Southwark and London's needs.

## **SPD 4: Jobs and Business**

- > Provision of new business space, including incubator space, will be supported and must be designed flexibly to accommodate a range of unit sizes to help meet the needs of the local office market and SME businesses and to enable businesses to remain in the area as they grow.
- > Existing business floorspace should be retained, unless replaced by an alternative town centre use (see fact box below).
- > The railway arches should continue in active use for a range of B uses including small business space, creative and cultural industries, light industrial uses and appropriate A or D class uses.

### **We are doing this because**

- 4.1.16 The vision for the Elephant and Castle opportunity area includes the provision of up to 25,000 sqm of new business floorspace. Our Employment Land Review (ELR) (2010) forecasts the need to provide a significant amount of new office business space by 2026 to meet the needs of the local office market which is located outside of the SE1 area of the borough. Provision of new space will also stimulate growth in the local economy, attract inward investment and help facilitate the growth of small and medium sized enterprises. SMEs make up over 99% of the total number of businesses in Southwark and play a vital role in providing goods and services to the major business hubs. There is also a high-concentration of SMEs engaged in creative, cultural and tourism activities within the north of the borough, which indicates that such activities draw benefit from being located in the area.
- 4.1.17 Saved Southwark Plan policy 1.4 protects loss of business space and provides criteria against which to assess proposals. These criteria include an exception for the loss of business floorspace within town centres where, in accordance with saved Southwark Plan policy 1.7, it may be replaced by class A retail or other suitable town centre uses.
- 4.1.18 The railway arches are a key feature of the area and provide a significant amount of space for businesses. However, the contribution which the arches make to the character of the area is currently limited by the fact that the public realm around them is often poor. Through saved Southwark Plan policy 1.5 we promote the use of the railway arches for a variety of uses, including shops, cafes, restaurants, business units and community uses. There are many examples in Bankside and Waterloo where use of arches for shops, creative industries and restaurants when combined with public realm improvements to the external environment, can help create lively and attractive places.
- 4.1.19 In accordance with Core Strategy policy 10 we will use s106 planning obligations to target training and employment opportunities which are created by new development towards Southwark residents and aim to maximise the proportion of goods and services procured locally and open up supply chain opportunities for local businesses.

**Fact box: Town centre uses**

Town centre uses are uses which will attract a lot of people. The main town centre uses are:

Retail; offices; leisure and entertainment facilities (including cinemas, health and fitness centres, bowling centres, bingo halls, pubs, cafes and restaurants); arts, tourism and cultural facilities (including theatres, galleries and concert halls); and hotels.

Residential use is appropriate in town centres but is not a town centre use for the purpose of Southwark's local development framework.

**4.2 High quality homes: Providing more and better homes****SPD 5: New homes**

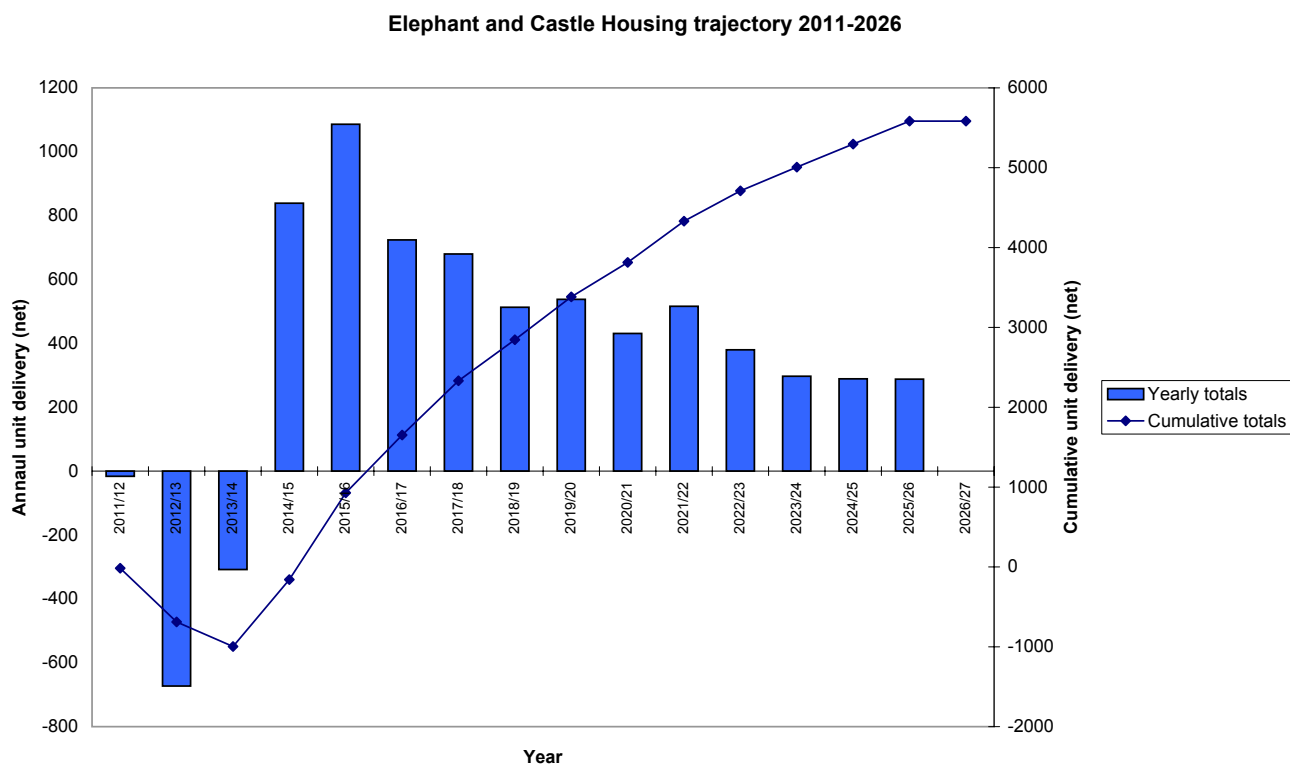
- > Development in the opportunity area will provide a minimum of 4,000 net new homes between 2011 and 2026, including at least 1,400 affordable homes. Most of these homes will be delivered on proposals sites.
- > We will apply our Core Strategy policies to ensure that at least 35% of homes are affordable and at least 35% are private and that a range of sizes of homes are provided.
- > In accordance with the Core Strategy and our residential design standards SPD, all new homes should have generous space standards and provide a good standard of living accommodation.
- > All new homes will be expected to be designed to attain the following internal noise levels:
  - Bedrooms- 30dB  $L_{Aeq,T^*}$  and 45dB  $L_{A_{fmax}}$
  - Living rooms- 35dB  $L_{Aeq,T^*}$  (\*T = Night-time 8 hours between 23:00-07:00 and daytime 16 hours between 07:00-23:00).
- > External amenity areas shall be designed as far as reasonably practicable to attain the following noise level:
  - 55dB  $L_{Aeq,16hr}$  (t = 16 Hours between 07:00-23:00).

**We are doing this because**

- 4.2.1 Strategic policy 5 in the Core Strategy and the 2011 London Plan indicates that at least 4,000 new homes should be provided in the Elephant and Castle opportunity area over the period 2011-2026. Our Strategic Housing Market Assessment 2010 and Housing Requirements Study 2009 highlight that we need to provide more housing to meet the needs of local people and those wanting to live in Southwark.
- 4.2.2 We have identified sites in the opportunity area where we expect most of the new homes in the area to be built. There are currently 1400 homes with planning permission. Our capacity assessment suggests that approximately 6,000 homes (gross) could be provided on the sites we have identified (which include those with permission) over the life of the plan.

- 4.2.3 We monitor the number of homes which are completed and show how we are progressing against targets in the housing trajectory (see Figure 9) which will be updated every year.
- 4.2.4 Developments should comply with the density policy set out in the Core Strategy to ensure that densities are appropriate for the character of the area and take account of the accessibility of public transport services. They should also provide affordable and private housing, and a range of sizes of homes.
- 4.2.5 We will use our design standards set out in the Core Strategy, saved Southwark Plan policies and our Residential Design Standards SPD 2011 to ensure that new homes are of high quality and that minimum space standards are met.
- 4.2.6 Developers should give careful consideration to the design and layout of proposed development to ensure that future occupiers have a satisfactory standard of amenity, particularly where there is a risk that occupiers could be exposed to high levels of noise. A range of measures can be used, including the provision of non-residential space as a buffer or orienting windows and balconies away from

Figure 9: Housing trajectory



potential noise sources. Dwellings that only have windows that open onto busy roads or railways are not supported by the council. Glazing should be used on windows to reduce noise levels inside buildings. However, this will only be effective when windows are closed and so should be used in conjunction with other solutions, such as mechanical ventilation.

- 4.2.7 The noise standards set out in the policy will help ensure appropriate sound insulation so that future occupiers and users of development do not suffer a loss of amenity from transportation and other environmental sources, including, in the Enterprise Quarter, the Ministry of Sound. We will require the submission of a noise assessment to ensure all potential noise impacts and mitigation measures have been properly considered. There is further guidance on this issue set out in our Sustainable Design and Construction SPD 2008.



## Fact box: Core Strategy policies

### **Density (Core Strategy policy 5)**

The density of developments will be expected to comply with the following ranges:

- Central activities zone: 650-1,100 habitable rooms per hectare
- Urban zone: 200-700 habitable rooms per hectare (see Figure 10)

The only exception to this should be when development has an exemplary standard of design.

### **Homes for people on different incomes (Core Strategy policy 6 and saved Southwark Plan policy 4.4)**

Requiring as much affordable housing on developments of 10 or more units as is financially viable.

Development in the opportunity area will provide a minimum of 1,400 affordable homes between 2011 and 2026.

In schemes of 10 or more homes, at least 35% of homes must be affordable and at least 35% must be private. Of the affordable homes, 50% should be social rented and 50% should be intermediate.

### **Dwelling mix (Core Strategy policy 7)**

- Developments must provide the following in schemes of 10 or more homes:
  - A minimum of 60% of units with two or more bedrooms
  - A maximum of 5% of units as studio flats
  - A minimum of 10% of units with 3 or more bedrooms with directly accessible amenity space

Other than studio flats which must be private, homes of all sizes should provide a mix of private, social and intermediate housing.

All developments must meet the minimum overall floor sizes set out in our Residential Design Standards Supplementary Planning Document. All developments must all be built to Lifetime Homes standards. Developments of 10 or more units must provide a least 10% of the development to be suitable for wheelchair users and must comply with our wheelchair standards.

### Fact box: Density

Density is the measure of the amount (intensity) of development. Both residential and mixed use residential development should be within our density ranges. Our residential design standards supplementary planning document sets out how we calculate density. We may review and update this through our development management development plan document.

### Fact box: Affordable and private housing

There are two types of housing:

1. Private (or market) housing is available to either buy or rent privately on the open market.
2. Affordable housing, as set out in London Plan policy 3.10 meets the needs of households whose incomes are not enough to allow them to buy or rent decent and appropriate housing in the borough.

There are different types of affordable housing:

**Social Rented Housing** is housing that is available to rent either from the council, a housing association (known as registered provider or other affordable housing providers). Access to social housing is based on need.

**Intermediate housing** is housing at prices and rents above those of social rented but below private housing prices or rents. It can include part buy/part rent, key worker housing and intermediate rent housing.

Updated Planning Policy Statement 3: Housing (June 2011) introduces another type of affordable housing:

**Affordable rented housing** is rented housing let by registered providers of social housing to households who are eligible for social rented housing. It requires a rent of no more than 80 percent of the local market rent.

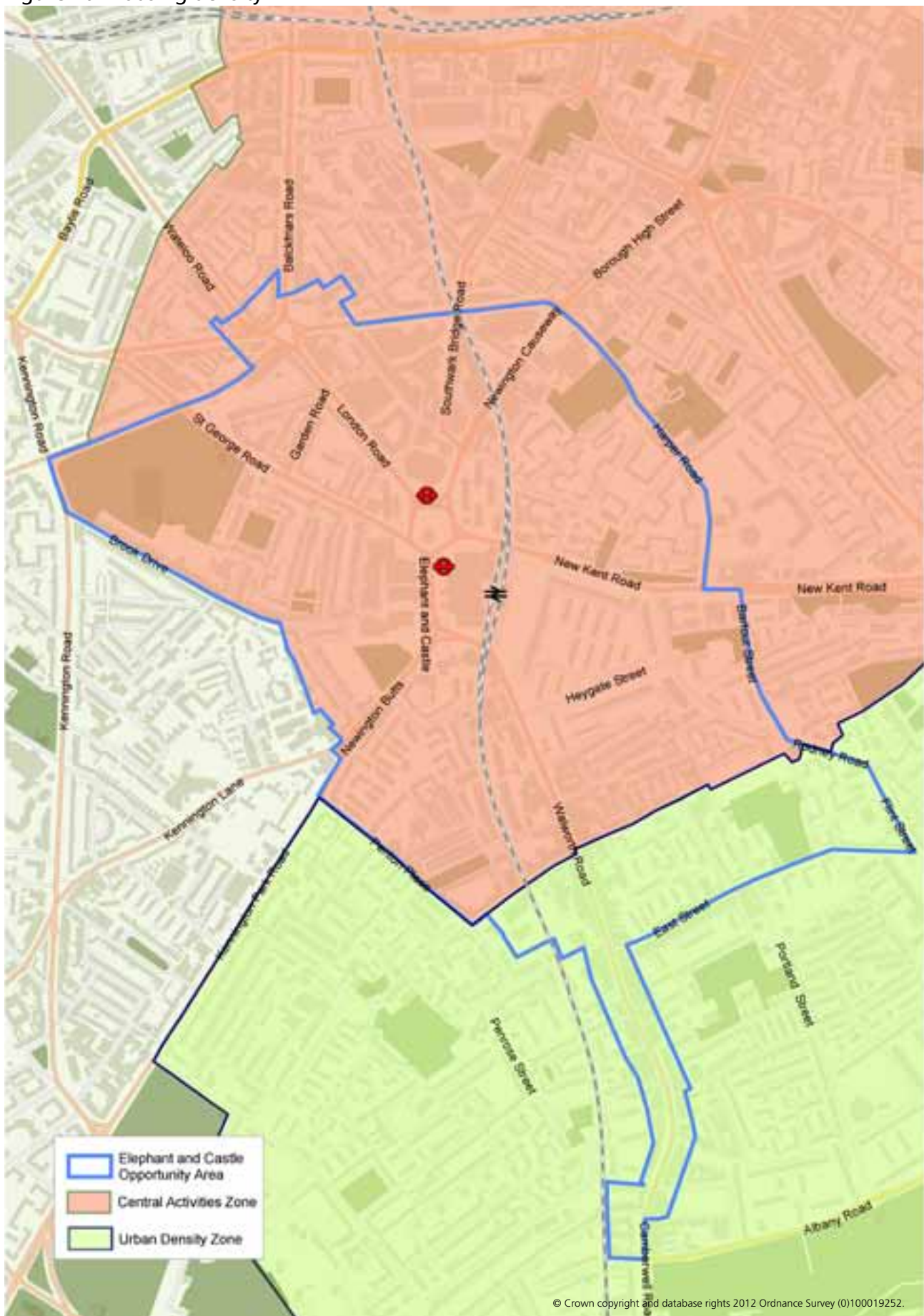
### Affordable Housing supplementary planning document

Our Affordable Housing supplementary planning documents set out more detail on the types of affordable housing and how we implement the Core Strategy and saved Southwark Plan affordable housing policies.

We are looking at the implications of the new affordable rent tenure through the preparation of an updated Affordable Housing SPD. We do not think that the new affordable rent tenure is affordable for people in housing need in Southwark.

Consultation on a revised Affordable Housing SPD is planned for spring 2012. Please check our website for more information at:  
[www.southwark.gov.uk/ahspd](http://www.southwark.gov.uk/ahspd)

Figure 10: Housing density





## 4.3 Wellbeing: Social and community infrastructure

### SPD 6: Arts, culture, leisure and entertainment

- > Proposals involving arts, cultural, leisure and entertainment uses which contribute towards consolidating Elephant and Castle and Walworth Road as a major town centre will be supported.
- > Proposals on the Heygate development site, 50 New Kent Road and the shopping centre site should include appropriate arts, cultural, leisure or entertainment space which contributes to supporting a lively and vibrant town centre, increasing its attraction to a wider catchment and making a positive contribution to the evening economy. In assessing their contribution, we will take into account:
  - The mix of complementary arts, cultural, leisure or entertainment uses proposed and their contribution to a diverse offer.
  - Their potential to take advantage of opportunities to strengthen the links with the two learning centres (London College of Communication and London Southbank University) and the wider arts scene.
  - Their potential to appeal to a wide range of age and social groups.
  - The number of visitors they attract to the town centre at different times of day and potential to reduce the number of trips made to more distant town centres.
  - Their economic benefit to the area, including their potential to increase the turnover of the town centre, attract inward investment into other businesses in the town centre and create jobs in the area.
  - Their impact on well-being and health.
  - Their impact on safety, security and residential amenity.

### We are doing this because

- 4.3.1 The Elephant and Castle has a positive reputation as a creative area. It hosts many successful businesses and organisations, vibrant arts festivals and a thriving multi-cultural arts scene.
- 4.3.2 Much of the existing provision is made by the London South Bank University and London College of Communication which provide gallery space in the area. There are a number of local artists' studios which contribute to the strength in the visual arts sector. Music performance space is particularly well represented in the area due to the Ministry of Sound, the Coronet and Corsica Studios. It is well served by heritage facilities, with two museums, the Cumming Museum and the Imperial War Museum.
- 4.3.3 The provision of new space will bring value and opportunity to Elephant and Castle. Fostering partnerships between the educational institutions, local arts organisations and community groups will help to broaden access to, participation in and understanding of the arts within the wider community, as the area physically develops. A vibrant arts, leisure and cultural scene, will bring employment, engage students, local people and visitors, and create opportunities for training and learning.

4.3.4 The Employment Land Review (2010) confirms that the historic growth of the creative, cultural and tourism industries has been over twice as much in Southwark as in London as a whole, over the period 1998-2007. Elephant and Castle is already home to many creative and cultural businesses providing significant employment and showcasing the area's talent. The continued growth of these industries is of great importance in the context of the economic future of the borough. Ensuring new workspaces are designed flexibly will help to ensure small creative and cultural businesses can continue to contribute to the success of the area.

4.3.5 The range of leisure and entertainment uses in the area is narrow. There are few cafes and restaurants and the centre is not well used in the evenings. The development of the evening and night-time economy in the area will help keep the town centre lively and safe at different times of the day and provide more leisure opportunities for local people, visitors and people working in the area. It will also boost the local economy by generating additional spending and inward investment in other businesses; an increased number of jobs; greater footfall and an enhanced perception of place; the development of non-alcohol based activities through the attraction/expansion of leisure venues such as cinemas and health and fitness centres etc that will benefit a wider section of the community and provide more customer choice and mix. Careful consideration needs to be given to measures which mitigate any negative impacts of evening economy uses to protect the amenity of nearby residents.

### **SPD 7: Sports facilities**

- > A new leisure centre should be provided, replacing the existing centre.
- > Private leisure facilities will be supported as part of a mix of uses in large developments.

### **We are doing this because**

4.3.6 The Elephant and Castle Leisure Centre currently provides a sports hall, a gym over two floors and squash courts. There is committed investment to build a new leisure centre on the existing site. There is more information on the new leisure centre in appendix 1 of the SPD.

4.3.7 New facilities will encourage physical activity, promote healthy lifestyles and help address negative impacts on physical and mental health.

### **SPD 8: Higher education and student housing**

- > Proposals for provision of space used for higher education will be supported.
- > Proposals for student housing will be supported in line with policy 8 of the Core Strategy.

- 4.3.8 The two universities in the opportunity area, London South Bank University (LSBU) and the London College of Communication (LCC) are an important presence in the area, providing first class teaching and research facilities and making a strong contribution to its economic life.
- 4.3.9 The LCC, specialising in media and design courses has around 5,000 students. LSBU has around 25,000 students and employs some 1,700 staff. The LSBU has a 15 year estates strategy to meet its anticipated needs. This envisages the re-development of a number of sites to promote new 'gateways' into the university campus area and provide new university buildings.
- 4.3.10 In addition to teaching and research accommodation, both universities have a need for more student housing and we will work closely with both to ensure that their requirements for student housing are met. Enabling LCC and LSBU to improve their facilities and the student experience they offer will benefit both institutions and in doing so, will contribute to the regeneration of the opportunity area. Section 4.3 of our Residential Design Standards Supplementary Planning Document 2011 provides further guidance to ensure new student accommodation is properly managed and meets the needs of students and universities.
- 4.3.11 Provision of student homes can contribute towards providing housing choice in the opportunity area. To help achieve mixed communities, in line with Core Strategy policy 8, development should not result in an over-concentration of student homes in particular areas. Core Strategy policy 8 also states that new student housing developments should provide an element of affordable housing. We provide further guidance on the implementation of the policy in our draft Affordable Housing Supplementary Planning Document 2011.

### **SPD 9: Community facilities**

- > Our strategy is to locate local facilities together so that the services required by the community including, housing services, services for young people, health centres, police facilities and community space are provided in accessible locations in a way in which different facilities can complement and support each other. Wherever possible, opportunities should be taken to ensure that new community facilities can be used by all members of the community.
- > The need for new community facilities will be kept under review over the lifetime of the plan. We will work with providers such as Southwark NHS as well as landowners to identify appropriate sites if new facilities are needed.
- > We will monitor the demand for early years, primary and secondary school places throughout the opportunity area. Any investment in schools required will be focused on improving existing school facilities to meet any increased demand for school places.



### **We are doing this because**

- 4.3.10 Community uses tend to work well when they are located close to one another. This creates opportunities to share spaces and facilities, makes them more convenient for the public to visit, and helps make them more viable.
- 4.3.11 Over the 15 year lifetime of the plan, the population living in the area will grow and the needs of the community will change. It is important that the plan retains flexibility to enable the provision of a wide range of community uses to be kept under review. Southwark will work with providers such as NHS Southwark, the police, education and training providers and other organisations to identify needs where these arise.
- 4.3.12 Our plan for the provision of new infrastructure is set out in more detail in appendix 1 of the SPD.

### **Fact box: Community facilities**

Community facilities are all those facilities used by the local community. These are:

- Buildings used by voluntary sector and community groups
- Libraries or public reading rooms
- Social service and day centres
- Places used for or in connection with public worship or religious instruction
- Medical or health services, and healthy living centres (except for the use of premises attached to the residence of the consultant or practitioner)
- Facilities for youth provision
- Sport, leisure and recreational facilities
- Arts and culture facilities
- Crèche, day nurseries or other childcare facilities
- Public halls and exhibition halls
- Law courts
- Facilities for the provision of education

## 4.4 Transport and movement: Better connections and an integrated public transport hub

### SPD 10: Public transport

- > To accommodate additional demand imposed by the development proposed for the area, we will continue to work with TfL to:
- Improve the frequency, reliability and journey times of bus services and increase space for bus stands.
  - Improve the Northern Line ticket hall and capacity between the ticket hall and the platforms.
  - Improve access to the railway station.
  - Improve interchange between all public transport modes and maximise opportunities to increase passenger waiting areas at bus stops.
  - Safeguard a public transport route from Waterloo towards Peckham.
  - Explore the opportunity to create a bus-only street in London Road and revert St George's Road to two-way operation.

### We are doing this because

- 4.4.1 The Elephant and Castle area already has very good public transport services. Supporting and encouraging the use of public transport, together with walking and cycling, is essential because the road network simply does not have the capacity to accommodate many more cars.
- 4.4.2 However, the public transport network does have some problems in this area. Key ones are the overcrowding and poor reliability of bus services at some times, congestion caused by the high number of buses at bus stops, pedestrian congestion at the heavily-used bus stops outside the shopping centre, passenger capacity problems at the Northern Line underground station, poor access to the rail station, and generally poor interchange between buses, the underground and trains. Our assessment has demonstrated that additional measures, including capacity improvements, will be required to accommodate the growth envisaged in this SPD. Working in partnership with TfL and developers we will seek to ensure that these are addressed to ensure that the capacity needed is delivered in time to accommodate the additional trips generated by the regeneration of this area. We have set out more details on the transport improvements which will take place in appendix 1 of the SPD.



- 4.4.3 We will also safeguard a route for the previously proposed Cross River Tram which was to run from Camden via Waterloo and Elephant and Castle to Peckham. The benefits of this scheme would be considerable for a wide area of Central London and Peckham, and it is hoped that this proposal will be revived as the financial climate improves.
- 4.4.4 Earlier work by TfL proposed making London Road a bus-only street to improve reliability and reduce bus-on-bus congestion at stops. While this is unlikely to be needed directly as a result of growth in the area, TfL consider that it would improve interchange by bringing the majority of bus services together on one street within a short walk of the Bakerloo Line underground station and to bus services on Newington Causeway. Further investigation into the impacts of this change and public consultation would need to take place, before it is taken forward.

### **SPD 11: Walking and cycling**

- > We will work with TfL, developers and other stakeholders to provide a high quality network of pedestrian and cycle routes in the opportunity area.
- > Development in the opportunity area should:
  - Provide convenient, direct, safe, and attractive pedestrian and cycle links which follow desire lines and incorporate the links shown on Figure 11 and on the diagrams showing indicative proposals in section 5.
  - Facilitate east-west pedestrian and cycle movement through the opportunity area.
  - Reduce severance created by the railway viaducts and main roads.
  - Make pedestrian and cycle connections into the surrounding area.
  - Provide for access at surface level; the existing subways at the Elephant and Castle northern roundabout should be removed and replaced by surface level pedestrian crossings.
  - Provide more and better connections through the Enterprise Quarter, including the pedestrianisation of Keyworth Street.
  - Link new and existing public and open spaces creating a network of spaces that act as a focus for activity and draw people through the area.
  - Use existing and new landmarks and views to help direct pedestrians to key locations such as transport interchanges, public spaces and major roads, as well as providing good quality way-finding signs that follow the principles of Legible London.
  - Provide convenient and secure cycle parking that at least meets, and preferably exceeds, London Plan and Southwark's minimum standards.

Figure 11: Existing and proposed cycle routes



## **We are doing this because**

- 4.4.5 Our vision for Elephant and Castle is to provide a network of pedestrian and cycle routes through the area, with appropriate provision of signing and physical infrastructure, connecting to existing and proposed networks in the surrounding area, including a safe and convenient link between Walworth Road and the Rockingham Estate and the cycle network beyond. This will enable those who live and work in the area to move around easily and safely and to encourage people to walk and cycle, promoting healthier lifestyles and improved physical and mental wellbeing. Ensuring that streets are well used by pedestrians and cyclists helps improve personal safety and can also encourage drivers to travel more slowly. To accommodate the growth that is envisaged in the area and minimise impacts on the road and public transport network, it will be essential to upgrade pedestrian and cycling routes within and through the opportunity area.
- 4.4.6 Our Transport Plan 2011 commits to making Southwark a 20mph borough. Our core approach to reducing road danger is to reduce vehicle speeds. This has been pursued through the introduction of 20mph zones and limits across the borough. The intention is that Southwark be a 20mph borough, so the default maximum traffic speed in the borough would be 20mph, with any streets with a higher maximum speed limit being the exception to this rule. We will look at all options to achieve this, such as physical traffic calming, limits, and average speed cameras (once these become more widely available).
- 4.4.7 Cycling and walking routes are currently very constrained by the railway viaduct and road network. In the 2004 SPG we indicated that our intention would be to work with TfL to reconfigure the northern roundabout, creating a peninsula and new civic square in front of the current Northern Line ticket hall. Further testing however has concluded that the impact of this proposal on traffic flows would be unacceptable to TfL. This testing has shown however that it is possible to remove the subways which will be carried out in conjunction with public realm improvements around the northern roundabout. Improvements should also link in to existing strategies such as the Bankside Urban Forest.
- 4.4.8 Saved Southwark Plan policy 5.3 and London Plan policy 6.3 require provision of cycle parking to be "convenient, secure and weatherproof". These differ slightly but we would expect developers to at least meet the highest of these standards. Convenient location of cycle parking for visitors can both encourage cycle use and prevent the parking of cycles in inappropriate locations.

### **SPD 12: Parking**

- > All development in the central activities zone (CAZ) should be car-free, aside from an adequate provision of parking for disabled persons and for car club spaces.
- > Outside the CAZ, car parking should be minimised and car free developments will be supported.



**We are doing this because**

- 4.4.9 Our objective is to encourage people in the area to use sustainable types of transport, such as walking, cycling and public transport. Car ownership among existing residents in the area is already relatively low. In conjunction with improving public transport, minimising car parking is a way of reducing the number of car trips made which in turn reduces congestion and pollution.
- 4.4.10 The opportunity area has public transport accessibility levels of 5 and 6. It is also covered by controlled parking zones. In accordance with saved Southwark Plan policy 5.6, development in the central activities zone should be car-free. In order to avoid car parking over-spilling into neighbouring streets and help ensure that it will not become more difficult for existing residents to find a place to park on the street, we would not issue on-street parking permits to future residents.
- 4.4.11 There may be occasional instances where the saleability of new homes is affected if development is car-free, which may impact on viability. Where developers consider this to be the case, applications will be expected to be accompanied by robust evidence, including a financial appraisal, in order to justify off-street spaces. We will only consider the issue of on-street parking permits where a development creates on-street spaces.
- 4.4.12 Disabled parking bays will be required and should be on site, in accordance with policy 2 in the Core Strategy and saved Southwark Plan policy 5.7. Car clubs have proven very effective in reducing car ownership and car use, and so we will expect developers to support this financially. There is already a good coverage of car club spaces in the area and we would expect this to improve, together with the range of vehicles available and provision of supporting accessories such as cycle carriers and child seats.

**SPD 13: Servicing and deliveries**

- > Proposals must make sure that developments can be adequately and safely serviced.
- > Servicing should be carried out off-street as far as possible. This is essential for large retail and other commercial developments, and properties fronting main roads. On other roads, provision for servicing must be appropriate for the role and character of the street. Impacts on the highway should be minimised through measures including:
  - Time restrictions on on-street servicing.
  - Off-street servicing in cases where on-street servicing would detract unacceptably from the street environment.
  - Adequate provision for collection of refuse and recyclable waste.
- > Innovative solutions should be investigated to reduce the impact of waste collection.

## **We are doing this because**

- 4.4.13 Servicing at inappropriate places and times can cause traffic congestion (including to buses), reduce road safety, cause nuisance to residents and generally detract from a pleasant environment for walking and cycling. This goes against other policies in this SPD. The impact is particularly high for developments with high servicing needs, on main roads, or close to residential accommodation.
- 4.4.14 Waste collection vehicles often have the highest impact, and any opportunity should be taken to reduce the number and duration of waste collection processes.

### **SPD 14: Transport mitigation**

- > All developments of 10 or more residential units or 1,000sqm or more of other uses and some smaller developments where there is a relatively high transport impact, will be required to provide a transport assessment. That assessment should detail the likely impact on all transport networks, including walking, and demonstrate how development can mitigate those impacts. All relevant development will be required to contribute towards improvements to strategic transport improvements in accordance with SPD20. Where necessary, development will also need to mitigate site specific impacts. All major developments should have travel plans and construction management plans and, where appropriate, delivery and servicing plans.

## **We are doing this because**

- 4.4.15 Core Strategy policy 2 and Southwark Plan policy 5.2 set out the requirement for transport assessments. Without a proper assessment and mitigation of adverse impacts on transport networks it is possible that one development could prevent the delivery of other objectives, such as the improvements to public transport identified in appendix 1 of the SPD, walking and cycling.
- 4.4.16 To mitigate impacts on strategic transport infrastructure (see appendix 4) relevant development will need to contribute towards the improvements in accordance with SPD20. In addition, development may need to mitigate site specific impacts, including impacts on bus service capacity and infrastructure, cycle hire provision, cycle routes and accessibility and public realm and highways works such as pedestrian crossings. The need for site specific transport mitigation will be established through the preparation of a transport assessment.
- 4.4.17 We will expect all developments of the size stated to submit travel plans, construction management plans and delivery and servicing plans in support of planning applications. These have proven effective in reducing transport impacts from developments. There is further guidance on preparing green travel plans and transport assessments in Southwark's Sustainable Transport SPD and TfL's Travel Planning for new development in London.

## 4.5 Built environment: Attractive neighbourhoods with their own character

### SPD 15: Public realm

- > We will work with TfL, developers and the community to transform the quality of the public realm in the opportunity area, ensuring that it:
  - Contributes towards a hierarchy of different types of streets and spaces.
  - Makes clear the distinction between public and private space.
  - Prioritises pedestrian and cycle movement and creates places in which people will want to linger.
  - Helps create a sense of place and reinforces or encourages the positive development of the area's character.
  - Is inclusive, well lit, overlooked and which feels safe at different times of the day and in the evening.
  - Uses high quality and durable materials and street furniture and reduces existing street clutter where possible.
  - Supports adaptation to climate change, helps reduce the urban heat island effect, supports biodiversity, reduces micro-climate impacts and greens the environment by maximising the retention of existing trees, ensuring streets and spaces are generously landscaped and incorporating Sustainable Urban Drainage Systems (SUDs).

### We are doing this because

- 4.5.1 Good public realm helps to create an area's identity and its sense of place. Different public spaces will have different functions, depending on their location and the use of the buildings that surround them. Public spaces will play different roles, forming a hierarchy and developing a distinctive identity for Elephant and Castle.
- 4.5.2 There is also the opportunity for proposals to provide unique elements located within the public realm or on buildings to enhance the sense of place and quality of the new neighbourhood and create features of surprise or delight. These might be achieved by the following:
  - Public art opportunities
  - Wayfinding elements
  - Street Furniture
  - Lighting
  - Hard and soft landscaping
- 4.5.3 The incorporation of street tree planting, living walls and roofs, landscaping and sustainable urban drainage systems (SUDs) can help to reduce the risk of flooding, minimise harmful microclimate impacts, reduce urban pollution and provide landmarks and natural interest within the public realm.

4.5.4 Further guidance on the design of the public realm is set out in the council's Streetscape Design Manual. Applicants are advised to contact the council's Public Realm team and the Urban Forester in the Planning team at an early stage in preparing proposals.

### **SPD 16: Built form**

> Development proposals should:

- Help to create a sense of place and distinctive neighbourhoods, reinforcing elements of the existing environment which have good character and improving the townscape in areas where its quality is poor.
- Consider the impact on neighbouring character areas as well as their own, and where developments are close to the boundaries of another character area, ensuring that the edge conditions integrate well with adjacent surroundings.
- Demonstrate high quality design and architecture.
- Demonstrate how the proposal conserves or enhances the significance of heritage assets, their settings and the wider historic environment and ensures that where possible, efforts are taken to positively improve the asset itself and its setting.
- Retain locally listed buildings wherever possible.
- Incorporate flexibility in the design, which permits the space to be fitted out for multiple uses and makes it easy to adapt for other uses in the future without fundamental restructuring or rebuilding work.
- Consider the retention of buildings which are identified as having townscape merit or ensure that the design, scale and massing of replacement buildings reinforces the character of the surrounding townscape. Provide an appropriate sense of enclosure, helping create well defined, inclusive and defensible streets and public spaces.
- Introduce a finer grain of development by:
  - Creating blocks which pedestrians and cyclists find easy to move around.
  - Creating an interesting and varied roofline.
  - Design buildings of an appropriate massing to create a human scale of development at street level.
  - Interacting with the streetscape through providing active ground floor frontages with frequent windows and entrances and active ground floor uses in appropriate locations.
- Enhance the setting of open spaces by fronting onto those spaces and helping generate activity around them.

### Non-residential frontages

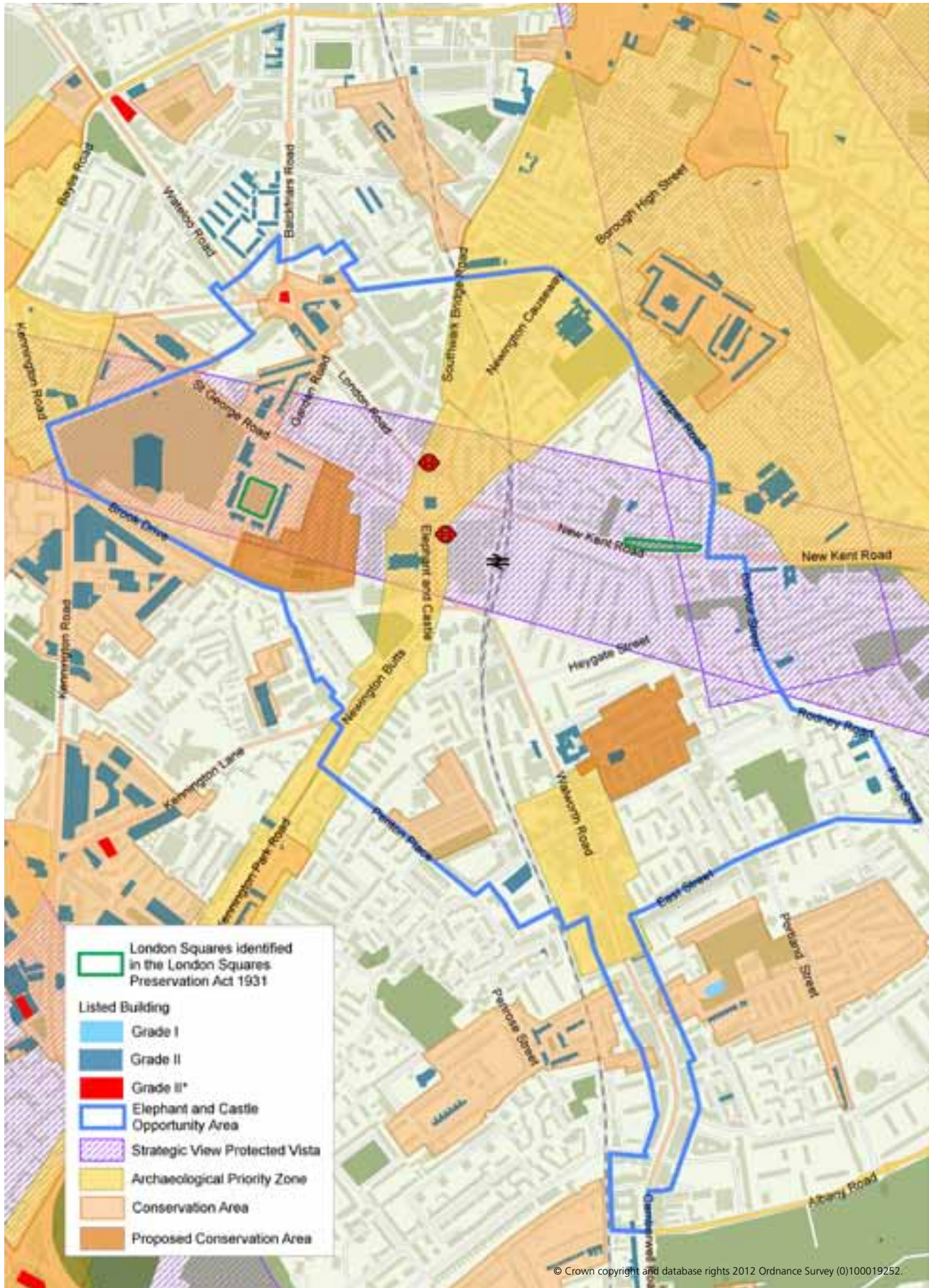
> Non-residential frontages should:

- Provide a strong identifiable street address.
- Floor-to-ceiling heights at ground level should be generously proportioned..
- Incorporate generous window sizes or areas of glazing. If security shutters are needed, these should comprise lattice shutters, located internally. Solid and perforated roller shutters will not be acceptable.
- Retain features which reinforce character and contribute positively to the host building and wider context.
- Contribute to a consistent building line.
- Ensure that signage design responds to the scale of the street.

### We are doing this because

- 4.5.5 Our strategy is to regenerate the opportunity area, creating neighbourhoods which have a distinctive character and a sense of place. The character areas with the greatest opportunity for change are the central area and the Heygate development site.
- 4.5.6 The redevelopment of the area that took place after the war has left a legacy of monolithic single use structures and a traffic dominated road network that severs neighbourhoods and creates a hostile public realm. The Heygate development site provides an opportunity to reintroduce a street based environment in which blocks are easy to move around for pedestrians and cyclists, in which buildings front onto and overlook public spaces. In the central area and the Enterprise Quarter, there is an opportunity to ensure that new development knits together a fragmented townscape, improves the quality of the public realm and provides more active uses at ground level to help make buildings feel less imposing and more welcoming to people on the street.
- 4.5.7 However, the opportunity area is very diverse in its character with a number of heritage assets and their settings, including conservation areas, listed buildings, locally listed buildings, registered parks and gardens and archaeological remains.
- 4.5.8 All heritage assets have a setting which is defined by national guidance (Planning Policy Statement 5 and English Heritage's guidance on setting of heritage assets) as the surrounds in which an asset is experienced.
- 4.5.9 Developments will need to consider the potential effect of development on the significance of a heritage asset and its setting and where possible consider how a heritage asset and its setting can be positively utilised as part of the proposal. Where there is the potential for a development to impact on a heritage asset, an assessment of the significance of the heritage asset affect and the contribution of the setting to that significance should be included with a planning application. The

Figure 13: Heritage assets



level of detail should be proportional to the importance of the heritage asset and no more than is sufficient to understand the potential impact of the proposal on the significance of the heritage asset.

- 4.5.10 There are three conservation areas in the opportunity area: St George's Circus, West Square and Pullens estate and we are also proposing to designate two additional conservation areas: Larcom Street and Elliott's Row. Walworth Road has some listed buildings and many buildings which have the potential to be locally listed or are of townscape merit. We do not currently have the evidence to justify designation of a conservation area on Walworth Road, However, this does not preclude a possible conservation area coming forward in the future and when a stronger case can be made for its designation.
- 4.5.11 There are two London Squares of local historic interest in the opportunity area: West Square and David Copperfield Gardens (previously known as County Terrace) which are protected under the London Squares Preservation Act (1931), which seeks to protect certain squares, gardens and enclosures in Greater London by limiting use of the squares and restricting building in these spaces.
- 4.5.12 There are over 150 listed buildings in the opportunity area which include the Metropolitan Tabernacle, the Imperial War Museum and the Old Town Hall on Walworth Road. In preparing the SPD we have also identified buildings which are worthy of being added to the council's local list. These are buildings with local value which make a positive contribution to the character or appearance of the opportunity area due to their architectural or historic interest, or because they form part of an interesting group. We will be consulting on our local list summer in 2012. The local list will be established through that process. There is a schedule of locally listable buildings in appendix 2.
- 4.5.13 In addition to buildings which could be locally listed, we have also identified buildings which are of townscape merit and which because of their scale, built form and architecture make a positive contribution to the character and identity of the area. Heritage assets in and around the opportunity area are shown in Figure 13.
- 4.5.14 The design of shopfronts and other non-residential frontages, along with associated signage, is important to the character and appearance of commercial shopping streetscapes and requires careful consideration.

## SPD 17: Building heights

- > Tall buildings in the opportunity area will help signal its regeneration. In accordance with the strategy shown in Figures 14 and 15. The tallest buildings should act as focal points in views towards the Elephant and Castle along main roads and strengthen gateways into the central area. Moving away from the tallest points, they should diminish in height to manage the transition down to the existing context. They should be used to add interest to London's skyline and when viewed in a cluster, should be articulated to ensure that they do not coalesce to form a single mass.
- > Tall buildings should:
  - Conserve the Outstanding Universal Value (OUV), integrity and authenticity of both the Westminster and Tower of London World Heritage sites and their settings.
  - Have due regard to the London View Management Framework (LVMF), World heritage Management Plans and conservation area appraisals.
  - Conserve or enhance the significance of heritage assets and their settings including listed buildings, locally listed buildings, conservation areas, registered parks and gardens and archaeological remains.
  - Help reinforce way-finding and the legibility of the area.
  - Help reinforce the hierarchy of spaces and streets in the area; the amount of public space provided at ground level will be expected to be proportionate to the height of a building.
  - Help reinforce the character and function of the area; they will be expected to interact with the streetscape providing a generously proportioned active frontages at their base.
  - Achieve visual separation from adjoining development around the base of the building.
  - Demonstrate a considered relationship with other tall buildings and building heights in the immediate context; cumulatively, tall buildings should not coalesce visually to form a single mass.
  - Ensure that buildings which will have a significant impact on the skyline are slender and elegant with regard to the width-to-height ratio; they should be attractive city elements with a strong geometry when viewed from all angles and the tops of buildings should be well articulated and recessive.
  - The skyline and relationships between buildings should help reinforce the character and identity of the area and contribute positively to London's skyline, when viewed locally and in more distant views.
  - Allow adequate sunlight and daylight into streets, public spaces and courtyards.
  - Avoid harmful microclimate and shadowing effects or adverse affects on local amenity.
  - Demonstrate an exemplary standard of design, provide high quality accommodation which significantly exceeds minimum space standards and promote housing choice by providing a mix of unit types.
  - Incorporate communal facilities for residents.



**Form of application**

- > Outline applications may be acceptable for tall buildings providing that the following information can be supplied:
  - A design strategy which:
    - Specifies parameter plans containing descriptions and plans of:
      - Plot layout.
      - The spaces between plots.
      - Vertical massing (maximum and minimum heights and their distribution).
      - Quantum of floorspace (maximum and minimum).
      - Vehicular, pedestrian and cycle access routes.
      - Circulation routes.
      - Hard and soft public and private open space.
    - Contains 3 dimensional wire-line analysis of the maximum parameters which tests the proposals in appropriate views.
  - A design and access statement which provides illustrative material showing how the maximum parameters might take effect and which describes the relationship of each plot and its proposed development with the surrounding context.

Figure 14: Tall buildings strategy (view from south)

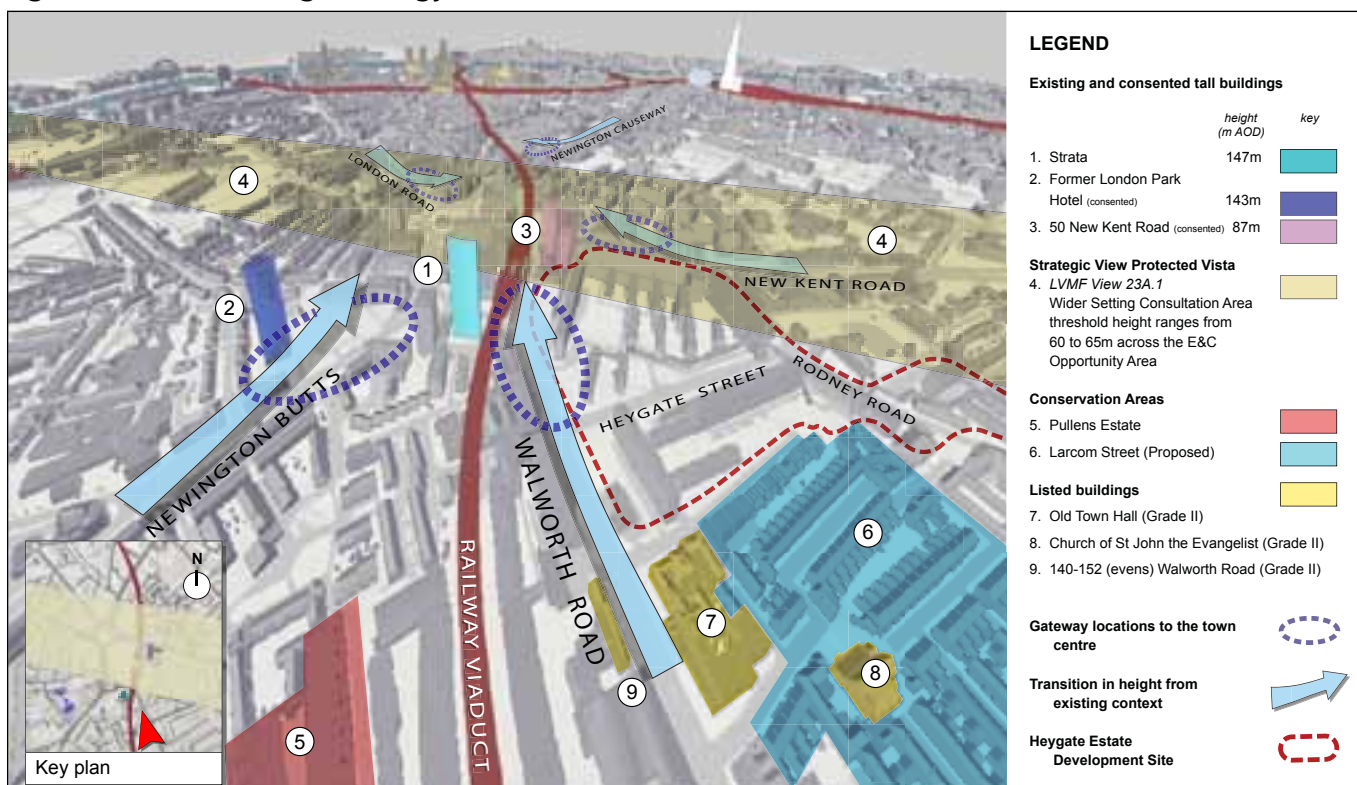
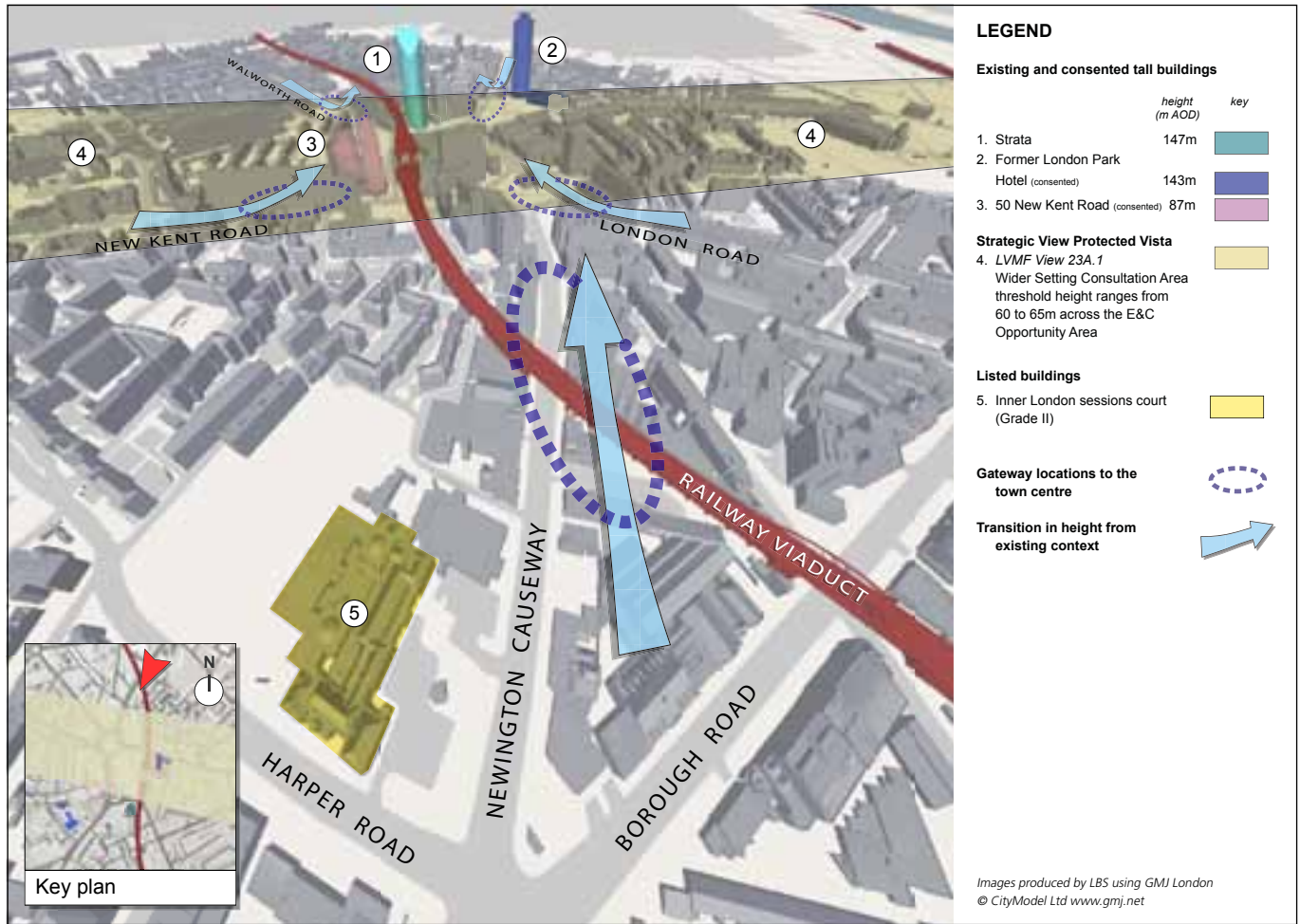


Figure 15: Tall buildings strategy (view from north)



**We are doing this because**

4.5.15 The London Plan indicates that tall buildings may be appropriate in the Central Activities Zone and opportunity areas. This is also recognised in policy 12 of the Core Strategy which sets out that tall buildings could be accommodated in the Elephant and Castle opportunity area.

4.5.16 To inform the policy, we carried out a characterisation appraisal of the opportunity area. There are a number of tall buildings in the opportunity area. The tallest is Strata at 147m. Others include Draper House (75m), Metro Central Heights (55m), Hannibal House (54m), London College of Communication (51m), the Salvation Army building (43m), Keyworth 2 (37m), the Heygate Estate (35m) and Perronet House (30m). There are locations where additional tall buildings will be appropriate. Planning consent has been granted for buildings of 87m on 50 New Kent Road and 143m on the former London Park Hotel. However, the existing character of parts of the west, south and east of the wider opportunity area comprises low scale residential development, conservation areas or open spaces. These areas cannot accommodate significantly taller development.

- 4.5.17 In order to determine where we would consider tall buildings could be appropriate, sensitive or inappropriate we have also carried out a tall buildings study in accordance with guidance in Planning Policy statement 5 and CABE and English Heritage guidance and tested a number of options, including an option based around maintaining existing heights.
- 4.5.18 Our testing took into account the London View Management Framework 2010 which is a key constraint in the area. In 2009, the Mayor designated a new strategic view of the Palace of Westminster World Heritage Site from the Serpentine Bridge in Historic Registered Hyde Park (see Figure 13). The Elephant and Castle shopping centre is located in the background of this view. We tested the impacts of an option which located the tallest buildings on the shopping centre site. The testing of this option however suggested that tall buildings over 63m high on the shopping centre may detract from the view of the Palace of Westminster from the Serpentine Bridge. Very tall buildings in the opportunity area may also be visible in views of the Palace of Westminster from Parliament Square and proposals will also need to test impacts in that view.
- 4.5.19 Our testing indicated that tall buildings can be used to help reinforce the gateways into the centre and provide a focus in views along main roads. These gateways are shown on Figures 14 and 15. This will mean that the tallest elements of development will generally be in these gateway locations. Tall buildings will need to respond to the surrounding context. In the south of the opportunity area, moving south along Walworth Road the context changes quickly. Development on the Heygate estate, will need to manage the transition from very tall buildings to lower heights around the Old Town Hall and the proposed Larcom Street conservation area.
- 4.5.20 All proposals for tall buildings will need to comply with saved policy 3.20 of the Southwark Plan. SPD17 also sets out more detailed criteria which are consistent with the tests set out in policy 3.20 of the Southwark Plan.
- 4.5.21 Proposals for tall buildings should demonstrate that in accordance with Planning Policy Statement 5 they will conserve or enhance the significance of historic environment and heritage assets and their settings and wider historic environment particularly when located in the immediate context of these assets. Proposals should contribute positively to the skyline and should help reinforce the hierarchy of streets and spaces in the area. The width-to-height ratio of tall buildings which will have a significant impact on the skyline should be above approximately 1-4.
- 4.5.22 The setting of tall buildings is particularly important. Taller buildings should be used to signal more important spaces and the taller the building the greater the amount of activity which should take place around the base of the building. Floor-to-ceiling heights at ground level should be generously proportioned with doors and windows providing active frontages. A real advantage of building high is that it enables more public realm at ground level to be provided. To create an appropriate setting for tall buildings, the amount of public space at the base of the building should relate to its height, ensuring that the space around the base of tall buildings does not appear cramped or unwelcoming. The base of tall buildings should be permeable and they should not appear as extrusions from podiums.

4.5.23 As they will comprise “vertical communities”, communal facilities should be provided for residents, such as viewing platforms, winter gardens and flexible meeting spaces. Tall buildings should increase housing choice by providing a range of apartment types, including duplexes.

4.5.24 It is important that sufficient information is provided with planning applications to enable us to assess compliance with policy 3.20 and the criteria in SPD18. While detailed planning applications for tall buildings are preferred, as a minimum the information set out in SPD18 should be supplied.

## 4.6 Natural environment: Sustainable use of resources

### SPD 18: Open spaces

- > Our strategy is to provide open space as part of high quality green infrastructure (shown indicatively in Figure 16) for residents and visitors to enjoy. To do this we will:
  - Maintain and improve a network of open spaces that have a range of functions and continue to protect metropolitan open land (MOL), borough open land (BOL) and other open space (OOS) from inappropriate development.
  - Provide new open spaces, including a new public park and help ensure that borough-wide provision of public parks is at least 0.76 ha per 1000 people.
  - Maintain and improve the nature conservation value of open spaces.
  - Promote strategic green routes as set out in Figure 16.
  - Expect all development to improve the overall greenness of places, through measures such as living walls and green roofs; high quality landscaping should reinforce the character and distinctiveness of the surroundings.
  - Expect major residential developments to provide opportunities for food growing.
  - Expect new development to provide adequate play facilities for children and young people.
  - Expect development to retain and enhance trees and canopy cover wherever possible as part of the urban forest. Where trees are lost, they should be replaced by new trees on site. Replacement trees should result in a net improvement in canopy cover as measured by stem girth at the time of planting. If this is not possible, s106 planning obligations will be sought to improve tree planting elsewhere in the opportunity area. Valuation of trees will be calculated using the Capital Asset Value for Amenity Trees (CAVAT) methodology.
  - Require a tree survey to be submitted with all development proposals where trees are affected both on and adjacent to the site.
  - Use street trees to green streets and reinforce planting where trees are integral to the historic townscape. Streets should have at least 60% canopy cover. Where this is constrained by the presence of utilities or other services, it may be resolved through suitable street design such as build-outs or median strips.

### We are doing this because

- 4.6.1 There is currently 11 ha of open space in Elephant and Castle which equates to 0.7ha per 1,000 people. This is low in comparison with other areas of the borough. In preparing our Open Space Strategy, we carried out 750 telephone surveys across the borough. This was backed up by a number of workshops. The telephone surveys suggested that while local people think that the quality of parks and open spaces in the area is good, overall satisfaction with open spaces was lower at Elephant and Castle than in other parts of the borough, indicating that the range and quantity of open space is limited. The population density in the area is high and the proportion of housing units with no access to private open space is the second highest in the borough after Bankside and Borough. Both of these indicators suggest high demand for open space in the opportunity area.
- 4.6.2 Our strategy is to promote a range of measures including a network of green routes, use of living walls and green roofs and new public park provision to improve green infrastructure. The level of



Figure 16: The open space network



growth planned in the area will put pressure on open spaces. There is scope to create new green spaces on the Heygate development site, including a new park in its centre. Our strategy for the borough as a whole is to maintain provision of public parks at a level of at least 0.76ha per 1000 people over the next 15 years. The new park on the Heygate will help bring the opportunity area nearer to the borough-wide standard.

- 4.6.3 Our evidence suggests that the amount of natural green space in the area is the second lowest level of provision in the borough. We will seek to boost the amount of natural greenspace by around 2 ha. This does not necessarily have to involve providing new open space, but can take the form of improvements to existing spaces. In particular, there is scope to improve nature conservation at Nursery Row Park
- 4.6.4 Trees have many benefits which include softening the landscape, providing habitats for biodiversity, providing shading and reducing the urban heat island effect. Trees can also help wayfinding and are an integral part of the historic townscape in the larger streets, such as London Road, Borough Road, Blackfriars Road and New Kent Road. They should be used to reinforce and enhance the character of neighbourhoods. We will encourage development to retain and enhance trees and canopy cover where ever possible. Where trees are lost, they should be replaced by new trees. If this is not possible, developer contributions will be sought for the value of the tree using the Capital Asset Value for Amenity Trees (CAVAT) calculations.
- 4.6.5 Improving links to and between open spaces is particularly important as most people in the area get to open spaces on foot. There is also potential to improve green routes to other parts of the borough, including Bankside, Bermondsey and Aylesbury. We will build on the work and achievements of local groups to develop green links, including East Walworth Green Links. We will encourage opportunities that improve links from Elephant and Castle to Bankside Urban Forest.
- 4.6.6 Green routes, which are shown indicatively on Figure 16, can have a variety of different functions and characteristics depending on their size and location. These can include:
- Green routes which link one green space to another by extending the amount of green between the two. These can form pedestrian pathways and woodland edges. An example is Salisbury Row Park where the green link is the meandering path through the park that few cyclists use. These links can improve biodiversity by providing habitats an enabling wildlife to move between open spaces.
  - Quiet green routes which are lightly trafficked roads and streets used by cyclists with trees and other planting designed to slow car traffic and to improve and green the overall environment. Creating them can involve widening or building out pavements and planting more trees and other forms of greenery.
  - Greened main roads such as the New Kent Road, St George's Road and Borough Road are often already heavily planted with mature trees. In many cases this planting is part of the historic townscape which contributes significantly to their character and reinforces the perception of them as pleasant and attractive routes.

4.6.7 Existing green spaces, including amenity spaces on housing estates and green areas in the public highway provide an important resource and are valued by the local community. Our Open Space Strategy recognises the potential of these spaces. We will seek to improve the quality of green space to increase its value to local residents.

4.6.8 The Open Spaces Strategy will set out a range of actions for addressing deficiency, supporting growth and positively contributing to the open space network.

### **SPD 19 Energy, water and waste**

> Development will be required to meet the highest possible environmental standards, in line with our Core Strategy and the London Plan, including targets based on the Code for Sustainable Homes and BREEAM.

#### **Energy**

> Development will be expected to apply the energy hierarchy as set out in the London Plan: use less energy; supply energy efficiently; and use renewable sources of energy.

> In accordance with the London Plan, development proposals should evaluate the feasibility of connecting to existing heating and cooling networks and Combined Heat and Power (CHP) systems. Where a new CHP system is appropriate proposals should also assess the feasibility of extending the system beyond the site boundary to adjacent sites. Where practical and viable, developments will be required to connect to existing or future networks.

> All development should be future proofed and designed to be capable of connecting to a future CHP/communal heating network.

### **We are doing this because**

4.6.9 Development will be required to meet environmental standards set out in policy 13 of the Core Strategy.

#### **Energy**

4.6.10 Consistent with Core Strategy policy 13, development must meet high environmental standards helping to reduce the impact of development on climate change. This includes ensuring that developments cut CO<sub>2</sub> emissions by at least 44% beyond the requirements of the Building Regulations (2006). This will rise in future years as the government has announced that development should be zero carbon by 2016. Southwark's sustainable design and construction SPD provides further guidance on compliance with the energy hierarchy.

4.6.11 Proposals will be expected to explore opportunities to connect to existing heating and cooling networks and Combined Heat and Power (CHP) systems or set up new systems where appropriate. The Heygate development site, the shopping centre site, 50 New Kent Road, Strata, the leisure centre site, Stead Street and the London Park Hotel have capacity to provide a significant number



of dwellings and non-residential floorspace, including a new leisure centre. These sites are in close proximity and are likely to have a significant energy demand. Through energy assessments, proposals for development on these sites will be expected to explore feasibility of setting up a district combined heat and power (CHP)/ combined cooling heat and power (CCHP) system. We will use planning obligations to ensure that development on sites connect to the network.

- 4.6.12 In accordance with our sustainable design and construction SPD, where a development will be completed prior to the completion of the district CHP/CCHP system, an efficient gas or bio-fuel boiler system should be used temporarily. The development should be designed so that it can quickly switch to the public CHP or CCHP system once it is completed.

#### **Water**

- 4.6.13 In line with Core Strategy policy 13, we will require development to reduce water use and use water as efficiently as possible. To achieve Code for Sustainable Homes level 4, residential developments should reduce potable water consumption below 105L per person per day. Highly efficient water saving fixtures, fittings and appliances should be used and development should connect to a local water supply or borehole where this is available.
- 4.6.14 Elephant and Castle is within a flood risk zone and therefore development will need to be made safe from flooding through the site layout and the design of buildings. New development will be required to incorporate drainage measures to help reduce and slow the amount of run-off leaving a site. Development will need to manage surface water on-site or as close to the site as possible, using sustainable urban drainage (SUDs) techniques. Where possible, greenfield run-off rates should be achieved on site.
- 4.6.15 Southwark Council is the Lead Local Flood Authority (LLFA) under the Flood and Water Management Act 2010. We have developed a Surface Water Management Plan (SWMP) and are currently working through the plan to help reduce the risks to our residents, businesses and the environment. We are also developing a Local Flood Risk Strategy (LFRS) which we will be consulting on in the near future.

#### **Waste**

- 4.6.16 Strategic policy 13 also set out our approach to managing waste in the borough. We will increase recycling and composting and minimise waste and reduce landfill by making more use of waste as a resource. We will require development to ensure adequate provision of recycling, composting and residual waste disposal, collection and storage facilities. Our sustainable design and construction SPD provides further guidance on waste storage.

## 4.7 Planning contributions and the community infrastructure levy (CIL)

### SPD 20: S106 Planning obligations and the community infrastructure levy (CIL)

We will use s106 planning obligations to ensure the delivery of key infrastructure and to mitigate the impact of development. We will pool contributions towards large items of infrastructure, including improvements to strategic transport infrastructure, the public realm, open spaces, sport, leisure, school places and community facilities.

We will use the standard charges in our s106 planning obligations SPD to negotiate s106 contributions. Where appropriate, contributions may be replaced by provision of facilities or infrastructure "in kind".

The s106 SPD standard charge for strategic transport contributions is replaced by the following strategic transport tariff:

- Residential (Class C3): £104 per square metre (sqm)
- Student housing: £65 per sqm
- Hotels (Class C1): £145 per sqm
- Office (Class B1): £0
- Retail (Classes A1-A5): £12 per sqm
- Affordable retail space as defined in this SPD: £0
- Development used wholly or mainly for the provision of any medical or health services except the use of premises attached to the residence of the consultant or practitioner: £0
- Development used wholly or mainly for the provision of education as a school or college under the Education Acts or as an institution of higher education: £0
- Developments owned and used by charities as defined in the 2010 CIL regulations: £0
- Local authority leisure facilities and libraries: £0
- Other floorspace: £12 per sqm

S106 contributions will be sought for all developments in the opportunity area which provide either at least 100sqm of additional floorspace or one or more additional dwelling unit. Strategic transport improvements (see appendix 4) will be our priority in negotiating planning obligations.

In the case of the strategic transport tariff, the amount to be charged will be indexed to inflation, construction costs and sales values and will be updated annually.

In addition to the above tariffs, developments will be expected to pay the Mayor's Crossrail CIL.

In 2013, planning obligations for planned physical infrastructure will be replaced by a community infrastructure levy. When the Southwark CIL is adopted, s106 planning obligations will only be sought for site specific mitigation measures.

### **We are doing this because**

- 4.7.1 Infrastructure in the opportunity area will need to be improved in order to accommodate the amount of development which is proposed in the area. In particular, there will be a need to invest in provision of new school places, open space, leisure and sports facilities, the public realm the public transport.
- 4.7.2 We will secure funding to help secure infrastructure improvements through s106 planning obligations. Our current s106 Planning Obligations supplementary planning document provides a set of standard charges which we make on new developments. It includes charges for school places, health facilities, employment support and training, strategic transport infrastructure, open spaces, play facilities, sports facilities and public realm. With one exception which relates to strategic transport contributions, we will apply these policies to developments in the opportunity area. There may be instances where rather than pay Southwark a contribution, the developer carries out the work as part of the development. Any such contribution provided "in kind" should be of at least the same value as the standard charge.
- 4.7.3 TfL's analysis demonstrates that it will be necessary to carry out improvements to strategic transport infrastructure in order to accommodate the anticipated level of growth in the opportunity area. These improvements are:
- Works to the northern roundabout which replace subways with surface-level crossings, improve pedestrian and cycle linkages, upgrade the public realm and integrate improvements with work already carried out at the southern junction. TfL estimates that this work will cost approximately £10m.
  - Improvements to the northern line station comprising enlargement of the ticket hall, increased vertical capacity between the ticket hall and platforms and improved integration with the shopping centre. It has been agreed with TfL that the preferred solution is to provide escalators, TfL estimates that escalator access would cost approximately £139m (further detail on these strategic transport improvements is provided in appendix 4). Adequate mitigation for the growth currently anticipated would be provided by the provision of three additional lifts. TfL estimates that this work would cost approximately £96m. However, escalators have a longer lifespan than lifts and provide greater operational and capacity resilience.
- 4.7.4 The strategic transport tariff we are applying through this SPD will help fund these improvements. It will be calculated using the gross internal area (GIA) of the development and will apply only to the net additional floorspace i.e. the total proposed floorspace for each chargeable use identified in SPD20 minus the total floorspace in use for each chargeable use in existing buildings to be retained or redeveloped on the application site in question.

- 4.7.5 The tariff levels we have set out have been informed by a viability study of sites in the opportunity area. The conclusions of these appraisals was that development in the area should generally be able to provide 35% affordable housing and support the following s106 planning obligations (and in the future, CIL) charges:
- Residential, student housing and hotel development: £175 per square metre
  - Retail and leisure development: £100 per square metre
- 4.7.6 These rates are significantly more than Southwark currently negotiates through s106. Using the standard charges in our s106 Planning Obligations SPD, we currently negotiate around £71 per square metre for residential space, £110 per square metre for student housing, £30 per square metre for hotel space and £100 per square metre for office and retail space. The approach we set out in this policy is to allocate the uplift in funding generated to strategic transport improvements. For example in the case of residential space we will negotiate £104 per square metre for strategic transport which represents the uplift between the current level of £71 per square metre and the maximum viable level of £175 per square metre. In the case of retail space given that we currently charge around £100 per square metre, we will charge £12 per square metre for strategic transport which is the approximate level of the current charge in the s106 Planning Obligations SPD. Our testing suggested that office floorspace at Elephant and Castle is not viable in current market conditions and consequently we will not require office space to contribute towards strategic transport improvements.
- 4.7.7 Where developers consider these requirements to be unviable, we will require an open book financial appraisal, in line with our existing practice. Given the need for these improvements and their costs, we will prioritise strategic transport improvements in negotiating s106 planning obligations.
- 4.7.8 Using the tariff levels set out above, we estimate that around £48m may be generated for strategic transport improvements over 20 years. We will work with TfL, developers and other stakeholders to identify opportunities to reduce the funding gap. This will include updating the strategic transport tariff every year in line with inflation, construction costs and sales values. Over the course of the next 20 years, we expect growth in sales values to outstrip the rise in construction costs. We also expect the effects of regeneration, including improved public realm, open spaces and transport capacity to increase values in the area. If this happens, it will increase the amount which can be collected and reduce the funding gap. A 30% increase in land values and 15% increase in construction costs over a 20 year period would increase the amount which could be raised for strategic transport infrastructure to around £58m in outturn prices.
- 4.7.9 We have started preparing a community infrastructure levy and expect to bring the CIL into effect in 2013. Once the CIL is in effect, we will only seek s106 planning obligations to mitigate very site specific impacts of development. Key infrastructure will be funded by CIL. In accordance with our Local Development Scheme we will consult on a draft preliminary charging schedule in 2012 and update our evidence base, including evidence on viability to ensure that our proposals are robust, can deliver the amount of affordable housing required by our policies and ensure that development is viable and can take place.

**Fact Box: Planning obligations**

These are agreements made between a developer and the council to help mitigate the harm caused by a development. Planning obligations can be in the form of money provided to the council to fund things like open space improvements and community facilities, or a requirement for something to be provided in a scheme such as affordable housing or business space, an exhibition space, or streetscape improvements.

By law, obligations must be related to mitigating the impacts that the development will have. The law that allows planning obligations to be made is Section 106 of the Town and Country Planning Act, which is why they are sometimes called “section 106 agreements”

**Community Infrastructure Levy**

The Community Infrastructure Levy (CIL) will be a new charge on development which local planning authorities can choose to set and which is designed to help fund needed infrastructure identified in their plans.

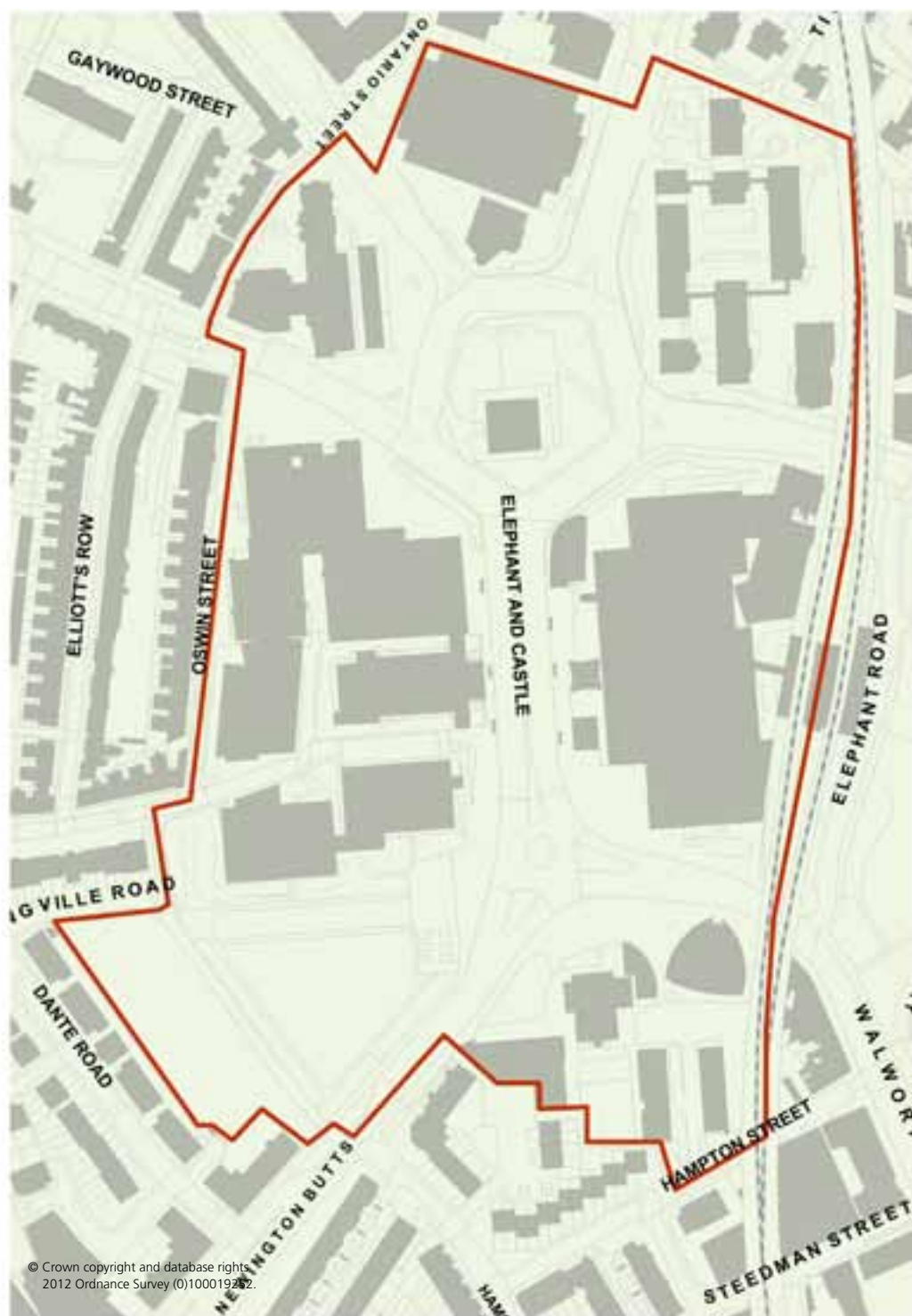
It will be paid primarily by owners or developers of land which is developed. CIL should be used to fund the infrastructure needs of development. Development can be unlocked and made sustainable by the provision of very different types of infrastructure, such as transport, schools and health centres, flood defences, energy, telecoms and utilities, play areas, parks and other green spaces, many of which are already funded in part by the existing system of developer contributions.

The Mayor is proposing a CIL to help fund Crossrail. If the Mayor’s CIL is confirmed, development in the opportunity area will need to pay a charge of £35 per sqm.

# Section 5 Character Areas

## 5.1 Central area

Figure 17: The central character area



© Crown copyright and database right  
2012 Ordnance Survey (0100019242)

## Character

- 5.1.1 This area comprises the heart of the Elephant and Castle opportunity area. As is noted in section 2.1 above, the Elephant and Castle sits at the junction of a number of key routes into London. It was replanned in the 1950s and 60s according to principles that were fashionable at the time. Many of these principles however are now dated and have not stood the test of time well. In particular, the road layout and subway system has created an environment which is hostile to pedestrians and cyclists. Public spaces are disconnected and dominated by roads. The lack of ground level active frontages in buildings such as Perronet House and the London College of Communication also contribute to poor quality public realm in which there is little incentive to linger. The only opportunity for some relief from the urban environment is St Mary's Churchyard which is a high quality open space which has recently been re-landscaped.
- 5.1.2 Many of the buildings in the central area, including the shopping centre, London College of Communication, Metro Central Heights, and Perronet House have large footprints which also contribute to poor connectivity for pedestrians and cyclists. As well as being a visual barrier, the railway viaduct and footprint of the shopping centre separate the central area from residential areas to the east.
- 5.1.3 There are some good quality buildings, such as Metro Central Heights, the Bakerloo line station and the Metropolitan Tabernacle which is Grade II listed, but the design of other buildings such as the shopping centre is tired and uninspiring.
- 5.1.4 The central area has a mix of uses, including shopping, offices in Hannibal House, the leisure centre, the Coronet Theatre, educational use in the London College of Communication and faith premises in the Metropolitan Tabernacle.

## Opportunities

- 5.1.5 There are a number of opportunities in the central area which have potential to transform its character. St Modwen, the owner of the shopping centre, is preparing a scheme to remodel the shopping centre. Development provides the opportunity of improving its appeal as a shopping destination to a wide catchment, providing a new civic public space at the front of the shopping centre, creating new pedestrian links through the site and through the adjacent viaduct. In conjunction with this, we are working with TfL, to improve the quality of the public realm around the junction and pedestrian linkages. The first phase of this work, the removal of the southern roundabout, is now complete. Public transport improvements will be needed to support growth. These improvements will include better links between buses, tube and rail, as well improvements to the Northern Line station ticket hall and access to the platforms to increase capacity. Bus-on-bus congestion occurs at a number of bus stops, and in places the number of passengers waiting for buses makes it difficult to walk along the footway.

5.1.6 We can use development opportunities and the transformation of the public realm to help give the area a new identity and create a place at the heart of the Elephant and Castle that feels pleasant and comfortable to be in. Part of this identity could be formed by developing new tall buildings. Potential sites for tall buildings include the shopping centre and leisure centre sites. Such buildings would need to be of the highest architectural quality and could help raise Elephant and Castle's profile as a focus for regeneration and its status as a central London town centre.

## Strategy

5.1.7 Our strategy for the central area is to:

- Use development opportunities to redevelop or remodel the shopping centre and expand its appeal to a larger catchment.
- Provide a range of unit sizes and affordable retail units which are made available to existing occupiers displaced by development from across the opportunity area.
- Provide a range of arts, cultural, leisure and entertainment uses, including food and drink uses which make a positive contribution to the evening economy.
- Support the growth of the London College of Communication.
- Strengthen links between the shopping centre and Walworth Road ensuring that it becomes a key shopping axis.
- Require developments to be mixed use and introduce active uses at ground level wherever possible.
- Ensure that development opportunities provide opportunities for existing and future SME businesses.
- Transform leisure opportunities by building a new leisure centre.
- Make significant improvements to the interchange between buses, tube and rail and increase capacity in the Northern Line station.
- Replace subways with surface level crossings.
- Improve east-west pedestrian connections by providing direct links through the shopping centre site and railway viaduct.
- Take opportunities to activate and soften key public spaces around the central area and provide a new civic space at the front of the shopping centre.
- Ensure all development and public realm enhancements are of the highest quality to provide a positive perception of the area.
- Use tall buildings to signal the regeneration of the area, help define gateways into the central area and create an interesting skyline. Potential sites for tall buildings include the shopping centre and leisure centre sites. However, they must not detract from heritage assets, including the view of the Palace of Westminster from the Serpentine Bridge.
- Provide the potential to link key sites, including the shopping centre and leisure centre, within a district CHP/communal heating network.



## Guidance

### SPD 21: Land uses

- > All development should provide active ground floor uses.
- > A redevelopment/remodelling of the shopping centre will be supported. Proposals for the shopping centre site should:
  - Support the objective of consolidating the Elephant and Castle as a major town centre.
  - Improve the retail offer by providing a range of types of retail, including comparison goods floorspace.
  - Provide a range of unit sizes and affordable retail units which are made available to existing occupiers displaced by development.
  - Increase the number of employment opportunities on the site and ensure that there is no net loss of non-residential floorspace.
  - Provide a range of arts, cultural, leisure and entertainment uses, including food and drink uses which make a positive contribution to the evening economy.
  - Introduce residential use as part of mixed-use development where feasible.
  - Provide space for an increase in the capacity of the Northern Line ticket hall.
- > Elsewhere in the central area:
  - A replacement leisure centre should be provided.
  - A range of new town centre uses, residential use and education use will be supported.

### We are doing this because

- 5.1.8 As well as providing additional retail space, active uses help enliven the public realm. Development should use opportunities to provide active frontages where possible. The shopping centre provides a significant opportunity to improve the retail offer in the area. Any redevelopment or remodelling of the shopping centre will be expected to demonstrate that it is increasing the appeal of the centre for Southwark's residents and will reduce the amount of expenditure generated in Southwark which currently leaks to centres outside the borough. It can also provide an opportunity to introduce residential use to bring more activity to the site at different times of day and help make development viable.
- 5.1.9 A range of town centre uses will be appropriate at Elephant and Castle. These include hotels as well as arts, cultural and entertainment facilities. Existing arts, cultural and entertainment facilities include the bingo hall and bowling alley in the shopping centre, as well as the Coronet theatre. Arts, cultural and entertainment facilities help boost the evening economy and provide a valuable resource for Southwark's residents.

5.1.10 However, the town centre is not well used in the evenings and night-time. Enhancing the evening and night-time economy can be a tool for positive regeneration. Proposals should improve the evening economy and we will assess this using the criteria in SPD 7.

## **SPD 22: Transport and movement**

> Development should help facilitate the following improvements:

- Provision of strong east-west routes for pedestrians and cyclists through the shopping centre and railway viaduct.
- A north-south route to the shopping centre which provides a strong link to the northern end of Walworth Road.
- Removal of subways and creation of new pedestrian/cyclist crossings on key desire lines.
- Improvements to the Northern Line ticket hall and capacity between there and platforms.
- Addressing bus-on-bus congestion at stops, and providing sufficient footway space for waiting bus passengers.
- Explore the opportunity to create a bus-only street in London Road and reverting St George's Road to two-way operation.

### **We are doing this because**

5.1.11 The current environment is hostile to pedestrians and the shopping centre and railway create a barrier which makes east-west movement difficult. Our objective is to reduce this barrier and to make the central area more accessible from the Heygate development site and 50 New Kent Road site to the east. This area will provide a new market square as well as shops, office and leisure space, cafes and restaurants. Providing strong links through the railway viaduct and shopping centre is critical to drawing pedestrian movement east of the viaduct and enabling commercial development on the Heygate and 50 New Kent Road development sites to flourish.

5.1.12 The central character area provides the hub for transport serving the whole opportunity area, and so improvements here are important to support development throughout the opportunity area. Some of these improvements rely on changes that can only be delivered through changes to existing buildings, for example the proposed pedestrian route through the shopping centre towards the Heygate estate and the improvements to the Northern line ticket hall and access to it.

## SPD 23: Built environment

### Public realm

- > Development should contribute towards improving the quality of the public realm in the central area and reduce the amount of “left-over” space, particularly on the shopping centre site and the leisure centre site.
- > Development on the shopping centre site should improve the interface between the shopping centre and surrounding public realm, reducing the impact of the moat as a barrier to movement and addressing differences in levels between street and the shopping centre. There is an opportunity to provide a new civic space at the front of the shopping centre, providing a focal point within the central area.
- > Development on the leisure centre site will be expected to address the approach from the shopping centre and the transport interchanges as well as St Mary’s churchyard, providing active uses at ground level.

### Built form

- > Development on the shopping centre should maximise opportunities to redevelop or remodel the existing buildings.
- > Development should be easy to move around for pedestrians and cyclists.
- > The massing of buildings with large footprints should be broken down by sub-division of elevations and well articulated and active frontages.
- > Improve access and connections to the important transport interchanges including the railway and underground stations.
- > Conserve or enhance the significance of heritage assets and their settings including the Tabernacle and the Faraday Memorial.
- > Consider the settings of immediately adjacent heritage assets including the West Square Conservation Area and the proposed new Elliotts Row Conservation Area.

## Building heights

> All proposals for tall buildings should:

- Use the tallest elements of development to help define the gateways into the central area shown on Figures 14 and 15.
- Ensure that cumulatively, the skyline and geometry of tall buildings are well articulated in views inside and outside the opportunity area. While tall buildings may be appropriate on locations inside the strategic viewing corridor, including on the shopping centre site, they must demonstrate that the proposal conserves the outstanding universal value (OUV), integrity and authenticity of World Heritage sites and their settings.
- Demonstrate that the proposal conserves or enhances the significance of heritage assets and their settings including:
  - Borough High Street, West Square, Pullens estate, Walcott Square (in LB Lambeth) and Trinity Square conservation areas.
  - The potential Elliott's Row conservation area.
  - The setting of Southwark Cathedral when viewed from London Bridge.
  - Kennington Park which is a historic registered park.
  - Grade II listed Metropolitan Tabernacle.
  - Grade II listed Michael Faraday memorial.
  - The setting of Grade II listed St Thomas Hospital in views from Victoria Gardens.

## We are doing this because

5.1.13 The area is characterised by buildings including the shopping centre, London College of Communication, Metro Central Heights, and Perronet House which have large footprints which also contribute to poor connectivity for pedestrians and cyclists. Development should provide better routes through the area and break up the massing of large buildings, particularly by providing active frontages and uses at street level.

5.1.14 The space around the shopping centre and leisure centre can be used much more efficiently. There is also the potential to create a space at the front of a remodelled or redeveloped shopping centre, an area which is currently very congested. This could provide a focal point at the main entrance to the centre, much more space for public transport users, a link which helps draw people from east-to-west through the area and an attractive and spacious setting for the listed Tabernacle on the opposite side of the road.

5.1.15 Our testing has suggested that a cluster of tall buildings will be appropriate in the character area and they can be used to help reinforce the gateways into the area. However, tall buildings may be visible from the conservation areas of West Square, Walcott Square (in LB Lambeth), Pullens estate

Figure 18: Heritage assets in the central character area

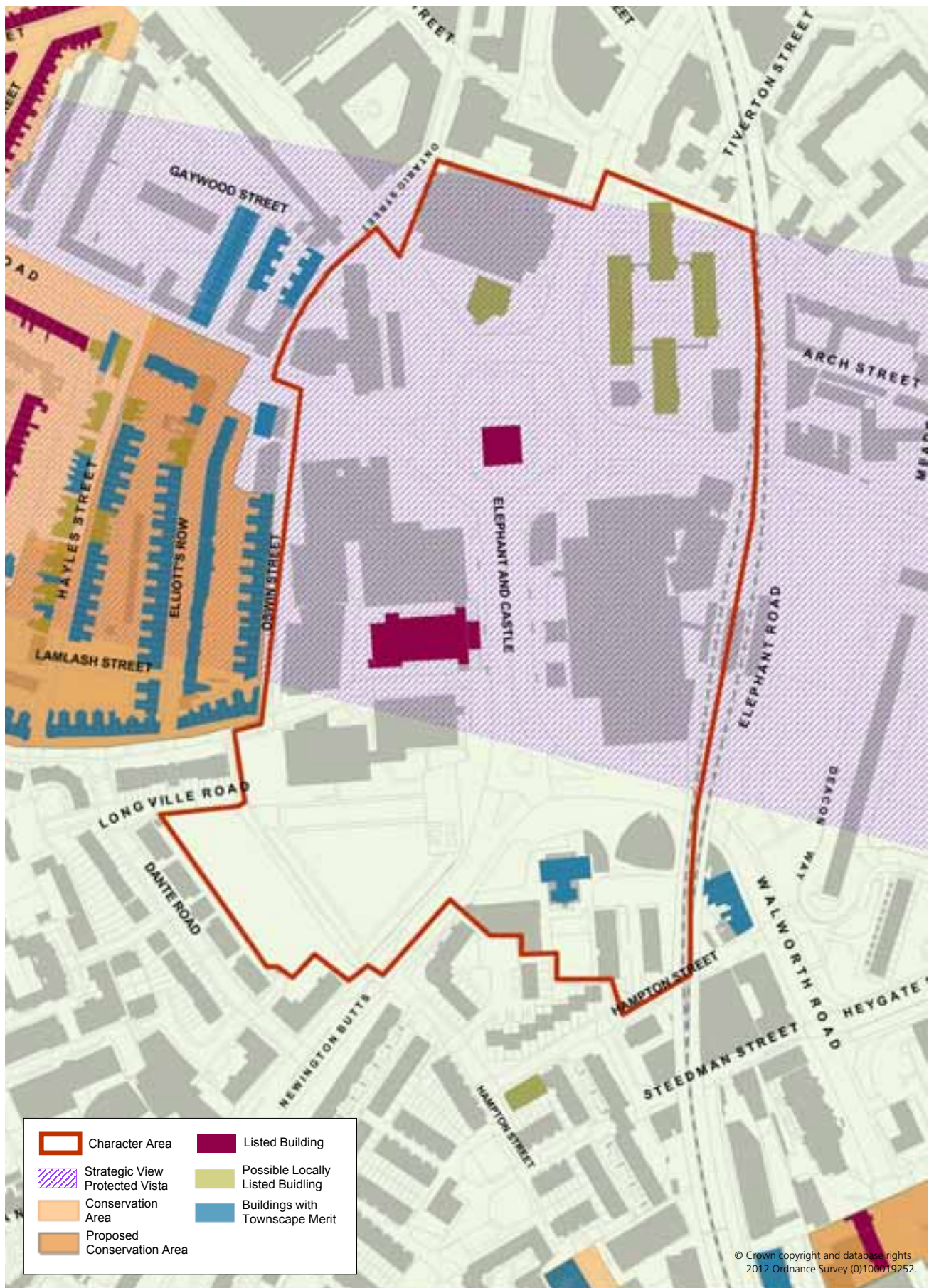
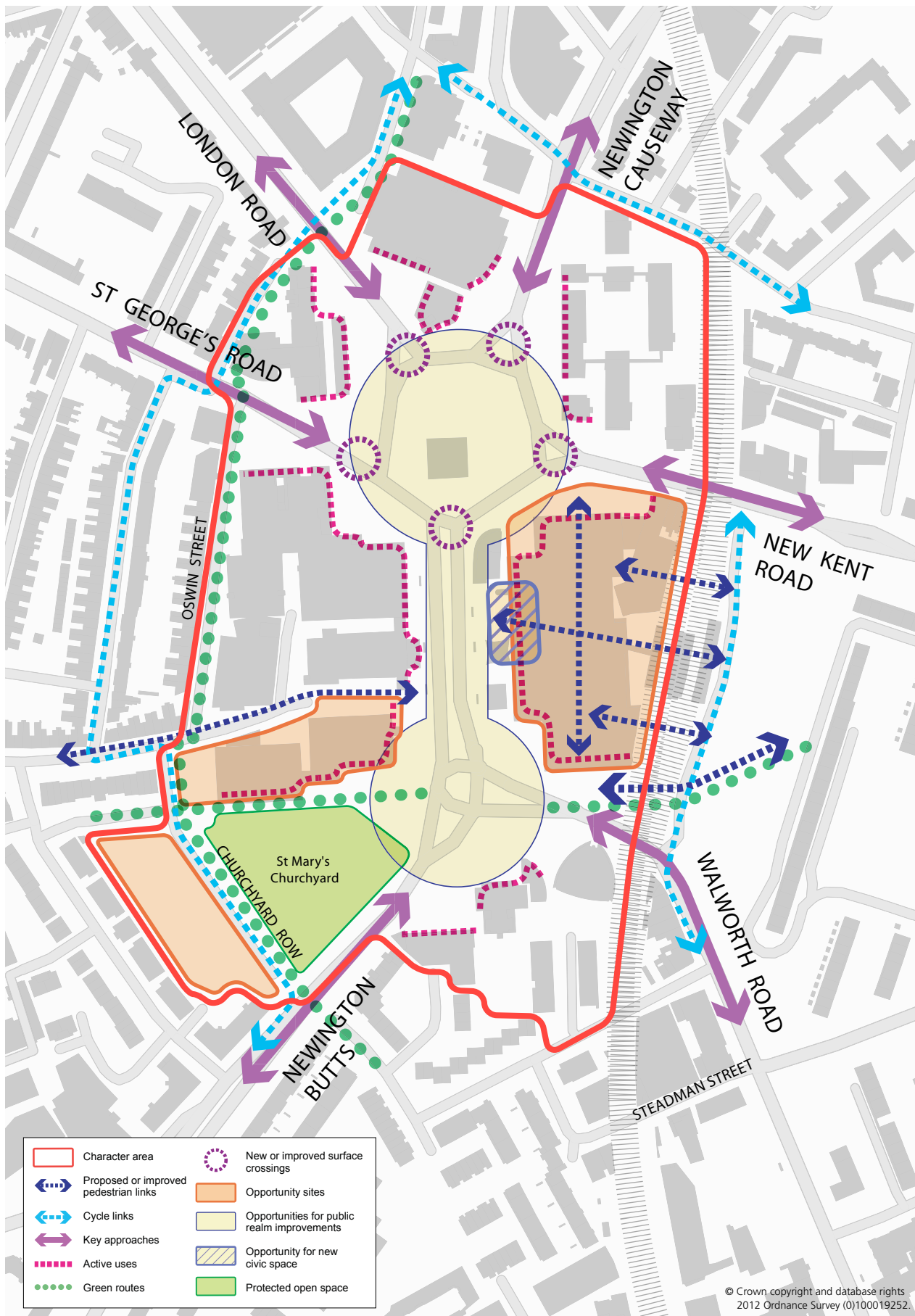


Figure 19: Indicative proposals for the central character area



and Trinity Square, as well as the proposed Elliott's Row conservation area. Visual impact assessments submitted with applications for tall buildings will need to consider any impacts on these conservation areas to ensure that their settings are conserved or enhanced. Our testing also suggested that the setting of Grade II listed St Thomas' Hospital may also be sensitive to development at Elephant and Castle in views from Victoria Gardens.

#### **SPD 24: Natural environment**

- > Development should facilitate improved links between St Mary's churchyard and the proposed town park on the Heygate development site, as shown in Figure 19.

#### **We are doing this because**

5.1.16 St Mary's Churchyard is the only open space in the character area and there are no opportunities to provide new open spaces. St Mary's churchyard was relandscaped in 2007 and future improvements should focus on providing better links between the churchyard and the proposed town park on the Heygate development site. Tree planting as well as provision of green walls and roofs can help further soften and green the landscape in the central area.

## **5.2 Heygate Street**

### **Character**

- 5.2.1 The majority of the character area is occupied by the Heygate estate which accommodates 1,212 dwellings in blocks between 3 and 12 storeys in height. There are some non-residential facilities, including shops and the Crossways Church. Mature planting in the communal amenity areas and on grass verges now contributes significantly to the character of the estate amenity areas and verges.
- 5.2.2 The design and layout of the Heygate estate have created an environment which is difficult to move around. Other than Rodney Road and Heygate Street, the development of the estate eradicated the pre-existing road layout and in many instances replaced it with high level walk-ways which are difficult to navigate for the mobility impaired and those unfamiliar with the estate and can feel unsafe. This is compounded by the lack of active frontages at ground floor level in the perimeter blocks which are largely occupied by garages.
- 5.2.3 The eastern edge of the character area comprises a small pocket of commercial and community uses. Some heritage assets remain in this area, including 6 Victory Place which is grade II listed, Victory Primary School, and the Crown and Anchor pub. The 19th Century buildings adjacent to the pub, including terraces set back from the road, are considered buildings of townscape merit. This cluster of buildings contributes to a higher quality townscape in contrast to the remainder of the character area.

Figure 20: The Heygate Street character area



## Opportunities

5.2.4 The Heygate estate is now mostly clear and ready for demolition. There is the opportunity to regenerate the area with a mixed use development. Key to the success of this project will be creating new north-south routes through the area, as well as providing much better links through to the shopping centre. 50 New Kent Road, a mixed use development which provides a new market square is currently under construction. In the eastern part of the character area there are opportunities to provide mixed use developments on commercial sites such as Surdaw House which fronts on to New Kent Road.



## Strategy

5.2.5 Our strategy for the Heygate Street character area is to:

- Use the redevelopment opportunity of the Heygate development site to create a vibrant new quarter at the heart of the Elephant and Castle.
- Provide around 3000 new homes in the character area including approximately 2,500 homes through a phased development on the Heygate development site.
- Provide a range of retail opportunities including large format stores on Walworth Road and New Kent Road frontages and smaller affordable units on secondary routes, contributing to the objective of increasing the appeal of the Elephant and Castle and consolidating it as a major town centre.
- Provide a mix of business, leisure and community uses on the Heygate development site, contributing to creating a vibrant town centre.
- Ensure that development contributes to an improvement in public transport services.
- Provide strong links between the shopping centre and the Heygate site through opening arches in the railway viaduct.
- Introduce a choice of north-south and east-west routes through the Heygate site.
- Provide a market square and new public park in the heart of the Heygate site.
- Maximise the number of trees on the Heygate development site which can be retained.
- Promote built form of the highest quality on the Heygate estate and 50 New Kent Road development sites which contributes to creating a rich and diverse new neighbourhood and a sense of place.
- Enable interim uses of the Heygate development site which reduce blight while the redevelopment takes place, improve security and provide a resource for the local community.
- Provide a tall building at the northern end of Walworth Road which together with Strata helps define a gateway into the central area. Buildings on the Heygate estate and 50 New Kent Road development sites should help consolidate a cluster of tall buildings which takes advantage of excellent public transport services, contributes towards creating a neighbourhood of character and which manages the transition from the tallest point of the cluster down to lower scale development in the Brandon Street and Walworth Road character areas. The cluster of tall buildings must not harm heritage assets.
- Provide a district CHP/communal heating system for the Heygate development site which has the potential to link to the shopping centre, and leisure centre and other external buildings where viable.

## Guidance

### SPD 25: Land uses

- > Development on the Heygate development site and 50 New Kent Road should:
  - Provide mix of residential and town centre uses, including offices (B class use) and D class use (assembly, leisure and non-residential institutions). The amount of town centre uses and their distribution should contribute to the objective of consolidating the Elephant and Castle as a major town centre and increasing its appeal to a wider catchment.
  - Provide a strategy for provision of retail space which:
    - Provides a mix of retail types including new comparison goods floorspace, which complements retail uses elsewhere in the town centre and improves choice.
    - Ensures that the distribution and phasing of retail space is coherent and deliverable.
    - Provides a range of unit sizes and affordable retail units.
    - Provides food and drink uses (A1-A5) which complement other evening uses and broaden the centre's appeal to a wide range of people.
    - Contributes to the creation of distinct character areas.
    - Reinforces the function of Walworth Road as a shopping high street.
    - Activates New Kent Road as a key route into the town centre.
    - Provides a secondary retail street parallel to Walworth Road.
    - Activates the edges of the market square and the town park.
- > A retail impact assessment will be required for development in excess of 1,000sqm.
- > Through a sustainability appraisal and environmental impact assessment, any additional need for community facilities generated by redevelopment of the Heygate estate should be assessed and appropriate provision made. Development should build in flexibility to enable the incorporation of community facilities, if a need and users are identified.
- > Any student accommodation or serviced apartments proposed should be provided as part of mix which includes general needs housing (Class C3 use).
- > Interim use of development sites will be encouraged provided that proposals have an effective management plan and a plan to demonstrate that such uses will be safe and secure.
- > The railway arches can be used for a range of A, D and B class uses.
- > Elsewhere in the character area:
  - Development should retain business space as part of mixed use development unless replaced by a suitable town centre use.
  - Additional residential use will be supported.

**We are doing this because**

- 5.2.6 There is a huge opportunity to integrate the Heygate development site and 50 New Kent Road site into the town centre. Our vision is to consolidate Elephant and Castle and Walworth Road into a major town centre and increase its appeal to a wider catchment. Provision of a mix of uses including town centre uses and residential use on these two sites is critical to helping achieve this vision.
- 5.2.7 New retail space should be provided as part of a coherent strategy to ensure that it contributes to improving choice in the town centre and to make sure that it can be delivered successfully. New comparison space should be provided to help reduce spending leakage to centres outside the borough. However, provision of all retail space, including comparison goods space should complement retail provision elsewhere in the centre to maximise choice.
- 5.2.8 Retail use should help define the character of new neighbourhoods. Walworth Road has a high street character. However there is currently a gap in the frontage between the Old Town Hall and the railway viaduct. Redevelopment of the Heygate estate provides an opportunity to reinstate retail uses in this stretch of frontage. Such space should reflect the importance of this location in the town centre. Larger format stores would be appropriate, with generous floor-to-ceiling heights to give a retail use an appropriate presence in the streetscene. A retail impact assessment submitted with planning applications would be expected to address any identified impacts on existing shops at Elephant and Castle and in neighbouring centres such as Camberwell and Peckham.
- 5.2.9 In accordance with the overarching retail strategy for the area, active frontages should be provided on New Kent Road as it comprises an important entry point into the town centre. There is an opportunity to create a secondary retail frontage in a street parallel to Walworth Road. This street should benefit from high levels of footfall south from the market square and would be a suitable location for small sized units and affordable retail provision.
- 5.2.10 The market square will become a key location in the town centre. To help generate activity around the square and make it lively at different times of day, it should be fronted by retail uses. The open space will comprise a quieter location in the centre. The western side of the space would make an appropriate location for some cafe or restaurant use which would benefit from the adjacent open space.
- 5.2.11 A range of leisure and entertainment uses (D2 class uses), such as a cinema and gym/fitness facilities, will be appropriate. The consented 50 New Kent Road scheme includes a new cinema. Food and drink uses can make an important contribution to boosting the appeal of the centre and generating a vibrant evening economy. The two sites have excellent accessibility to public transport and new hotel bed spaces will be appropriate. Developments will need to ensure that any impacts of the facilities, for example traffic and noise impacts are fully addressed and mitigated.

5.2.12 A range of non-residential uses will be appropriate in the railway arches. These provide a key edge to the market square and Heygate development site and an important gateway to the railway station and shopping centre.

5.2.13 In accordance with the Core Strategy and saved Southwark Plan policy 39P, new business space should be provided to help meet demand for office floorspace outside the SE1 area.

5.2.14 Non-residential uses (D1 use class), such as education, day nurseries and health facilities will also be appropriate. Flexibility should be incorporated into proposals to enable such space to be provided, should the need arise.

### **SPD 26: Transport and movement**

- > The comprehensive redevelopment of the Heygate estate and 50 New Kent Road offers an opportunity to demonstrate the highest standards of street design to encourage walking and cycling in an environment where motor vehicles are still permitted. Development on these sites should:
  - Provide a layout which is easy for pedestrians and cyclists to move around, establishing north-south routes which connect with Meadow Row, Harper Road and Falmouth Road on the north side of New Kent Road and Brandon Street and Walworth Road to the south, as well as east-west routes which link Walworth Road with Rodney Road and Rodney Place (Figure 22). The positioning of crossings of New Kent Road on pedestrian and cyclist desire lines will be vital to the attraction of these routes.
  - Facilitate east-west movement through the railway viaduct.
- > On-street car parking should be minimised, at most limited to car clubs and disabled visitors.
- > Provision should be made for bus standing to support the improved delivery of bus services for the area and bus journey time and reliability should not be adversely affected.

### **We are doing this because**

5.2.15 The comprehensive redevelopment of the Heygate estate offers an opportunity to demonstrate the highest standards of street design to encourage walking and cycling in an environment where motor vehicles are still permitted. It is important that developments both connect to, and also provide or improve links on, the walking and cycling networks.

5.2.16 At present there is only one regular bus service using Heygate Street. However, service numbers should increase as a result of the general improvements to bus services and especially following the provision of additional standing space in the area. In assessing impacts on bus journey time and reliability, the cumulative impact of development in the opportunity area should be taken into account.

## SPD 27: Built environment

### Public realm

- > Development should provide a hierarchy of streets and spaces which have a range of functions, which creates an environment which is easy to understand and move around in and which helps establish neighbourhoods with a distinctive character.
- > The sizes and design of spaces should be informed by the uses around them and anticipated levels of activity. They should be attractive and feel comfortable to use.
- > Consideration should be given to measures which mitigate noise and microclimate impacts.
- > Opportunities should be taken to green public spaces, increase biodiversity and improve the quality of the public realm on Walworth Road (to the north of the Old Town Hall).
- > All public spaces should be overlooked and feel safe and secure.
- > New and enhanced public spaces should include:
  - A new park in the heart of the Heygate development site.
  - A market square.
  - An enhanced environment around Elephant Road.
  - A square on Walworth Road adjacent to the Old Town Hall.

### Built form

#### Blocks

- > Development should present an interesting choice of routes and should be easy to move around for pedestrians and cyclists.
- > Streets and public spaces should be clearly defined by their built form.
- > Massing of buildings should relate to the scale of the street. The massing of buildings should be articulated in a number of ways including by:
  - Ensuring that standard plot widths for apartment blocks are no more than 30m on large scale streets and spaces and no more than 15-18m on secondary streets.
  - Using breaks or openings to allow views into communal gardens.
  - Varying building heights.
  - Allowing for a meaningful change in the horizontal articulation of the facade at least every 30m on large scale blocks on main roads and every 15m in smaller scale streets.
  - Use of different facade materials, colours and finishes.
  - Providing balconies.
  - Encouraging varying design opportunities within blocks.
  - Providing active frontages at ground level.

- > Internal courtyards and communal amenity spaces should be designed for a range of activities, including seating areas, play spaces and community planting. Landscaping should be of high quality and encourage biodiversity through tree planting/retention, water features and habitat creation. Courtyards should be at ground rather than podium level where possible.

### **Materials**

- > Development should use materials which are high quality, durable, robust and sustainable. The choice of materials, colour and finishes should be complementary to and reinforce local identity; other than on tall buildings, building facades should be predominantly brick or masonry and should generally be designed to create continuity and consistency with adjoining developments.

### **Relationship with street**

- > Development should provide a mix of townhouses, maisonettes and flats, maximising the number of homes with their own front doors onto the street.
- > Homes at ground floor level should ensure that the privacy of occupants is protected through a range of measures including the use of privacy strips at the front of properties.
- > Where possible, blocks and buildings should be laid out to encourage glimpses of rear courtyards to help break up blocks and provide a sense of depth to the streetscape.
- > Entrances should be welcoming and easily identifiable; the scale and style of an entrance should relate to its function.
- > The visual impact of entrances to car parks and service areas should be minimised. Servicing and car parking should be provided underground where feasible and viable.

### **Heritage**

- > Development should:
  - Conserve or enhance the significance of the Old Town Hall and its setting by ensuring that development around the proposed Walworth Square has a consistent height which reflects the height of the Old Town Hall.
  - Conserve or enhance the significance of the potential Larcom Street conservation area and its setting, in particular by ensuring that:
    - The scale of development adjacent to the conservation area responds to the prevailing heights (generally 3 storeys) in the conservation area.
    - It reinforces the urban grain of the conservation area which is characterised by narrow plot widths, consistent boundary treatment and a consistent building line which is generally set back by around 1.8m from the back edge of the pavement.
- > Maintain the view of St Pauls from Camberwell Road.

### Building heights

> All proposals for tall buildings should:

- Help define the gateways into the central area at the northern end of Walworth Road and on New Kent Road, shown on Figures 14 and 15. Tall buildings should reinforce the hierarchy of streets and spaces. The tallest element should be on the east side of Walworth Road, opposite Strata (and outside the viewing corridor). A tall building in this location will need demonstrate a considered relationship with Strata with regard to its location, height, roofline and geometry. Tall buildings may be appropriate on locations inside the strategic viewing corridor but they must conserve the outstanding universal value (OUV) of World Heritage sites.
- Diminish in height moving away from the tallest points to manage the transition to surrounding building development.
- Demonstrate how the proposal conserves or enhances the significance of heritage assets and their settings including:
  - Kennington Park which is a historic registered park.
  - Listed buildings on Kennington Road.
  - The setting of Southwark Cathedral when viewed from London Bridge.
  - The Old Town Hall and John Smith House on Walworth Road.
  - The potential Larcom Street conservation area.
  - The Peabody buildings on Rodney Road.
- Have a public space at their base which is generous and well designed.

> No more than one tall building should be provided in a single block.

### We are doing this because

5.2.17 Our aim is to create a neighbourhood which is easy to understand, lively and interesting and which pedestrians and cyclists find easy to move around in. Redevelopment of 50 New Kent Road and the Heygate estate provides the opportunity to reintroduce a street pattern into the area. New streets and public spaces should be well overlooked and feel comfortable to be in. Some parts of the character area are noisy, particularly on Walworth Road and New Kent Road frontages and consideration should be given to using measures, such as planting, to mitigate the impact of noise ensuring that space feel pleasant to linger in. While buildings should front onto streets, helping give streets definition, glimpses through to rear courtyards can help create interest and add a sense of depth to the streetscape.

5.2.18 Breaking up the massing of buildings by sub-dividing elevations, and providing active frontages will help give new development a finer grain and create a more human scale of development at street level.

5.2.19 There are opportunities to create significant new public spaces, including a market square, park and a square on Walworth Road. A new public square on Walworth Road will help provide some relief from

Figure 21: Heritage assets in the Heygate Street character area

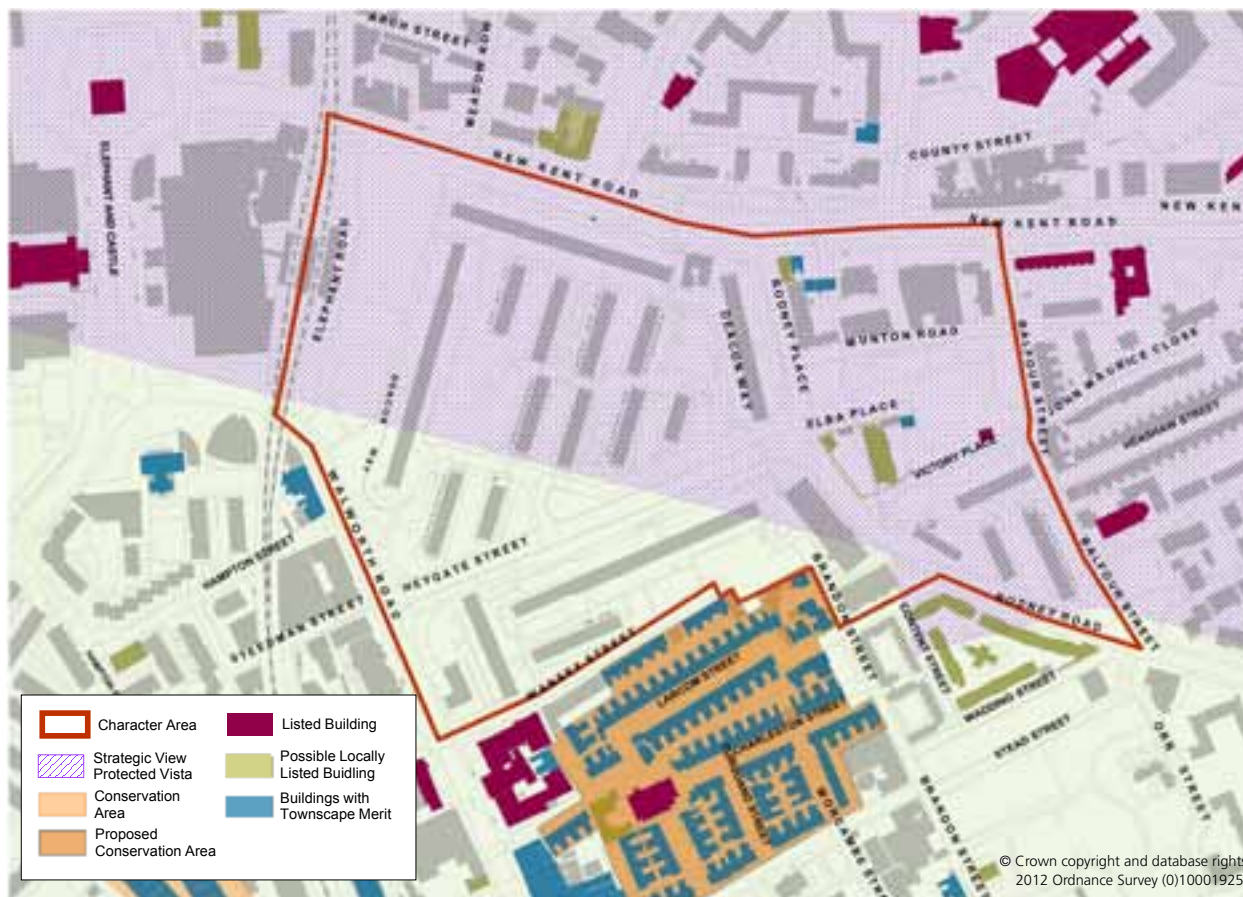
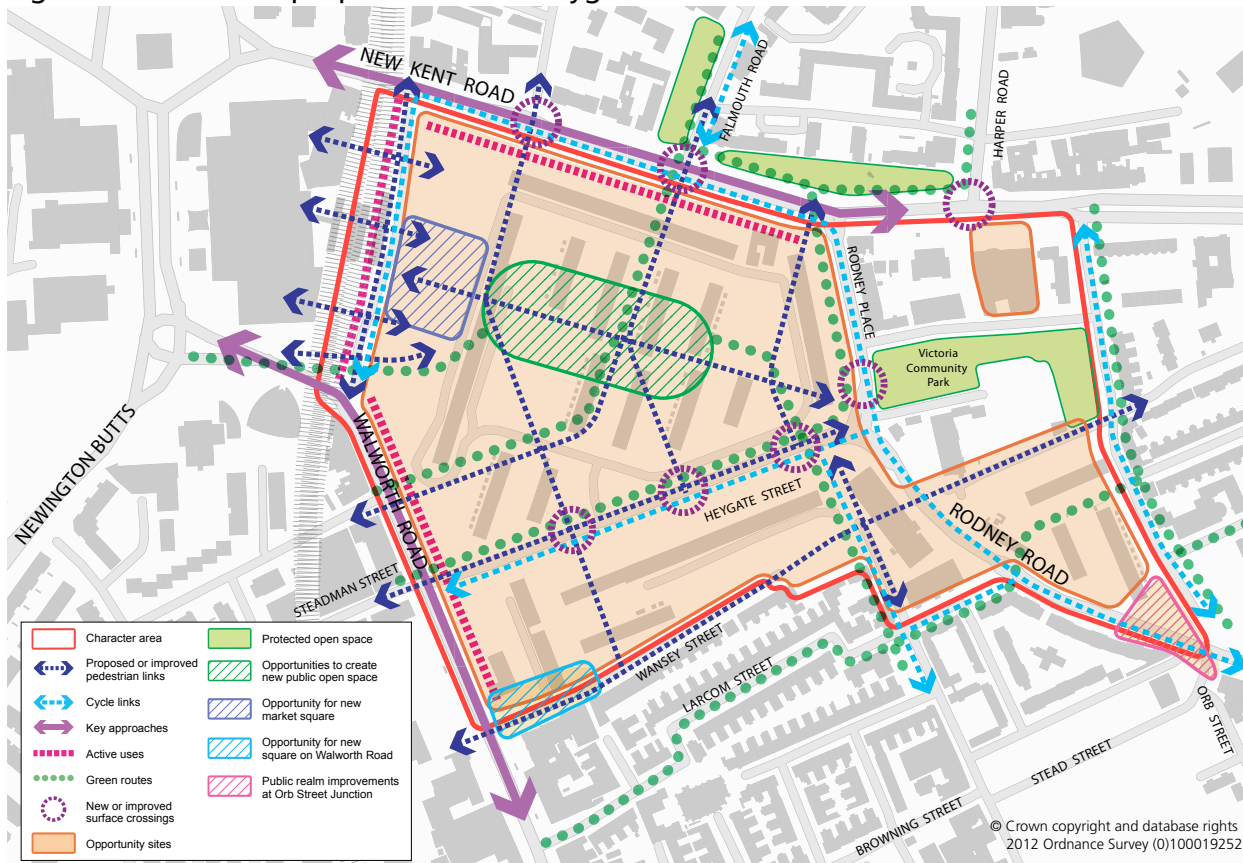


Figure 22: Indicative proposals for the Heygate Street character area





the busy frontages on Walworth Road and can also create an appropriate setting for the Old Town Hall. The area around Elephant Road and the arches is an important transition area between the Heygate development site and the railway station and shopping centre. Environmental improvements should improve the public realm giving priority to pedestrians and cyclists, while recognising the servicing functions including the requirements of businesses, the need for a taxi drop-off area for the station and the entry point to the shopping centre carpark. Isabella Street and the “light at the end of the tunnel” project in Bankside provide examples of where viaduct environments have been greened and reinforced as strong and attractive elements of the townscape.

5.2.20 There are opportunities to provide tall buildings on 50 New Kent Road and the Heygate development site. Careful consideration should be given to their relationship with Strata and with each other to ensure that in longer views, they do not merge visually to form a single mass.

5.2.21 There are buildings and areas near to the character area which are sensitive. Careful consideration must be given to the height, orientation and design of buildings to ensure that development does not detract from the setting of heritage assets, including the world heritage sites. Buildings which are over 60m may be seen from Kennington Park which is a historic registered park and at 90m may impact on the setting of listed terraces on Kennington Road. More locally, buildings will need to diminish in height as they approach the proposed Larcom Street conservation area.

### **SPD 28: Natural environment**

> Development on the Heygate development site and 50 New Kent Road should:

- Provide new green open space including a new park (Figure 22).
- Link new and existing open spaces using a network of green routes.
- Provide high quality landscaping which provides interest and attraction throughout the year.
- Retain and enhance trees and canopy cover where ever possible, applying policy SPD 19. The tree strategy for the Heygate development site should:
  - Use trees to help reinforce the character of streets and spaces.
  - Provide a mix of species, structural landscaping trees as well as ornamental trees which create diversity, character and delight.
  - Use trees to enhance habitats and biodiversity.
  - Increase canopy cover to counteract the urban heat-island effect.
  - Retain as many existing trees as possible, taking into account the character of streets and spaces, their quality, group value and value as individual specimens.
  - Provide a legacy for future generations.
- Improve the biodiversity value of sites.

> Elsewhere, improvements should focus on improving the network of green routes shown on Figure 22.

## We are doing this because

5.2.22 There is a significant opportunity on the Heygate development site and 50 New Kent Road to create new green spaces and green routes which link them into the wider network. Landscaping can be used to green and soften the public realm as well as improve biodiversity in the area. Proposals will be expected to provide a coherent landscaping strategy which considers the role of spaces, the links between them, its maintenance and delivery.

5.2.23 There are significant clusters of trees on the Heygate estate including on Walworth Road, Heygate Street, the corner of Heygate Street and Rodney Road, Wansey Street and in the centre of the estate. Where trees are lost as a result of development, they should be replaced by trees which increase canopy cover. If this is not possible, we will seek financial contributions to improve street tree planting elsewhere in the opportunity area.

## 5.3 Brandon Street

Figure 23: The Brandon Street character area



## Character

- 5.3.1 The majority of the character area is residential, alongside supporting services including a school, a church and pubs. The shops on Rodney Road also provide a valuable service to the local community. The busy East Street Market sits along the southern edge of the character area.
- 5.3.2 The residential developments include large housing estates on Content Street, Orb Street and Brandon Street, Victorian terraces in the streets around Larcom Street and some late Victorian/Edwardian buildings at the eastern edge of the character area. There is a strong contrast between the Victorian/Edwardian development and the 20th century estates. The area around Larcom Street, with a clear street pattern, is easy to walk and cycle through. In contrast, the 20th century estates are not so easy to walk and cycle through and the street pattern has been disrupted.
- 5.3.3 Nursery Row Park provides some open space and respite for residents, along with a small park on the junction of Browning Street and Morecombe Street. There are a number of playgrounds across the area, as well as mature trees along Rodney Road and Wansey Street.
- 5.3.4 There are a number of listed buildings in the character area including the grade II listed St John's Church and an important view from the corner of Balfour Street and Rodney Road towards the grade II listed Lady Margaret church. There are some buildings which have the potential to be locally listed including the Peabody buildings on Rodney Road.

## Opportunities

- 5.3.5 Much of the Brandon Street area has a lot of interesting history and we want continue to conserve and enhance its setting, ensuring that new development adds to its character. We have identified the possibility of designating a conservation area around Larcom Street and there is the potential to retain buildings that are architecturally interesting or have townscape merit.
- 5.3.6 The residents living in Brandon Street rely on neighbouring areas for their shopping needs. Improving walking and cycling links to the central area, Heygate Street, Walworth Road and East Street market will make it easier for people to get around. Improving walking and cycling links with Burgess Park will ensure that residents can easily access the improved park facilities and enjoy the open space.
- 5.3.7 There are several potential development sites in the area including Stead Street car park. Redevelopment of the car park can significantly improve the townscape in the area. It could also provide a much more attractive and more clearly defined edge to Nursery Row Park. Increasing biodiversity in the park and improving it as space to play and relax would significantly enhance the value of the park.

## Strategy

5.3.8 Our strategy for the Brandon Street character area is to:

- Maintain the area as a predominately residential area, with some supporting local pubs, small shops and the school and church, and some light industrial use.
- Enable East Street market to thrive.
- Create better linkages to the Heygate Street area and Walworth Road.
- Conserve or enhance the character of the area, particularly the listed buildings.
- Improve the public realm at the junction of Orb Street, Stead Street, Rodney Road, Balfour Street, Wadding Street and Rodney Place, taking advantage of the setting of the proposed locally listed Peabody buildings and the views towards the listed Lady Margaret Church. The shops on Rodney Road which should be retained or reprovided to provide some focus and a sense of place.
- Ensure that the building heights of new developments relate to the surrounding buildings, which are predominately 3 storeys in the proposed Larcom Street conservation area.
- Improve the setting of Nursery Row Park and enhance its value and contribution to nature conservation.
- Improve green routes to Burgess Park.

## Guidance

### SPD 29: Land uses

- > Additional residential use will be supported.
- > Supporting uses such as local pubs, small shops and community facilities should be retained or reprovided in accordance with the Core Strategy and saved Southwark Plan policies.
- > Business space (B1) use should be retained unless replaced by an alternative town centre use.
- > We will explore opportunities to improve East Street market.

## We are doing this because

5.3.9 The majority of the character area is residential, alongside the necessary supporting services including a school, shops and a church, pubs. Non-residential uses should be retained or reprovided in accordance with the Core Strategy. Supporting improvements to East Street market will help to meet the shopping needs of the surrounding residential areas.

### SPD 30: Transport and movement

- > Opportunities to improve pedestrian and cycle routes should focus on enhancing the links to Walworth Road, East Street Market, the Heygate Street character area and the central area as shown in Figure 25.

### SPD 31: Built form and public realm

- > Development should:
  - Conserve or enhance the Grade II listed buildings and their settings.
  - Conserve or enhance the significance of the proposed Larcom Street conservation area and its setting, once designated, through measures including:
    - Maintaining the established or historic building line on the street – in most of the conservation area this means setting buildings back by 1.8m and establishing a consistent boundary treatment.
    - Designing facades to echo the narrow widths of the traditional building plot, creating strong rhythms with architectural elements along the street and expressing verticality.
    - Ensuring building footprints do not fill the whole of the plot but respect the historic building to ground ratio.
    - Relating to existing building heights which are generally 3-5 storeys.
    - Retaining original features in shops fronts; new shops fronts should reflect traditional shop front widths and use traditional elements including pilasters, frieze, a fascia, a stall riser at least 45cm high, and traditional materials.
  - Create a strong building line with active frontages around Orb Street junction, which together with public realm improvements can create more of a sense of place. Improvements should enhance the setting of the Peabody buildings and the setting of the listed Lady Margaret Church when viewed from the junction.

### We are doing this because

- 5.3.10 Developments, including those at the Heygate development site and Stead Street development provide the opportunity to improve linkages through the area and into the surrounding areas.
- 5.3.11 The Larcom Street area is historically significant due to its tight-knit pattern of development focusing around Grade II listed St John's church and has the potential to be a conservation area.

Figure 24: Heritage assets in the Brandon Street character area

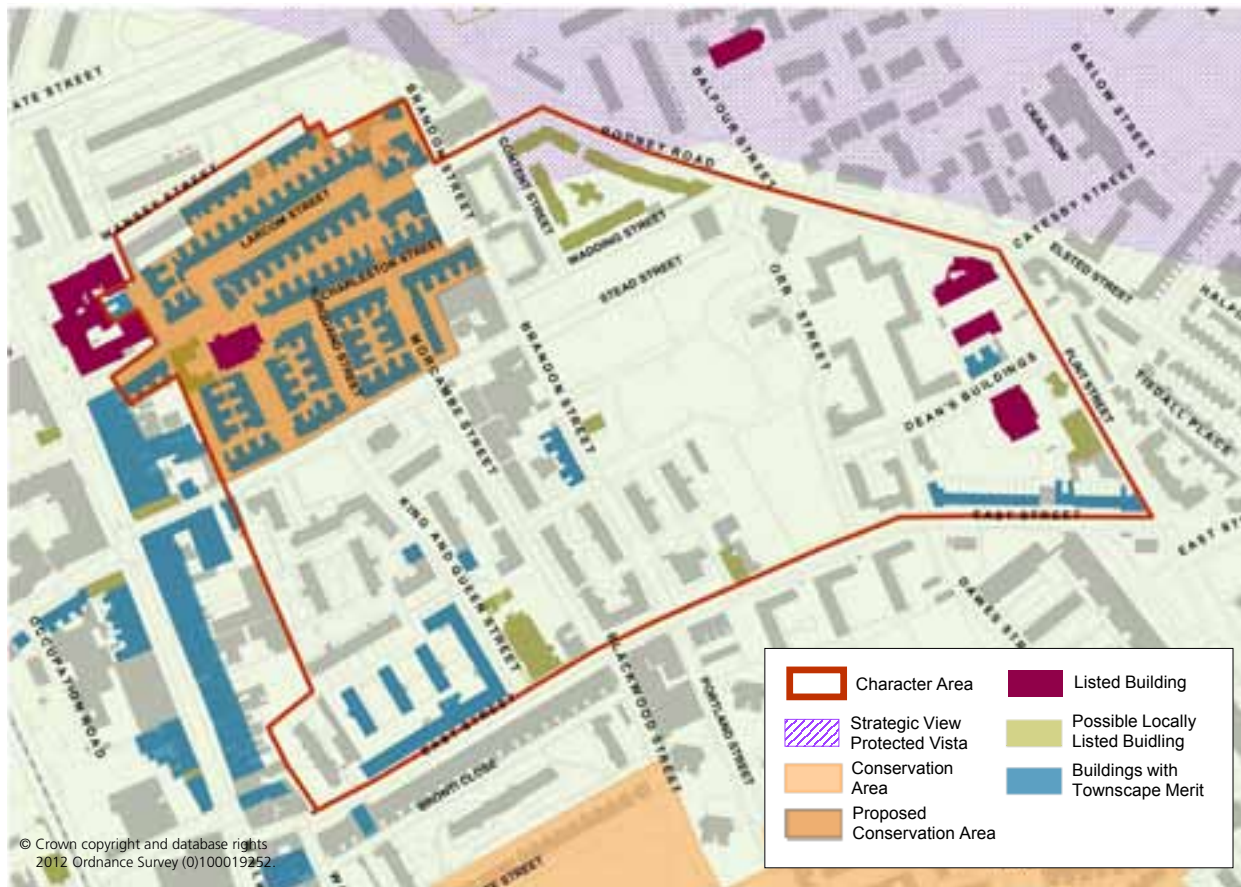
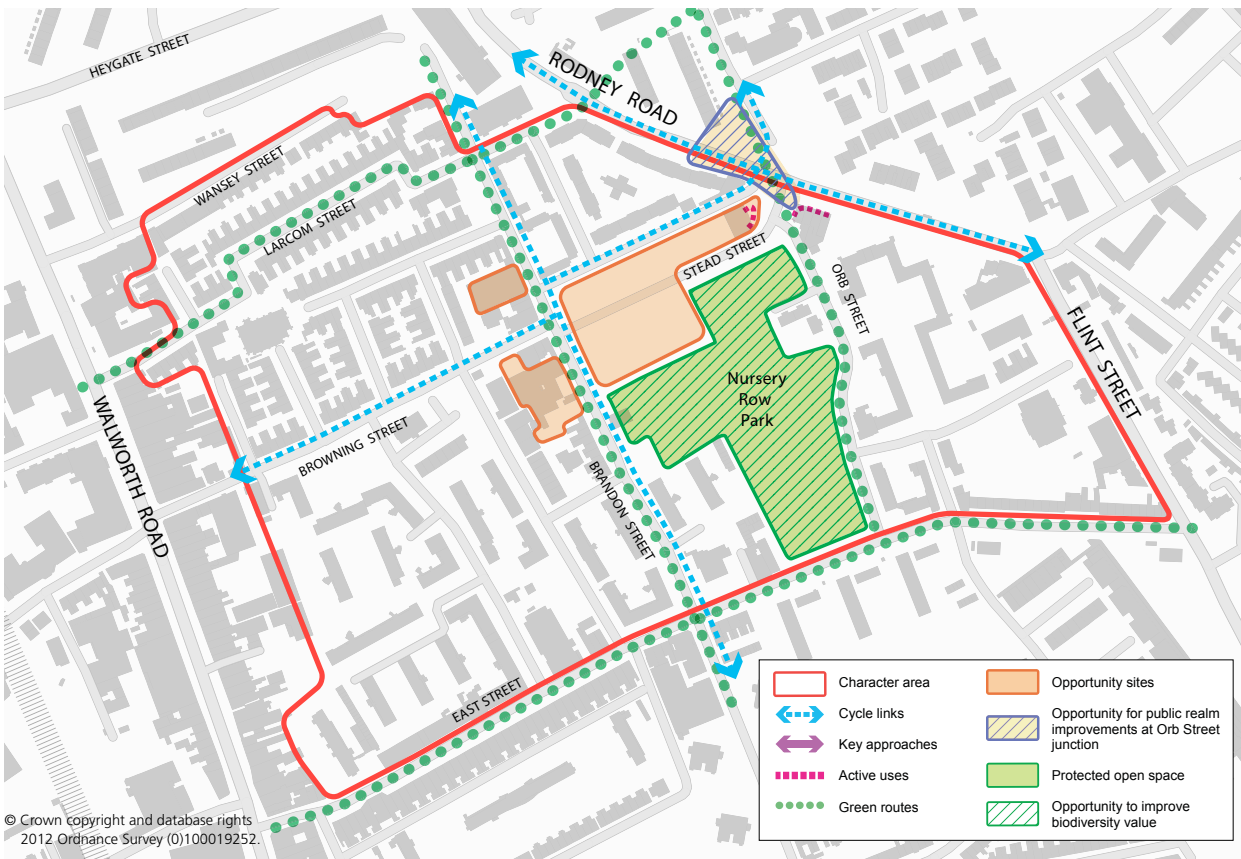


Figure 25: Indicative proposals for the Brandon Street character area



5.3.12 There is considerable scope to improve the junction at Orb Street. Redevelopments around it have created left over space and as a result, the public areas lack definition. Development should improve this junction, taking into account its surrounding character including the proposed locally listed Peabody estate and the view towards the Grade II listed Lady Margaret Church. Retention or reprovision of the shops on Rodney Road can also help to provide some focus and importance to this junction creating a sense of place and improving its character.

### **SPD 32: Natural environment**

- > Opportunities to improve the natural environment should focus on:
  - Enhancing the green routes shown on Figure 25.
  - Enhancing Nursery Row Park, in particular its nature conservation value.
- > Nursery Row Park will be protected in its entirety from inappropriate development, in line Core Strategy policy 11.

### **We are doing this because**

5.3.13 Previous consultation and our evidence base identify the need for natural green space improvements to Nursery Row Park. Nursery Row Park provides a vital open space for the surrounding homes. There has already been recent investment into the park, including money spent on landscaping and sculptural features. Further improvements are necessary to improve its setting and the edges to the park and enhance its value to nature conservation. In our view, the nature conservation value of Nursery Row Park would justify its designation as a site of importance for nature conservation. While we cannot do that through this SPD (SPDs cannot set new site designations), we will seek to bring that forward in a future development plan document.

5.3.14 80% of Nursery Row Park is designated as Other Open Space in the Core Strategy and saved Southwark Plan policies and is protected from inappropriate development. Given the need for open space in the area however, the entirety of the park should be protected and should remain as open space.

5.3.15 An improved green route to Burgess Park will enable residents to easily access the improved facilities and open space at Burgess Park, to enable respite from the densely built up area.





## Character

- 5.4.1 Walworth Road runs from the heart of the Elephant and Castle opportunity area south east to Camberwell and is a linear high street. It accommodates numerous small scale shops alongside a number of larger stores including Marks and Spencer, Boots, Tesco and Iceland.
- 5.4.2 The scale of development is largely consistent and the set back of upper floors reflects the way in which London high streets typically developed through ground floor extensions in the front gardens of 18th and 19th century houses. Most of the buildings are between two and four storeys and the materials used are mainly brick and some render. While many of the shop fronts are of poor quality, some of the original architectural detailing remains on some floors above the shops. Both sides of the street are built up and there is little opportunity for relief or places to escape the bustle of the street.
- 5.4.3 Walworth Road has a number of good quality buildings. The old town hall, library and health centre on the north east of the area are of very high architectural quality and are all Grade II listed. There are also a number of buildings which have the potential to be locally listed.
- 5.4.4 An important part of the character of the area are the views north. The dome of St Paul's Cathedral can be seen from along Camberwell Road north across the Heygate estate.

## Opportunities

- 5.4.5 Development should ensure that its vibrancy and distinctiveness is retained. There is the potential to reinforce its character on sites such as Chatelaine House, through high quality development which is of a similar scale to the existing historic buildings. There is also the opportunity to improve shop fronts over time which will help improve the look and character of the area.
- 5.4.6 There is little relief from the busy environment on Walworth Road and new public spaces should be introduced to the north of the Old Town Hall and on Carter Place if the opportunity arises.
- 5.4.7 There is the opportunity to improve community facilities to ensure they can meet the demands of an increased population. This includes investment in library services and the Walworth Clinic on Larcom Street.

## Strategy

- 5.4.8 Our strategy for Walworth Road is to:
- Ensure that development provides a mix of uses including active uses at ground level wherever possible.
  - Ensure that there is not an over-concentration of student developments in the north of the character area.
  - Reinforce the character by improving shop fronts and redeveloping buildings which are of a low architectural quality.

- Maintain the important views which add to the character and identity of the area, especially the view of St Pauls Cathedral.
- Provide new public spaces next to the old town hall and at Carter Place if a new scheme is submitted to provide relief from the busy environment on Walworth Road.
- Support improvements in library services.
- Support NHS Southwark to provide improved health facilities on Larcom Street.

## Guidance

### SPD 33: Land uses

- > Development should provide active ground floor uses and maintain a vibrant mix of retail uses within the protected shopping frontages using policies in the Core Strategy and saved Southwark Plan.
- > No more than 5% of units on Walworth Road within the character area should be in A5 (hot food takeaway) use. In addition:
  - No more than two A5 units should be located adjacent to each other and;
  - No less than two-non A5 units should be located between a group of hot food takeaways.
- > A range of town centre uses on Walworth Road will be supported.
- > Existing business space should be retained unless replaced by an alternative town centre use.
- > Student housing development at the northern end of the character area (north of Amelia Street) will not be supported.

## We are doing this because

- 5.4.9 We want to maintain a balance of uses on Walworth Road within protected shopping frontages to ensure the vitality and viability of shopping areas is not harmed. Currently around 4% of the units on Walworth Road are in Hot Food Takeaway (A5) use. While it is recognised that hot food takeaways contribute to the mix of town centres, if there are too many it can displace other shop and food options, have a negative impact on the amenity of local residents and harm the vitality and viability of the town centre. Our policy would restrict further growth of hot food takeaways.
- 5.4.10 The Julian Markham building on Walworth Road contains 232 student bedspaces and a further 232 bedspaces have recently been completed at Dashwood Studios. There is also an application with planning permission to build a further 221 student bedspaces on Hampton Street/Stead Street. Our objective is to ensure that there is a choice of housing types to create mixed and balanced communities. Because of the concentration of student developments, further student developments, which take the number of bedspaces beyond 700, in the character area north of Amelia Street will not be supported.

### SPD 34: Transport and movement

- > Opportunities to improve pedestrian and cycle routes should focus on enhancing the links into the surrounding area as shown in Figure 28.

### SPD 35: Built form and public realm

- > Development should:
  - Take into account the context of the area and the building heights of the area. Development should be between 3 and 5 storeys along the majority of the frontage of the road.
  - Conserve or enhance the significance of the listed buildings as well as the proposed locally listed buildings and their settings.
  - Reinforce the existing character of the street by:
    - Maintaining established building lines, including upper storey set backs at the northern end of Walworth Road.
    - Respecting the scale and mass of neighbouring buildings; long elevations should be sub-divided into smaller bays to maintain the historic verticality of the street.
    - Ensuring that upper level windows are vertically proportioned.
    - Using a palette of materials, such as brick, stone and slate which respond to the surrounding context.
    - Improving the consistency and quality of shop fronts.
    - Conserve or enhance the significance of the listed buildings including the Old Town Hall and John Smith House and their settings.
    - Conserve or enhance the significance of the Liverpool Grove conservation area, Sutherland Square conservation area and proposed Larcom Street conservation area and their settings.
    - Take opportunities to improve the quality of the public realm south of Fielding Street and provide a new public space in front of the old police station on Carter Place.

### We are doing this because

- 5.4.11 The recent high-profile improvements to Walworth Road have created a safer and more free-flowing main road which has also improved the environment for shoppers and visitors. The planting of street trees has helped to improve the look and feel of the road.
- 5.4.12 Walworth Road lacks open space, having neither green open space or built open spaces. Carter Place on the west of Walworth Road has never been developed. Providing a new public space on this site would dramatically improve the streetscape and provide a place to rest, meet and relax. If the site remains undeveloped, we will look at protecting this site as open space through the forthcoming site allocations development plan document.

Figure 27: Heritage assets in the Walworth Road character area

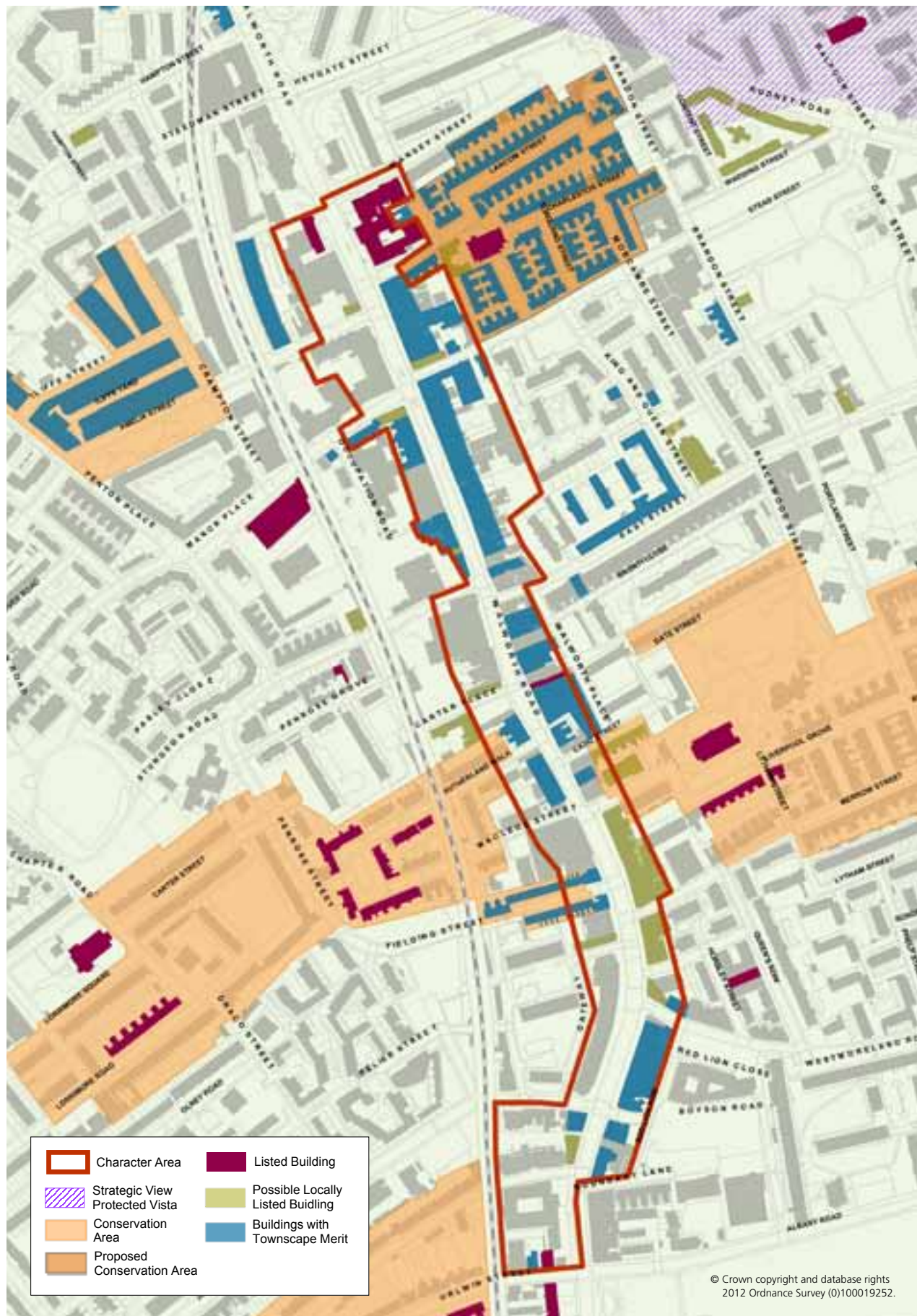
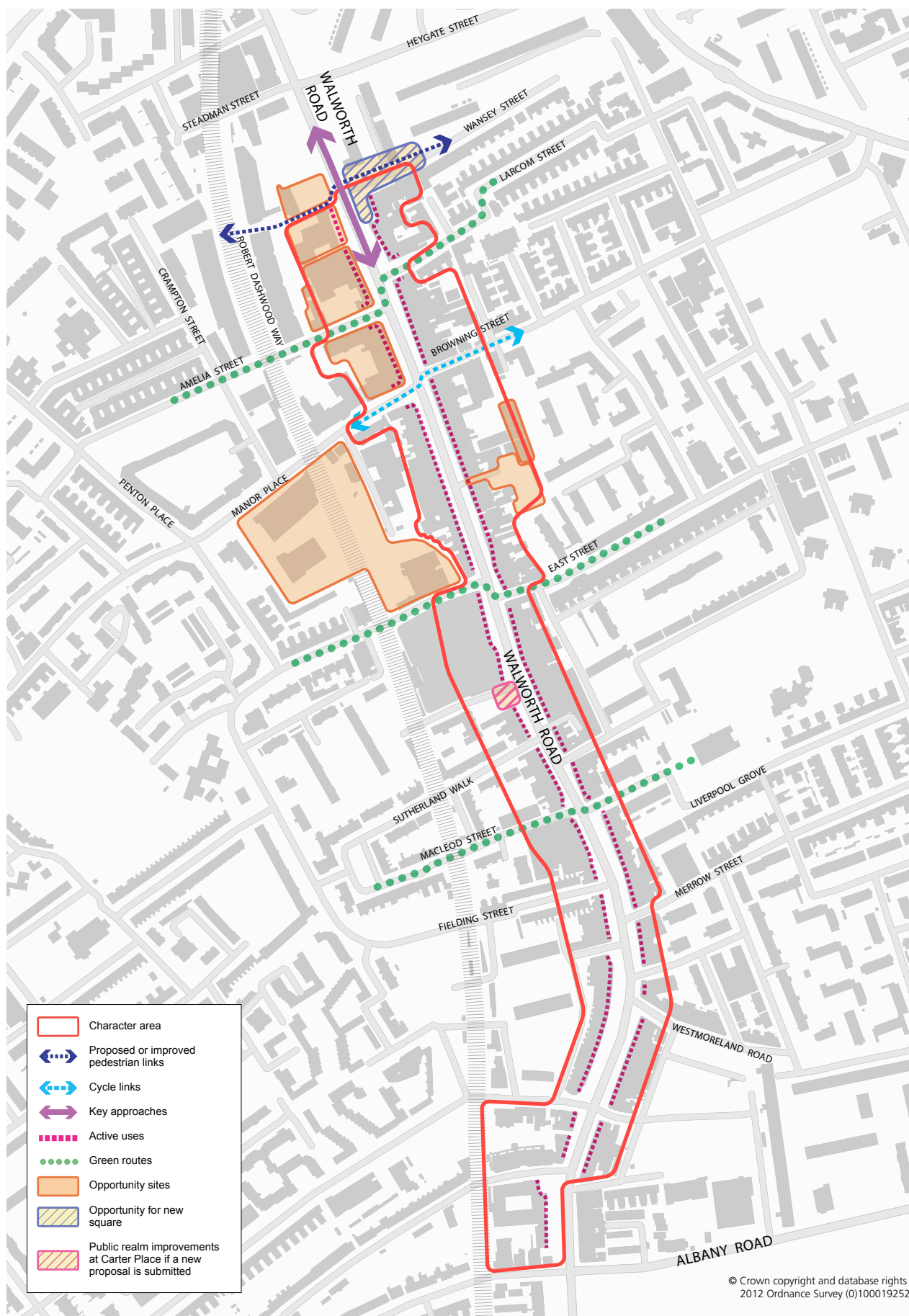


Figure 28: Indicative proposals for the Walworth Road character area



© Crown copyright and database rights  
2012 Ordnance Survey (0)100019252.

## SPD 36: Natural environment

- > Opportunities to improve the natural environment should focus on:
  - Enhancing the green routes shown on Figure 28.

### We are doing this because

5.4.13 There are no protected open spaces in the character area and improvements should focus on improving routes between open spaces.

## 5.5 Rail Corridor

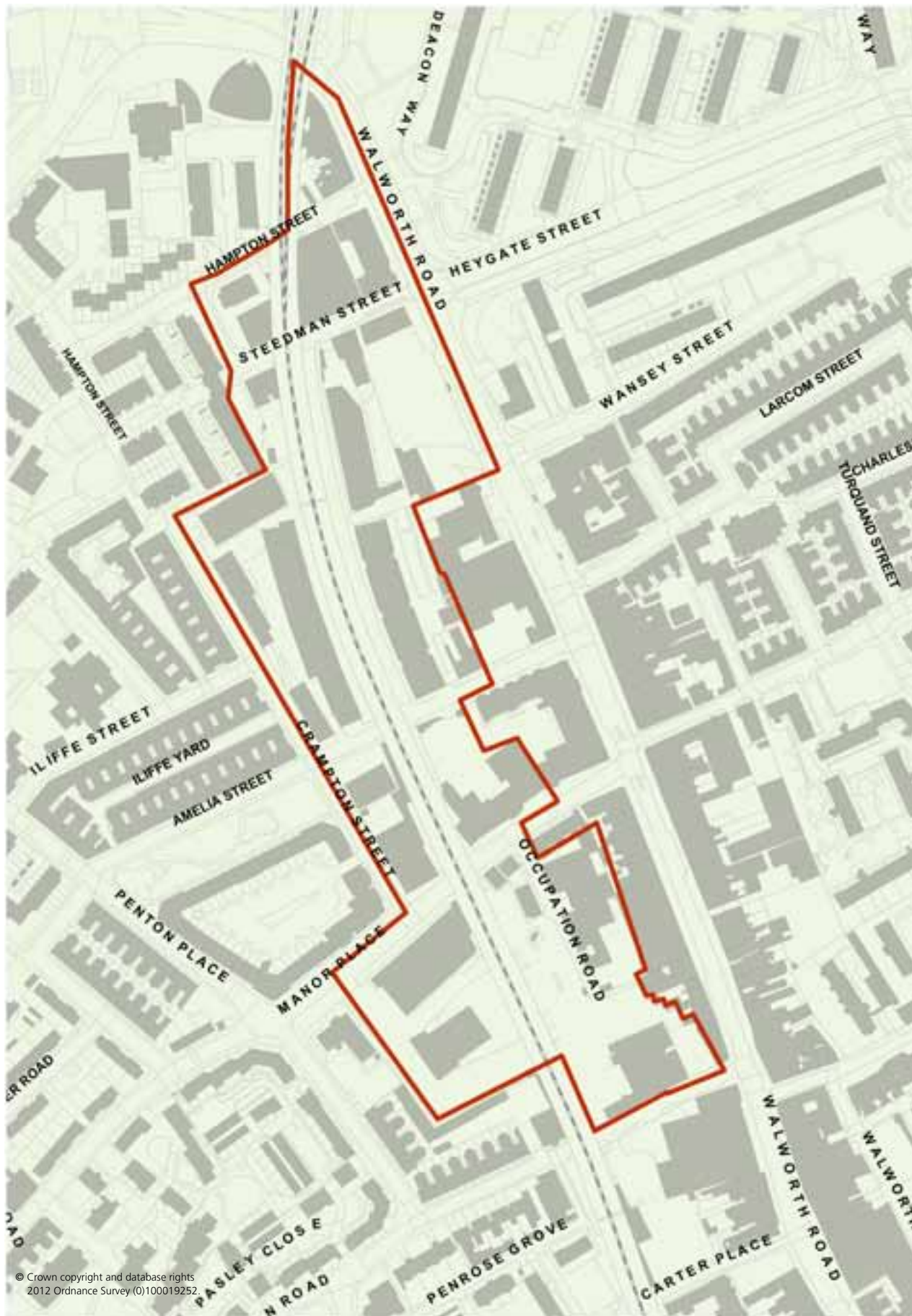
### Character

- 5.5.1 The Rail Corridor straddles the viaduct and is an area of formerly light industrial and commercial development. Buildings in the area range from commercial buildings which are mainly up to three storeys and more recently developed mixed use buildings, such as the Printworks on Amelia Street and O Central on Crampton Street, which go up to 10 storeys. The council's civic amenity site occupies the Manor Place depot in the south of the character area.
- 5.5.2 The historic street pattern and urban design of the area was disrupted by the building of the railway and the viaduct is a significant barrier to movement from east to west. Building plots in this area are large which make it difficult to move around as a pedestrian. As the area straddles the viaduct there is little landscaped open space and street trees are sporadic. The quality and condition of the public realm is generally poor.
- 5.5.3 There are a number of heritage assets including the Grade II listed late Victorian former Public Baths on Manor Place.

### Opportunities

- 5.5.4 There are a number of potential opportunity sites in the area. These include:
- Hampton Street between No 6 and the viaduct
  - Day nursery and 20 Steedman Street
  - 2-10 Steedman Street
  - T Clarke Building, Walworth Road
  - Kwik Fit garage, Walworth Road
  - Newington Industrial Estate
  - Sorting office and 31 Amelia Street
  - Manor Place depot

Figure 29: The Rail Corridor character area



- 5.5.5 These sites can provide a range of uses including residential and business uses. They can provide the potential to knit together the often fragmented townscape to give the area a more consistent character.
- 5.5.6 Development should improve the quality of the public realm and look for opportunities to create new pedestrian links through the viaduct. This will help to improve pedestrian and cycle access to the central area, Walworth Road and to the Heygate development site.
- 5.5.7 While there are few opportunities to introduce new open space there are opportunities to help green streets through additional tree planting and other measures to help link existing open spaces.
- 5.5.8 The council's new waste management facility on Old Kent Road will be opening in 2012 and the Manor Place depot will no longer be needed. Redevelopment will provide a good opportunity to integrate new buildings and streets on the site into the surrounding development, creating a new neighbourhood.

## Strategy

- 5.5.9 Our strategy for the Rail Corridor is to:
- Retain business uses and support the introduction of residential on upper floors.
  - Reinforce the continuity of the retail frontage on Walworth Road.
  - Encourage a range of town centre uses in railway arches.
  - Ensure development makes a positive contribution to the public realm and helps to create a more consistent character.
  - Ensure that the building heights of new developments relate to the surrounding buildings.
  - Ensure that development provides pedestrian and cycle routes which link into the surrounding area. Use development opportunities to improve east-west links and open up routes through the viaduct as well as a continuous link alongside the viaduct.
  - Conserve or enhance heritage assets including the Manor Place Baths and its setting, as well as the settings of John Smith House and the Pullens conservation area.
  - Reinforce green routes and improve green infrastructure throughout the character area and improve links to Walworth Garden Farm and Pasley Park.



## Guidance

### SPD 37: Land uses

- > Active ground floor uses will be required on the T Clark and Kwik Fit sites on Walworth Road.
- > Business space (B1) should be retained unless replaced with alternative town centre uses.
- > Residential use can be introduced.
- > Manor Place depot can be released for redevelopment, once it has become surplus to requirements as a civic amenity site. Residential-led mixed use development on the depot and adjoining Manor Place baths would be appropriate.
- > A range of retail (A class use), business (B class use) and leisure (D class) uses will be allowed in railway arches.
- > Developments for student accommodation which take the number of student bed spaces past 700 will not be supported in the northern part of the character area (north of Amelia Street).

### We are doing this because

- 5.5.10 There is an opportunity to intensify development in this area. New development can introduce residential use on upper floors, while retaining business uses at lower levels. A range of non-residential uses will be permitted in railway arches to encourage the regeneration of arches, generate more activity around them and reduce their impact as a barrier to movement.
- 5.5.11 Development on Walworth Road should reinforce its retail character by providing retail uses at ground floor.
- 5.5.12 Saved Southwark Plan proposal site 49P allocates Manor Place depot for residential use. Consideration should also be given to retaining some business use. Provision of some retail and community use would also be supported. The building which accommodated the former swimming pool would lend itself to conversion for a non-residential use. The railway arches could be used for a range of non-residential uses.
- 5.5.13 As is noted in paragraph 5.4.10, there are 685 student bedspaces which are either built or proposed in the character area. Our objective is to ensure that there is a choice of housing types to create mixed and balanced communities.

### **SPD 38: Transport and movement**

- > Development should help facilitate improved east-west routes through the area which provide links to Wansey Street and the Heygate development site to the east of Walworth Road; and north-south links on either side of the railway viaduct between Steedman Street and Penrose Street, as shown on Figure 31.

### **SPD 39: Built form and public realm**

- > Buildings with larger footprints may be appropriate adjacent to the viaduct. The massing of such buildings should be broken down by sub-division of elevations and well articulated and active frontages. On Walworth Road, buildings should be smaller scale and relate to the surrounding built form.
- > Development must conserve or enhance heritage assets and their settings:
- > Manor Place Baths should be retained. There is an opportunity to undertake a sympathetic conversion of the former swimming pool building at the rear.
- > Building heights should relate to the surrounding context. There is an opportunity for the heights of buildings to culminate on plots which are adjacent to the viaduct, particularly on the eastern side of the viaduct where this built form can complement the adjacent Walworth Road character area.
- > Public realm improvements should focus on greening streets, and enhancing the environment, particularly on Robert Dashwood Way and alongside the railway viaduct.

### **We are doing this because**

- 5.5.14 The railway viaduct currently acts as a barrier for movement east to west of the Rail Corridor. New developments provide the opportunity to improve linkages through the area and into the surrounding street network.
- 5.5.15 The viaduct is a strong physical presence in the area and buildings with larger footprints can be accommodated alongside it. It is important that the elevations of such buildings are broken up and active frontages provided, to ensure that their massing from the street has a human scale. Given the height of the viaduct, it is also appropriate that taller elements of development are located adjacent to it.
- 5.5.16 There are a number of heritage assets in the character area including the Grade II listed Former Manor Place Baths. Development of Manor Place Depot should take the opportunity to enhance the setting of the baths.

Figure 30: Heritage assets in the Rail Corridor character area

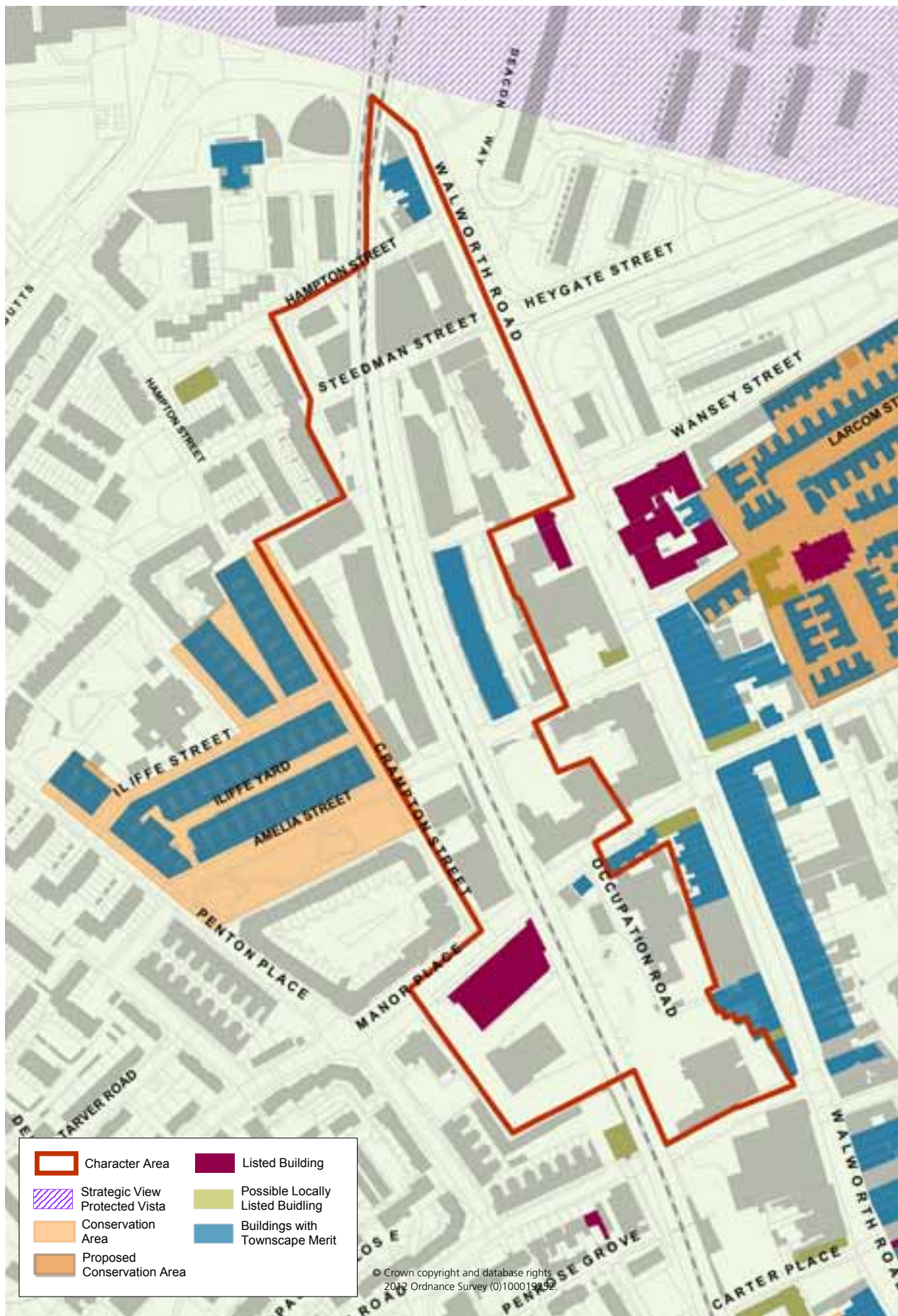
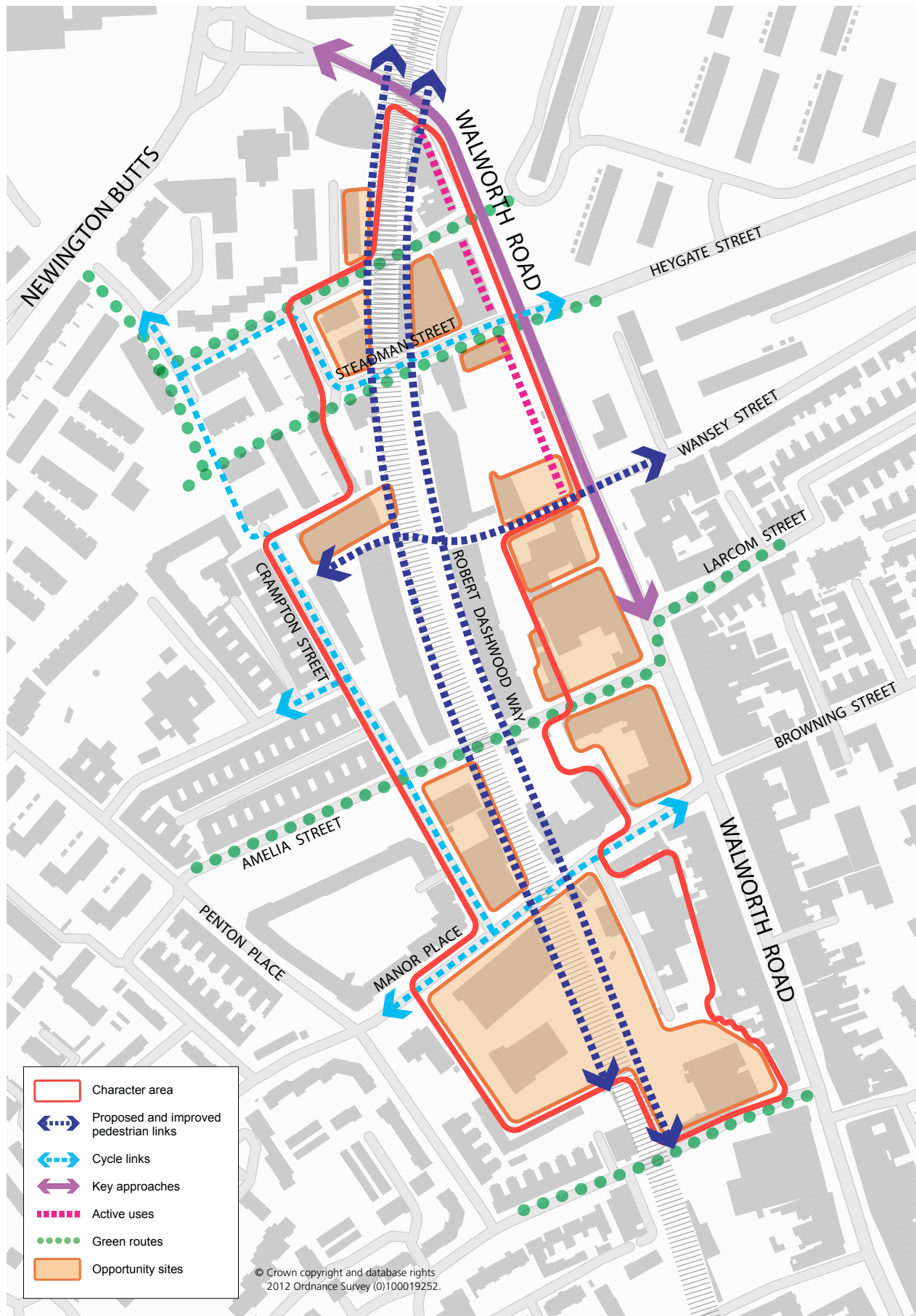


Figure 31: Indicative proposals for the Rail Corridor character area



### SPD 40: Natural environment

- > Opportunities to improve the natural environment should focus on:
  - Enhancing the green routes shown on Figure 31.
  - Providing some green space on the site of Manor Place depot

#### We are doing this because

5.5.17 One of the key measures to help address the deficiency in open space is to improve the public realm and improve green routes to existing parks in the area. Improving these links will enable residents to easily access the improved facilities and open spaces in parks such as Pullens Gardens and Nursery Row Park. There is potential to provide some green space on the depot which could have a number of functions such as children's play or food growing.

## 5.6 Pullens

### Character

- 5.6.1 The Pullens character area is predominately residential with small pockets of retail, community and commercial use. There is a mix of housing types and styles in the area. The Newington estate was built in the 1970s and predominantly comprises 2-3 storey housing. The creation of the estate removed the historic street pattern, making wayfinding around the estate difficult. With the exception of Hampton Court Public House, few of the buildings are of a good architectural design.
- 5.6.2 In contrast, the area around Amelia Street and Iliffe Street is a designated conservation area. Most of the buildings were built in the late 19th century by developer James Pullen. Buildings are typically 4 storeys and have a consistency in materials, alignment and detailing. The two storey workshop yards are also an important feature.
- 5.6.3 The main open spaces are Pullens Gardens and the housing amenity space around the Newington estate.

### Opportunities

- 5.6.4 The main area of good townscape quality is already protected through the Pullens conservation area. We have identified the opportunity to locally list the Hampton Court Public House as it is a focal point along the street and provides some interesting architectural interest.
- 5.6.5 The development opportunity on Dante Road may provide the opportunity to improve the quality of public realm around the site. Development should contribute to improving wayfinding and pedestrian and cycle routes to Walworth Road, the central area and west to Kennington Park Road and Newington Butts.
- 5.6.6 There is also the potential for improving the existing open spaces to encourage more people to use and enjoy them.

Figure 32: The Pullens character area



## Strategy

5.6.7 Our strategy for the Pullens character area is to:

- Maintain the area as a predominately residential area.
- Create better linkages through the area and with Walworth Road, the central area, Kennington Park Road and Newington Butts.
- Improve the existing open spaces and green routes between them.

## Guidance

### SPD 41: Land uses

- > Additional residential use will be supported
- > Supporting uses such as local pubs, small shops and community facilities should be retained or reprovided in accordance with the Core Strategy and saved Southwark Plan policies.

## We are doing this because

5.6.8 The majority of the character area is residential, alongside some small community, retail and commercial use. Further residential development would be in keeping with the character of the area and help meet the need for new homes.

### SPD 42: Transport and movement

- > Opportunities to improve pedestrian and cycle routes should focus on enhancing the links to Walworth Road, the central area, Kennington Park Road and Newington Butts as shown in Figure 34.

### SPD 43: Built form and the public realm

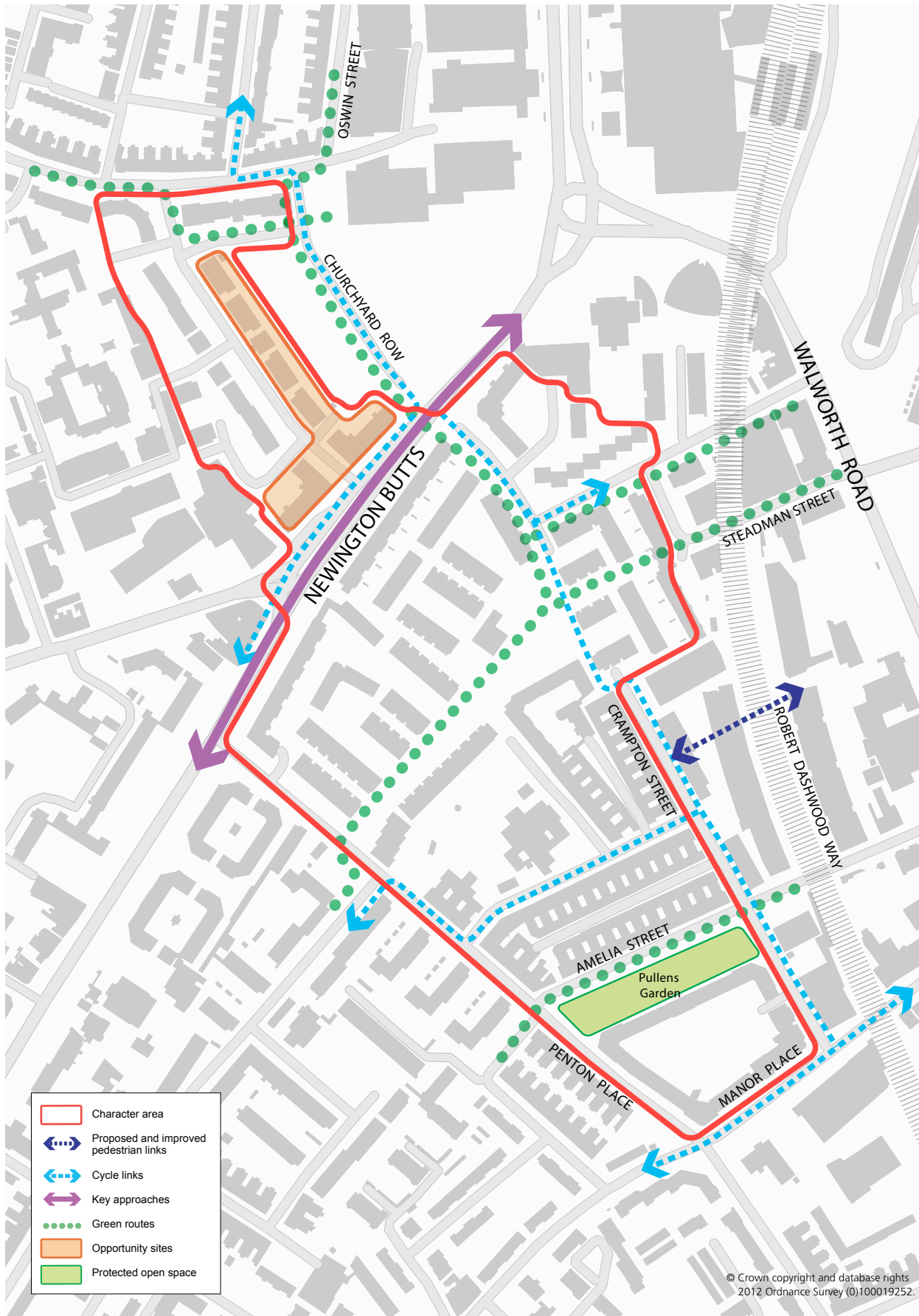
- > Development should:
  - Conserve or enhance the significance of the Pullens estate conservation and its setting area by:
    - Maintaining the established or historic building line.
    - Relating to existing building heights which are generally 4 storeys.
    - Ensuring that the form, massing and plot widths of development reflects the historic character.
    - Enhance open spaces including the yards and links as well as the Pullens Gardens.
  - Conserve or enhance the setting of the Manor Place baths, by enhancing views of the baths from Crampton Street.
  - Public realm improvements should focus on enhancing the setting of the conservation area and the space in front of the proposed locally listed Hampton Court Public House.

Figure 33: Heritage assets in the Pullens character area





Figure 34: Indicative proposals for the Pullens character area



## **We are doing this because**

- 5.6.9 Wayfinding in the character area is currently difficult. Development should help to increase the permeability through improving walking and cycling routes through and out of the character area.
- 5.6.10 Development will need to conserve or enhance the settings of the Pullens conservation area and the setting of the Hampton Court Public House, which we are proposing to locally list.

### **SPD 44: Natural environment**

- > Opportunities to improve the natural environment should focus on:
- Enhancing the green routes shown on Figure 34.
  - Opening up the space and improving the play area in Pullens Gardens.

## **We are doing this because**

- 5.6.11 Our open spaces evidence base has identified the potential for pathways and landscaping improvements to Pullens Gardens. This would help to increase the permeability of the character area by providing improved pathways, as well as improving the park as an area of respite from the busy opportunity area.

## **5.7 West Square**

### **Character**

- 5.7.1 West Square is one of the oldest surviving Georgian squares on the south side of London and is a conservation area. The square is an almost perfect example of a Georgian London square, complete with formal central gardens and trees. The Albert Triangle, which is bounded by St. George's Road and London Road, contains a number of terraces of local architectural importance, built during the mid-19th century when London expanded rapidly. Scattered throughout the area are a mix of neighbourhood shops, pubs, businesses, schools and private clinics. This pattern is typical of an early London suburb.
- 5.7.2 The area is home to a number of large and historic institutional buildings, including the Imperial War Museum and the unfinished St. George's Roman Catholic Cathedral. These are the main landmarks in views through the area. Notre Dame School is also an important institutional use in the area.
- 5.7.3 The area around Elliott's Row is a cohesive townscape comprising development with predominantly Victorian and Edwardian residential buildings plus a limited number of other building types such as corner shops and a pub.

### **Opportunities**

- 5.7.4 The area is already protected through the West Square conservation area and there are few development opportunities in the area. Most of the buildings in the conservation area are either listed

Figure 35: The West Square character area



or make a positive contribution to the urban environment. Any new development should respect and add to the existing character. Given the quality of the townscape around Elliott's Row, we consider that there is scope to designate it as a conservation area.

- 5.7.5 West Square gardens and parts of Geraldine Mary Harmsworth Park require enhancing to provide better seating and lighting for residents and visitors. Maintenance and planting in West Square could be improved as well as better pathways and improved planting to the Lambeth Road side of the public park for more people to use and enjoy.
- 5.7.6 The Imperial War Museum London is situated in Geraldine Mary Harmsworth Park and is one of the area's most prominent buildings and cultural facilities. The Museum is in the process of preparing a masterplan to cover its future plans.

5.7.7 The proposed Elliott's Row conservation area would benefit from a consistent treatment of the public realm in terms of paving materials. Throughout the area tree planting could be reinforced, particularly on the main roads such Lambeth Road and St George's Road.

## Strategy

5.7.8 Our strategy for the West Square character area is to:

- Maintain the area as a predominantly residential area.
- Create better linkages, including green routes through the character area and with the central area.
- Maintain and improve the existing open spaces.
- Support improvements to the Imperial War Museum London and its setting
- Ensure that development conserves or enhances the character and appearance of the West Square conservation area and the proposed Elliott's Row conservation area and their settings.

## Guidance

### SPD 45: Land uses

- > Additional residential use will be supported.
- > Supporting uses such as local pubs, small shops and community facilities should be retained or reprovided in accordance with the Core Strategy.

## We are doing this because

5.7.9 The majority of the character area is residential, alongside some small community, cultural, retail and commercial use. Further residential development would be in keeping with the character of the area and help meet housing needs.

### SPD 46: Transport and movement

> Opportunities to improve pedestrian and cycle routes should focus on enhancing the links to the central area as shown in Figure 37.

### SPD 47: Built form and public realm

> Development should:

- Conserve or enhance the significance of the West Square conservation area and its setting by:
  - Conserving or enhancing views in and out of the conservation area.
  - Maintaining the established or historic building line.
  - Relating to existing building heights which are generally 2-4 storeys.
  - Ensuring that the form, massing and plot widths of development reflects the historic character.
- Conserving or enhancing the significance of the proposed Elliott's Row conservation area, and its setting, once designated, through measures including:
  - Relating to existing building heights which are predominantly 3 storeys.
  - Maintaining the established or historic building line on the street, which in most of the proposed conservation area means setting buildings back by approximately 2m and establishing a consistent boundary treatment.
  - Designing facades to echo the narrow module of the traditional building plot, creating strong rhythms with architectural elements along the street and expressing verticality.
  - Retaining original features in shops fronts; new shops fronts should reflect traditional shop front widths and use traditional elements including pilasters, frieze, a fascia, a stall riser at least 45cm high, and traditional materials.
- Conserve or enhance the significance of the built heritage including the Imperial War Museum and gardens, St. Jude's Church, Notre Dame School, West Square and St. George's Cathedral and their settings.

### We are doing this because

5.7.10 The area has largely maintained its historic street pattern, with good levels of permeability and fine grained neighbourhoods. Development should help to increase the permeability through improving walking and cycling routes through and out of the character area.

5.7.11 Development will need to conserve or enhance the settings of the West Square conservation area and the proposed Elliott's Row conservation area, once designated.

Figure 36: Heritage assets in the West Square character area

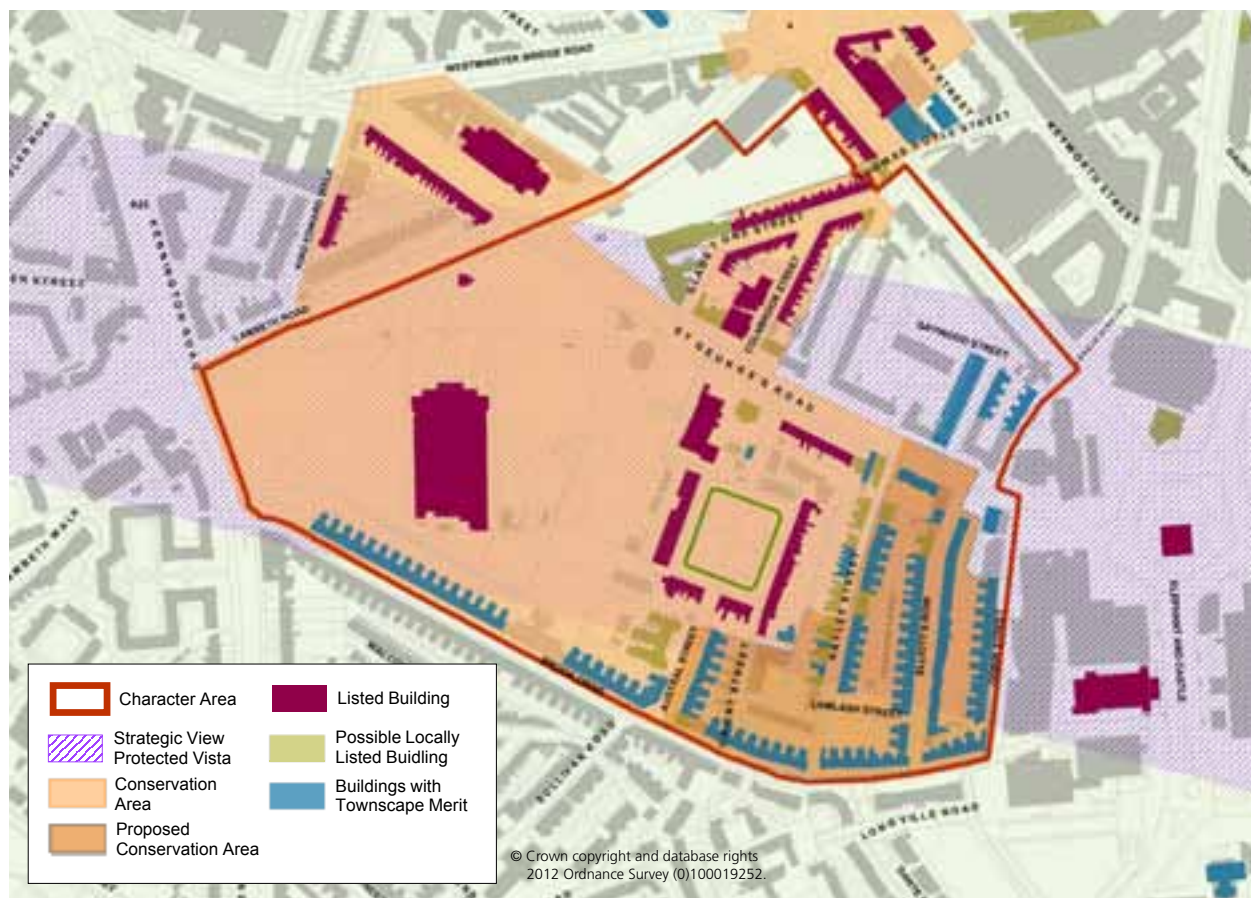
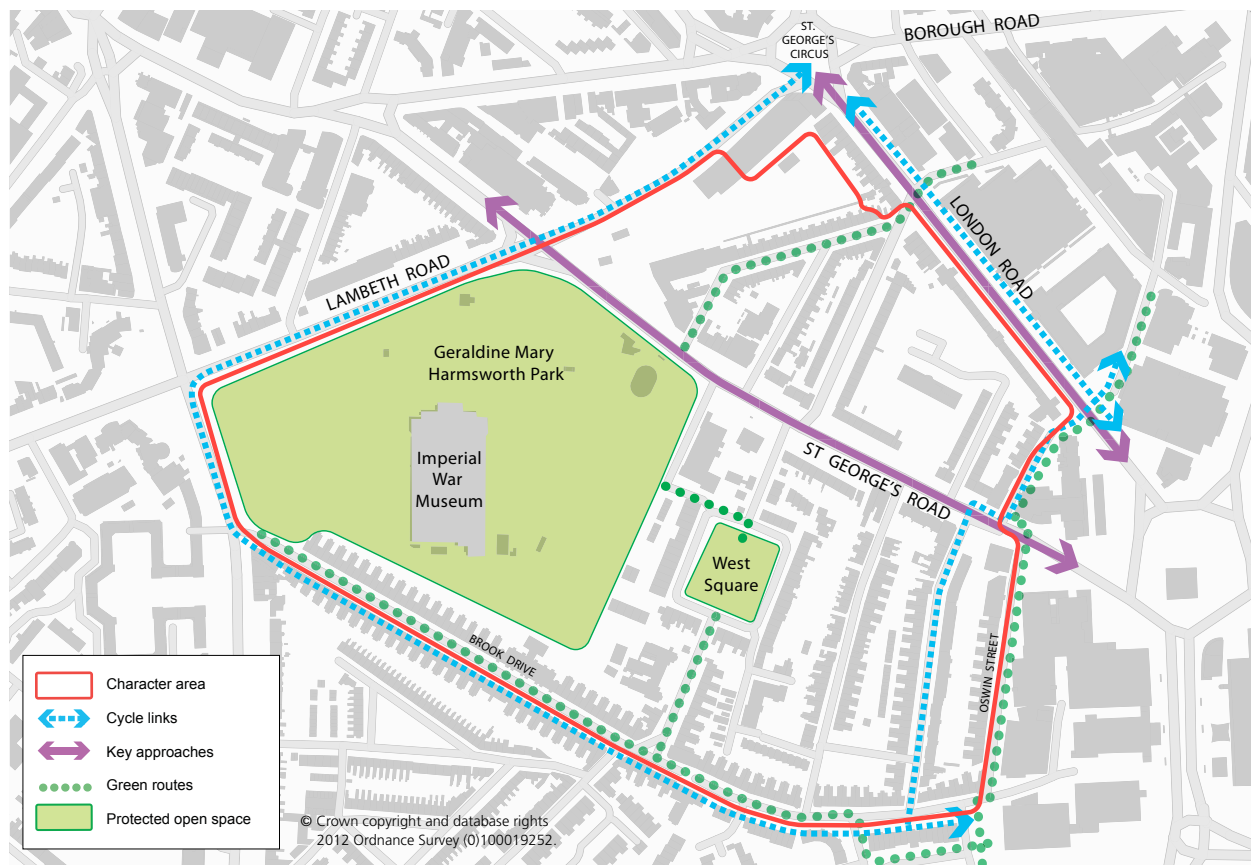


Figure 37: Indicative proposals for the West Square character area



### SPD 48: Natural environment

- > Opportunities to improve the natural environment should focus on:
- Enhancing the planting in West Square.
  - Reinforcing planting to the Lambeth Road side of the public park.
  - Reinforcing street tree planting on St. George's Road and Lambeth Road.
  - Enhancing the green routes shown on Figure 37.
  - Introducing additional street trees particularly within the proposed Elliott's Row conservation area.
  - Providing improvements, including a wider range of facilities at Geraldine Mary Harmsworth Park

#### We are doing this because

5.7.12 The conservation area contains two important areas of green space, which make a significant contribution to the spatial character of the area. The Geraldine Mary Harmsworth public park surrounds the Imperial War Museum and provides a pleasant refuge from the surrounding streets and traffic. We are proposing to review the boundary of the Metropolitan Open Land and Site of Importance for Nature Conservation protection for Geraldine Mary Harmsworth Park to cover the south eastern corner of the park which was previously in use as a swimming pool. This will be taken forward through the forthcoming site allocations development plan.

5.7.13 West Square is a beautiful example of a formal Georgian London square. There is scope to improve the planting in these spaces and reinforce green routes between them. Street tree planting, as well as greening routes can help reinforce the historic character of St George's Road and Lambeth Road.

## 5.8 Enterprise Quarter

### Character

- 5.8.1 The area has a concentration of education and employment uses. London South Bank University (LSBU) is the most significant owner and occupier of land and buildings. Commercial office buildings are located to the east (Borough Road) and west (St George's Circus). Employers in the area include MORI, the Salvation Army Headquarters and the Ministry of Sound whose nightclub is on Gaunt Street. The area contains a number of vacant or underused sites and buildings.
- 5.8.2 The St. George's Circus conservation area is located to the west of the character area and is a fine example of Georgian town planning, with the Circus being part of the wider street layout works associated with Blackfriars Bridge and aligned with it. The area also contains listed Georgian terraced housing and the grade II\* listed St George's Circus Obelisk.

Figure 38: The Enterprise Quarter character area



5.8.3 The area is deficient in well defined and maintained public open space. The public realm within the university campus is considered to be generally of poor quality with a lack of active frontages in some areas. There are mature London Plane trees located on Lambeth Road, Borough Road, London Road, Newington Causeway and Southwark Bridge Road. These trees are an important feature of the historic townscape and create a softening effect.

## Opportunities

5.8.4 There are a number of development opportunities within the Enterprise Quarter and significant scope to improve the look and feel of the area. Development can help create a more consistent townscape, provide better quality architecture and improve the relationship between buildings and streets, by



ensuring that developments front onto streets and have active frontages. There is an opportunity for taller buildings to be developed on Newington Causeway which will help to define the gateway into the central area.

- 5.8.5 The area between Southwark Bridge Road and London Road has the feel of a university campus. Public realm improvements can help create new public spaces which are welcoming to everyone, including university staff, students and visitors, as well as local residents. New pedestrian connections within the area as well as into neighbouring areas and the potential to make linkages with other programmes such as the Bankside Urban Forest, will make the area feel more outward looking.
- 5.8.6 There is an opportunity to build on the area's heritage, particularly in the St George's Circus Conservation Area. The setting of the circus would be significantly improved by enclosing it on the north eastern corner through a sympathetic development on the vacant car park adjacent to Erlang House. Bringing the listed buildings around the Duke of Clarence pub back into active use would also help bring more life to the circus, which in combination with public realm improvements would greatly improve the conservation area and its setting.

## Strategy

5.8.7 Our strategy for the Enterprise Quarter is to:

- Continue to support the economic and business function of the Enterprise Quarter, in particular, but not only, London South Bank University.
- Ensure that development opportunities provide opportunities for existing and future SME businesses.
- Promote provision of active uses at ground floor, particularly on Newington Causeway and London Road.
- Promote the redevelopment or refurbishment of underused land and buildings, such as Newington Triangle and Eileen House through development which demonstrates high quality architecture and which helps create a more consistent townscape
- Promote a community campus in the heart of the Enterprise Quarter
- Require active frontages at ground floor wherever possible.
- Transform the environment around Keyworth Street, Ontario Street, Thomas Doyle Street creating traffic free public spaces.
- Improve the public realm at key gateways into the university, including at the junctions of Borough Road/Southwark Bridge Road, Southwark Bridge Road/Newington Causeway and London Road/Ontario Street.
- Reinforce the character of main roads through tree planting and public realm improvements.
- Improve linkages into neighbouring areas and join up with existing programmes such as the Bankside Urban Forest.

- Create new links, including green routes through the area which integrate with existing public spaces.
- Reinforce the heritage of the area, particularly around St George's Circus.
- Enable a cluster of tall buildings on Newington Causeway. Heights should diminish moving northwards along Newington Causeway. Elsewhere ensure that building heights relate to the context of the area.

## Guidance

### SPD 49: Land uses

- > Developments which include or improve educational space in the area will be supported.
- > Business space (B1) use should be retained unless replaced by an alternative town centre use.
- > Provision of new town centre uses will be supported to increase activity in the area and complement the university use.
- > A range of retail (A class use), business (B class use) and leisure (D class) uses will be allowed in railway arches.
- > Provision of health facilities will be supported
- > Residential use will be supported; the distribution of land uses, orientation and design of buildings must be considered carefully to ensure that future residential occupiers have a high standard of residential amenity and to ensure that residential use does not harm the reasonable operation of surrounding businesses.
- > Student housing proposals will be supported in accordance with SPD 8.
- > Development should provide active ground floor uses along the main roads and around the key gateway spaces into the Enterprise Quarter (Figure 40).

## We are doing this because

5.8.8 As well as providing higher education, London South Bank University also has extensive academic resources available to facilitate and support local business. It is home to the London Knowledge Innovation Centre (LKIC), located on London Road, which is a business incubator established jointly by LSBU and the Southwark Enterprise Agency, Business Extra. LKIC provides serviced office space, business advice, virtual incubation, hot desk rental and support services to hi-tech and knowledge-based start-ups.

- 5.8.9 Towards the edges of the Enterprise Quarter there are commercial uses including MORI on Borough Road, the Ministry of Sound nightclub on Gaunt Street and the Salvation Army headquarters on Newington Causeway. There is scope to introduce more residential use into the area. Mixed use developments which include residential use on sites such as Eileen House, the Newington Triangle and 89-93 Newington Causeway will help generate more activity on the street, help the area feel more outward looking and give it more of an urban character which integrates better into surrounding neighbourhoods.
- 5.8.10 The introduction of residential or other noise sensitive developments close to existing significant noise sources e.g. (road or rail and commercial premises) in the area will need to include design measures which will help reduce and mitigate the impacts of the noise. The measures and standards set out in policy SPD 5 will help enable residential use to coexist with other noise generating uses.
- 5.8.11 NHS Southwark have identified a potential need for health facilities in the Enterprise Quarter. Flexibility should be incorporated into proposals to enable such space to be provided, should the need arise.
- 5.8.12 At the north of the character area Erlang House and Hill House straddle the boundary of the Bankside, Borough and London Bridge Opportunity Area and the Elephant and Castle Opportunity Area. The policies in this SPD and the draft Bankside, Borough and London Bridge SPD have been aligned and seek a consistent approach to the development of the sites.

## **SPD 50: Transport and movement**

- > Development should help facilitate improved linkages through the character area between London Road and Keyworth Street, Gaunt Street and Borough Road, Newington Causeway and Keyworth Street, alongside the railway viaduct, and Keyworth Street and Borough Road as shown in Figure 40.
- > Development should use opportunities to open up the arches of the railway viaduct where feasible.
- > Vehicular priority should be reduced to enhance the quality of the street space for pedestrians and increase pedestrian priority wherever possible throughout the area, in particular along Keyworth Street.

## **SPD 51: Built Environment**

### **Public realm**

Public realm improvements should focus on:

- > Reinforcing the character of strategic gateways into the area from the north:
  - At St. George's Circus, improvements should focus on reinforcing the character of the circus, increasing the area of usable pedestrian space around the perimeter of the circus and enhancing the setting of listed buildings and the obelisk.
  - At the Newington Causeway/ Borough Road junction and in association with development of the Triangle site, creating a sense of place and making the pedestrian areas of each space more usable.
  - At the junction of London Road/Ontario Street to connect and encourage movement from the central area and announcing the arrival into the university area.
- > Reinforcing the formal 'boulevard' character of streets leading to St. George's Circus, supplementing the existing mature street trees on Lambeth Road and Borough Road where necessary and introducing new tree planting on London Road.
- > Establishing a character for each of Newington Causeway and Southwark Bridge Road as 'urban streets', through the coherent use of high quality landscape design, materials and details.
- > Providing public spaces to act as focal points within the area:
  - At the junction of Thomas Doyle Street and Keyworth Street.
  - Within the Triangle Site, as part of a development of that site.
- > Enhancing the pedestrian environment at gateways into the LSBU campus at:
  - At the junction of Thomas Doyle Street and Keyworth Street.
  - At the junction of London Road/Ontario Street.
  - Within the Triangle Site, as part of a development of that site.

- > Enhancing the pedestrian environment at gateways into the LSBU campus at:
  - The junction of Borough Road/ Southwark Bridge Road.
  - Ontario Street where it meets London Road.
  - Southwark Bridge Road, where it meets Newington Causeway.
- > Providing active frontages and ensure that spaces are overlooked to help make them feel safer.
- > Integrating public art into the public realm either as part of development proposals or within streets and spaces.

### **Built form**

Development should:

- > Contribute towards creating a more coherent townscape through the form, mass and height of new buildings. It should provide footprints which encourage pedestrian movement through blocks and ensure that active frontages are provided at ground level.
- > Maintain a consistent height on Newington Causeway, north of the railway viaduct. Provided they are consistent with Figures 14 and 15, tall buildings should be set back from the street frontage.
- > Conserve or enhance the significance of the St George's Circus conservation area through:
  - Providing high quality, well designed buildings that complete the built frontage to the circus.
  - Enhancing views towards the obelisk.
  - Improving the public realm.
  - Bringing the listed buildings on the south-east corner of the circus back into active use.
- > Conserve or enhance the significance of the listed buildings and their settings, including the buildings around St George's Circus and the South London Inner Sessions Court on Newington Causeway.

### **Building heights**

Tall buildings should:

- > Help define the gateways into the central area shown on Figures 14 and 15. They should diminish in height moving north along Newington Causeway and London Road to manage the transition to surrounding building development.
- > Conserve the Outstanding Universal Value of the World heritage sites.
- > Conserve or enhance the significance of heritage assets and their settings including:
  - The setting of Grade II listed St Thomas Hospital in views from Victoria Gardens.
  - The setting of Southwark Cathedral when viewed from London Bridge.
  - Borough High Street conservation area.
  - St George's Circus conservation area.
  - Walwott Square conservation area (in LB Lambeth).

## **We are doing this because**

- 5.8.13 The street network in the Enterprise Quarter is generally designed around the highway requirements of vehicles and the area is poorly integrated into the wider area, particularly for pedestrian movement. Space allocated to pedestrians is limited in comparison with the number of people on foot, particularly on Keyworth Street and around public transport facilities. The result is that these areas can feel congested, even where traffic levels are light. The aim is to improve pedestrian and cycle linkages, both within the area and into the wider surroundings.
- 5.8.14 Many of the university buildings have very poor street frontages with limited activity. The inward looking nature of the university campus, particularly evident on London Road and Southwark Bridge Road, creates a poor gateway to the opportunity area and the central area. New buildings should include animated active frontages and defensible space which has a clear landscape or functional purpose.
- 5.8.15 The Enterprise Quarter currently has little coherent townscape character or quality with the exception of the remaining historic buildings around St. George's Circus and Borough Road which has an attractive character along much of its length, created by groups of buildings and street trees. St. George's Circus needs revitalisation, with new life and activity, in both historic buildings and high quality new development, and a public realm that reflects its importance. Proposals in St George's Circus should adhere to the principles set out in the St. George's Circus conservation area appraisal and English Heritage funded St. George's Circus Urban Design Framework (Alan Baxter & Associates and Urban Practitioners, 2004).
- 5.8.16 There may be opportunities to introduce taller buildings along Newington Causeway, marking the gateway into the central area. These should diminish in height towards Borough Road to the north and also to integrate with existing heights around Keyworth Street. Key sensitivities in the area are impact on the setting of St George's Circus and the listed buildings around it, Borough High Street and Grade II listed St Thomas' hospital.

### **SPD 52: Natural environment**

- > Development should contribute towards the creation of 'green links' through the area to link into the Keyworth Street university campus area and to each of the open spaces on the periphery.
- > Street tree planting should be enhanced to soften the public realm and enhance green links and help wayfinding. Tree planting is part of the historic townscape on the outer roads of the character area and can be enhanced to reinforce this element of their character.
- > Development should aim to promote and support biodiversity in the area with the creation of new habitats and improved levels of planting.

Figure 39: Heritage assets in the Enterprise Quarter character area

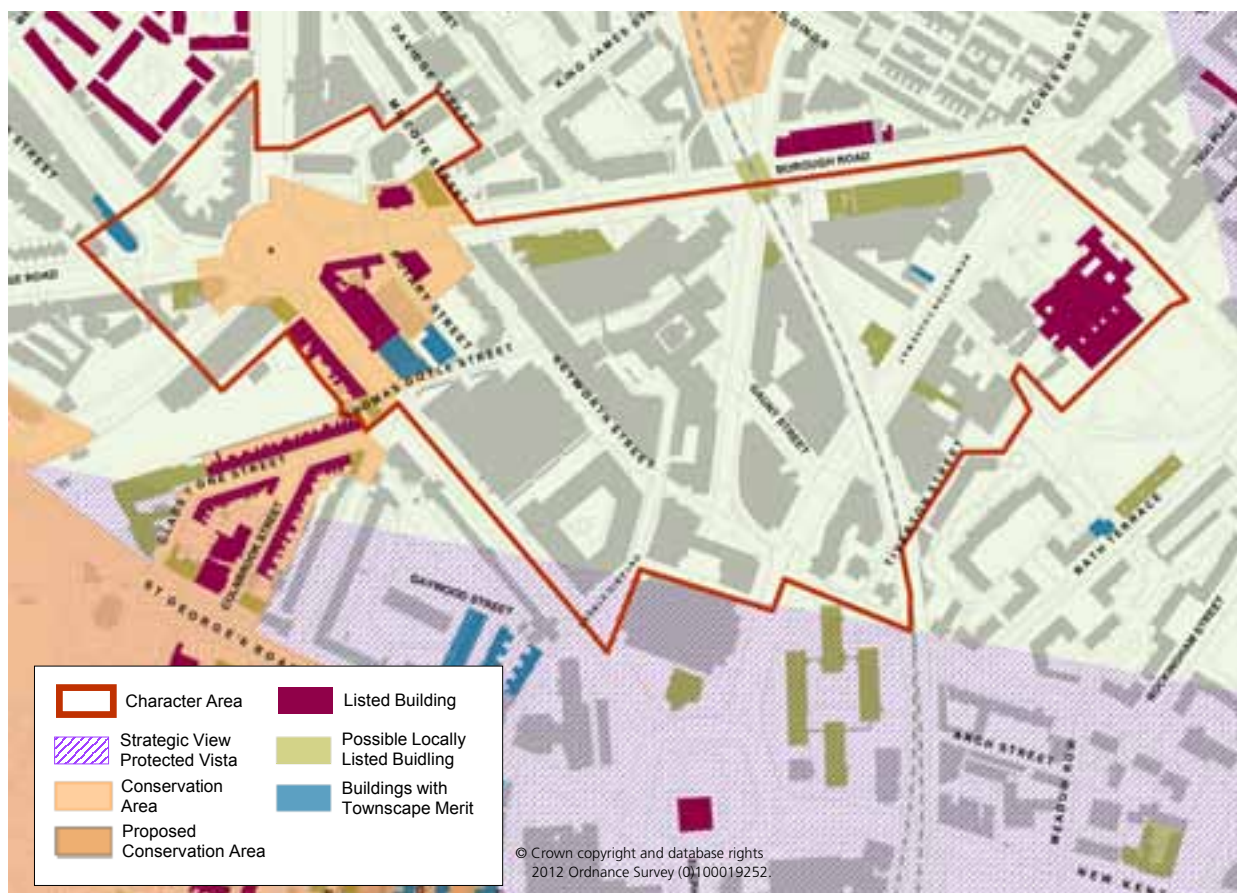
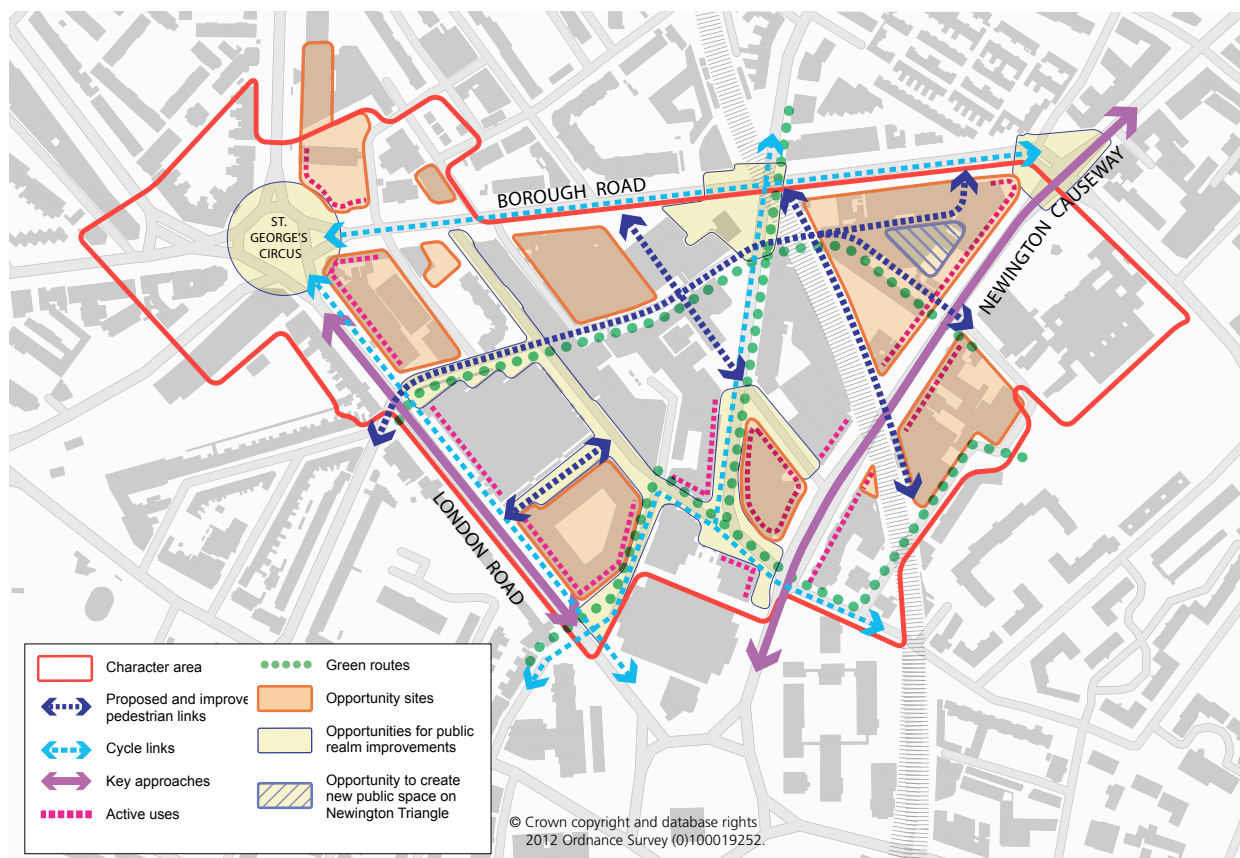


Figure 40: Indicative proposals for the Enterprise Quarter character area



## We are doing this because

5.8.17 There is a deficiency of public open space within the area. The public realm within the LSBU campus is generally of poor quality and would benefit from enhanced soft and hard landscaping proposals.

5.8.18 The layout of development should encourage permeability and the creation of attractive open spaces which will be well used and have a clear functional relationship to the surrounding townscape. The creation of green links which connect out towards the wider opportunity area will be encouraged.

5.8.19 Mature London Plane trees are an important feature of the historic townscape and create a softening effect. These can be seen on Lambeth Road, Borough Road, London Road, Newington Causeway and Southwark Bridge Road.

## 5.9 Rockingham

Figure 41: The Rockingham character area





## Character

- 5.9.1 This area is mainly residential, with a parade of shops on Harper Road, as well as estate pubs, churches and a valued community centre. Most of the housing is in large inter-war residential housing blocks and blocks built later by the London County Council (LCC). These are mainly 5 storeys and the brick built architecture gives an impression of robustness and durability. There is one taller building, Barnes House, which at 18 storeys, is an anomaly in the character area's built form.
- 5.9.2 The Presbyterian chapel on Falmouth Road is Grade II listed and the planned estate pubs help reinforce the character of the townscape. There are also several listed buildings to the east of the area, including Joseph Lancaster primary school, Henry Wood Hall and Trinity Church Square which help create the character area's setting.
- 5.9.3 The estate buildings are well landscaped with mature London Plane trees providing shading and greening. However, the size of the estates has made it difficult for pedestrians and cyclists to move through the area. Also the roads are engineered to a high standard, in some cases exceeding the amount of traffic which uses them and this can dominate the pedestrian environment.

## Opportunities

- 5.9.4 There are opportunities to improve wayfinding through landscaping, signage and public realm improvements. There is potential to use the large area of grass in Rockingham estate more effectively through initiatives such as community growing schemes which are already present on a small scale along the western side of Falmouth Road. Public realm improvements could focus on reducing the width of the carriageway on Falmouth Road, incorporating more space for pedestrians and trees. There is also scope to improve the retail environment outside the shops on Harper Road.
- 5.9.5 Any infill development which takes place should respect the scale of surrounding buildings and reinforce the street pattern through consistent boundary treatments and buildings which give enclosure to streets and spaces.

## Strategy

- 5.9.6 Our strategy for the Rockingham character area is to:
- Improve wayfinding and ensure that pedestrian links are made to the south in particular, across New Kent Road into the Heygate development site.
  - Make sure infill development respects the form of surrounding buildings and reinforces the streetscape.
  - Take opportunities to make good use of housing amenity spaces and improve green routes through the area.
  - Improve the retail environment on Harper Road.
  - Improve facilities at the Rockingham Community Centre.

## Guidance

### SPD 53: Land use

- > Additional residential use will be supported.
- > Supporting uses such as local pubs, small shops and community facilities should be retained or reprovided in accordance with the Core Strategy and saved Southwark Plan policies.
- > We will look for opportunities to make improvements to the Rockingham Community Centre.

### We are doing this because

- 5.9.7 The majority of the character area is residential, with a small row of local shops on Harper Road and other supporting services. Further residential development would be in keeping with the character of the area.
- 5.9.8 Rockingham community centre is in need of investment and the council will look for opportunities to make improvements to it.

### SPD 54: Transport and movement

- > Opportunities to improve pedestrian and cycle routes should focus on enhancing the links to the Heygate development site, Newington Causeway as well as to the north of the borough, as shown in Figure 43.

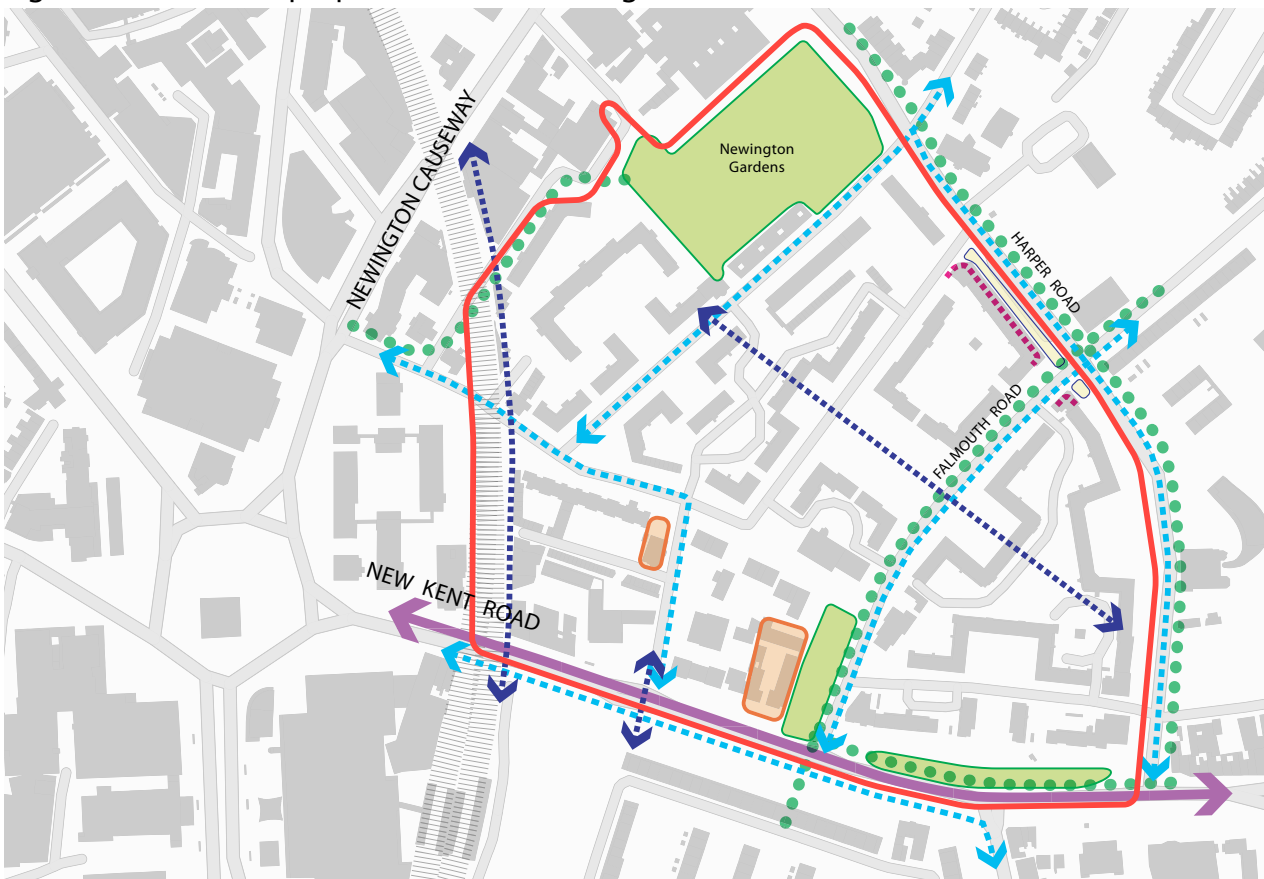
### SPD 55: Built form and public realm

- > Development should:
  - Help to reinforce the cohesive characteristics of the Rockingham area through consistent building heights of around 3-5 storeys, massing and materials.
  - Provide smaller footprints to encourage pedestrian movement through blocks.
  - Ensure that where appropriate, that layouts, landscaping and boundary treatment relate to the surrounding character.
  - Conserve or enhance the significance of the Grade II listed buildings, including the Presbyterian chapel and their settings.
  - Conserve or enhance the significance of the David Copperfield Gardens and its setting.
- > Public realm improvements should focus on enhancing the quality of public realm around the shops on Harper Road.

Figure 42: Heritage assets in the Rockingham character area



Figure 43: Indicative proposals for the Rockingham character area



### **We are doing this because**

- 5.9.9 Opportunities should be taken to improve way finding through the area. The prevailing character of the residential built form is 5 storey brick buildings set in mature landscaping. This creates a strong overall character and new developments will reinforce this through similar building heights, landscaping, boundary treatments and appropriate material choice.
- 5.9.10 The Presbyterian Church on Falmouth Road is a Grade II listed building and development will need to conserve or enhance its setting. David Copperfield Gardens is protected under the London Squares Preservation Act (1931) and proposals should adhere to the principles of this legislation.

### **SPD 56: Natural environment**

- > Opportunities to improve the natural environment should focus on:
- Making good use of housing amenity spaces through initiatives such as community growing schemes.
  - Enhancing green links between Tabard Gardens and the proposed new park in the central area, as shown on Figure 43.

### **We are doing this because**

- 5.9.11 Improvements to green routes and open spaces will help green the environment, provide better access to parks and provide opportunities for residents to enjoy local open spaces.

# Section 6

## Appendices

### Appendix 1: Implementation

#### 6.1 Introduction

6.1.1 This section explains our approach to the delivery and phasing of the development and the way that important infrastructure such as open spaces and public transport will be provided.

#### 6.2 Progressing committed developments

6.2.1 The transformational change of Elephant and Castle which is our aim is already happening. A number of projects are underway or have recently been completed. These include:

- Completion of 409 homes in Strata in 2010.
- The Heygate rehousing programme aims to deliver up to 598 new homes. The programme involves ten Southwark Council owned sites being developed in partnership with five housing associations.
- Overall, 408 new affordable homes have been delivered in the last five years and there are a further 217 under construction.
- Construction has started on the Oakmayne Plaza scheme at 50 New Kent Road which comprises 312 private residential units, 275 student rooms and 2,300 sqm retail and it will be complete in 2014.
- Mixed use developments have been built on Amelia Street, Crampton Street and Steedman Street, providing over 450 new homes and business space.
- The development at 120-138 Walworth Road will deliver 220 new student flats and new ground floor commercial space. It is currently under construction and due for completion early 2012.
- Planning consent was granted in 2008 for a 44-storey residential tower located next to the refurbished St Mary's churchyard.
- London South Bank University has a 15 year estates strategy to meet its anticipated needs. Stage 1 of the strategy included developing Keyworth 2 to house the Faculty of Health and Social Care. The building, created in partnership with the London Strategic Health Authority was completed in 2009.
- Significant improvements to the Elephant and Castle's transport infrastructure have been made with the recent removal of the southern roundabout.
- The complete upgrade of the historic St Mary's churchyard in central Elephant and Castle was managed by Southwark Council in 2007.

#### 6.3 Partnership working

6.3.1 The SPD is being prepared in partnership with the GLA who we have worked closely with in all aspects of the preparation of the document. The Mayor has endorsed the SPD as the Opportunity Area Planning Framework for the Elephant and Castle Opportunity Area. The SPD will be a material consideration for the Mayor and Southwark Council in determining planning applications in the area.

- 6.3.2 We have also worked closely with TfL on preparing the SPD, to ensure we have identified the impact of proposed development in the opportunity area, the mitigation measures required to sustain the level of development and the mechanisms for funding anticipated transport projects.
- 6.3.3 In July 2010, Southwark's Cabinet agreed to the terms of a detailed Regeneration Agreement with commercial partners, Lend Lease, that will pave the way for the £1.5bn transformation of the Elephant and Castle. Lend Lease are currently preparing a masterplan for the area and are progressing towards submitting a planning application for the redevelopment in spring 2012.
- 6.3.4 The council's cabinet has also recently agreed to a cooperation agreement with St Modwen, the owner of the shopping centre, and Lend Lease. This decision will mean that St Modwen will bring forward a separate planning application to regenerate their site and all parties can work together to coordinate development activity.
- 6.3.5 Southwark will continue to engage positively with all stakeholders in the area, including the universities, landowners, registered landlords and developers as their support will be important in delivering the vision for Elephant and Castle.

#### **6.4 Business and community involvement**

- 6.4.1 The support of the local community is critical to the success of the opportunity area. There is a thriving voluntary sector in Elephant and Castle and two community councils cover the area (Bankside and Borough and Walworth). In addition to these, there are other groups which have been set up to provide a forum for public discussion about the future development of the area, including the Elephant and Castle Community Regeneration Forum and the Elephant and Castle Amenity Network.
- 6.4.2 Groups including Living Streets, Southwark Cyclists, Friends of Nursery Row Park, the many tenants and residents associations, faith groups, market traders and other businesses are crucial to the continued success of the area.
- 6.4.3 It is essential that we continue to engage with communities to make sure we deliver their aspirations, to make the most of our community resources and to ensure development meets the needs of local people and groups.
- 6.4.4 Southwark's Statement of Community Involvement (SCI) sets out how and when the community will be involved in the planning process. We expect developers to engage the community at an early stage before an application is submitted and provide details of how they have done this in their Design and Access Statement.

## 6.5 Infrastructure Plan

6.5.1 Over the course of the next 15 years, we expect around 6,000 new homes (gross) to be built in the opportunity area and the amount of shopping space to be significantly expanded. Existing infrastructure will need to be improved and new infrastructure provided to cope with the additional population.

### Transport

- 6.5.2 The public transport network does have some problems in this area. Key ones are the overcrowding and poor reliability of bus services at some times, congestion caused by the high number of buses at bus stops, passenger capacity problems at the Northern Line underground station, poor access to the rail station, and generally poor interchange between buses, the underground and trains.
- 6.5.3 Over the life of the plan it will be necessary to increase capacity in the Northern Line station and provide improved access to the platforms. It is possible to provide the necessary capacity by increasing the number of lifts in the station. TfL have estimated that this would cost in the region of £96m. However our preferred solution would be to provide escalator access to the Northern Line station. TfL have estimated that this would cost £139m. Because any station capacity improvements will require additional land they should be developed and delivered in conjunction with a remodelling of the shopping centre.
- 6.5.4 A key requirement of the SPD is to transform the public realm around the northern roundabout, removing the subways and introducing surface crossings on all arms of the roundabout. TfL estimated that this work would cost approximately £10m. We expect the improvements to the northern roundabout to be carried out in the first phase of the plan period. Appendix 4 provides further details on strategic transport infrastructure required and an indicative timetable for the implementation of improvements.
- 6.5.5 S106 funding and the community infrastructure levy will play a vital role in helping secure these infrastructure improvements. Using the tariff levels set out in the SPD, we estimate that around £48m can be generated for these improvements over 20 years. We will work with TfL, developers and other stakeholders to identify opportunities to reduce the funding gap. There may be opportunities for developers to undertake infrastructure improvements as part of their developments. Evidence suggests that this would result in reduced costs if taken forward as part of a competitive tendering process.

- 6.5.6 Because the work required to deliver strategic transport improvements needs to start in 2012, the public sector will provide any forward funding required before s106/CIL funding can be collected. After 2013, the strategic transport tariff set out in SPD20, collected through CIL, will be used to recoup all or a substantial part of the public sector outlay in mitigating the impact of development.

### **Leisure**

- 6.5.7 In June 2011, our cabinet agreed to transfer 0.9 acres of the existing leisure centre to Lend Lease to build a residential development adjacent to the leisure centre site. In November 2010 the cabinet gave approval to progress with the design of a new leisure facility consisting of a new six lane 25m swimming pool, learner pool, four court sports halls, gym, exercise studio, crèche and café. S and P architects, who are co-designing the Olympic swimming pool with Zaha Hadid, will be designing the new leisure centre.
- 6.5.8 The council has a formal agreement with Lend Lease to deliver the new leisure centre. The planning application is expected in spring 2012 with completion of the facility two years later.

### **Public realm**

- 6.5.9 The transformation of the public realm in the central area is underway. In addition to plans to upgrade the environment around the northern roundabout mentioned above, TfL have recently completed the £2.9m improvements to the southern junction. The pedestrian subways were removed and replaced with surface crossings. Other benefits included the installation of traffic lights to smooth traffic flows, new cycle lanes and advanced stop lines for cyclists, new paved areas providing shared space for pedestrians and cyclists, the introduction of the London cycle hire scheme, tree planting and improved lighting.
- 6.5.10 There is the potential to make much more effective use of the land around the shopping centre and the leisure centre. This includes the opportunity to provide a new civic space at the front of the shopping centre. These improvements would be delivered through developments on those sites. In addition to improving the quality of the public realm, there is scope to significantly improve the way it is used by working with surrounding landowners and residents to enable spaces to be used more actively using some of the principles which have worked well elsewhere, such as the Urban Forest scheme in Bankside or Bermondsey Square.
- 6.5.11 To the east of the viaduct, the development of the 50 New Kent Road site, which is currently under construction, will deliver a new market square. The Heygate redevelopment provides the opportunity to provide new high quality public realm on the footprint of the estate itself, as well as on its edges, including New Kent Road, Elephant Road, Walworth Road and Rodney Road.
- 6.5.12 Public realm improvement schemes are planned across the Pullens estate. Predominantly funded by s106 planning obligations from the recently completed Printworks scheme, these initiatives will include a new community orchard on Peacock St consisting of eight apple trees and a quince tree;



a wider entrance on Iliffe Street entrance to Crampton School with an avenue of walnut trees, new seating and planting. On Crampton Street, there will be pear trees and a pine nut tree, community planting beds and seating. All of the new trees and planting will be edible. The implementation of these three initiatives follows extensive consultation with the local community over the past two years led by the scheme architects DPQ.

6.5.13 In 2008, in preparing the Enterprise Quarter SPD, we identified a series of projects in the Enterprise Quarter which aim to transform what is currently a poor public realm in that area. The focus of these projects is summarised in section 5.8 on the Enterprise Quarter above.

6.5.14 It is anticipated that these projects will be delivered through s106/CIL funding, "in-kind" through the development of sites and through other sources of funding where opportunities arise.

### **Open space**

6.5.15 Once a large churchyard, St Mary's was transformed in 2007 into an extremely popular and well used park. It was completely re-landscaped, with new playground facilities provided along with plenty of seating for adults and planted areas. The new main entrance reconnects the park to the city with an open plaza where local residents, commuters, students and passers-by can relax away from the busy pace of the area.

6.5.16 Funded by s106 contributions from the Strata scheme, over £1m was spent in 2009/10 on a programme of improvements to the local environment for the benefit of the community. These works included the refurbishment of a local playground and basketball court in the neighbouring Newington estate, extensive new low level and tree planting and also upgrading of paving.

6.5.17 We are currently preparing an open spaces strategy, which updates our 2004 open spaces audit and which will be accompanied by a capital investment strategy. This will provide a framework to manage and improve open spaces across the borough. Once adopted, the strategy will be used to inform contributions to open space improvements generated through s106/CIL. Using our current charging system, we estimate that around £6.5m will be raised over the life of the plan to improve open spaces, play and sports facilities.

### **Energy and water**

6.5.18 As set out in policy SPD 19, development proposals should connect to existing heating and cooling networks and Combined Heat and Power (CHP) systems where feasible. Where a new CHP system is appropriate proposals should also assess the feasibility of extending the system beyond the site boundary to adjacent sites.

6.5.19 Residential developments should achieve a potable water use target of 105L per person per day potable water consumption, using highly efficient water saving fixtures, fittings and appliances and connecting to a local water supply or borehole where this is available. There are existing bore holes on Stead Street car park and at St Mary's churchyard.

- 6.5.20 With regard to utilities, Southwark will monitor phasing and implementation of development and continue to share plans with infrastructure providers. Developers will liaise with providers to ensure that any upgrades required to power, water and sewerage infrastructure are provided ahead of the occupation of development.
- 6.5.21 With regard to water and sewerage infrastructure, the council will use planning conditions where appropriate to ensure that development does not commence until impact studies on the existing water supply and sewerage infrastructure have been approved by Southwark in conjunction with Thames Water. Where there is a capacity problem and no improvements are programmed developers should contact the utilities company to agree what improvements are required and how they will be funded.
- 6.5.22 Southwark has carried out a strategic flood risk assessment of the borough. The opportunity area lies in flood zone 3a (high probability of flooding in the event of a breach of flood defences). Core Strategy policy 13 states that Southwark will allow development to occur in zone 3a, providing it is designed to be safe and resilient to flooding. It also requires development to reduce the risk of flooding by reducing surface water run-off and using sustainable urban drainage systems. Further guidance is set out in our Sustainable Design and Construction SPD.

### **Community facilities**

- 6.5.23 NHS Southwark have a strategic plan for the period 2010/11–2014/15. This focuses on making better use of existing premises, rather than investing in significant numbers of new facilities. There are no plans for new health facilities in the area over the short to medium term, although wherever there is a development opportunity, strong service case and proven financial viability, Southwark NHS will continue to seek rationalisation of the current estate and decommission high-cost and poor quality premises. In the longer term, Southwark NHS will continue to seek investment in the primary care estate where necessary to cope with the anticipated rises in population and increases in demand on healthcare this will create. Development in and around the Enterprise Quarter could lead to the need for expanded facilities in that area in the longer term.
- 6.5.24 We have developed a robust methodology for planning for school places to be delivered through our capital plans (The Building Schools for the Future and Primary Strategy for Change programmes) and the local development framework. Secondary place planning is carried out on a borough wide basis. There is a pressure for new secondary places which we are planning to meet by the provision of the new 5FE Aylesbury Academy in Walworth and a new 5FE academy in Rotherhithe, which is currently the subject of negotiations with the Department for Education.
- 6.5.25 The forecasts for the Borough and Bankside planning zone do not show a shortfall of primary school places in the next few years but the Walworth planning zone forecast shows greater growth than Borough and Bankside. The provision of new primary school places will be considered as part of standard primary place planning and strategy work.

6.5.26 There are also two free schools proposed in the area; a primary and a secondary school. Free Schools are non-profit making, independent, state-funded schools. They are not defined by size or location and they can be located in traditional school buildings or appropriate community spaces. They can be set up by a wide range of proposers – including charities, universities, businesses, educational groups, visionary teachers or committed parents. They might be needed because there simply are not enough school places in a local area and children have to travel too far to the nearest school.

6.5.27 There are approximately 2,000 registered places in early years facilities across the five wards in which the opportunity area lies. Of these some 400 are currently vacant. The need for new places and other community facilities will be kept under review over the lifetime of the plan. Developments will need to make contributions to the provision of community facilities, either through provision of facilities on-site or through making s106 planning obligations/CIL to provide or improve facilities elsewhere.

## Appendix 2: Schedule of buildings which have the potential to be locally listed

Character Area	Building or structure name	Street No	Street Name
<b>Core area</b>	Elephant & Castle LUT Station, South London House	70-72	
	Metro Central Heights		Newington Causeway
<b>Heygate Street</b>	The Crown and Anchor Public House	116	New Kent Road
	Victory Primary School and School House		
<b>Brandon Street</b>	Robert Browning Primary School and Associated Buildings		East Street / King and Queen Street
	The Crown Public House	115-117	Brandon Street
	The Masons Arm Public House	109	East Street
	Rose & Crown		Rodney Road
	School Buildings		Flint Street
	Peabody Buildings		Rodney Road

Character Area	Building or structure name	Street No	Street Name
<b>Walworth Road</b>	195 Walworth Road	195	Walworth Road
	204-6 Manor Place	204-6	Manor Place
	250 Walworth Road	250	Walworth Road
	290 Walworth Road	290	Walworth Road
		4 to 8	Cadiz Street
	Malvern House		Liverpool Grove
		389-403	Walworth Road
		374	Walworth Road
		405	Walworth Road
		36-44	Walworth Road
		345 - 375	Walworth Road
<b>Rail Corridor</b>	The Tankard Public House	176-178	Walworth Road
<b>Pullens</b>	The Hampton Court Palace Public House		Hampton Street
<b>West Square</b>	Notre Dame RC Secondary School for Girls		
	Railings to Notre Dame RC Secondary School for Girls		
		110-116 (even)	St. George Road (N side)
		104-108 (even)	St. George Road (N side)
	The Albert Arms Public House	1	Gladstone Street
	Siobhan Davis Studios		St. George Road (South side)
	Imperial War Museum, All Saints Annex		Austral Street
	Two Eagle House		Austral Street
	57-59	St. George Road (South side)	

Character Area	Building or structure name	Street No	Street Name
	The Prince of Wales Public House	51	St. George Road (South side)
		2-10 (even)	Hayles Street
		12-14 (even)	Hayles Street
		26-32 (even)	Hayles Street
		34	Hayles Street
		38-40	Hayles Street
		42-46 (even)	Hayles Street
		50-54	Hayles Street
		58-60 (even)	Hayles Street
		29-35 (odd)	Hayles Street
		1 - 5 (odd)	Hayles Street
		61-64	Elliot's Row
<b>Enterprise Quarter</b>		5	Westminster Bridge Road
		1	London Road
		15, 15A, 16A	London Road
	Caxton House	13 - 16	Borough Road
	London South Bank University		
		233	Southwark Bridge Road
		231	Southwark Bridge Road
	Rail Bridge		Borough Road
		82	Borough Road
		83	Borough Road
	Diary House, South Bank University	77-81	Borough Road
		56-62	Newington Causeway
	73-75	Newington Causeway	

Character Area	Building or structure name	Street No	Street Name
<b>Rockingham</b>	Devonshire House, Bath House, Trinity House		Bath Terrace
		83	New Kent Road
		81	New Kent Road
<b>Outside OA</b>		36-38	Penrose Street
	Old Station House	1-28	Carter Place

### Appendix 3: Strategic transport infrastructure

Table A3.1 provides a description of the strategic transport infrastructure required in the opportunity area to mitigate the impact of development. The strategic transport tariff referred to in SPD 20 will help fund these works.

Table A3.1: Strategic transport infrastructure

Transport Infrastructure	Strategic Need	Description	Indicative Cost*
<b>Northern Line Ticket Hall (NLTH)</b>	<p>To mitigate the cumulative impact of new development and background growth on the NLTH</p> <p>To ensure a 'fit for purpose' station</p>	<p>Enlarge the NLTH</p> <p>Increased vertical capacity from ticket hall to platform level</p> <p>Preferred design solution includes 3 escalators, however provision of 3 additional lifts would be sufficient to mitigate impacts of the growth currently anticipated.</p> <p>Integration with the E&amp;C shopping centre</p>	<p>£139m for escalators</p> <p>£96m for provision of additional lifts</p>
<b>Northern Roundabout</b>	<p>To enhance the urban realm and deliver a step change in the pedestrian environment</p> <p>To improve the public transport interchange both in the short and longer term</p> <p>To improve cycle facilities and enhance cycle safety</p>	<p>Replacement of the existing sub-ways with at grade crossings</p> <p>Improved pedestrian and cycle linkages within and through the area</p> <p>Step change in the quality of the public realm and environment throughout the area</p> <p>Designed to work with recent improvements at the southern junction</p>	£10m

Figure A3.2 provides an indicative timeline which shows the relationship between growth and needed strategic transport improvements. The levels of s106/CIL funding have been derived from our Elephant and Castle viability study. They are based on today's prices and are estimated using the levels of growth set out in the Development Capacity Assessment. Funding will be expected to rise with real growth in sales values. The level of the public sector forward funding requirement will depend on how much s106/CIL is collected and the final costs of the identified improvements. S106 obligations (and in the future CIL) are monitored with quarterly reports shown on our website.



Figure A3.2

Timeline	2011-2015	2016-2020	2021-2025	2026-2030
<b>Development activity</b>	906 homes	2627 homes	1554 homes	152 homes
<b>Strategic infrastructure improvement</b>	Shopping centre redevelopment Northern roundabout improvement	Shopping centre redevelopment NLTH improvement		
<b>Costs*</b>	£10m	£96m - 139m		
<b>S106/CIL funding generated</b>	S106/CIL: £8.6m	CIL: £23m	CIL: £14.5m	CIL: £1.8m
<b>Public sector forward funding requirement</b>	Forward funding requirement: £140.4m			

\*costs are at today's prices and include 40% risk and contingency which is appropriate at this stage of the design. They exclude potential financing costs, land requirements and wider surface works that may be required. More accurate costs will be obtained with further refinement of scope and specifications as design work progresses

# Contact us

Planning policy team, Chief Executive's Department, Southwark Council, P.O. FREEPOST SE1919/14, London SE1P 5LX.

Any enquiries relating to this document can be directed to planning policy team, Southwark Council. Email [planningpolicy@southwark.gov.uk](mailto:planningpolicy@southwark.gov.uk), Tel 020 7525 5471

This document can be viewed at [www.southwark.gov.uk/planningpolicy](http://www.southwark.gov.uk/planningpolicy)

**If you require this document in large print, braille or audiotape please contact us on 020 7525 5471.**

## Arabic

هذه الوثيقة أعدت من قبل فريق سياسة تخطيط بلدية ساوثارك.  
هذه الوثيقة ستأثر على القرارات التي اتخذت حول تخطيط وتطوير إستعمال الأرض في ساوثارك.  
إذا اردت أن تطلب المزيد من المعلومات أو من الاستشارة بلغتك يرجى القيام بزيارة دكان (وان ستوب شوب) وأعلم الموظفين هناك  
باللغة التي تريدها. إن عناوين دكاكين (وان ستوب شوب) موجود في أسفل هذه الصفحة

## Bengali

সাদার্ক কাউন্সিলের প্ল্যানিং পলিসি টিম এই দলিলটি প্রকাশ করেছে। এই দলিলটি সাদার্ক জমি ব্যবহারের পরিকল্পনা ও উন্নয়ন সম্পর্কিত সিদ্ধান্তগুলির উপর প্রভাব রাখবে। আপনি যদি আপনার ভাষায় অতিরিক্ত তথ্য ও পরামর্শ চান তাহলে অগ্রসর করে ওয়ান স্টপ শপে যাবেন এবং কি ভাষায় এটা আপনার দরকার তা কর্মচারীদের জানাবেন। ওয়ান স্টপ শপগুলোর ঠিকানা এই পৃষ্ঠার নিচে দেয়া হল।

## French

Ce document est produit par l'équipe de la politique du planning de la mairie de Southwark. Ce document affectera les décisions prises sur le planning de l'utilisation des terrains et du développement dans Southwark. Si vous avez besoin de plus de renseignements ou de conseils dans votre langue, veuillez vous présenter au One Stop Shop et faire savoir au personnel la langue dont vous avez besoin. Les adresses des One Stop Shops sont au bas de cette page.

## Somali

Dukumeentigan waxa soo bandhigay kooxda Qorshaynta siyaasada Golahaasha Southwark. Dukumeentigan waxuu saamaynayaa go'aanaddii lagu sameeyey isticmaalka dhuulka ee qorshaynta iyo horumarinta ee Southwark. Haddii aad u baahan tahay faahfaahin dheeraad ah ama talo ku saabsan luqadaada fadlan booqdo dukaanka loo yaqaan (One Stop Shop) xafiiska kaalmaynta kirada guryaha shaqaalaha u sheeg luqada aad u baahan tahay. Cinwaanada dukaamada loo yaqaan (One Stop Shops) xafiisyada kaalmaynta kirada guryaha waa kuwan ku qoran bogan hoosteedda.

## Spanish

Este documento ha sido producido por el equipo de planificación de Southwark. Este documento afectará las decisiones que se tomarán sobre uso de terrenos, planificación y desarrollo en Southwark. Si usted requiere más información o consejos en su idioma por favor visite un One Stop Shop y diga a los empleados qué idioma usted requiere. Las direcciones de los One Stop Shops están al final de esta página.

## Tigrinya

እዚ ሰነድ (ጽሑፍ) ብባህርቲ ካውንስል (Southwark) ናይ ውጥን መምርሒ ጉጅለ ዝተዳለወ እዩ ። እዚ ሰነድ እብ ባህርቲ ናይ መሬት ለውጥን ምድብን ስብዕቲን እብ ዝገበሩ ውሳኔታት ለውጢ ከምዳኒ ይገልጻል እዩ ። ተወሳኺ ሓበሬታን ምኽርን ብድንድኹም እንተደለኹም ናብ ሞን ስቶፕ ሾፕ (one stop shop) ብምግድን ንኵረገዡት ሰራሕተኛቲ ትደልዩዎ ቋንቋ ንገርዎ ። ናይ ሞን ስቶፕ ሾፕ እድረኛ እብ ታላቲ ተጻሓፉ ይርከብ ።

Walworth One Stop Shop, 151 Walworth Road, London, SE17 1RY