REVITALISE

Southwark Council

Core strategy

CDB5. Retail Background Paper

March 2010

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CONTENTS

1. INTRODUCTION

1.1 This paper covers the retail background and research that has informed Policy 3 and the supporting text contained within our core strategy. It summarises our evidence base, describes our strategy for retail and our reasons for selecting the approach we set out.

2 POLICY BACKGROUND

National

PPS1: Delivering Sustainable Communities (January 2005)

2.1 PPS1 **(CDN1)** emphasises the important role that the planning system has in the delivery of sustainable development. It encourages local authorities to recognise wider sub-regional, regional and national benefits of economic development and consider these alongside any adverse local impacts (para 5).

2.2 In terms of economic development, the guidance states that planning authorities should (amongst others):

- Ensure that suitable locations are available for industrial, commercial, retail, public sector (e.g. health and education) tourism and leisure developments, so that the economy can prosper (para 26)

PPS4: Planning for Sustainable Economic Growth (December 2009)

2.3 PPS4 **(CDN5)** sets out the Government's comprehensive policy framework for planning for sustainable economic development in urban and rural areas.

The PPS sets out advice on planning for town centres. The main uses to which the town centre policies in this PPS apply are:

1. retail development (including warehouse clubs and factory outlet centres)

2. leisure, entertainment facilities, and the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls)

3. offices, and

4. arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities) (para 7)

2.4 The local level evidence base should be informed by regional assessments, and should assess the detailed need for floorspace for economic development, including for all main town centre uses. This includes identifying any deficiencies in the provision of local convenience shopping and other facilities which serve peoples day to day needs (para EC1.3).

2.5 At the local level the evidence should include an assessment of the existing and future supply of land available for economic development, ensuring that existing site allocations for economic development are reassessed against the policies in the PPS, particularly if they are for single or restricted uses. Where possible, any reviews of land available for economic development should be undertaken at the same time as, or combined with, strategic housing land availability assessments (para EC1.3).

2.6 The evidence should also assess the capacity of existing centres to accommodate new town centre development taking account of the role of centres in the hierarchy and identify centres in decline where change needs to be managed (para EC1.3).

2.7 With respect to employment land, the PPS emphasises the importance of maintaining flexibility to cater for the increasing diversity of businesses and jobs. The statement identifies local planning authorities should seek to make the most efficient and effective use of land and buildings, especially vacant or derelict buildings and should prioritise previously developed land which is suitable for re-use and for town centres, reflects the different location requirements of businesses, such as the size of site required, site quality, access and proximity to markets, as well as the locally available workforce (para EC2.1).

Regional

The London Plan Consolidated with Alterations (2008)

2.8 The London Plan **(CDR1)** is the spatial development strategy for Greater London setting out an integrated social, economic and environmental framework for future development over the next 15-20 years.

2.9 The London Plan adopts a policy of ‘structured choice’, which concentrates the supply of retail and leisure facilities and services in the most accessible places and spreads them between central London, town centres and development areas.

2.10 Policy 2A.8 Town Centres, sets out an over-arching approach to support and regenerate town centres. The policy advises boroughs to use the network of town centres shown on Map 3D.1 in the London Plan as the basis for policy development and delivery within them.

DPD policies should:

- identify future levels of retail and other needs in light of integrated local and strategic assessments and enable the supply of capacity to meet these

- develop and enhance the network of International, Metropolitan, Major, District and specialist centres as shown on Map 3D.1 and Annex 1
- identify more local and neighbourhood centres and those with distinct roles in meeting special needs
- seek close partnership working with retailers and other stakeholders to identify developments that will support delivery of this plan's objectives, focusing it where practicable on town centres and where this is not practicable on the edge of town centres.

2.11 Policy 3D.1 states that boroughs should enhance access to goods and services and strengthen the wider role of town centres. DPD policies should (amongst others):

- Encourage retail, leisure and other related uses in town centres and discourage them outside the town centres;
- Improve access to and within town centres by public transport, cycling and walking;
- Enhance the competiveness and quality of retail and other consumer services in town centres;
- Designate core areas primarily for shopping uses and secondary areas for shopping and other uses, and
- Undertake regular town centre health-checks and integrated strategic and local consumer need and capacity assessments.

2.12 Policy 3D2 - Town centre development - states that DPD policies should assess the need and capacity for additional retail, leisure, commercial and other town centre development and reconcile these by making appropriate provision following the sequential approach in identifying suitable sites.

2.13 London has a complex network of town centres and five broad types have been identified; international, metropolitan, major, district and local and neighbourhood (Annex 1).

• **International Centres:** London has two such centres, Knightsbridge and the West End. International Centres are defined as major concentrations of globally attractive, specialist or comparison shopping.

• **Metropolitan Centres:** The London Plan identifies 11 metropolitan centres. Not one of these centres are located in Southwark. Metropolitan centres are mainly in the suburbs and serve wide catchment areas covering several boroughs and offer a high level and range of comparison shopping.

• **Major Centres:** The Plan identifies 35 major centres, including Peckham. They are characteristically important shopping and service centres with a borough-wide catchment. Their attractiveness to shoppers is the broad range of goods and services available, and the provision of a good mix of both comparison and convenience shopping.

- **District Centres:** London has 146 district centres. These include Camberwell, Dulwich, Lordship Lane, Elephant & Castle, Surrey Quays/Canada Water and Walworth Road. District Centres have traditionally provided convenience goods and services for more local communities to meet their day-to-day needs. Developing the capacity of district centres for convenience shopping is critical to ensure access to goods and services at the local level, particularly for people without access to cars.
- **Neighbourhood and more local centres:** typically serve a localised catchment often most accessible by walking and cycling and include local parades and small clusters of shops, mostly for convenience goods and other services. They may contain a small supermarket (less than 2,000 sqm) sub-post office, pharmacy, launderette and other useful local services. The London Plan identifies over 1,200 neighbourhood and local centres which provide services for local communities. Within Southwark, these are The Blue, Herne Hill, Dulwich and Nunhead.
- **CAZ Frontages:** a supplementary classification that refers to mixed use areas in the Central Activities Zone (CAZ) usually with a predominant retail function.

2.14 Policy 3D.3 recommends that boroughs should work with retailers and others to prevent the loss of retail facilities, including street and farmer's markets, that provide essential convenience and specialist shopping.

2.15 The London Plan recognises that local convenience shopping is important, especially for less mobile people and those on low incomes. In particular, the Mayor's Food Strategy recognises the importance of street and farmers' markets in meeting dietary requirements, as well as enhancing choice in, and vitality of, town centres (paras 3.276-3.278).

Consultation draft replacement London Plan (October 2009)

2.16 Following the election of a new Mayor in May 2008, a full review of the London Plan was announced, leading to formal publication of a replacement plan towards the end of 2011 with policies setting out the mayor's strategy up to 2031.

2.17 The London Plan (2008) **(CDR2)** will apply until the replacement plan is formally published. The draft replacement plan will be a material consideration that can be taken into account in deciding planning applications, and the policies will gather weight the further into the process they go.

2.18 Policy 2.15 sets out the strategy for town centres. In particular, boroughs should identify town centres, primary and secondary shopping areas and smaller centres and set out policies for each type of area.

2.19 Policy 4.7 of the plan sets out the strategy for retail and town centre development. It advises boroughs to identify future levels of retail and other commercial floorspace, undertake regular town centre health checks and identify new capacity, bringing forward development within or on the edge of town centres (where appropriate).

2.20 Policy 4.8 sets out the strategy for supporting a successful and diverse retail sector, by encouraging boroughs to bring forward capacity for additional comparison goods retailing, supporting convenience retail, and to provide a policy framework for local and neighbourhood shopping and facilities. It also encourages the support of street and farmers markets.

2.21 Policy 4.9 encourages the development of local policies to support the provision of small shop units.

2.22 Annex 2 of the plan provides guidance on policy directions for individual town centres. It has been informed by the latest GLA Consumer Expenditure and Comparison Goods Retail Floorspace Need in London (2009), the GLA London Town Centre Health Checks (2009), and the London Office Policy Review (2009).

2.23 To provide broad strategic guidance on the future direction for London's town centres, including their potential for growth and regeneration, a three-fold categorisation was identified:

<u>High growth:</u> town centres likely to experience strategically significant levels of growth with strong demand and/or large scale retail, leisure or office development in the pipeline and with existing or potential public transport capacity to accommodate it (Typically PTAL 5-6)
<u>Medium growth:</u> town centres with moderate levels of demand for retail, leisure or office floorspace and with physical and public transport capacity to accommodate it.
<u>Low growth:</u> town centres that are encouraged to pursue a policy of consolidation by making the best use of existing capacity, either due to physical, environmental or public transport accessibility constraints, or low demand.
<u>Regeneration:</u> a supplementary classification and refers to those town centres where existing capacity can be utilised to achieve regeneration objectives including physical, environmental and economic renewal (para A2.5, page 238).

2.24 For Southwark, the plan sets out the policy growth direction for the following centres:
Peckham – Medium growth and regeneration
Elephant and Castle – High growth and regeneration
Walworth Road – Medium growth and regeneration
Surrey Quays (Canada Water) – High growth and regeneration
Camberwell – Medium growth and regeneration
Dulwich – Lordship Lane – Medium growth

Borough High Street – Medium growth (table A2.1)

2.25 The plan has identified changes to the classifications of town centres in the network over the Plan period, including potential new centres.

2.26 For Southwark, London Bridge is not classified in the 2008 London Plan town centre classification. The new plan sets out a new classification of 'CAZ frontage' and medium level of growth (table A2.1, page 239 -247). .

2.27 The classification status for Elephant and Castle and Walworth Road, as two separate district town centres in the 2008 London Plan, has changed to become one major town centre. Taken into consideration was the regeneration programme for the Elephant and Castle area, which when fully implemented could result in a larger, more integrated town centre, therefore functioning above a District level to become a Major centre (table A2.1, page 239 -247). .

2.28 For Surrey Quays (Canada Water), which is currently designated as a district centre, the plan sets out the centre has potential to become re-classified to a major town centre (table A2.1, page 239 -247).

Local Policy

Southwark 2016: Sustainable Community Strategy (2006)

2.29 Southwark 2016 **(CDL2)** is the Sustainable Community Strategy for the borough. The Strategy guides the work of all statutory agencies in Southwark, as well as partners in the voluntary, faith and business sectors. It also takes account of trends emerging in the borough, in neighbouring boroughs and in Greater London itself. Southwark 2016's objectives are;

- *'improving individual life chances*
- *making the borough a better place for people, and*
- *delivering quality public services'.*

2.30 The strategy sets out the priority of *'Infrastructure for a vibrant economy'* with key actions to:

- Promote Southwark as an ideal location for specialist retail, tourism, creative industries and the newly emerging environmental industries, capitalising on the rich diversity of cultures and global connections reflected in the existing mix of large and small businesses.
- Protect for commercial and industrial uses the sites designated in the Southwark Plan, so there is sufficient land for business purposes to meet the expected demand for office, industrial, retail and warehousing in ways that are compatible with increasing the amount of affordable housing (page 31).

Southwark Plan (July 2007)

2.31 The Southwark Plan **(CDL1)** sets out a hierarchy of town centres, according to the different levels of importance and different range of services. The town centres have been designated to protect and encourage shops, in order to improve the quality and quantity of service provision in accessible locations for surrounding catchment areas. A range of uses will be supported within the centres.

2.32 Policy 1.7 sets out the hierarchy of town and local centres and criteria for new development.

Major Town Centres
1. Elephant and Castle (including Walworth Road)
2. Peckham

District Town Centres
3. Canada Water
4. Bankside and Borough
5. London Bridge
6. Camberwell and
7. Lordship Lane

Local Centres
8. Herne Hill
9. The Blue
10. Dulwich Village; and
11. Nunhead

2.33 Policy 1.8 sets out the criteria for the location of developments for retail and other town centre uses outside of the designated town and local centres. The Policy is supported by the 2003 Southwark Retail Study. In terms of comparison goods expenditure, the study concluded that the borough could increase its market share of expenditure to 50% without impacting significantly on existing centres in other boroughs. To increase the market share, this would require the provision of 96,000 sqm of new comparison goods floorspace over the plan period. The study concluded that Elephant and Castle has capacity to accommodate significant growth and provide up to 75,000 sqm of new retail and leisure floorspace. Canada Water was identified as having some capacity, however to a lesser degree than Elephant and Castle. Peckham was identified as having some scope to provide a limited amount of new retail development.

2.34 Policy 1.9 sets out the criteria for the change of use from A1 Use Class within protected shopping frontages, which are set within Appendix 5.

2.35 Policy 1.10 protects small scale shops and services outside of the town and local centres and protected shopping frontages. Development will only be permitted if certain criteria can be demonstrated.

2.36 Proposal Site 39P – Elephant and Castle Core Area – sets out the required provision of up to 75,000 sqm of new retail and A use Class together with additional complementary town centre uses to include cultural/entertainment uses, leisure, offices, hotels and public facilities arranged around a new high street extension north of the Walworth Road.

Aylesbury Area Action Plan (January 2010)

2.37 The Area Action Plan (AAP) **(CDAAP1)** was found sound by an Inspector in November 2009 and is due to be adopted in January 2010. The AAP was prepared in advance of the Core Strategy in recognition of the Aylesbury Estate being an area of economic and social deprivation requiring a policy framework to help secure regeneration and long-term prosperity for the area.

2.38 The AAP area is made up of two parts. The core of Aylesbury Estate, which will undergo comprehensive redevelopment and a wider area including East Street, Walworth Road, Old Kent Road and Burgess Park. The AAP primarily focuses on renewing the residential element of the area; however it also sets out the requirement for approximately 1,750 square metres of A Use Class space to be provided across the action area core. New retail space should meet day to day convenience retail needs or food and drink uses (Policy COM6).

Draft Canada Water Area Action Plan – submission/publication

2.39 The Canada Water Area Action Plan (AAP) **(CDAAP2)** is a plan to regenerate the area around Canada Water. It sets out a vision for how the area will change over the period leading up to 2026. This is supported by a strategy with policies we will put in place to achieve this vision, the reasons we have chosen the policies, and the delivery plan for implementing the vision.

2.40 In relation to retail, the draft AAP sets out the vision to improve Canada Water town centre, encouraging investment to provide a wider range of shops and services, as well as places to eat, drink and relax. It also emphasises the importance for local residents have access to day-to-day convenience shops and facilities across the AAP area.

2.41 Policy 1 (Shopping in the town centre) sets out that: We will work with landowners to improve and expand shopping floorspace by around 35,000sqm through the promotion of new retail space on the following sites:
Surrey Quays shopping centre and overflow car park
Site A
Site B
The Decathlon site
Surrey Quays Leisure Park

Draft Peckham and Nunhead Area Action Plan – Issues and Options

2.42 The Peckham and Nunhead Area Action Plan (AAP) **(CDAAP3)** is a planning document that will help bring long lasting improvements to Peckham and Nunhead by 2020. The AAP will change the planning policies for Peckham and Nunhead, and will control things like: the look and function of the town centre, including the mix of shops and other activities.

2.43 The Issues and Options sets out options for the amount of retail that should be accommodated within the area. Either more retail and bigger shop units, or to maintain the same level of retail that is existing (section 4).

Draft Bankside, Borough and London Bridge SPD (January 2010)

2.44 A Bankside, Borough and London Bridge SPD **(CDSPD1)** is being prepared to provide detailed guidance on how development in the area should occur to help maintain and improve the quality of the area's unique places. The SPD will be contain information in respect of the type and scale of land uses envisaged in the area, the infrastructure required to support new development, with the expected phasing and details of who is expected to fund and deliver it, how S106 Planning Obligations will be used to help deliver the facilities and infrastructure needed to support a growing population.

2.45 The draft SPD sets out that development should:

- Retain and preferably increase the amount of retail units and floorspace in the area, in particular class A1 uses.
- Where new retail units or active frontages are provided, at least 50% of each frontage should be class A1 units.
- Provide a range of unit sizes including small affordable units suitable for local and independent retailers.
- Developers should work with the local community and retail businesses to secure uses that provide services to local residents.
- Development should help improve shop fronts and the environment of local shopping parades. Where appropriate we will seek S106 contributions towards schemes such as the Improving Local Retail Environments programme (section 4.1.1).

Elephant and Castle Enterprise Quarter SPD (September 2008)

2.46 The Elephant and Castle Enterprise Quarter SPD **(CDSPD11)** provides stakeholders with detail regarding acceptable types of development within the area, and sets out specific detail on land-use and other aspects of urban form within the area to the north-west of the core Elephant and Castle Opportunity Area. It also provides further guidance on Policy 6.1 of the Southwark Plan, which relates to the Elephant and Castle Opportunity Area.

2.47 In terms of land-use, a key objective of the vision for the Enterprise Quarter centres on the bringing forward for development of vacant or underused sites, particularly around London South Bank University (LSBU), which is the main occupier and landowner in the area. Extending the concentration of town centre activity proposed for the core area northwards to provide a boost to the Enterprise Quarter forms another objective, as does the introduction of new uses to the area to enrich the variations in character between different locations within the Quarter.

Walworth Road SPD (September 2008)

2.48 The Walworth Road SPD **(CDSPD12)** provides guidance on acceptable land-use, housing density and urban form. Located within the Elephant and Castle Opportunity Area, the Walworth Road SPD area is envisaged to become part of a new town centre area for south-east London.

2.49 The SPD's proposals for the area, in terms of land-use, are for mixed-use developments that incorporate retail uses at ground level and mixed tenure housing on upper levels. Office and light-industrial employment land-use will be encouraged on the lower floors, as will commercial leisure and community and civic uses. The SPD also notes the potential for the railway arch areas to accommodate A, B and D use classes (Section 5).

Canada Water SPG (February 2005)

2.50 The purpose of the Canada Water SPG **(CDSPD13)** was to install a framework for the future development of the area and elaborate upon guidance set out in the then adopted UDP (1995) and Draft UDP (2004). The framework aims to ensure that development is comprehensive and provides maximum benefit to local residents and the economy.

2.51 In terms of land-use, the SPG supports and encourages mixed-use development. It sets out that the town centre has the ability to accommodate additional retail space and new retail space should be of high quality design, reflects the character and function of the town centre and is highly accessible by public transport, pedestrians and cyclists (Section 4.3).

Elephant and Castle Development Framework SPG (February 2004)

2.52 The Elephant and Castle Development Framework SPG **(CDSPD10)** recognises the important role that regeneration of the Elephant and Castle area will play in the wider development of London South Central as a focus for investment and jobs. The SPG comprises an area specific development framework, designed to guide and inform comprehensive change and regeneration, so that development doesn't happen in a piecemeal fashion, whereby opportunities to affect positive changes might be marginalised by competing interests. The Elephant and Castle area is identified as an Opportunity Area in the London Plan.

2.53 The development framework incorporates a new mixed-use town centre for the area which takes advantage of the excellent public transport accessibility in Elephant and Castle. With regard to retail, the SPG sets out guidance for new shops, restaurants, cafes, focused around a new and extended Walworth 'High Street', a Market Square and a Town Park. In terms of the quantum of new retail/ leisure activity the SPG sets out that potential exists to accommodate around 75,000 sqm gross of mixed town centre uses within the core area, 63,500sqm gross of which will be new and 11,500sqm of which will replace existing retail as a result of the removal of the existing shopping centre (para 35).

S106 Planning Obligations SPD (2007)

2.54 The S106 SPD **(CDSPD6)** explains the requirements for the types of development proposals that must pay S106 money to the council to remove or reduce the impacts of development, how much should be paid and what this will be spent on.

3. RESEARCH AND EVIDENCE

REVIEW OF THE ROLE AND HIERARCHY OF CENTRES

3.1 This section sets out profiles of the existing centres in Southwark as a basis for assessing their roles and their positions in the retail network of centres, to inform section 4 of this background paper which sets out the strategy for retail.

3.2 The Southwark Retail Study (2009) **(CDE5)** provides details of the existing shopping provision in Southwark and also includes up to date health checks of the shopping centres, describing the vitality and viability of the borough's centres in terms of their retail performance. Below is a summary for each centre.

Peckham

3.3 The London Plan and the Southwark Plan identify Peckham as a major town centre in the retail hierarchy[1]. Peckham is the largest centre in the borough with a total shopping floorspace of some 69,000 sqm. The centre comprises primarily of two main shopping streets (Rye Lane and Peckham High Street). There are also a number of street markets in Peckham which play a key role in helping new independent businesses establish themselves.

[1] London Plan (2008) Table A1.1; Southwark Plan (2007) Policy 1.7

3.4 There are a total of 386[2] retail units in Peckham, with 123 (31.9%) of these providing comparison[i] retail goods shopping. This is below the national average of 35.5%. Convenience[ii] retail goods shopping is strong in the centre, accounting for 82 units, which amounts to 21.2% of the total retail units. This amount is above the national average of 8.7%. There is a wide variety of convenience shopping, ranging from independent grocers and ethnic foodstores to three larger foodstores.

3.5 The centre has good accessibility, from Peckham Rye train station and numerous bus services operating through the area. It has a high volume of pedestrian flow, low vacancy rates and a healthy number of independent retailers trading in the centre[3].

Elephant and Castle (including Walworth Road)

3.6 The London Plan identifies the Elephant and Castle shopping centre and adjoining Walworth Road area as separate district town centres in the town centre classification[4]. The Southwark Plan identifies the areas as one centre, a major town centre[5].

3.7 There are a total of 104[6] retail units within the Elephant and Castle centre with 32 (30.8%) of these providing comparison goods shopping. This is below the national average of 35.4%. Convenience goods shopping is strong in the centre, accounting for 11 units, which amounts to 10.6% of the total retail units. This amount is above the national average of 8.7%. Service units dominate the centre, accounting for half of all shops in the centre.

3.8 Public transport accessibility is high in the centre. The centre is served by Thameslink and South Eastern trains as well as numerous bus routes. The Elephant and Castle tube station (with access to the Northern and Bakerloo lines) is located near to the Shopping Centre.

3.9 The Walworth Road is a linear high street which extends south of the Elephant and Castle area. It offers a more diverse retail offer with 127 (41.9%) comparison goods units out of a total of 303. There are numerous multiple retailers operating in the centre. Convenience goods retailing is also high, accounting for 39 units (12.87%) which is above the national average of 8.74%[7].

[2] Southwark Retail Study (2009) (para 5.7 page 31)
[3] Ibid (para 5.18 page 33)
[4] London Plan 2008 table A1.1
[5] Southwark Plan (2007) Policy 1.7
[6] Southwark Retail Study (2009) (table 5.3 page 36)
[7] Southwark Retail Study 2009 page 38

Canada Water

3.10 The London Plan and the Southwark Plan identify Canada Water as a district town centre in the retail hierarchy[8]. The consultation draft replacement London Plan proposes to reclassify Canada Water from a district town centre to a major town centre[9].

3.11 There are a total of 55 retail units within the Canada Water centre with 31 (56.4%) of these providing comparison retail goods shopping. This is above the national average of 35.4%. The only convenience retail goods space is provided by a large Tesco supermarket store. Service units account for 36.4% of the total number of units which is below the national average (45.8%). This low number of service units indicates that the centre does not operates as a service centre for the immediate catchment area[10].

3.12 The shopping centre (which is known as 'Surrey Quays') provides the majority of the comparison retail goods offer, however is lacking retail and financial services units such as travel agents, dry cleaners, opticians, banks and buildings societies and property services. The shopping centre is surrounded by a large car parking area and is separated from the leisure park and the other freestanding comparison retail shopping units. This has created the feel of an out-of-centre retail park which is car dominated and is not pedestrian friendly.

3.13 Public transport accessibility in the centre is good, being served by the Jubilee line and the East London line, and also a range of bus routes.

London Bridge

3.14 The Southwark Plan identifies London Bridge as a district town centre in the retail hierarchy[11]. The London Plan does not designate London Bridge in the town centre classification.

3.15 There is strong provision in services, such as hotels, bars, restaurants. Pedestrian flow and activity is high in the centre, with the retail element dispersed over a wide area. The retail demand is mainly for service units. The Hays Galleria and Butlers Wharf on Tooley Street, and retail outlets within London Bridge station cater mainly for the needs of office workers and tourists.

3.16 Comparison retail goods shopping is lacking in the centre, but is performing well, and convenience retail goods shopping is in line with the national average figure. The centre is vibrant and busy with tourists and office workers[12].

[8] London Plan (2008) table A1.1 ; Southwark Plan (2007) Policy 1.7
[9] Consultation draft replacement London Plan (2009) Annex 2
[10] Southwark Retail Study (2009) table 6.2 page 42
[11] Southwark Plan (2007) Policy 1.7
[12] Southwark Retail Study page 47 para 6.32- 6.37

Bankside and Borough

3.17 The London Plan identifies Borough High Street as part of the Central Activity Zone (CAZ) frontage, in the town centre classification[13]. The Southwark Plan identifies the centre as a district town centre in the retail hierarchy[14].

3.18 The retail provision in the centre is focused on Borough High Street and provides principally for the shopping needs of day-time office workers. It contains the principal high street banks and a number of A3 outlets, which again cater for office workers. The area has a limited amount of comparison and convenience goods shopping units, and mainly provides leisure service uses such as bars, cafes and restaurants.

3.19 Borough Market and the area surrounding it provides a diverse range of retail units and draws a large number of shoppers from a wider catchment area. The market provides a dense range of convenience and specialist food stalls[15].

Camberwell

3.20 The London Plan and the Southwark Plan identify Camberwell as a district town centre in the town centre classification[16].

3.21 Camberwell performs a localised shopping role, with the emphasis on convenience retail goods shopping and service activities. The comparison retail goods shopping is limited, and leisure services make up nearly half of the service uses, including restaurants, cafes, takeaways, bars and pubs.

3.22 The centre is served by numerous bus routes. The centre has high pedestrian flows and is performing well in convenience retailing and service provision[17].

Lordship Lane

3.23 The London Plan and the Southwark Plan identify Lordship Lane as a district centre in the town centre classification[18].

3.24 The centre performs an essentially local shopping function. The comparison retail goods provision is a combination of more upmarket and niche retailers specialising in goods such as interior decoration, children's toys and florists, and very local convenience provision and

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[13] London Plan (2008) table A1.1;
[14] Southwark Plan (2007) Policy 1.7
[15] Southwark Retail Study page 45 6.23 -6.25
[16] London Plan (2008) table A1.1: Southwark Plan (2007) Policy 1.7
[17] Southwark Retail Study page 46 para 6.26-6.31
[18] London Plan (2008) table A1.1: Southwark Plan (2007) Policy 1.7

restaurants. Convenience goods shopping provision is above the national average, and the centre has a high proportion of leisure services represented as pubs, bars, cafes, restaurants and takeaways. The centre primarily serves a local catchment population and is served by several bus routes[19].

The Local Centres

3.25 The Blue (Southwark Park Road), Herne Hill, Dulwich Village and Nunhead are designated as local centres in the Southwark Plan retail hierarchy[20]. These centres are oriented towards convenience retail goods shopping and complementary services including restaurants and fast food outlets, serving a very local catchment.

3.26 The Blue (located in Bermondsey) contains a compact retail frontage along Southwark Park Road and a market area containing between 8 to 10 occupied stalls, which is open Monday to Saturday. The centre has very few multiple retailers and mainly contains convenience and services uses. The centre is served by a number of bus routes, and is a 10 minute walk to the nearest tube and railways stations. It mainly performs a role of a local services area for the surrounding area.

3.27 Herne Hill contains a good range of comparison and convenience goods retailing provision. Convenience shopping is well catered for. There is also a Sainsbury's on Herne Hill and a small independent supermarket on Railton Road. Herne Hill is well served and conveniently accessible by bus and train.

3.28 Dulwich Village comprises of a linear shopping street. The centre has a narrow range of retail services. Half of the centre's retail units are dedicated to comparison goods retail shopping and retailers include numerous high-end, independent shops. The convenience retail goods shopping offer is quite limited. The centre is served by several bus routes and is within walking distance to North Dulwich railway station.

3.29 Nunhead comprises of two retail areas, Gibbon Road and Evelina Road. It does not have a wide-ranging comparison retail goods shopping provision. The existing shopping offer is mostly specialist in nature. However, convenience retail goods shopping in Nunhead is well served in the centre. The centre is well served by bus routes and also Nunhead Railway Station.

Other shopping parades

3.30 Outside the local centres, there are also a number of shopping frontages which generally contain a mix of convenience retail and other A2 and A3 outlets. These parades provide pedestrian accessible

[19] Southwark Retail Study page 48 para 6.38-6.41
[20] Southwark Plan (2007) Policy 1.7

facilities for a local catchment, and many are designated as protected shopping frontages in the Southwark Plan[21].

Out of Centre Provision

3.31 Southwark has nine foodstores located outside the town centre hierarchy. Three of these stores are large convenience superstores offering a range of convenience and comparison shopping and other services. The comparison provision is restricted to retail parks and standalone units on the Old Kent Road, and does not amount to a wide range of retail provision.

3.32 The foodstores comprise: Asda, and Tesco, located on Old Kent Road, and Sainsbury's on Dog Kennel Hill. In addition to these stores the borough has three out-of-centre discount foodstores (Aldi and Lidl on Old Kent Road and Lidl on Bestwood Street, Bermondsey) and three smaller format convenience stores operated by Tesco (Express stores on East Dulwich Road, Long Lane and Croxted Road).

Comparison and Convenience Goods Expenditure

3.33 In 2008, the council commissioned GVA Grimley to prepare a borough-wide retail capacity study in response to advice in the former PPS6 (which has subsequently been replaced by PPS4) and to inform the preparation of the Local Development Framework.

3.34 The Retail Study forms part of the evidence base for emerging retail planning policy and to enable the council to make informed choices about the nature and extent of retail growth to be accommodated within the borough in the future. The study helps guide the council's spatial vision and strategic objectives in the context of anticipated population growth over the next ten years. It has examined different scenarios for future capacity in the borough and drawn conclusions on each of the main retail locations throughout the borough.

3.35 The study estimated the current performance of the borough's retail provision, as a basis for forecasting the capacity for additional retail floorspace in the period to 2018. The study used a widely accepted methodology, consistent with best practice, which draws upon the results of a household telephone survey of existing shopping patterns and the bespoke in-centre surveys to model the existing flows of available expenditure to different retail destinations.

3.36 To develop the baseline position, the consultants:

- Calculated the total amount of convenience and comparison goods expenditure which is available within the survey zones postcode areas;

[21] Southwark Plan (2007) Appendix 5

- Allocated the available expenditure to the convenience and comparison goods shopping destinations, on the basis of the household telephone survey of shopping patterns, so as to provide estimates of current sales and forecasts of future sales, and
- Compared the total expenditure attracted to each shopping destination with current retail floorspace to assess sales densities in each shopping destination (para 9.2).

Comparison Goods

3.37 Southwark's centres are not performing well in terms of meeting the needs of the borough's residents for comparison goods shopping. Shopping patterns were reviewed, and also the performance of existing comparison goods floorspace for the main comparison goods destinations (Peckham , Elephant & Castle/ Walworth Road, Canada Water , Camberwell , Lordship Lane, Out-of-Centre). The study looked at the composite market shares which were derived from a household survey and calculated estimates for expenditure. Using this data, the comparison goods spend for the main destinations in the borough is £312.7 million. This amounts to just over 16% of the total available comparison spend from the whole survey area, of £1.9 billion. The available comparison spend for the whole borough is calculated at £850 million and the proportion of this borough spend that is retained by the borough is £245m or 29%. Southwark's centres are therefore losing trade (71%) to competing centres such as the West End and Croydon[22].

Convenience Goods

3.38 With reference to convenience retailing, the borough performs much better. Using the composite market shares derived from the household survey and baseline expenditure estimates, the convenience goods turnover of the main convenience goods provision in the borough (Peckham, Elephant & Castle/Walworth Rd, Bankside & Borough, Camberwell, Canada Water, London Bridge, Lordship Lane, Dulwich Village, Herne Hill, Nunhead, The Blue) is calculated to be £381.5 million. This is compared with the overall expected turnover based on company averages of £295m. Based upon the average there is therefore a surplus of convenience expenditure in the borough[23].

Floorspace capacity for additional retail development

Comparison Goods

3.39 On the basis of current market shares, increases in population levels and disposable income will increase the available comparison spend, which will create capacity for additional retail floorspace. By 2018

[22] Southwark Retail Study (2009) (para 9.32 page 62-63)
[23] Ibid (para 9.27 page 61)

expenditure surplus will be sufficient to support approximately 13,996 sqm net of new comparison goods floorspace, with most of this arising in the north east (Canada Water) and central east (Peckham) of the borough[24].

Convenience Goods

3.40 With regards to convenience shopping there is evidence of a surplus of convenience expenditure in the borough. The borough's convenience goods capacity has been calculated based on current market shares and taking into account the retail commitments in the borough.

3.41 The borough will be able to support an additional 11,554 sqm of floorspace by 2018. Through analysing the breakdown of capacity arising in different parts of the borough, most of the convenience capacity is arising in the north east (Canada Water) and the south of the borough. This is as a result of stores overtrading at Canada Water, Old Kent Road in the north east and Dog Kennel Hill, Herne Hill and Lordship Lane in the south[25].

Baseline Comparison and Convenience Goods Floorspace Capacity (sqm net)

Council	2013 (sqm net) (Comparison)	2018 (sqm net) (Comparison)	2013 (sqm net) (Convenience)	2018 (sqm net) (Convenience)
Zone 1	-6,913	-6,227	-243	325
Zone 2	4,104	12,310	2,538	3,855
Zone 3	31	818	365	582
Zone 4	2,546	6,272	124	567
Zone 5 &	334	822	5,260	6,982
Total	102	13,996	8,044	11,554

Southwark Employment Land Review (2009) Table 9.4

Scenario testing for developing the baseline floorspace capacity

3.42 The Southwark Retail Study (2009) analysed the extent to which the baseline floorspace capacity would be affected in the future by different growth and development scenarios. The scenarios which were tested were:

- moderate productivity growth (0.5%)
- lower assumed sales density (£5,500 per sqm net)
- Aylesbury Estate redevelopment to accommodate a population of 9,145 which is an increase of 1,590

[24] Ibid (para 9.51 page 66)
[25] Ibid (para 9.31 page 62)

- Elephant and Castle redevelopment providing 1,677 sqm net of convenience goods floorspace and 18,656 sqm net of new comparison goods floorspace
- Canada Water redevelopment of either 10,000 sqm or 30,000 sqm net of new comparison goods floorspace (para 10.2 and para 10.12)

3.43 The study concluded:

- moderate productivity growth would have little effect on the capacity forecasts for convenience or comparison goods.
- If smaller convenience stores came forward, with a lower sales density, this would result in more capacity.
- Based upon the Aylesbury Estate's future increased population, a local convenience shopping floorspace capacity of 560 sqm net could be accommodated.
- The development option of providing 1,677 sqm net of new convenience floorspace at Elephant and Castle could be accommodated on the basis of current market shares
- Overall, the comparison goods floorspace baseline capacity could be increased for both Elephant and Castle and Canada Water to support new schemes if the borough's market share of available expenditure is increased by around 9% over the entire borough and trade is clawed back which is currently leaking to competing centres[26].

Role of Markets and Street Trading in Southwark

3.44 The Council has reviewed the role of markets **(CDE6)**. The review has looked at how they should be developed, modernising trading practices and taking advantage of new opportunities like more speciality markets so that they are more competitive, offer more choice and play a bigger part in the regeneration of the borough[27].

3.45 An objective of the review (amongst others) was to assess the viability of current markets and identify opportunities for growth (e.g. the development of speciality markets) in the borough. The review concluded that there was an urgent need to take a more strategic approach to markets and street trading and to improve operational performance. The current operations in the borough are still viable, but by exploiting opportunities for development the removal of the current operating loss on the street trading account was possible. There are significant opportunities both to transform existing markets and to establish new ones.

[26] Southwark Retail Study 2009 (para 10.26-10.30 page 73-74)
[27] Strategic Review of Southwark Markets & Street Trading Service October – December 2008

3.46 A market and street trading strategy is being prepared in order to address many of the issues facing Southwark's markets and develop street trading that:

- Increases the pull to visitors and destination shoppers
- Become successful economic, social and cultural institutions
- Encourage more entrepreneurship, independence and innovation.
- Support an extraordinary range and variety of local businesses.
- Promote distinctiveness and vibrancy in a well managed and maintained public realm.
- Provide access to affordable, healthy and high quality food and other commodities.

3.47 Southwark's four largest council-managed street markets are East Street, Southwark Park Road (The Blue), New Caledonian/Bermondsey Antiques Market and North Cross Road. There are also a number of small isolated trading sites throughout the borough including Westmoreland Road and Peckham Square. The draft Market and Street Trading Strategy acknowledges the impact of the significant number of private markets that include Borough Market, East Dulwich Indoor market, Peckham Rye Lane market, Elephant and Castle, Farmers markets (Peckham Square), trading opportunities at festivals and events in the borough including the Bankside winter festival. Some of these markets appear to be trading well and there are no current strategic or legal framework controlling them. All of these add value to the retail offer in Southwark and fall within the scope of the Strategy

4. <u>THE OPTIONS</u>

4.1 Issues and Options

4.2 Two options for growth were assessed and consulted upon through the Core Strategy Issues and Options stage of the Core Strategy preparation. These were:

<u>Option 1 Growth areas</u>

4.3 This option would prioritise regenerating places by creating Growth Areas at the Central Activities Zone, Elephant and Castle, Peckham, Canada Water, Bankside and London Bridge and Camberwell. Under this option all existing shops and protected shopping frontages would be protected and new shops would be directed to town centres in designated Growth Areas as a first priority and other town centres as a second priority.

Option 2 Housing led growth

4.2 Under this option new housing would be allowed throughout the borough, and it would not be focused in specific areas. This option would leave less land for other land uses such as offices, industrial, tourism and culture and community facilities. All existing shops and protected shopping frontages would be protected. As well as allowing new shops in town centres, new shops would also be allowed around the Old Kent Road.

Preferred Option

4.3 The Growth Areas led option has generally been taken forward following the Sustainability Appraisal (SA) and evidence gathering at the Issues and Options stage. The results of the Issues and Options SA showed that the overall impact of Option 1 was more positive in terms of social, economic and environmental impacts than for Option 2. Whilst there were a few uncertain impacts identified, overall, the appraisal indicated that Option 1 – Growth Areas would be likely to make more of a positive contribution to directing new spatial growth within the borough and would advance the principles of sustainability in a more comprehensive manner. Consequently, this option was taken forward in the preparation of the Preferred Options report.

4.4 The Preferred Options for retail were set out in Policy 3 (Shopping, leisure and entertainment)

4.5 We set out that we will make sure we have a network of successful town centres which have a wide range of shops and services and things for people to do. Our centres will be well used because they are vibrant, easy to get to, friendly and safe.

4.6 The Preferred Options set out that we will do this by:

- Setting out a hierarchy of town and local centres which reflects the size and role of the centres.
- Improving our largest centres by providing additional leisure and shopping space at the Elephant and Castle / Walworth Road, Canada Water (Canada Water would move up the hierarchy to become a major centre), and Peckham
- Directing all large shopping, leisure and entertainment developments into the town and local centres. These developments will only be allowed on out-of centre sites where developers demonstrate that no town centre, or edge-of-centre sites are available (the sequential test) and that the proposal will not harm other centres.
- Protecting and enhancing our centres by ensuring that the scale of new development is appropriate to the character of our centres, that a balance of different uses, including shops, bars,

restaurants and cafes, is maintained, and that we keep and encourage markets.

5. THE STRATEGY

5.1 Our strategy is to improve the choice available in our existing centres and to encourage all new major development for shopping and leisure uses to be located in the town centres as set out in the retail hierarchy.

5.2 The 2009 Retail Study found that most available comparison goods expenditure leaks outside the borough. Through the Core Strategy we will take forward the thrust of the 2007 Southwark Plan strategy which was to increase the market share of Southwark's centres, taking advantage of estimated increases of available expenditure and clawing back a proportion of the expenditure which is currently lost to neighbouring boroughs. New retail space should be provided within our town centres. Elephant and Castle and Canada Water have the greatest capacity for new development and will be the focus of retain growth. Peckham has some scope to provide a limited amount of retail development and sites will be allocated through the Peckham AAP.

5.3 Retail and leisure provision will be encouraged in other centres, providing that the scale and nature of provision is appropriate to the character and role of the centre and the catchment it serves. Further details on Elephant and Castle, Canada water, Peckham and the other centres are set out below.

5.4 Outside the centres, the Council would wish to retain facilities which perform an important function locally and reduce the need to travel. We will protect and enhance our centres by ensuring that the scale of new development is appropriate to their role and character, and that a balance of different uses, including shops, bars, restaurants and cafes is maintained.

5.5 The continued attractiveness and viability of Southwark's centres and shopping parades depends on the range and critical mass of retail services on offer being maintained.

5.6 Town centre activities, including shops, leisure and entertainment facilities can have a big impact on the environment due to the numbers of people who may visit. It is important these activities are located in places which are easily accessible by sustainable types of transport, including walking, cycling and public transport as this helps reduce the need to use cars.

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

5.8 We have saved Southwark Plan Policy 1.7 Development within town and local centres until the Core Strategy is adopted.

Justification

5.9 The hierarchy of centres and quantum of additional leisure and retail floorspace in town centres has been set out and is based upon an up to date local assessment. The Southwark Retail Study (2009) has reviewed the existing Major Town Centre, District Centre and Local Centre hierarchy and found it both appropriate and robust.

5.10 The study suggests retail floorspace can be expanded in the borough without harming the vitality of centres either within Southwark or in neighbouring boroughs. Provision of additional shopping space in Elephant and Castle, Canada Water, Peckham, Bankside, Borough and London Bridge will be enabled and supported either to strengthen the role of the centre or to meet the needs of the area.

5.11 The provision of additional comparison goods floorspace in primarily Elephant and Castle and Canada Water over the life-time of the Core Strategy will be sought in order to raise currently very low rates of retention of comparison goods expenditure.

5.12 Across our centres we are working with the local communities, and key partners including the business improvement districts (BIDs) at Bankside and London Bridge and key landowners at Elephant and Castle and Canada Water to bring forward development which is consistent with our preferred strategy. We will work with the developers, town centre management, the Local Development Agency, Transport for London and the GLA to ensure our strategy is implemented.

5.13 Area Action Plans and area specific Supplementary Planning Documents will provide further detailed information.

Consistency with London Plan

5.14 In accordance with PPS4 guidance and the London Plan, a network and hierarchy of town centres is defined in Southwark to meet the identified needs of their catchment areas.

5.15 The London Plan describes a hierarchy of centres throughout London that have different levels of importance and, accordingly, different ranges of services[28]. This hierarchy is based on the number and types of shops, and the distances people will travel to visit them. Town and local centres have been designated to protect and encourage shops, in order to improve the quality and quantity of service provision in accessible locations for surrounding catchment areas. New

[28] London Plan (2008) Annex 1

developments, which generate a large number of trips, should be located within existing town centres, in order to safeguard their vitality and viability and discourage car use.

5.16 The town and local centres have been arranged into a hierarchy to signal their importance and the role they play. Generally larger centres are more accessible and have a wider catchment and are appropriate locations for large developments that will attract a lot of people. In contrast the local centres have a smaller catchment and are more suited to meeting the day-today needs of surrounding residents. The hierarchy has been set up based on the current level of retail or potential for retail that we will be aiming to deliver.

Equalities considerations

5.17 The growth area option taken forward through the preferred option and core strategy has a positive impact on equalities target groups as this improves the range of services and access by concentrating shops and jobs in the growth areas. This is because these areas tend to already have good public transport accessibility so jobs will be easier to get to. Also they would be local to residents as they tend to have the highest concentrations of deprivation. To address a potential positive impact of concentrations in town centres and growth areas we are continuing to protect local services and shopping areas outside of growth areas.

Consultation and sustainability appraisal

5.18 The Sustainability Appraisal has helped to identify the preferred options for the Core Strategy and areas of concern to be addressed through the refinement of policies or through the use of mitigation measures, to help avoid potential conflicts. At the Preferred Options stage of the Core Strategy consultation, the Core Strategy Sustainability Appraisal found that Policy 3 scored positively against the sustainable objectives however there were a few uncertainties identified.

5.19 Overall, consultation on the preferred options resulted in support for the retail strategy. Any objections have been addressed through the citation of our evidence base.

5.20 The preferred approach will ensure that most new retail and leisure development will happen in the growth areas; mainly in the opportunity areas and action area cores (Bankside, Borough and London Bridge, Elephant and Castle, Aylesbury, Canada Water, Camberwell, Peckham and Nunhead) to help assist with regeneration and ensure a sustainable pattern of development[29].

Elephant and Castle/Walworth Road

[29] Core Strategy Policy 10

Major Town Centre

Strategy

5.21 The strategy will be to enable the provision of up to 45,000 sqm of additional shopping floorspace at Elephant and Castle/ Walworth Road, focusing on provision of new non-food shopping will strengthen and consolidate its role as a major town centre and help facilitate regeneration of the area.

Justification

5.22 Southwark Council is leading a regeneration programme to bring major redevelopment to the area to enable new and improved shopping and leisure floorspace and to create a new mixed use environment which serves the growing population as well as the surrounding catchment. Several key developments have already been commenced or completed in the area, spearheading the regeneration process[30].

5.23 In respect of the land in Council ownership, the Council selected a preferred development partner in 2007, Lend Lease Europe Ltd, to help deliver the ambitious vision for the area. The council and Lend Lease agreed Heads of Terms in November 2009 for the delivery of a phased development with a view to completing a full development agreement by March 2010. The 'Heads of Terms' allow for the early demolition of phase 1 of the Heygate estate and establish a number of tests [viability, finance and planning] that have to be passed before individual development phases proceed. The council will be working in partnership with Lend Lease Ltd to bring forward development to regenerate the area which is consistent with the vision for the area in the Core Strategy and the Elephant and Castle Development Framework SPG (2004).

5.24 The purpose of the phased development will be to establish the Elephant and Castle Opportunity Area as a thriving, successful, and environmentally friendly, new urban quarter for London. The aim is to create opportunities for local people, support a successful, vibrant mix of homes, shops and businesses and a range of high quality recreation and cultural facilities.

5.25 The current Lend Lease Europe Ltd regeneration proposals anticipate that up to 55,000 sqm gross of retail and leisure floorspace will be developed between 2014 and 2026. This will consolidate the area as a major town centre. Of this floorspace, around 10% [5,500 sqm] would be A2 floorspace and approximately 20% [11,000 sqm] would be for A3 use. The split between convenience and comparison floorspace has

[30] http://www.elephantandcastle.org.uk/regenerationprogramme/Introduction

still to be determined. The new retail floor space will seek to meet the needs of residents throughout Southwark but will also include a significant element of comparison floorspace to meet the needs of the new residential population within the Elephant & Castle Opportunity Area and the Central Activity Zone.

5.26 The proposals would replace the existing shopping centre, which currently provides approximately 5,900 sqm of A1 comparison goods floorspace and 1,900 sqm gross of convenience goods floorspace. The net additional A1 floorspace for the regeneration scheme is 32,600 sqm [38,500 sqm gross minus 5,900 sqm gross).

5.27 The council's plan for the area anticipates that over the next few years the current shopping centre and council owned Heygate estate will be demolished and replaced by a new town centre and six character areas, including a stunning market square and new town park.

5.28 The regeneration will dramatically improve the quality of the physical environment, creating the conditions necessary to stimulate investment, re-invigorate the local economy and promote sustainable long-term regeneration.

5.29 The scheme has been split in to six phases, with the first, the demolition of Phase 1, due to start in February 2010, or as soon as practically possible. A hybrid application comprising two elements - a detailed phase 1 scheme and an outline application for the remainder of the site is to be submitted by April 2010. The redevelopment of the shopping centre site is now likely to take place towards the end of the redevelopment programme [Phase 6] when it is expected that economic circumstances will allow a viable scheme to be brought forward.

5.30 The Elephant and Castle Development Framework SPG (2004), sets out the strategy for implementation and the development related requirements. The list of requirements and benefits has been kept under review and this will continue to be the case through the course of the implementation process.

5.31 The redevelopment of the Elephant & Castle will take up to 15 years and will involve a number of different landowners, developers, public sector partners and interested parties. In addition priorities will change over time as will the sources and levels of match funding.

5.32 The council will require the hybrid planning application referred to above to be supported by a Transport Assessment which will identify the additional trips generated by the scheme. The impacts on transport infrastructure will be informed by the final split between comparison and convenience floorspace and the extent of the shopping catchment area. This exercise will identify the impacts which need to be mitigated. Where appropriate and subject to viability the funding and delivery of much of infrastructure, facilities and regeneration benefits will be secured via planning obligation agreements (Sections 106/278) or by conditions attached to any planning permission.

5.33 The Section 106 Planning Contributions SPD will be used to help individual developers to assess the likely level of individual contribution. Once contributions have been paid they will either be directed towards projects predetermined or will be placed within a regeneration 'pot' to be directed towards a series of regeneration initiatives and projects in the area that remain to be defined.

5.34 A significant increase in retail floorspace at Elephant Castle/Walworth Road needs to be assessed in the context of whether an enlarged town centre will have implications for the vitality and viability of other centres in the borough and in neighbouring boroughs.

5.35 The Southwark Retail Study (2009) has assessed the cumulative impact of the Elephant and Castle proposals on existing centres in Southwark, as well as those in surrounding boroughs. The study indicates that the most significant impact of the Elephant and Castle proposals would be felt in Peckham, which would experience a trade diversion of 3.5% by 2018. This level of impact is not of concern due to Peckham's status as a viable centre. Peckham relies to a large extent on independent traders for its main retail attraction. The primary shopping area in the centre does however support a significant number of comparison goods retailers who are likely to experience some trade diversion to Elephant and Castle. Nevertheless, the core area of Peckham is performing relatively well and the retail offer in the centre should continue to improve[31].

5.36 The annual growth rate in Canada Water would remain a reasonable 2%, and the study predicts that with the advantages offered by a purpose built and accessible shopping centre, there is no reason why future investment at Canada Water would be put at risk by the Elephant and Castle proposals.

5.37 Elsewhere, the study estimates impacts on other major shopping centres, but only on the impact of the turnover of these centres generated from the Southwark survey area. Lewisham would experience an impact of 8%, Brixton 4%, Bluewater 6%, Bromley 4% and Central London 4% in 2018. The impacts should not be of concern as they are not on the full turnover of these centres.

5.38 The study concludes that given continuing growth rates, the impact of the Elephant and Castle scheme should not result in unacceptable harm to any of the centres examined. It will be essential to differentiate the retail offer from existing centres in order to minimise the impact. In any case the council will expect the hybrid planning application to

[31] Southwark Retail Study 2009 (para 10.24 page 72)

include a retail impact assessment which will assess the implications of the proposed scheme[32].

Consistency with London Plan

5.39 Elephant and Castle is designated as an Opportunity Area in the London Plan, which is identified as an area in London which is capable of accommodating a considerable level of development.

5.40 The classification of the centre as a Major town centre is appropriate, given that the area is designated as an Opportunity Area in the adopted London Plan and also in the consultation draft replacement London Plan (2009). Its potential should therefore be maximised.

5.41 The classification status for Elephant and Castle and Walworth Road, as two separate district town centres in the adopted 2008 London Plan, has been reviewed through the consultation draft replacement London Plan (2009). Taken into account was the regeneration programme for the Elephant and Castle area, which when fully implemented will result in a larger, more integrated town centre. With both areas combined, this has been identified as having potential to become a major town centre[33].

5.42 The London Plan (Policy 3D.2) encourages boroughs to relate the scale of new retail floorspace to the size and role of a centre, in addition to encouraging additional comparison goods capacity in larger town centres.

<u>Peckham</u>
Major Town Centre

Strategy

5.43 The strategy is to support some increase in shopping and leisure space to help improve the existing offer and the mix of retail and leisure facilities in the centre.

5.44 Through the Peckham Area Action Plan (AAP), we will set out the strategy for the centre in more detail (the AAP is scheduled for adoption in 2012)[34].

5.45 The re-development and extension of the Aylesham Centre would address capacity arising in Peckham over the LDF period, although this would be subject to more detailed review of the scope for re-development and/or extension.

Justification

[32] Southwark Retail Study 2009 (paras 10.24-10.25)
[33] Consultation Draft Replacement London Plan (2009) (table A2.2)
[34] Southwark Local Development Scheme December 2009

5.46 Peckham currently has a diverse range of shops and services, but with an emphasis on convenience shopping. There is scope to improve the comparison goods shopping function of the town centre.

5.47 At present, of all the borough's centres, Peckham has the greatest amount of retail floorspace. However, town centre health checks indicate that Peckham lacks the physical capacity to accommodate the level of provision that is necessary to improve Southwark's market share of comparison expenditure.

5.48 However, there is some scope to improve the comparison goods shopping and provide a limited amount of convenience goods retail shopping within the centre to retain Peckham's current market share. It is currently functioning as a viable and vital major town centre in the borough, and the existing retailers in the centre are performing adequately[35].

Consistency with London Plan

5.49 Peckham is classified as a major town centre in the adopted London Plan, and also the consultation draft replacement London Plan.

5.50 The London Plan (Policy 3D.2) encourages boroughs to relate the scale of new retail floorspace to the size and role of a centre, in addition to encouraging additional comparison goods capacity in larger town centres. Whilst Peckham is a large town centre, it has been identified as lacking capacity to significantly increase its comparison goods shopping.

Canada Water
Major Town Centre

Strategy

5.51 Building on good public transport accessibility in the area around Canada Water tube station and Surrey Quays station, the Council's strategy is to consolidate the area around the existing shopping centre and Canada Water dock. There is considerable scope to expand the retail and financial services offer at Canada Water to encourage a more mixed-use town centre type environment and to help drive the regeneration of the town centre.

5.52 Canada Water comprises a purpose built shopping centre with adjacent units occupied by the Decathlon store and leisure facilities. The centre lacks the cohesion of a traditional town centre and does not have a range of town centre uses. The strategy for Canada Water is to use development opportunities on sites around the Canada Water basin to

[35] Southwark Retail Study 2009 (paras 11.1-11.4 page 75)

create a new town centre. This would involve a redevelopment or reconfiguration of the shopping centre and surrounding car parks.

5.53 Through the Canada Water Area Action Plan (AAP), we will enable the provision of around 35,000 sqm of additional shopping space, the majority of which (up to 30,000sqm) would comprise comparison goods floorspace, and increased leisure space at Canada Water to create a range of retail opportunities and improve choice, particularly for non-food shopping. The aim is to improve choice at Canada Water, transforming it from an out-of-town style destination to a genuine town centre and reinforcing its role in the shopping hierarchy.

5.54 Details on the infrastructure required, phasing and delivery mechanisms and planning proposals will be set out in the AAP.

Justification

5.55 The area is designated as a growth area and action area in the Core Strategy, and the opportunity to regenerate the area would provide a means of increasing retailing provision.

5.56 In order to achieve an increase in floorspace it would be necessary to increase market shares and we estimate that the borough would need to retain 22% of available expenditure within the whole survey area rather than the current 16%. New retail schemes at Canada Water (as well as Elephant & Castle/Walworth Road) would necessitate the borough retaining a total of 25% of survey area expenditure. This would be possible with the right type of schemes, particularly if they have a different retail mix and shopping environment. New development will also be supported by a greater inflow of expenditure from new workers in the borough through increased employment planned for opportunity and regeneration areas and by an increase in the affluence of residents in new housing[36].

5.57 Taking into account the identification of a surplus of convenience goods expenditure in the North East sub area of the borough, there is capacity to support new convenience goods floorspace within the town centre

Consistency with London Plan

5.58 The re-classification of the district town centre (as designated in the Southwark Plan) to a major town centre is appropriate, given that the area is designated as an Area for Intensification in the adopted London Plan. Areas of Intensification in the London Plan are areas which have significant potential for increases in residential, employment and other uses through development or redevelopment of available sites and exploitation of potential for regeneration, through higher densities and more mixed and intensive use.

[36] Southwark Retail Study (2009) (paras 11.11-11.12 page 77)

5.59 Canada Water is classified as a district town centre in the London Plan (2008). The classification status for Canada Water has been reviewed in the consultation draft replacement London Plan (2009). The plan re-classifies the centre has having potential to function above a district level, to become a major town centre. Canada Water has been identified as an area which is likely to experience significant levels of growth with strong demand and/or large scale retail, leisure or office development in the pipeline, and with existing or potential public transport capacity to accommodate it.

5.60 The London Plan (Policy 3D.2) encourages boroughs to relate the scale of new retail floorspace to the size and role of a centre, in addition to encouraging additional comparison goods capacity in larger town centres.

London Bridge
District Town Centre

Strategy

5.61 The Council's strategy for London Bridge is to create a district town centre, combining commercial activity, jobs, and homes, supported by arts, tourism and cultural activities.

5.62 London Bridge is undergoing considerable change. A number of large scale development schemes are either under construction, or planned for implementation at London Bridge, including London Bridge Tower, Thameslink programme and the More London development.

5.63 London Bridge currently supports around 45,000 sqm of retail floorspace. Provision of new shopping space in London Bridge will be supported. This should include both food and non-food space and aim to meet the needs of local residents, as well as visitors and businesses. It is anticipated that the majority of the retail floorspace would comprise convenience and specialist shopping floorspace. Opportunities will be explored with landowners for a supermarket and broader mix of shops.

Justification

5.64 London Bridge currently performs the role of a leisure, retail and specialist food shopping destination, which mainly serves the visitor and business population. With growth in businesses and homes in the area, the retail capacity will continue to grow, however it is not expected there will not be a high amount of growth.

5.65 Southwark Council is co-ordinating a regeneration programme in the area to enable (amongst other uses) new and improved shopping and leisure floorspace and to create a new mixed use environment which serves the growing population as well as the surrounding catchment. In order to coordinate development activity in the the area a Council development team works closely with several partners[37].

5.66 We work in partnership with organisations including the London Development Agency, Cross River Partnership, Team London Bridge, Better Bankside, Team London Bridge, Transport for London, Bankside Open Spaces Trust and major developers such as More London and Land Securities to both facilitate the development process and protect the amenity of the local community.

5.67 The council's dedicated development team ensures that all relevant departments are brought into the process at an early stage and that dialogue is established with the developer, builder or architect and community in order to avoid unnecessary delays in the planning application determination process.

5.68 Our aim is to maximise the benefits of Section 106 regeneration funding for the residents and businesses of north Southwark. Many of the schemes we deliver turn the developers contribution into a community asset.

5.69 A Bankside, Borough and London Bridge SPD is being prepared to provide detailed guidance on how development in the area should occur to help maintain and improve the quality of the area's unique places. The SPD will be contain information in respect of the type and scale of land uses envisaged in the area, the infrastructure required to support new development, with the expected phasing and details of who is expected to fund and deliver it. How S106 Planning Obligations will be used to help deliver the facilities and infrastructure needed to support a growing population.

Consistency with London Plan

5.70 London Bridge is not classified in the London Plan town centre classification. The consultation draft replacement London Plan provides a new classification of 'CAZ frontage'[38] which is a supplementary classification that refers to mixed use areas in the Central Activities Zone (CAZ) usually with a predominant retail function.

5.71 The strategy ensures that retail development will be supported in the district centre to ensure there is a sustainable pattern of retail development in the borough, in accordance with Policy 3D.2. The London Plan states that "District Centres have traditionally provided convenience goods and services for more local communities to meet their day-to-day needs. Developing the capacity of district centres for convenience shopping is critical to ensure access to goods and

[37]http://www.southwark.gov.uk/YourServices/RegenerationSection/banksideimprovements/londonbridgeandbankside/
[38] Consultation Draft Replacement London Plan (2009) Table A2.2

services at the local level, particularly for people without access to cars".

5.72 Bankside, Borough and London Bridge is designated as an Opportunity Area in the London Plan, which is identified as an area in London which is capable of accommodating a considerable level of development. Retail development will therefore be supported, in order to promote a balance of uses.

Bankside and Borough
District Town Centre

Strategy

5.73 The strategy is to continue to protect the shopping in the area and facilitate improvements to the area so that it provides a better mix of shops and services to meet local people's needs as well as the needs of office workers and tourists. New provision of shopping space in Bankside and Borough will be supported. This should include both food and non-food space and aim to meet the needs of local residents, as well as visitors and businesses.

5.74 As set out above, the Bankside, Borough and London Bridge SPD is being prepared to provide detailed guidance on how development in the area should occur to help maintain and improve the quality of the area's unique places.

Justification

5.75 Bankside and Borough currently performs the role of a leisure, retail and specialist food shopping destination, which mainly serves the visitor and business population.

5.76 There is little conventional town centre retailing in this area and as such the forecast turnover for convenience and comparison goods is low. This area has a quantum of development in the pipeline which results in a lack of capacity for new floorspace. However, new schemes will be supported by workers and visitors and are predicted to come forward on an incremental basis[39].

Consistency with London Plan

5.77 The strategy ensures that retail development will be supported in the district centre to ensure there is a sustainable pattern of retail development in the borough, in accordance with Policy 3D.2. The London Plan states that "District Centres have traditionally provided convenience goods and services for more local communities to meet their day-to-day needs. Developing the capacity of district centres for

[39] Southwark Retail Study (2009) (para 11.14 page 77)

convenience shopping is critical to ensure access to goods and services at the local level, particularly for people without access to cars".

Camberwell
District Town Centre

Strategy

5.78 The strategy for Camberwell will be on maintaining and enhancing the existing provision as opportunities arise. There is a need for investment in premises and shop frontages in parts of the centre and continued environmental management.

5.79 Through the preparation of the Camberwell Area Action Plan (AAP)[40], further guidance will be set out on prepared to provide detailed guidance on how new development in the area should occur to help maintain and improve the quality of the area's unique places.

Justification

5.80 Camberwell is a vibrant, busy centre providing a range of independent shops. There is limited capacity to provide a significant amount of additional shopping and leisure floorspace. It does not have a convenience superstore, but the local and independent provision is strong and performing well.

5.81 Somerfield in Butterfly Walk is potentially under performing, but it has recently been refurbished and this should improve its turnover. There is little capacity to support further convenience goods floorspace. The comparison offer in Camberwell is mainly local and independent retailers and these stores are performing very well. There is, however, little capacity to support new floorspace following the development commitment coming forward at Butterfly Walk[41].

Consistency with London Plan

5.82 The strategy ensures that retail development will be supported in the district centre to ensure there is a sustainable pattern of retail development in the borough, in accordance with Policy 3D.2. The London Plan states that "District Centres have traditionally provided convenience goods and services for more local communities to meet their day-to-day needs. Developing the capacity of district centres for convenience shopping is critical to ensure access to goods and

[40] Southwark Local Development Scheme (2009)
[41] Southwark Retail Study (2009) (para 11.15 page 77)

services at the local level, particularly for people without access to cars".

Lordship Lane
District Town Centre

Strategy

5.83 Lordship Lane is an attractive retail centre with well maintained shop units, in a high quality built environment. The convenience stores, in particular the Somerfield, are performing very well.

5.84 The strategy is to maintain the status quo and for the centre to continue to meet the needs of the local catchment.

Justification

5.85 Lordship Lane has a good comparison shopping provision with mainly quality independent retailers. The Southwark Retail Study (2009) identified a moderate level of comparison turnover for the centre with little capacity for further comparison goods floorspace over the LDF period[42].

Consistency with London Plan

5.86 The strategy ensures that retail development will be supported in the district centre to ensure there is a sustainable pattern of retail development in the borough, in accordance with Policy 3D.2. The London Plan states that "District Centres have traditionally provided convenience goods and services for more local communities to meet their day-to-day needs. Developing the capacity of district centres for convenience shopping is critical to ensure access to goods and services at the local level, particularly for people without access to cars".

Herne Hill
District Town Centre

Strategy

5.87 The strategy will be to increase the classification of the centre from a local centre to a district centre level in the town centre hierarchy.

[42] Ibid (paras 11.16-11.17 page 77-78)

5.88 We will maintain and enhance the existing provision as opportunities arise to ensure that local shops and services for the surrounding residents and businesses are provided. We are working with Lambeth council to make sure we have a joined up approach to future development and improvements to Herne Hill.

Justification

5.89 Herne Hill is a vibrant centre with a wide range of goods and services. The centre is designated within the local centre classification in the Southwark Plan, however the centre is shared with the London Borough of Lambeth and its role in the network of retail centres is more akin to a District Centre.

5.90 Guidance will be set out within the Dulwich SPD on how to further improve Herne Hill.

Consistency with London Plan

5.91 The strategy ensures that retail development will be supported in the district centre to ensure there is a sustainable pattern of retail development in the borough, in accordance with Policy 3D.2. The London Plan states that "District Centres have traditionally provided convenience goods and services for more local communities to meet their day-to-day needs. Developing the capacity of district centres for convenience shopping is critical to ensure access to goods and services at the local level, particularly for people without access to cars".

Local Centres

Strategy

5.92 Within the local centres of The Blue (Southwark Park Road), Nunhead and Dulwich Village there is limited scope to increase the amount of shopping space, and instead the strategy will be on protecting, maintaining and improving the existing shopping offer in these centres.

Justification

5.93 In 2007, Southwark developed the Improving Local Retail Environment (ILRE) programme. With its roots in Southwark's Enterprise Strategy the scheme seeks to increase trade in smaller shopping parades and areas across the borough. Target areas were chosen according to criteria, including; deprivation levels, location, size of target area, crime levels, proportion of vacant units and other proposed works such as infrastructure renewal.

5.94 The Blue is one of the shopping areas which is being targeted through the ILRE programme. It has received approximately £600,000 in funding. The Council owns many of the shopping units and we will review the contribution they could make towards revitalising the Blue.

5.95 Trader engagement is at the heart of the ILRE programme, with traders encouraged and supported to share responsibility for the barriers they face, and take ownership of proposed improvements. Improvements can encompass a broad range of physical works, such as shopfront renewal, security enhancements, street furniture, planting and other public realm investments. However, traders are also supported in adapting and changing their business and taking advantage of incentives and programmes available.

5.96 Our Economic Development team help co-ordinate a range of business support services that provide free independent advice and guidance. Businesses are expected to take advantage of available advice as part of their involvement in the scheme.

5.97 The council will work with the local community and organisations to continue to protect the local centres shopping offer and environment.

Consistency with London Plan

5.98 The local centres of The Blue (Southwark Park Road), Nunhead and Dulwich Village are designated in accordance with London Policy 2A.5 and perform an important role in the town centre hierarchy in Southwark. These are smaller centres providing newsagents, general grocery stores, a sub-post office, and other shops and services of a local nature, including pharmacies, hairdressers and restaurants.

Outside town and local centres

Strategy

5.99 The strategy for future retail development will be to focus it on the existing town centre network and to expand and redevelop both Elephant & Castle and Canada Water which will absorb comparison goods floorspace capacity. Similarly new convenience floorspace in these centres will also absorb any convenience goods capacity arising as a result of the strong performance of stores on the Old Kent Road.

5.100 For proposals for new shopping and leisure space which are proposed outside town and local centres, the strategy will be to apply the Policy EC15 (consideration of sequential assessments) and Policy EC16 (impact assessment) of PPS4.

5.101 We have saved Southwark Plan policy 1.8 (Location of Developments for Retail and other Town Centre Uses). Further guidance and policy for the development of retail and town and local centre uses outside of the centres will be set out in the Development Management DPD.

Justification

5.102 The existing convenience superstores and retail warehouses on Old Kent Road are not in an allocated centre in the town centre hierarchy. Old Kent Road has not been identified as a district centre in London Plan and recent health checks demonstrate that it does not have the characteristics which would define a town centre, being dominated by large mono-use retail sheds, built at low densities and with large areas of surface parking.

5.103 There is not identified any need for significant retail growth on Old Kent Road and any large shopping proposals would need to meet the guidance in PPS4.

5.104 The Tesco store is performing well and trading at above company average levels, whereas it is estimated that the ASDA is not performing particularly well and is at below company average levels. The strong performance of Tesco contributes towards residual convenience goods capacity in the north east area of the borough. The retail warehouses are also performing very well, again contributing towards comparison goods capacity in the north east of the borough.

5.105 The Inspector at the Southwark Plan Inquiry (2007) noted that "the Old Kent Road does not have the character of a town centre. The road and the often heavy volume of traffic upon it dominate the surroundings both visually and as a result of the considerable amount of noise coming from it....the prevailing impression is of retail warehouses and similar, as well as a variety of industrial and similar premises on each side of a wide, busy and dominating road. Premises include those of Messrs B&Q, Comet, Halfords, Magnet and PC World, often with large parking areas. ...The area lacks the cohesion, function and character normally associated with a town centre. Crossing the road can hardly be described as an inviting proposition. The locality does not have the range of non-retail services, such as banks, building societies, restaurants and local public facilities that is normally expected in a town centre. In granting outline planning permission on 20 September 2000 for the Asda store on the south western side of Old Kent Road, the Secretary of State agreed with his Inspector that the application was for an out-of-centre scheme. That still holds true. Some designated town centres in London are linear in shape, but that arrangement here does not outweigh the matters that lead to my conclusion. It should not be re-designated as a town centre"[43].

5.106 Guidance for the Old Kent Road will be set out in an Area Action Plan for the provision of housing, employment and small, local shops to

[43] Southwark Plan Inquiry Inspectors Report (2007) paras 1.9.5.2-1.9.5.3

complement the multiple retailers already there. This will include a review of the proposals map designations.

Consistency with London Plan

5.107 Policy 3D.1 of the London Plan states that boroughs should enhance access to goods and services and strengthen the wider role of town centres. This includes "Encourage retail, leisure and other related uses in town centres and discourage them outside the town centres".

Small scale retail facilities

Strategy

5.108 Our strategy is to continue to protect shopping parades as set out in the Appendix 5 of the Southwark Plan.

5.109 The strategy will also be to support the provision of new markets where the opportunity arises and help improve existing markets. Markets can help enliven town centres and add vitality to an area, by helping to provide a more varied shopping experience. They have the added benefit of giving more people access to fresh fruit and vegetables and also create a route into setting up small businesses. The strategy will be implemented through the Council's emerging Markets and Street Trading Strategy 2009-2012.

5.110 We have saved Policies 1.9 and 1.10 in the Southwark Plan and further guidance will be provided in the Development Management DPD[44].

Justification

5.111 The council seeks to retain, where possible, the many corner shops, pubs, restaurants, laundrettes and other facilities which perform an invaluable role in meeting local needs, which are outside of the town and local centres. Such facilities can be of particular importance to the elderly and the mobility impaired, and contribute towards a reduction in the need to travel.

5.112 Through the ILRE programme, as set out above, the Council will seek to increase trade in smaller shopping parades and areas across the borough.

Consistency with the London Plan

5.113 Policy 3D.3 recommends that boroughs should work with retailers and others to prevent the loss of retail facilities, including street and farmer's markets, that provide essential convenience and specialist shopping.

[44] Southwark Local Development Scheme (2009)

6. CONCLUSIONS

6.1.1 In the light of government guidance in PPS6 (now replaced by PPS4) and policies 2A.8 and 3D.1 of the London Plan we have carried out an assessment of retail capacity in the borough. The 2009 Southwark Retail Study estimated the current performance of the borough's retail provision as a basis for forecasting the capacity for additional retail floorspace in the period to 2018. It has examined different scenarios for future capacity in the borough and drawn conclusions on each of the main retail locations throughout the borough.

6.1.2 Overall, Southwark's centres are not performing well in terms of meeting the needs of the borough's residents for comparison goods shopping. The comparison goods spend for the main destinations in the borough is £312.7 million. This amounts to just over 16% of the total available comparison spend from the whole survey area, of £1.9 billion. The available comparison spend for the whole borough is calculated at £850 million and the proportion of this borough spend that is retained by the borough is £245m or 29%. Southwark's centres are therefore losing trade (71%) to competing centres such as the West End and Croydon.

6.1.3 In terms of convenience goods retailing, the borough performs much better. The convenience goods turnover is calculated to be £381.5 million. This is compared with the overall expected turnover based on company averages of £295m. Based upon the average there is therefore a surplus of convenience expenditure in the borough.

6.1.4 On the basis of current market shares, increases in population levels and disposable income will increase the available comparison spend, which will create capacity for additional retail floorspace. By 2018 expenditure surplus will be sufficient to support new comparison goods floorspace, with most of this arising in the north east (Canada Water) and central east (Peckham) of the borough. Most of the convenience goods capacity is arising in the north east (Canada Water) and the south of the borough.

6.1.5 Our strategy is therefore to increase the borough's market share of available expenditure and to claw back trade which is currently leaking to competing centres. We will increase the comparison goods floorspace baseline capacity for both Elephant and Castle and Canada Water to support new schemes. We will support retail and town centre developments which are of a scale which is appropriate to the character of the centre and the catchment it serves.

6.1.6 We will encourage additional convenience goods capacity in smaller centres of appropriate scale, especially district centres, to secure a sustainable pattern of retail provision

6.1.7 Through our area action plans and supplementary planning documents, we are working with landowners to bring development forward and coordinate improvements to infrastructure.

7. DOCUMENT REFERENCES

CDN1	PPS1: Delivering Sustainable Communities (January 2005)
CDN5	PPS4: Planning for Sustainable Economic Growth (December 2009)
CDR24	GLA London Town Centre Health Check (2009)
CDR1	London Plan (2008) Table A1.1
CDR2	Consultation draft replacement London Plan (2009) Annex 2
CDR33	GLA Consumer Expenditure and Comparison Goods Retail Floorspace Need in London (March 2009)
CDR34	Experian Goad Category Report (July 2007)
CDE6	Strategic Review of Southwark Markets & Street Trading Service October – December 2008
CDL1	Southwark Plan (2007) Policy 1.7
CDL14	Southwark Plan Inquiry Inspectors Report (2007)
CDCS1	Core Strategy Publication/Submission report (2009)
CDL5	Southwark Local Development Scheme December 2009
CDE5	Southwark Retail Study (2009)
CDL2	Southwark 2016: Sustainable Community Strategy (2006)
CDAAP1	Aylesbury Area Action Plan (January 2010)
CDAAP2	Draft Canada Water Area Action Plan – submission/publication (Jan 2010)
CDAAP3	Draft Peckham and Nunhead Area Action Plan – Issues and Options
CDSPD1	Draft Bankside, Borough and London Bridge SPD (January 2010)
CDSPD8	Elephant and Castle Enterprise Quarter SPD (September 2008)
CDSPD6	Section 106 Planning Obligations SPD 2007
CDSPD11	Elephant and Castle Development Framework SPG (February 2004)
CDSPD12	Walworth Road SPD (September 2008)
CDSPD13	Canada Water SPG (February 2005)

[i] Comparison retail goods: These refer to shopping for things like clothes, products, household and leisure goods which are not bought on a regular basis
[ii] Convenience retail goods: These refer to shopping for everyday essential items like food, drink, newspapers and confectionary