

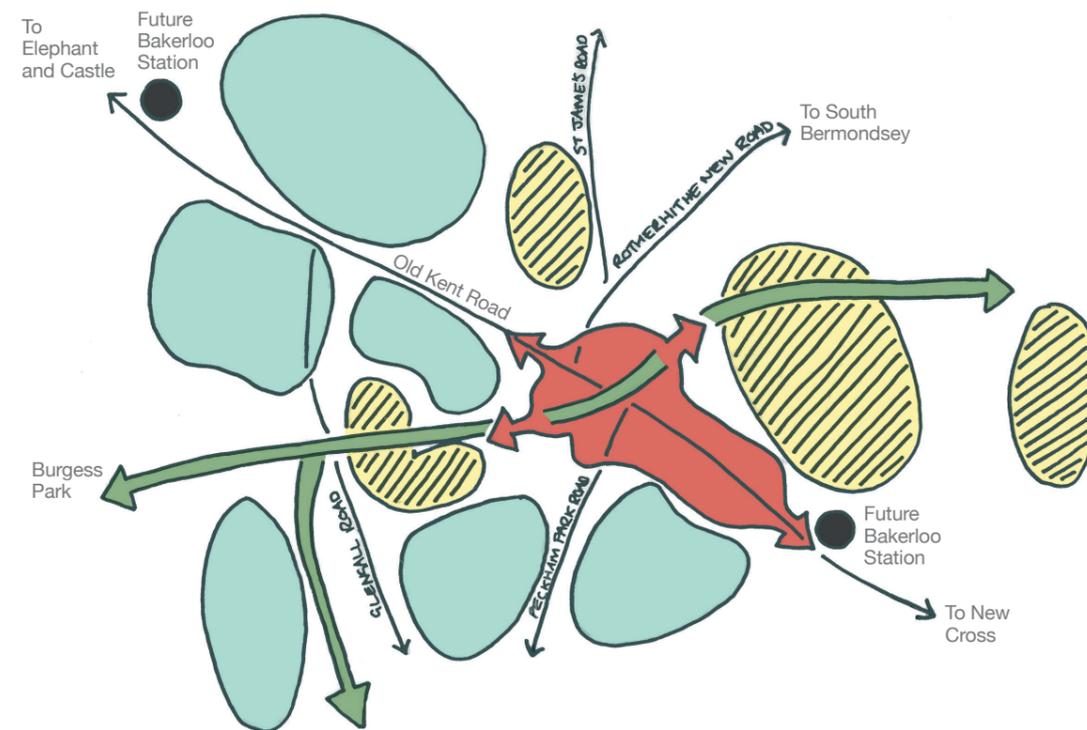


OKR14 Local Development Study

March 2017

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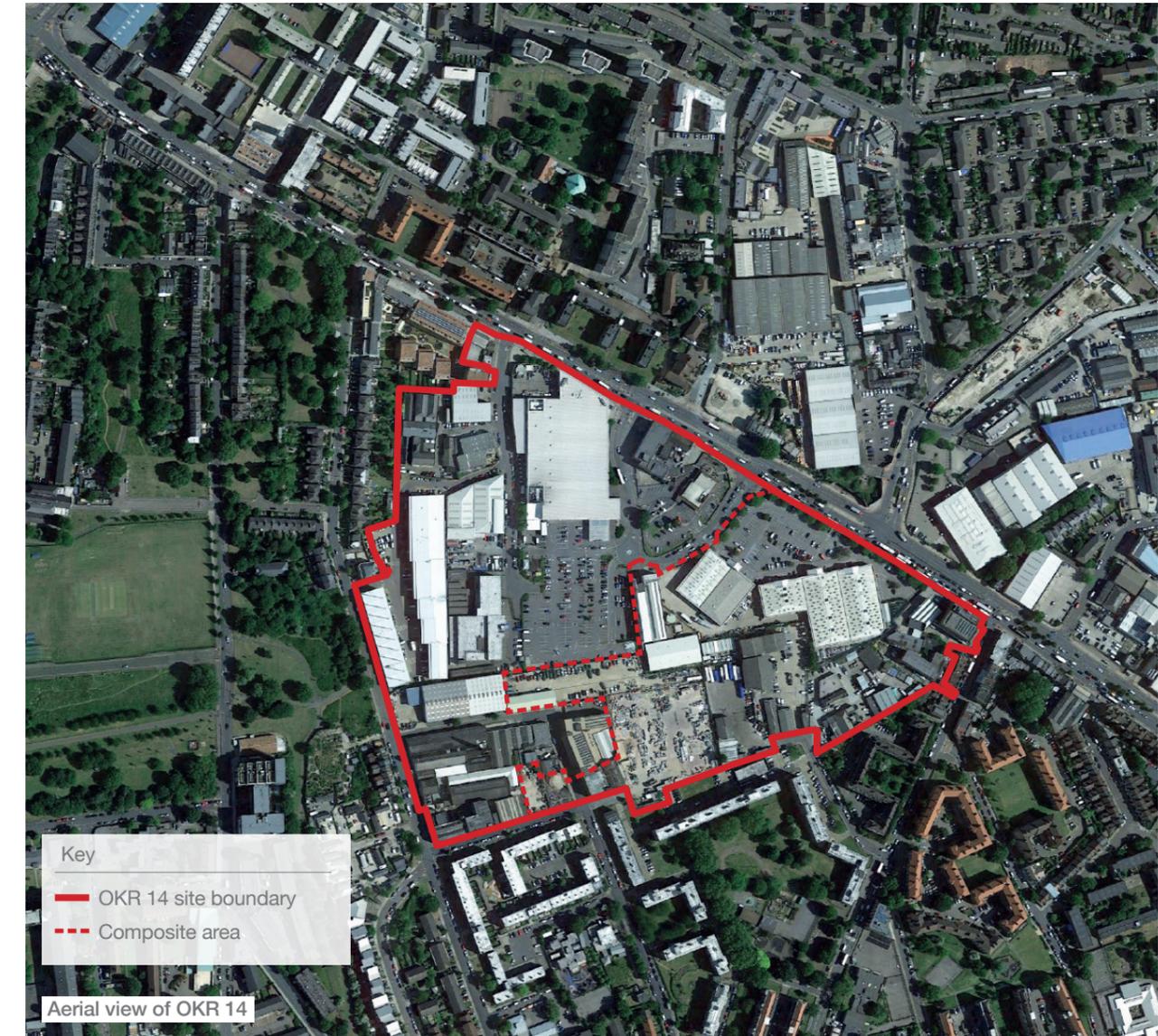
Key

- Residential neighbourhoods
- Mixed-use neighbourhoods
- Green Link
(former Surrey canal route)
- High street

01 – Introduction

The purpose of this Local Development Study (LDS) is to explore and test the principles identified in the Old Kent Road (OKR) Area Action Plan (AAP) and the Place-making Study in more detail for the OKR14 site. It will also help to co-ordinate current developer activity across the Malt Street, Cantium Retail Park, Nyes Wharf, the council depots, Livesey Place, and the former Civic Building sites. The LDS is part of the evidence base which helps underpin the AAP and will inform a future supplementary planning document and the next version of the AAP (the submission version to be published in autumn 2017).

This area is referred to in this document as the Composite Site and includes the Topps Tiles site. Currently there are three emerging proposals within the Composite Site at various stages of design development representing five different land ownerships. Detailed planning application submissions for these sites could be made prior to the formal publication and adoption of the AAP.



02 – Landowner Engagement

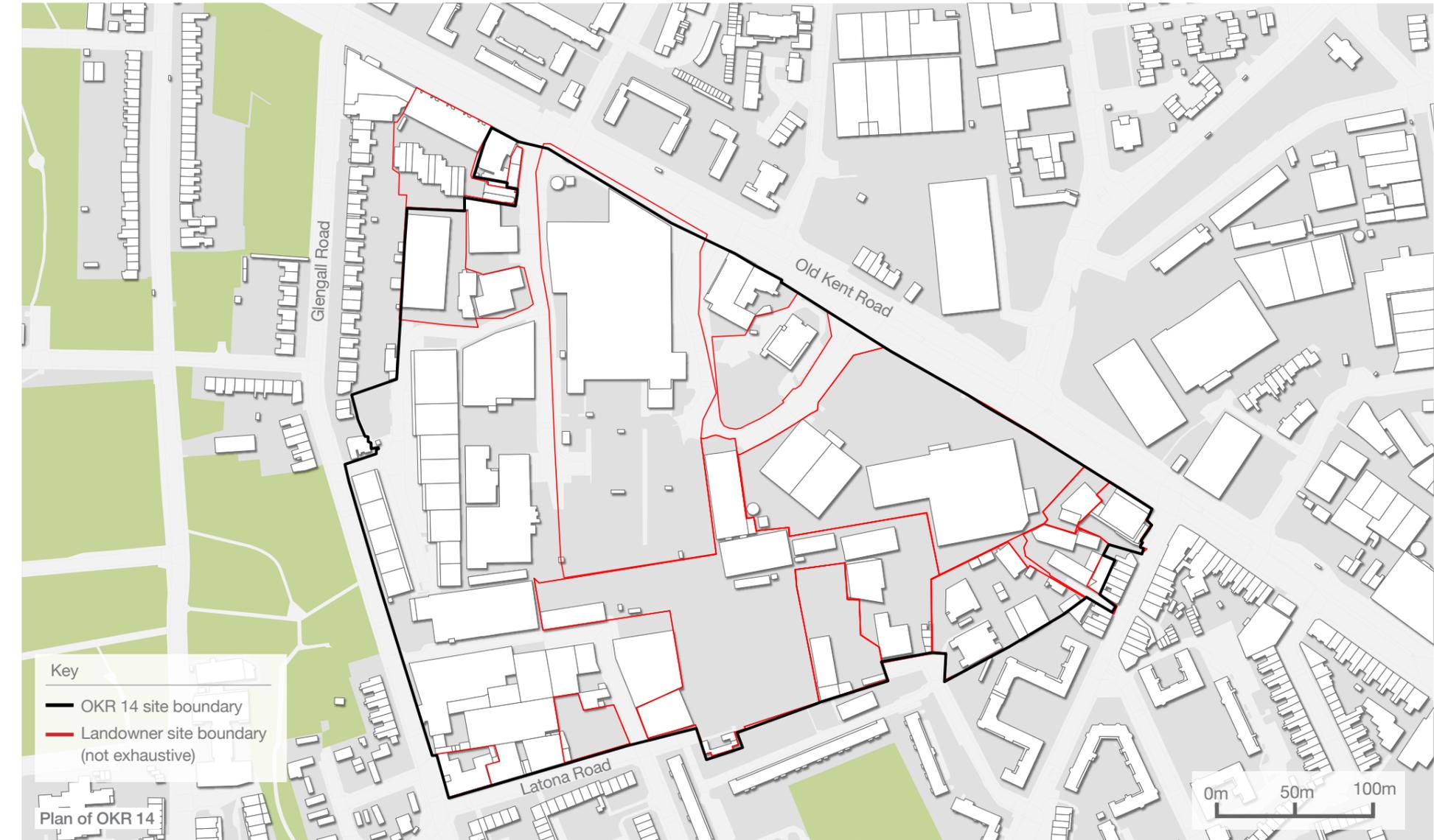
The majority of the landowners, and/or their consultant teams, within the Composite Site have been engaged during the process of developing the LDS.

An initial workshop was held with representatives of the Malt Street, Cantium Retail Park, Nyes Wharf, Livesey Place and former Civic Building sites.

Key discussion points included:

- The vision for OKR14 as a place to live and work
- The key LDS priorities
- The role of OKR14 in relation to other sites along the Old Kent Road
- Coordinating contributions across the various land ownerships
- Timescales for the LDS

Each landowners and/or consultant team was then engaged in a one-to-one meeting to further understand the technical constraints of their site(s), their development aspirations, and timescales.



03 – OKR 14 Opportunities

OKR14, and the Composite Site in particular, offer the opportunity to create a well-connected neighbourhood with a strong and clear identity as a neighbourhood to live and work in, framing a fantastic new linear park public open space and route.

It will offer a range of housing options for residents of different ages and circumstances, and the social and commercial facilities and infrastructure to support a stable community, whilst a range of workspaces will allow new and existing business to grow and flourish.

Key to this will be:

- Establishing a new linear park referencing the former Surrey Canal route
- Supporting and extending the existing creative business cluster
- Forming new north-south pedestrian and cycle connectivity
- Improving the public realm and high street offer on Old Kent Road
- Delivering new social infrastructure such as a 2FE primary school and a health centre

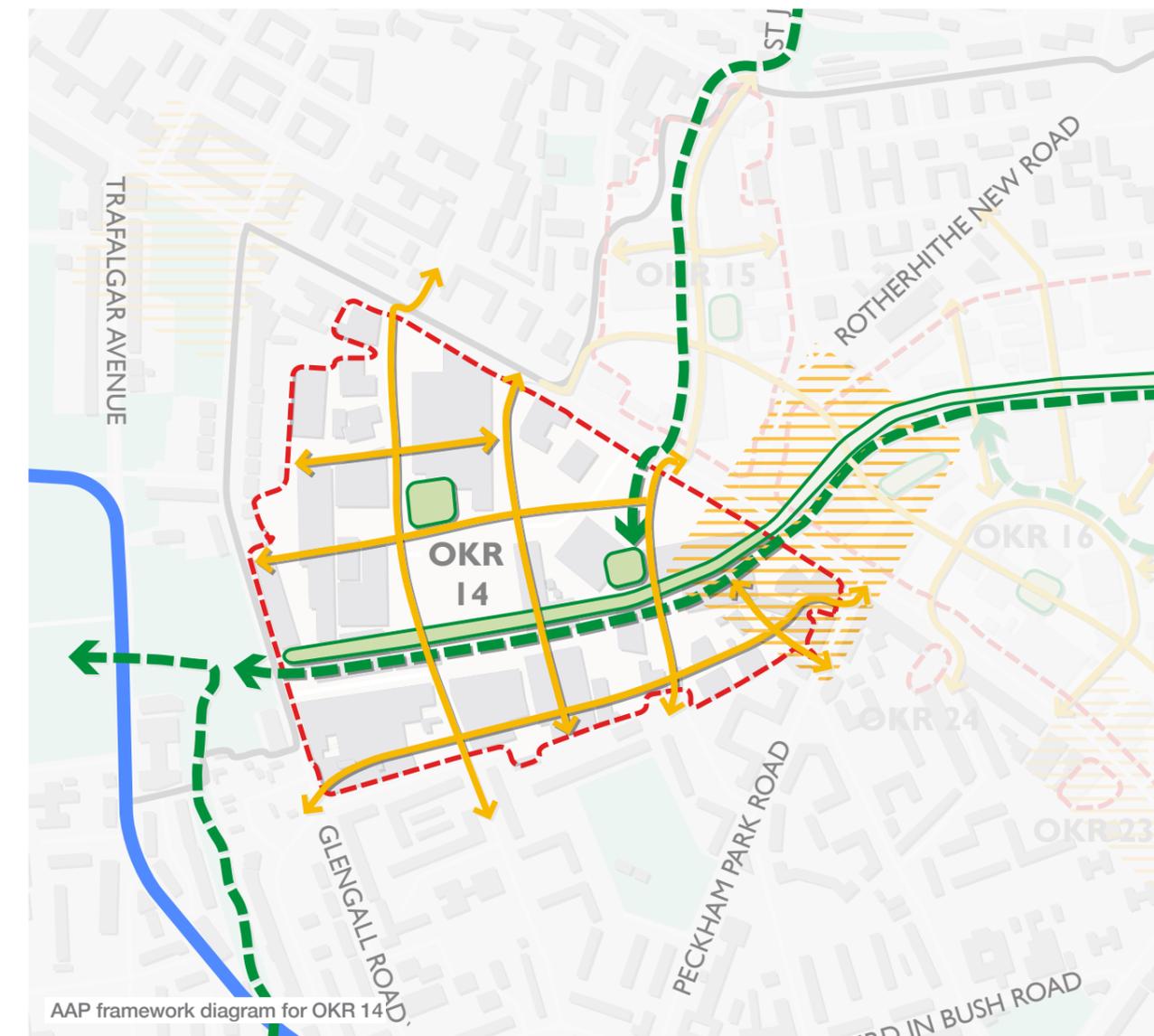


Burgess Park, shared cycle and pedestrian path on the alignment of the Surrey Canal

04 – OKR 14 Objectives

The draft AAP for Old Kent Road establishes a series of objectives for OKR14:

- A mixed use neighbourhood with an estimated capacity of 3,170 new homes (this figure has not been retested through the process of preparing this LDS and will be kept under review as development proposals come forward)
- An employment cluster that builds on the strengths of the existing creative and light industrial uses
- New streets and routes to provide access to Old Kent Road for new and existing surrounding residents
- A linear park and green route connecting Burgess Park to South Bermondsey
- A connection to the new north bound green link through OKR15
- Public realm improvements to the strategic junction of St James's Road and Peckham Park Road
- Social infrastructure and open space to support growth such as a new school and health centre
- Evolution of the Old Kent Road into a high street



AAP framework diagram for OKR 14

05 – Spatial Framework

The strategic layout outlined in the draft AAP has been tested and refined by this study. This has involved drawing a more detailed understanding of land ownership, technical constraints, the movement network, and aspirations for heritage and built character. The general principles of development is set out within this document but the precise alignments of blocks and streets are indicative to provide flexibility in bringing proposals forward.

Key elements within the Composite Site include:

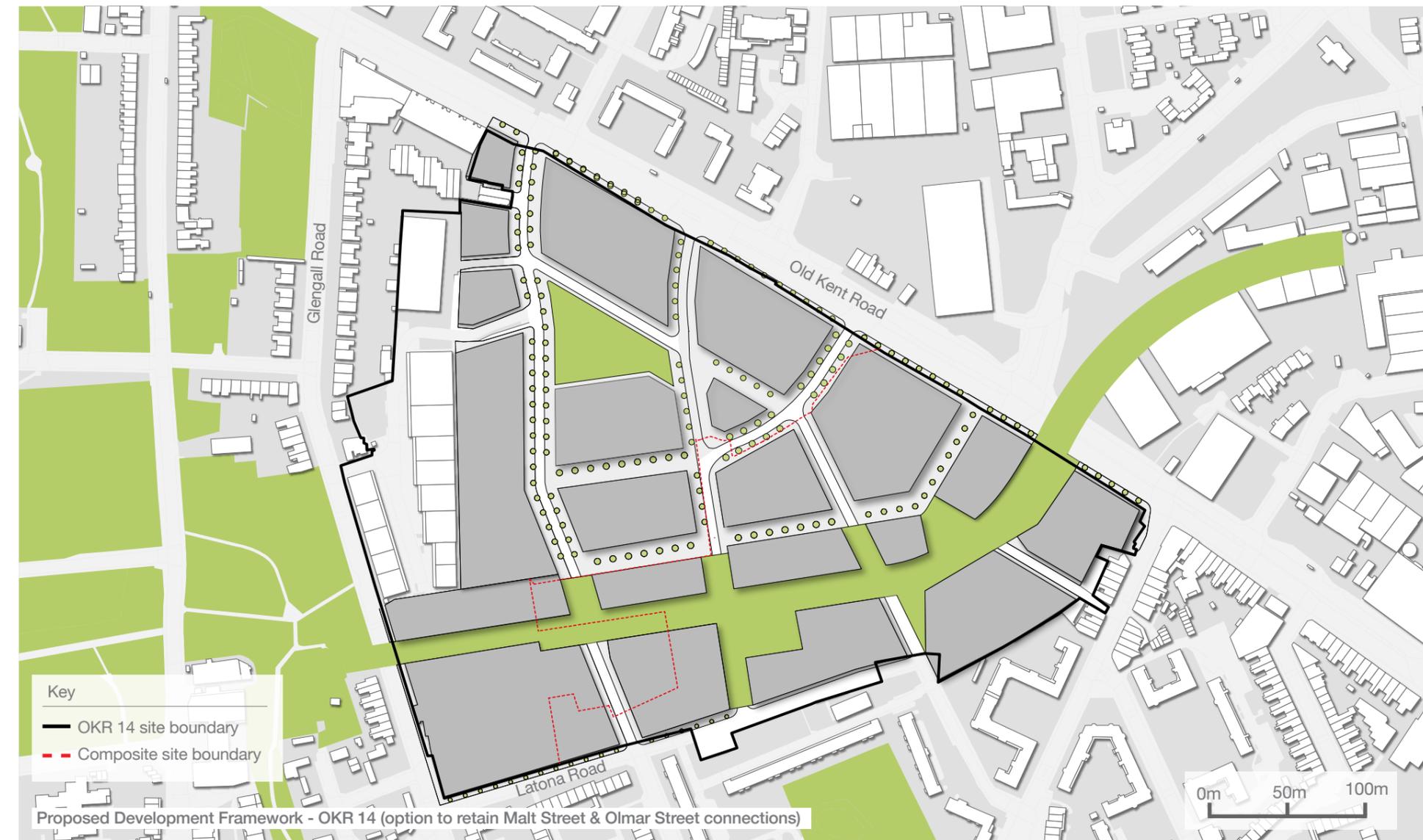
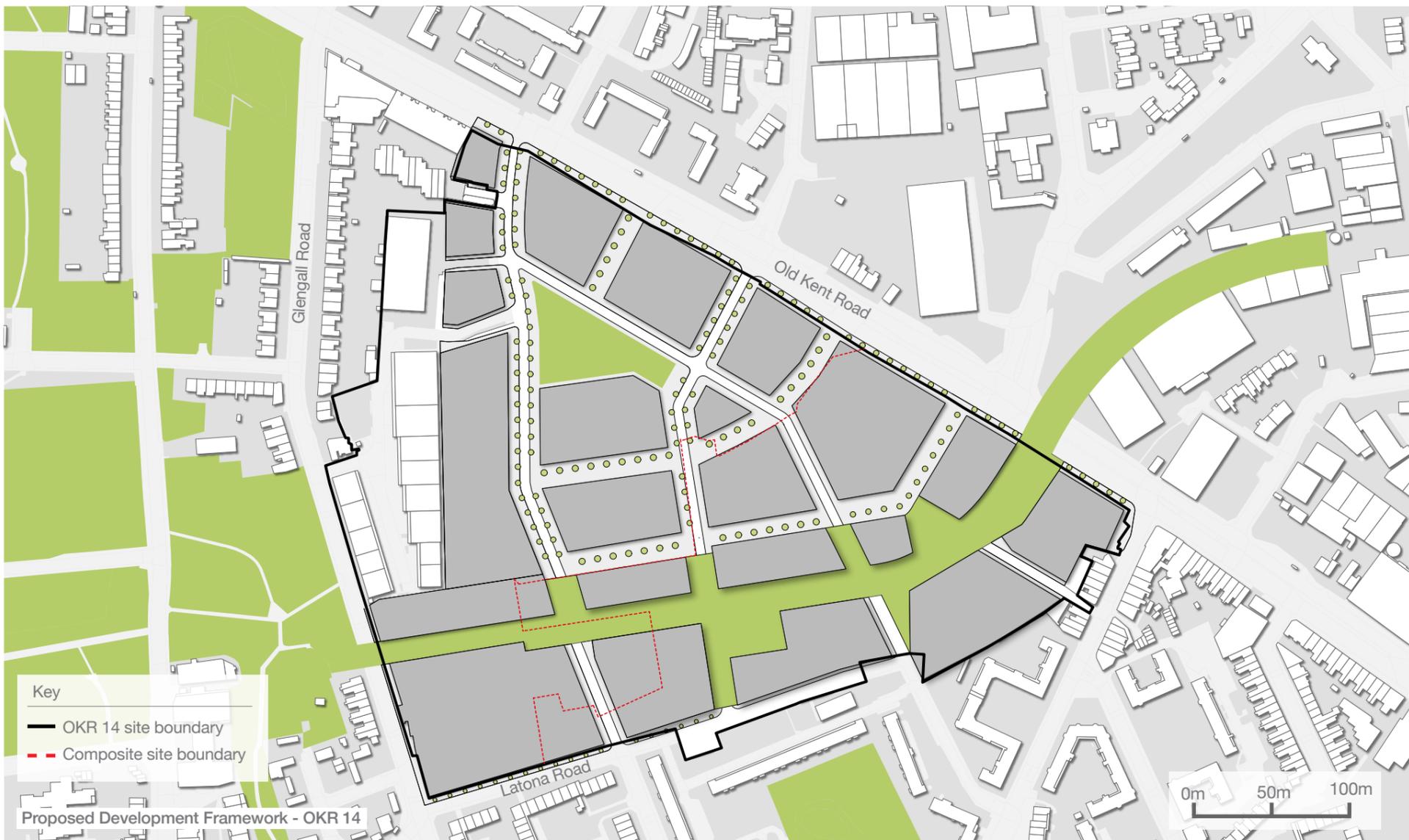
- The alignment of the proposed linear park
- Public realm character
- Ground floor land use
- Movement network

While the framework has involved discussions with landowners and consideration of constraints, some flexibility may be required in its application. Limited discussion has taken place with landowners in the remaining parts of OKR 14. Other sites on Ossory Road and Olmar Street, including the Asda food store and McDonalds are unlikely to come forward for development until later in the AAP period. While this study anticipates how remaining parts of OKR 14 might be developed, further refinements may be required depending on the land uses which are proposed and constraints around landownership etc.

Key elements within the extended site include:

- Street hierarchy
- The potential to increase capacity on the Old Kent Road by the number of vehicular streets which feed onto it from three to two and realigning the Malt Street Junction



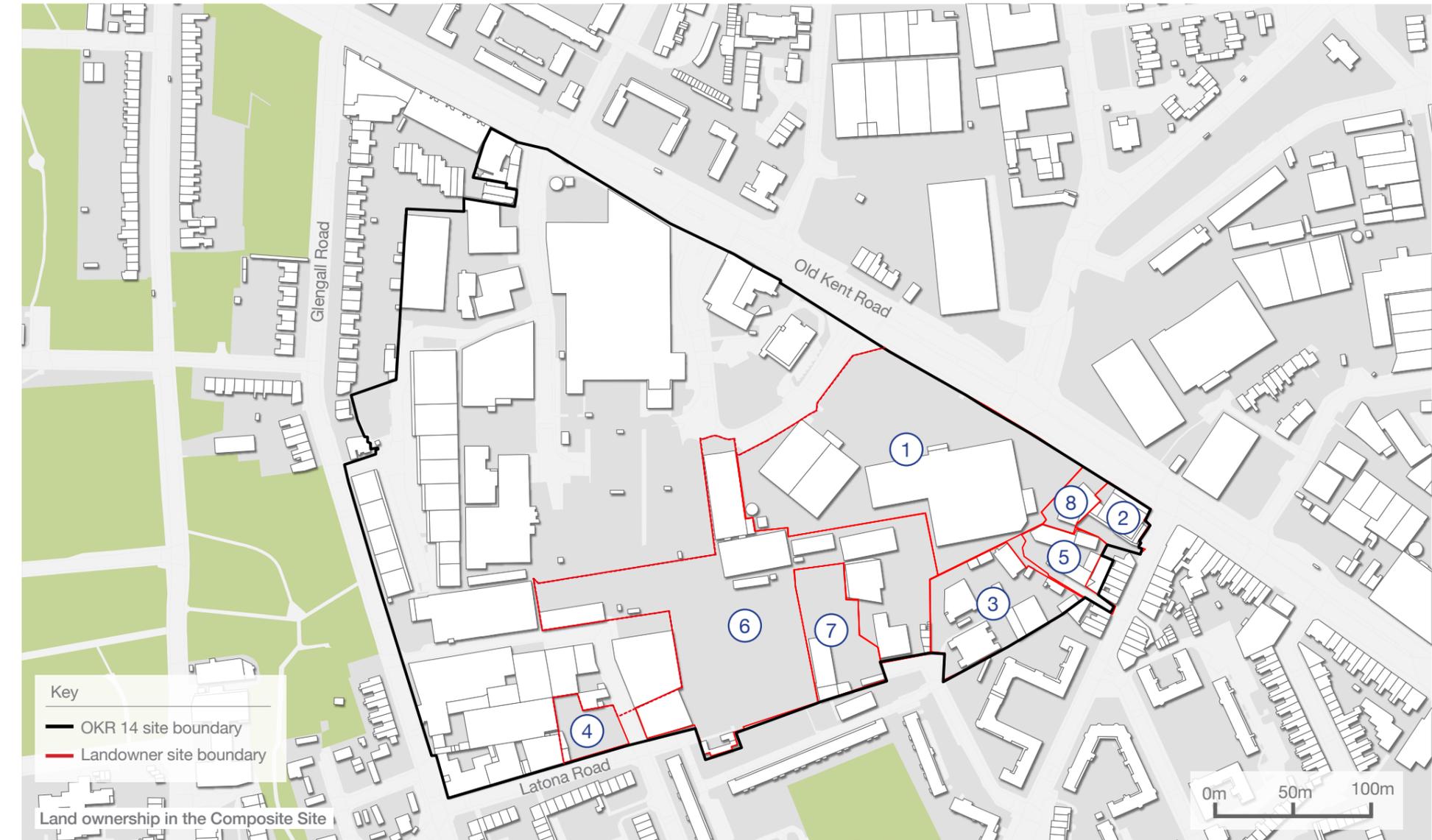


06 – Land Ownership

The framework has been informed by land ownership. The urban block structure aims to avoid piecemeal development ensuring that sites can be delivered in a way that is coordinated and which contributes to the wider vision for the area.

The following sites within the Composite Site are in different ownerships:

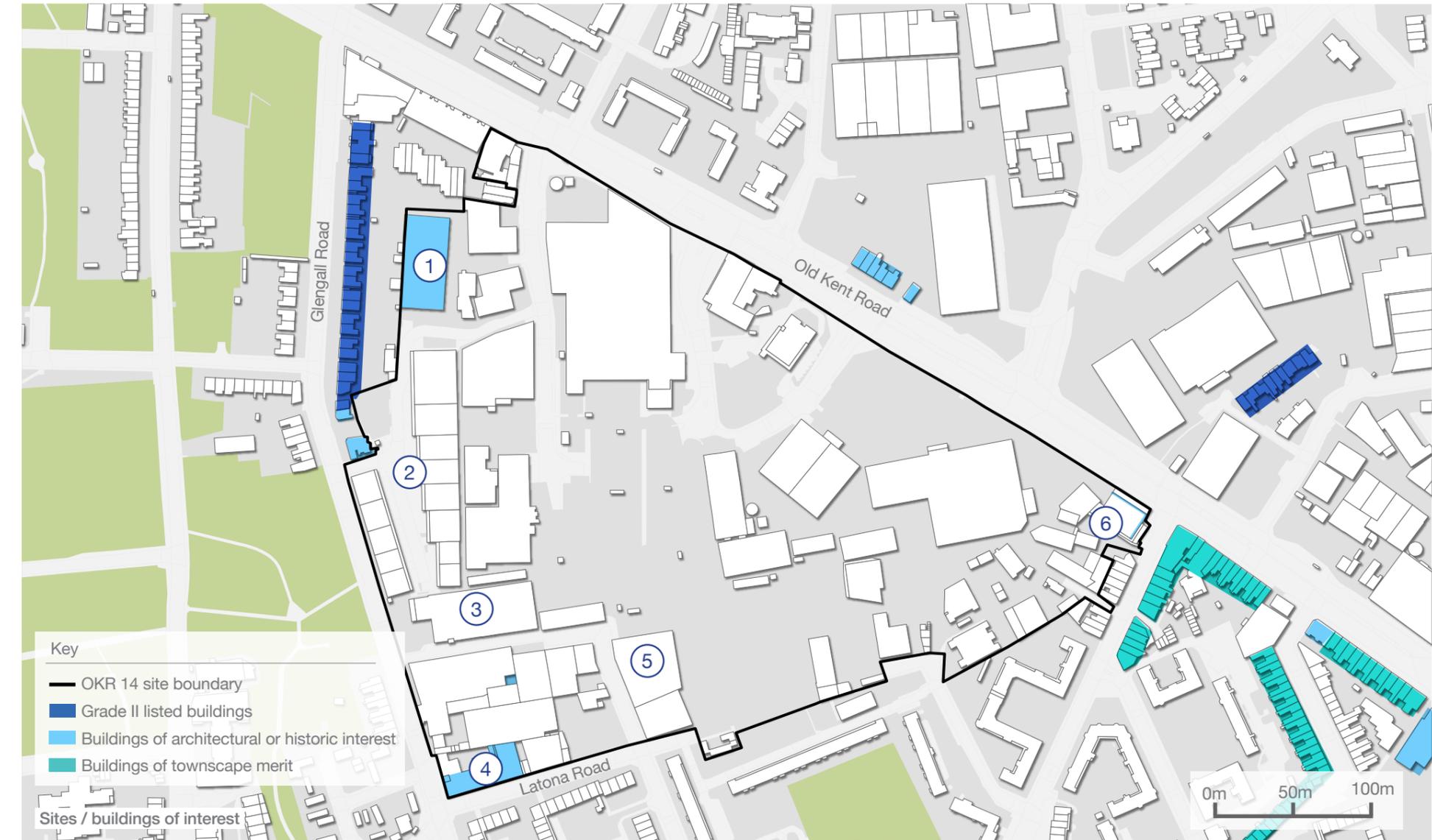
1. Cantium Retail Park (1.72ha)
2. Former Civic Building (0.11ha)
3. LBS Frensham Depot (0.46ha)
4. LBS Salt Store (0.13ha)
5. Livesey Place (0.16ha)
6. Malt Street (1.89ha)
7. Nyes Wharf (0.30ha)
8. Topps Tiles (0.09ha)



07 – Sites / Buildings of interest or unlikely to change

The accompanying drawing highlights a number of sites within OKR14 that are of particular interest for the local built character or are unlikely to change due to complex land ownerships. The drawing also highlights buildings outside of OKR14 that are listed or have architectural merit.

1. Building of architectural or historic interest
2. The Glengall Business Centre is in a high number of individual land ownerships and is considered unlikely to undergo change in the short to medium term
3. Landowner not engaged and future unknown for this key building for the delivery of the linear park
4. Buildings of architectural or historic interest
5. Space Studios: one of several employment uses in OKR14 which also include Latona Road Studios, the Glengall Business Park, Gadmon Industries and Kaymet
6. Building of local character that includes a mural that should be retained



08 – Canal Character (Historic)

The former Surrey Canal, and canals in general, have the following characteristics that should inspire and inform the new linear park and the buildings that define it. They include:

- Consistent lines and a strong sense of perspective
- Contrasting built form either side of the canal
- Buildings hard up to the bank (southern bank)
- Buildings set back to accommodate a towpath (northern bank)
- Basins or wharves perpendicular to the canal
- An industrial, working materiality
- A typical width of 20-22m (including a c.5m towpath)



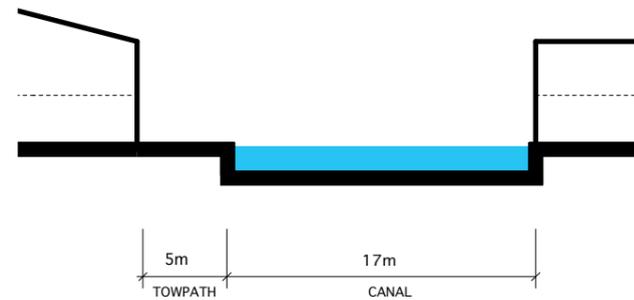
Surrey Canal



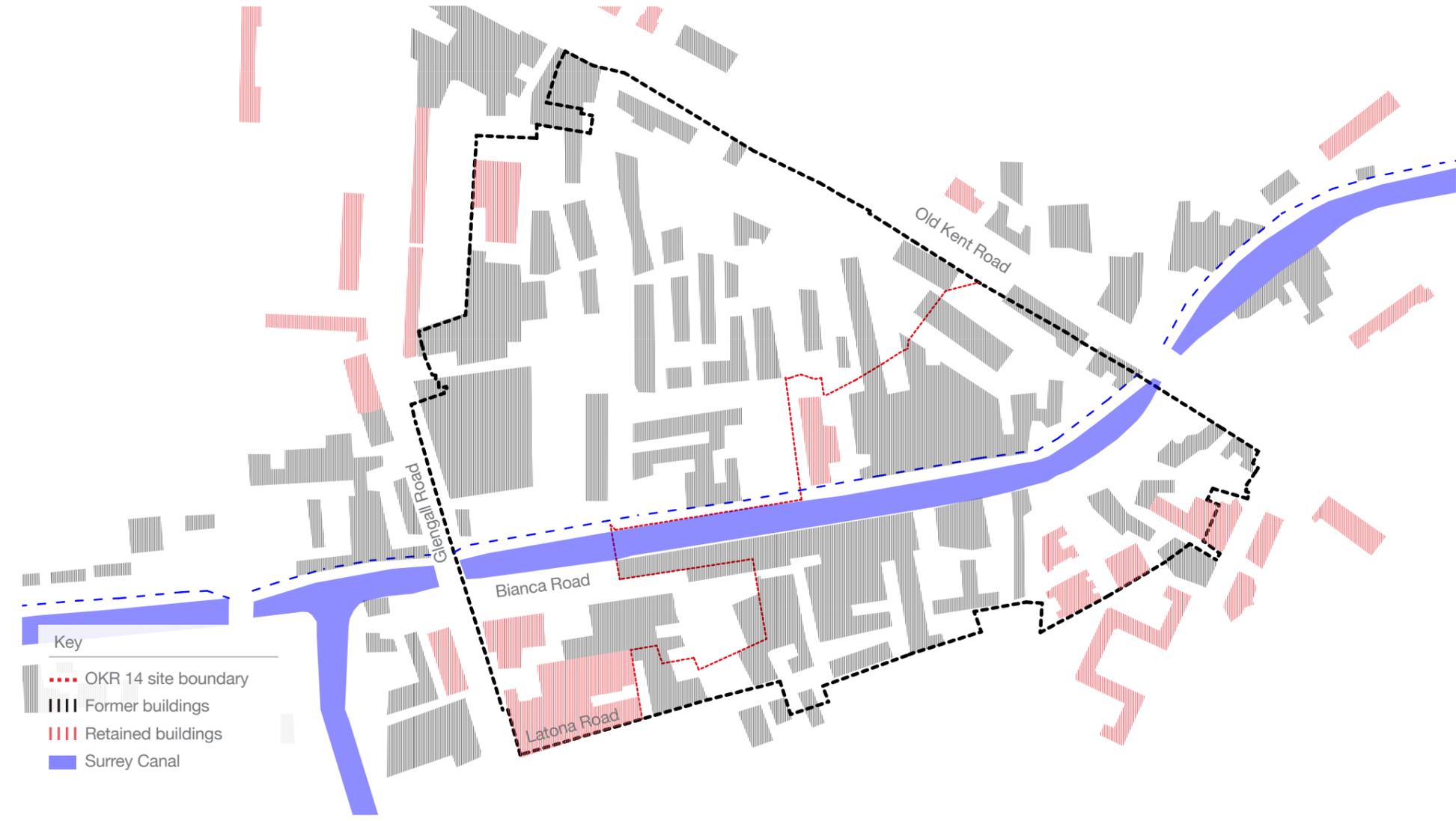
Former Nyes Wharf



Surrey Canal towpath



Typical section through the Surrey Canal



Ground figure plan of Surrey Canal in OKR14 in the 1950's

09 – Canal Character (Local precedents)

Much has been lost of the Surrey Canal during the 20th Century when the canal was filled in. However, land ownership boundaries still closely follow the alignment of the canal, whilst bridges over the canal still remain outside of OKR14.

It is also worth noting that a number of developments to the east of OKR14 are using the Surrey Canal to inspire landscape and public realm proposals.

Some points to consider are:

- The strong linear emphasis of the shared cycle and pedestrian route through Burgess Park
- The use of cobbles
- The more formal planting of Burgess Park (with soft areas to the side) compared to the softer planting of the Peckham Park that almost references rivers or streams, not canals
- The use of SUDs
- The creation of a variety of spaces along the length of the route
- The introduction of level changes to form 'banks' and provide bridging opportunities
- The contrast of formal towpath planting with informal canal planting



Burgess Park



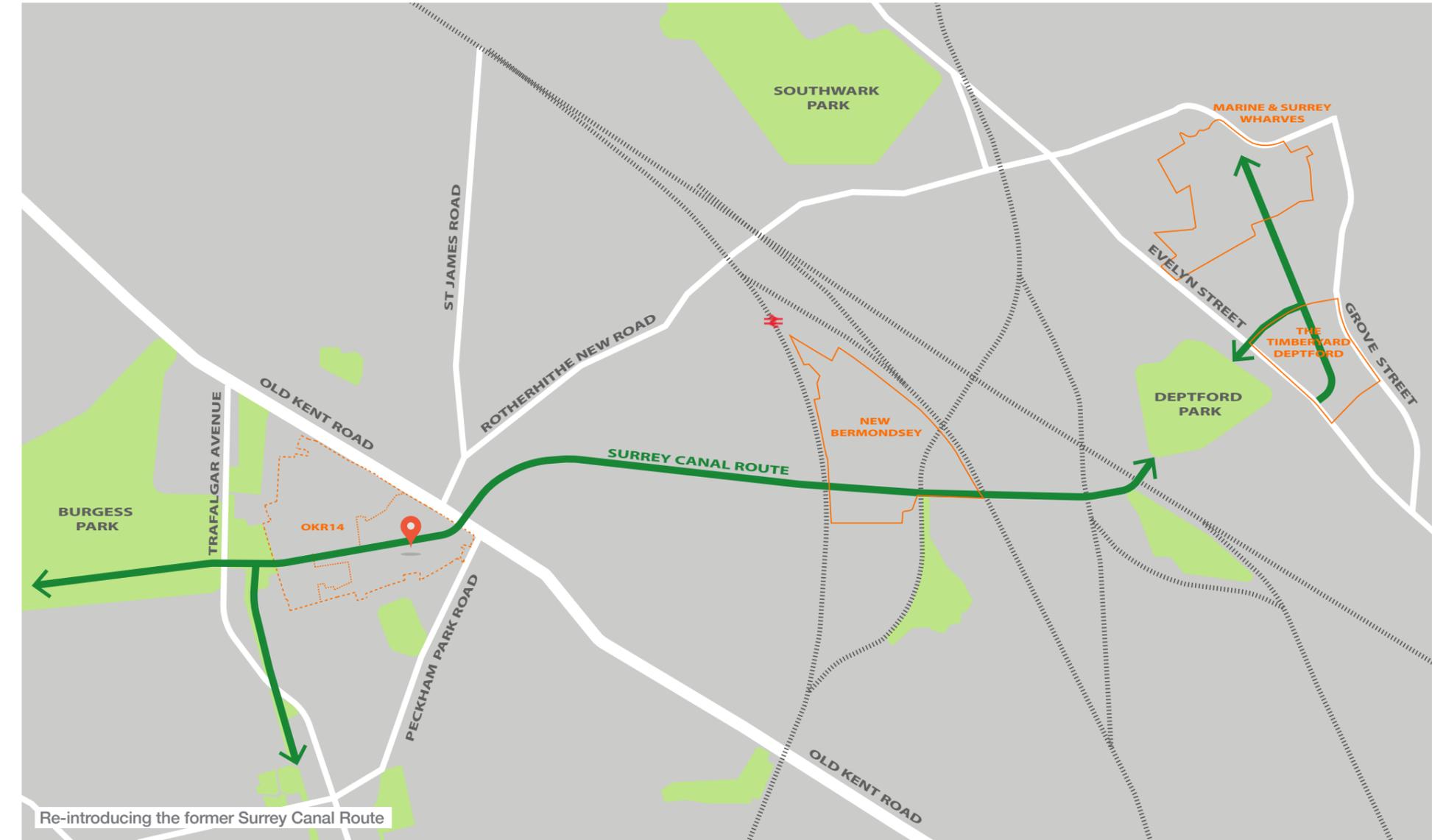
Burgess Park



Marine & Surrey Wharves



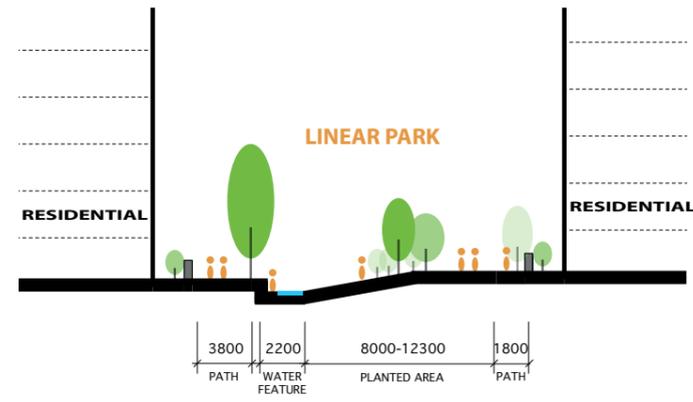
The Timberyard, Deptford



Canal Character (Local precedents) *cont.*

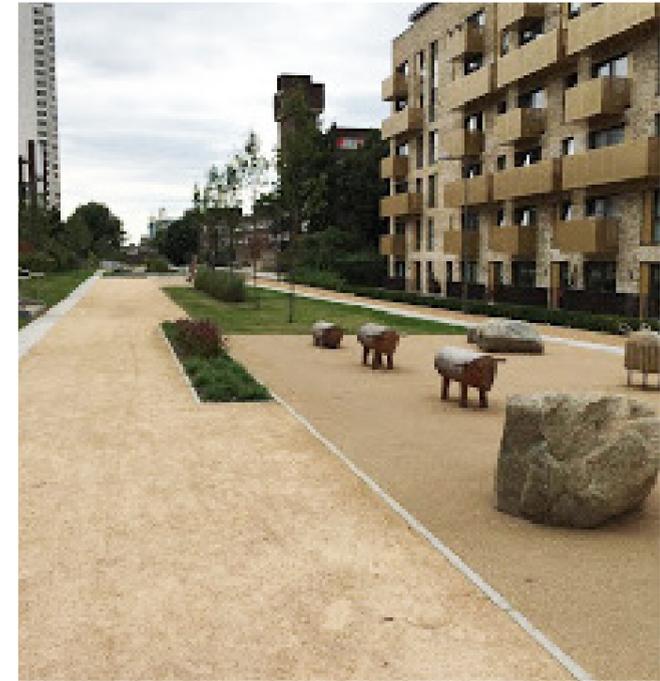
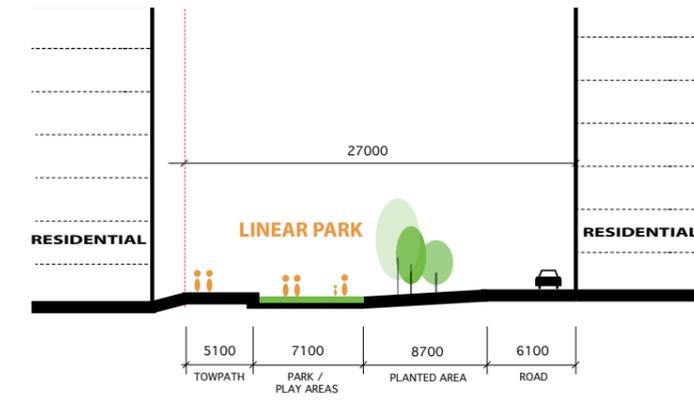
The Timberyard, Deptford

- Combination of formal tree planting and softer landscaping
- Interesting use of levels



Marine & Surrey Wharves

- A variety of spaces along the route, including play space
- Little reference to canal heritage
- Bias towards hard over soft landscaping

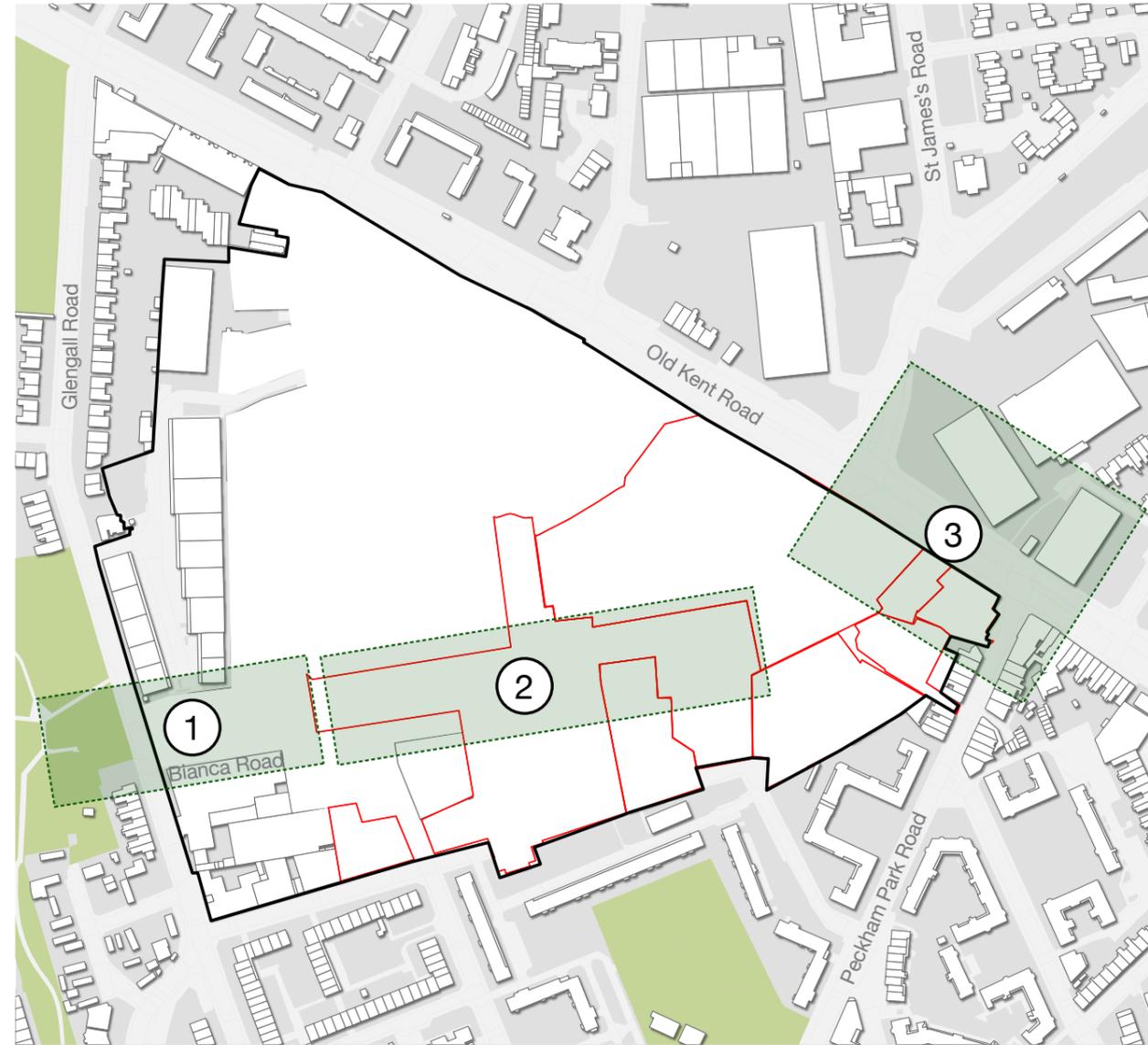


10 – Linear Park - Alignment

An aspiration for the proposed linear park is to reflect and be inspired by the historic route of the Surrey Canal.

The following pages look at the pros and cons of each crossing option in three key areas of the composite site. The alignment will be dependant on the following factors:

- Land ownership site boundaries
- The former Surrey Canal route
- Existing and retained buildings
- The impact of the existing junctions on Old Kent Road (St James's Road & Peckham Park Road)



Linear Park - Alignment 1 (Glengall Road crossing)

Option 1

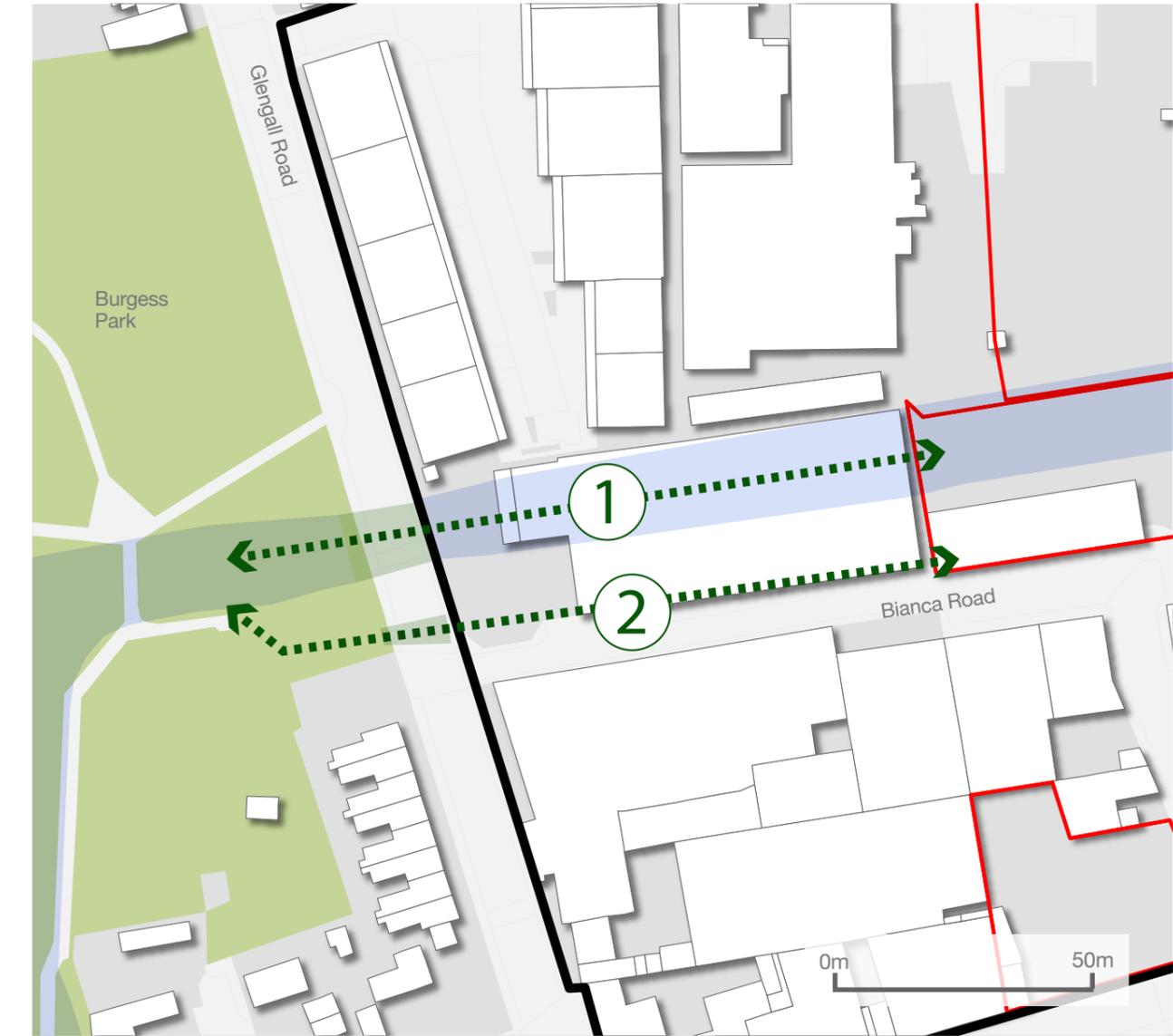
- On the historic alignment
- Landowner not currently engaging
- Likely to severely impact on site value
- Blank gable walls to north of site
- No pedestrian crossing over Glengall Road
- No entrance to Burgess Park

Option 2

- Incorporate Bianca Road into the linear park
- Reduced impact on site value
- Partially established connection into the Burgess Park
- No existing crossing over Glengall Road
-

Conclusion

While option 1 is located on the historic alignment, option 2 is the more pragmatic solution best capable of delivering the linear park.



Linear Park - Alignment 2

Option 1

Historic alignment

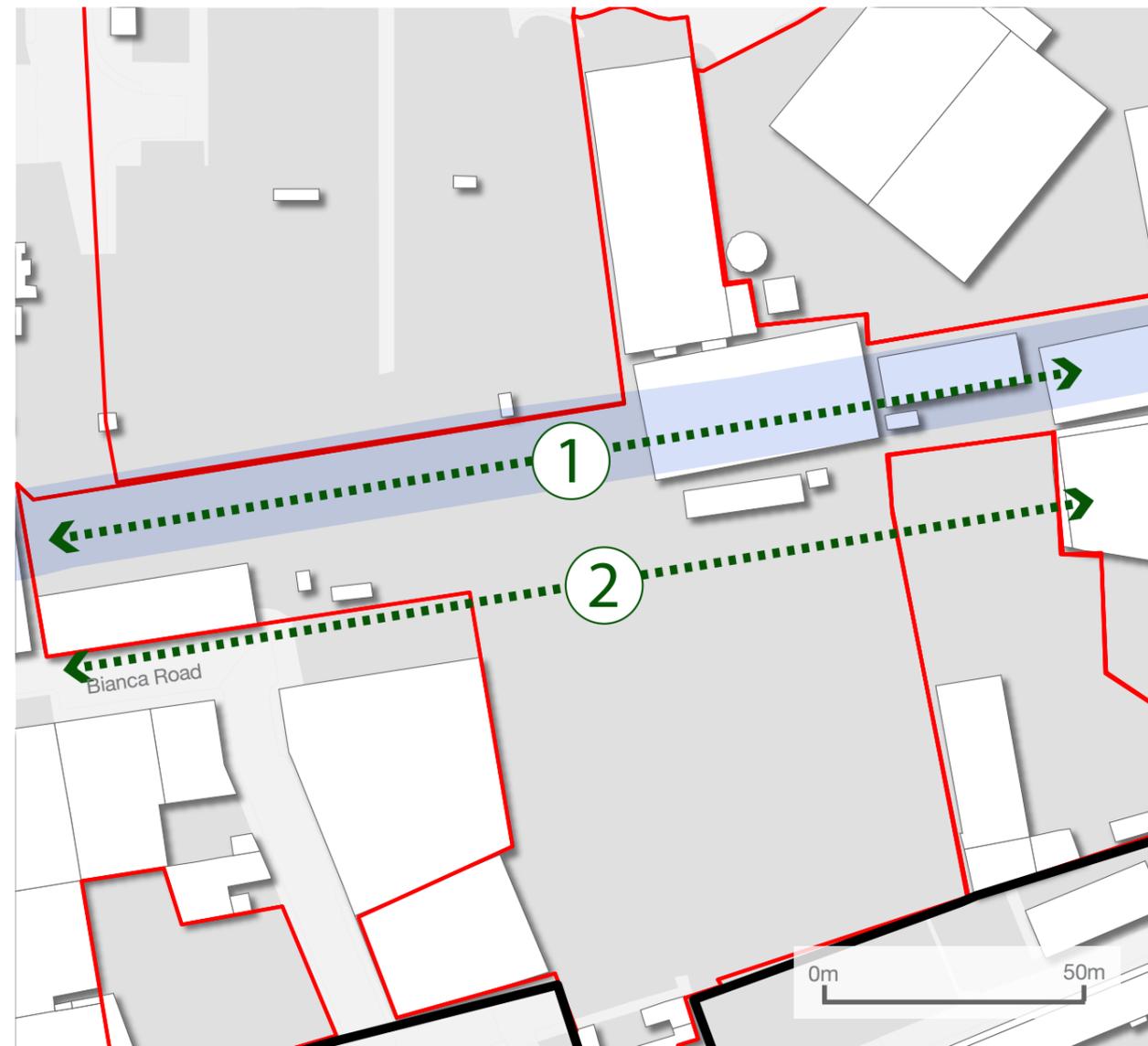
- Uncertainty of development timescales for ASDA site
- Uncertainty with site to west

Option 2

- Clear development plots to the north
- Continuation of Bianca Road
- Contribution towards the linear park by Nyes Wharf site
- There is a pinch point created by Space Studio's servicing yard. Incorporating this yard into the linear park would need to be subject to re-providing satisfactory access and servicing arrangements for the studios.

Conclusion

Option 2 would align with the Glengall Road crossing (previous page) and is the more pragmatic solution to delivering the linear park.



Linear Park - Alignment 3 (OKR crossing)

Option 1

On the historic alignment

- Low impact on junction capacity
- Potential greater impact on the site to the north of Old Kent Road and on the Cantium Retail Park

Option 2

Improved development opportunities for the site to the north of Old Kent Road over option 1

- High impact on junction capacity
- Negative impact on site value for Topps Tiles

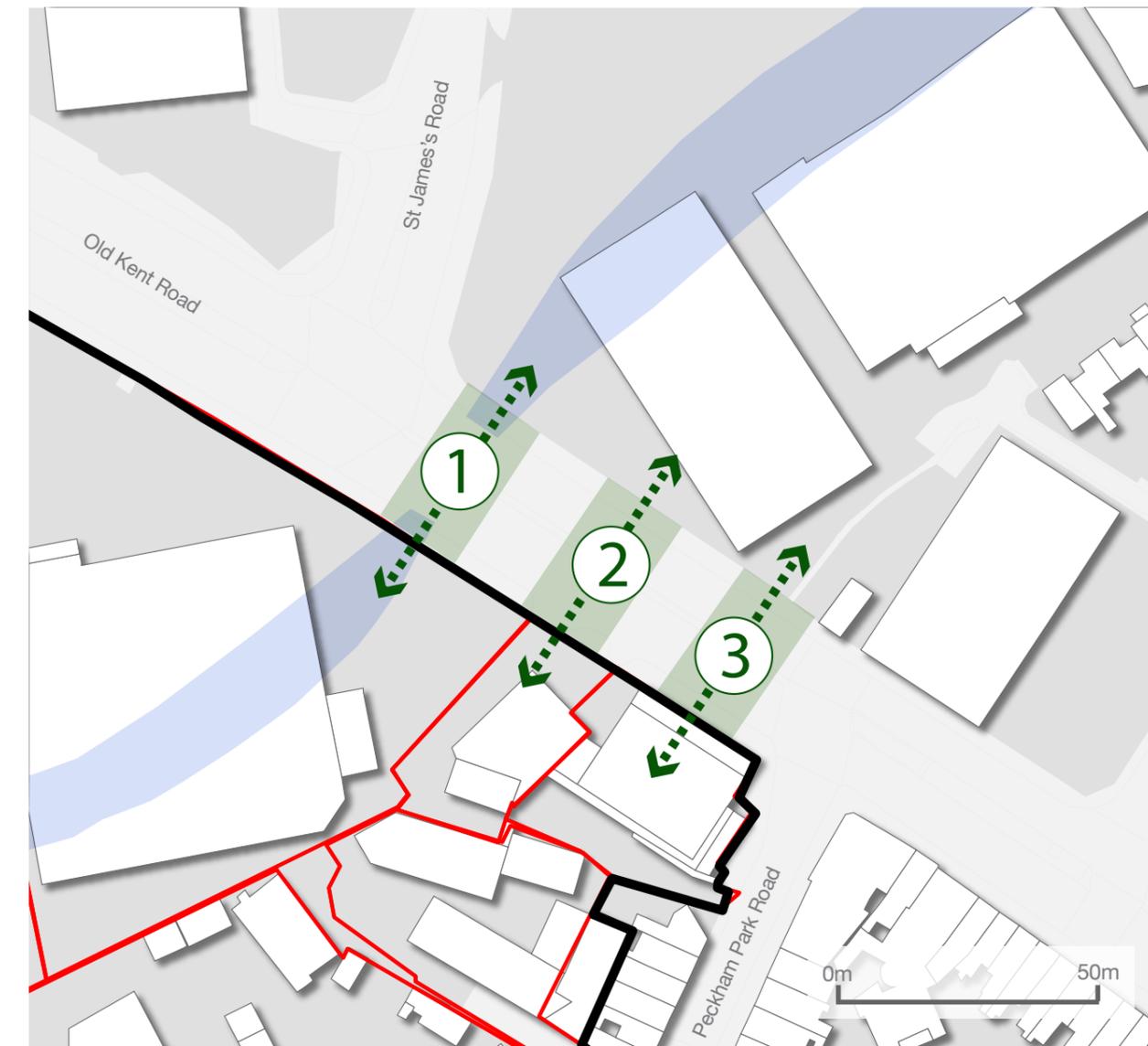
Option 3

Improved development options for the site to the north of Old Kent Road

- Opportunity for Canal Cottages to front the linear park
- Medium impact on junction capacity
- High impact on Civic Centre site value and development opportunities
- Medium impact on Livesey Place and LBS depot site values and development opportunities

Conclusion

Option 1 is on the historic alignment and is preferred as the most deliverable solution.



11 – Linear Park and Open Space

The linear park is a major priority for OKR14 and forms the major structural element of the framework for the Composite Site. It will comprise an important amenity for people living and working in the area and will serve a number of functions including providing an attractive and safe route for people walking and cycling.

The linear park should help express the canal character. Key elements of this character should be:

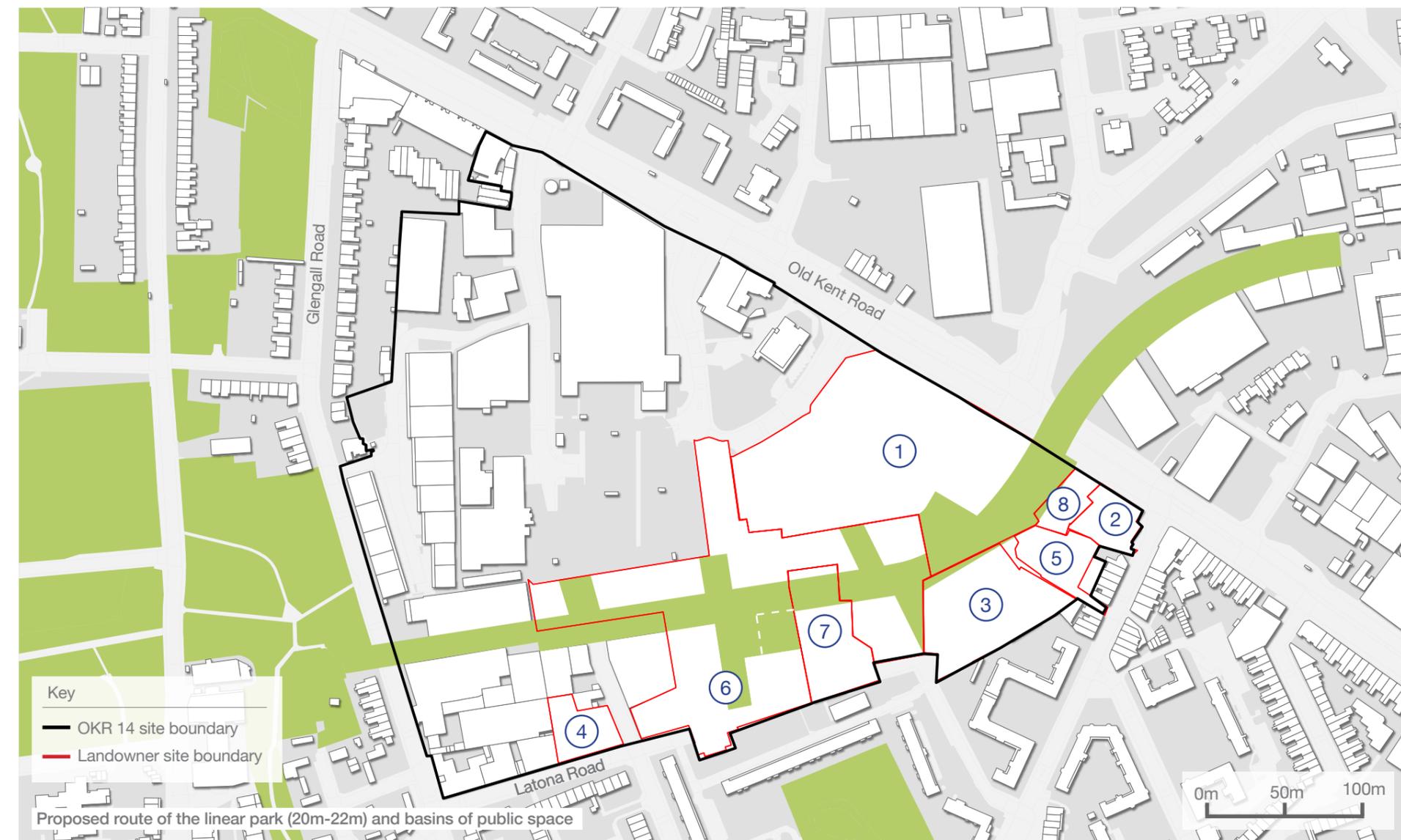
- A typical width of 20-22m – the historic width of the Surrey Canal – that includes a circa 5m ‘towpath’ for pedestrians and cyclists should be used. Some deviation from this will be acceptable where required to ensure feasible development on either side. Some projection over edges of the Linear Park will be acceptable where strong justification is provided. Where possible the Linear Park should expand between blocks to provide areas of relief and “basins” of public space
- Consistent linear flow along the park, creating clear sightlines from within the park both to the Old Kent Road and to Burgess Park, emphasising the clear routes within the park both to the Old Kent Road and to Burgess Park
- Potential for a range of uses within the Linear Park, including children’s playspace, informal recreation, nature conservation, etc.

- A generous opening onto the Old Kent Road providing a strong visual connection with the park opening on the north side of the Old Kent Road
- A safe and direct crossing point over the Old Kent Road which reflects pedestrian desire lines and which also minimises impact on the adjacent junctions
- The linear park should expand where possible to form ‘basins’ of public space
- Yards, where feasible, located perpendicular to the linear park, which are evocative of a canal and which to help create a sense of depth to the townscape
- A coherent design for the linear park that references elements of canal heritage such as towpath, bank edge, basins, materials and the relationship of buildings needs to be considered for the full width of OKR14
- Building heights along the linear park should respond to the dimensions of the space
- Primary pedestrian and cycle movement should be along the northern edge of the park and be linear in its nature, referencing the towpath
- Ground floor uses on the northern edge of the park should generate activity. As well as opportunities for commercial and public uses, such as cafés, restaurants or retail, there may be potential to use residential lobbies or facilities to help activate frontages

- Workspace, particularly active functions such as social spaces, should be arranged on the ground floor on the southern edge and help reinforce the cluster of creative and business uses around Latona Road, Haymerle Road and Bianca Road

As well as the linear park, the framework shows indicative locations for other open spaces in OKR 14, including “basins” and other spaces alongside the linear park. These will have a range of functions and will help ensure provision of at least 5sqm of public open space per dwelling. The distribution and amount of space has also been informed by a need to balance provision between land ownerships.

The framework seeks to maximise the extent of the basin/plaza on the Malt Street site. An alternative approach which reduces its width by providing more built footprint within it (dotted in white), while maintaining the aspirations for the linear park may also be feasible, subject to further testing.

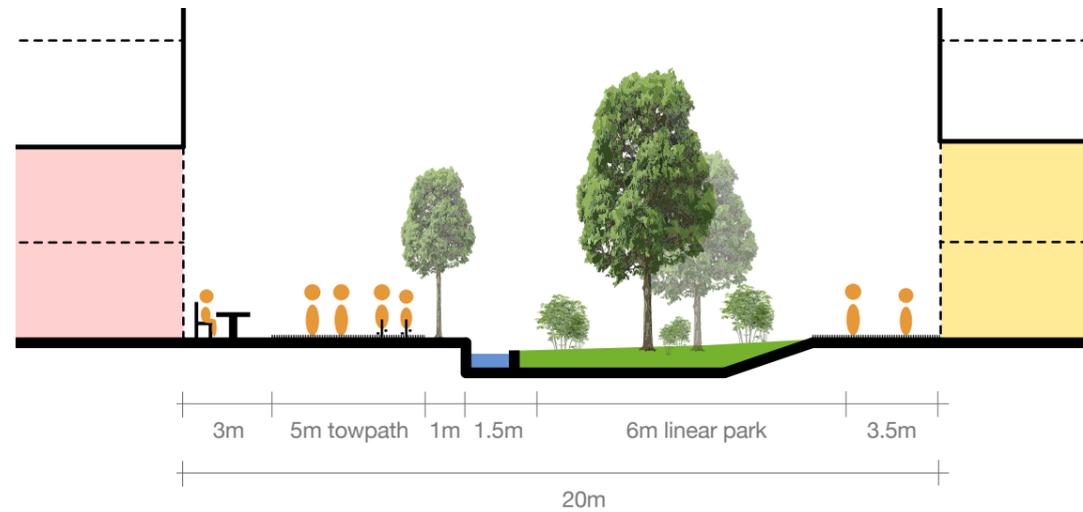
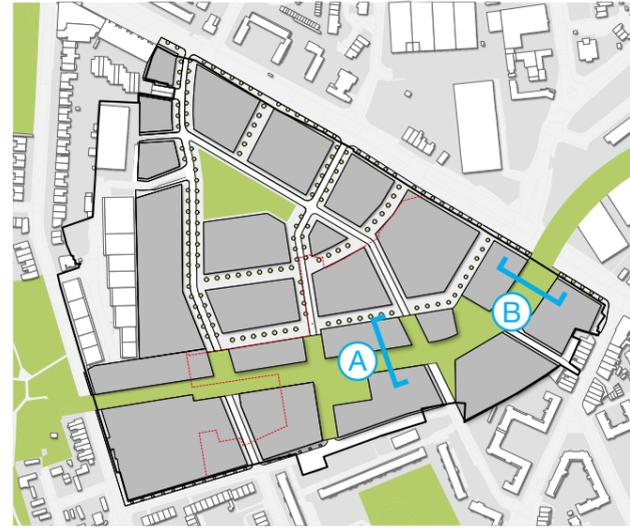


12 – Linear Park Indicative Section

The following sections outline the indicative dimensions for the proposed linear park and the allocation of space within it which should be tested further in bringing proposals forward.

An indicative section for the eastern end (at Old Kent Road) is provided below. The width has been informed by the key objectives of providing a safe and direct crossing point and a generous opening onto the Old Kent Road which ensures a strong visual connection with the park opening on the north side. This width is provided as a guide and deviation will be acceptable where there is strong justification which emerges through more detailed testing of development on sites on either side of the road as well as the junction and surface transport strategy

The aspiration is to have no vehicular access across the linear park in the long term, other than for emergency vehicle access.



Section A. Indicative section through the linear park (20-22m)



Section B. Indicative section through the linear park at Old Kent Road junction

13 – Pedestrian Routes

There are a number of pedestrian desire lines from within OKR14 and from the existing surrounding residential communities that are likely to change and adapt when the Bakerloo Extension is delivered.

- There is a strong desire from the existing residential communities to the south of OKR14 to be able to travel through the Composite Site to access existing services
- Good pedestrian access to Old Kent Road is essential for access to existing public transport (bus) and the existing and proposed retail offer
- Good pedestrian access north through OKR14, and to some extent west into Burgess Park will be essential once the Bakerloo Line extension is delivered – it is assumed that residents within this area are more likely to walk 'in the direction of travel' for commuting into London rather than south east
- High quality pedestrian crossings over Old Kent Road at grade level will be key to the success of the linear park



14 – Cycle Routes

There are a number of well-used cycle commuter routes outside of OKR14 that could be supported by new north south connectivity and the provision of segregated cycle lanes on Old Kent Road.

Recent studies show that the predominant directions of AM cyclists is to the north west along Old Kent Road and PM cyclists to the south east.

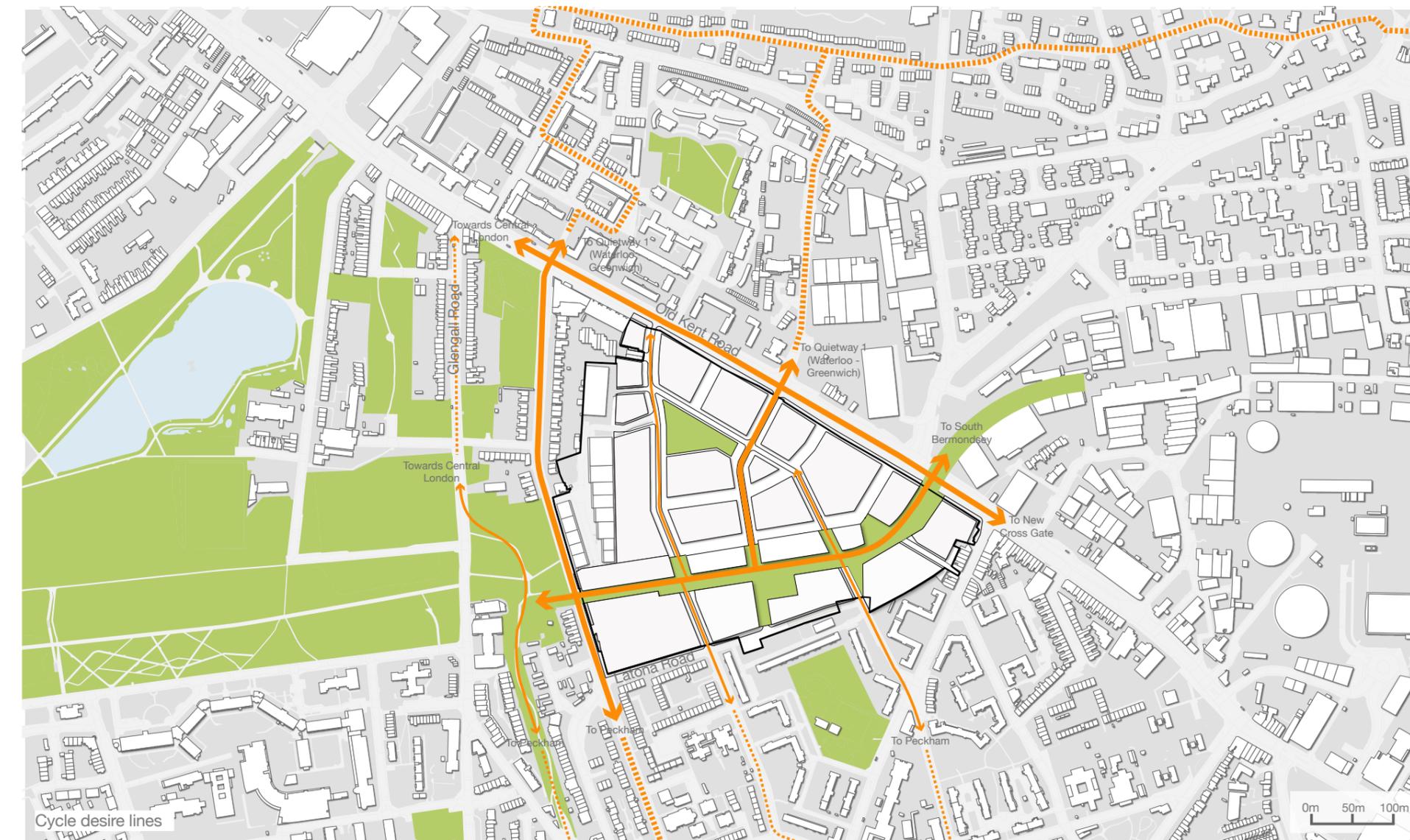
Other cycle movements include the northbound / southbound movement at the Glengall Road / Mawbey Place junction, linking Honor Oak Park to the existing Quietway 1 (Waterloo to Greenwich route (via Cooper's Road, Rolls Road and Oxley Close).

Another cycle route used in the area is via Peckham Park Road and Rotherhithe New Road to join Quietway 1.

The emphasis on cycling infrastructure within OKR14 should be for leisure users and less confident cyclists using the linear park and new green links to the emerging quietway network.

- The linear park will provide a new cycling route eastwards towards the River Thames. It is not expected to be a significant cycling commuter route, although this could change with the redevelopment of Canada Water
- Glengall Road and Surrey Canal Walk are likely to continue being the primary commuting cycle routes in the immediate area

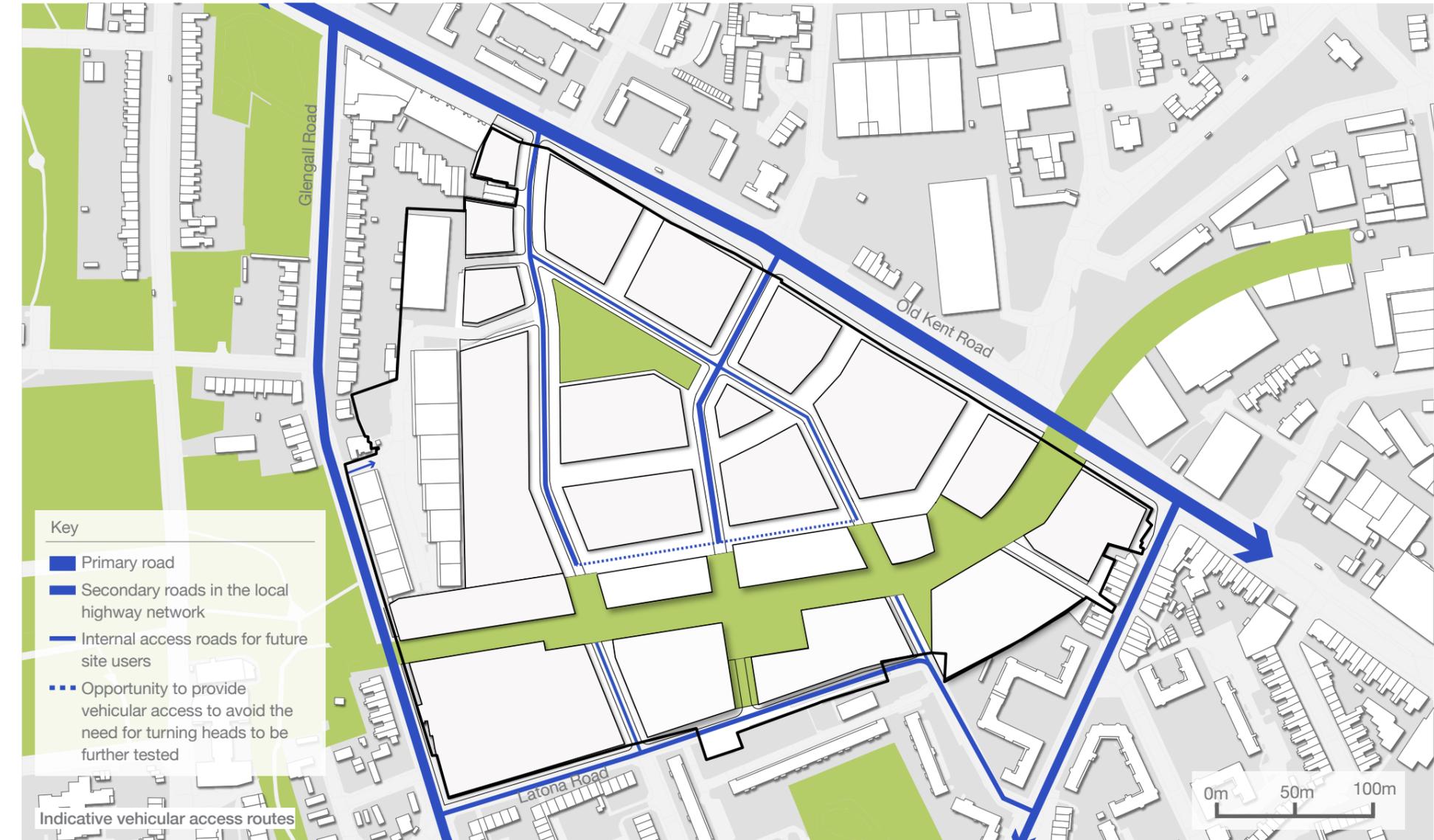
- The proposed TfL junction improvements at Glengall Road / Mawbey Place will reinforce this key cycle route across Old Kent Road to Quietway 1
- The potential future connection between Haymerle Road and Ossory Road through OKR14 could provide further north south cycle capacity
- The realignment of Malt Street / Olmar Street to Marlborough Grove will provide good access to Quietway 1
- Potential for improved protection for cyclists along Old Kent Road will provide a safer commuter cycling route that is likely to be well used
- All routes within OKR14 should accommodate cyclists, facilitate connections to the routes described above, and be carefully designed to minimise potential conflicts with pedestrians.



15 – Vehicular Access

New residential parking levels should anticipate the forthcoming Bakerloo Line extension and the improved pedestrian permeability provided by the framework

- Non residential development should be car free, with the exception of justified operational and blue badge parking
- Servicing commercial units should be on-site and off-street where possible
- Opportunities for shared servicing and freight consolidation as well as in-plot parking arrangements should be explored for plots with party wall conditions
- Car club provision should be provided where appropriate
- The longer term aspiration is to have no vehicle movements other than emergency access across the linear park and this should be achievable, once development on either side has been completed. In the short term it may be feasible for vehicular traffic to cross the linear park where phasing and servicing strategies require this
- Vehicular access to Bianca Road should be avoided where possible to allow this route to respond to its context as the western end of the linear park
- Opportunities for shared residential parcel deliveries drop-off and collection should be explored to help reduce the need for delivery vehicle to access all areas of OKR14



16 – Street Character

The following sections outline the range of street characters that are proposed within the OKR14 area.

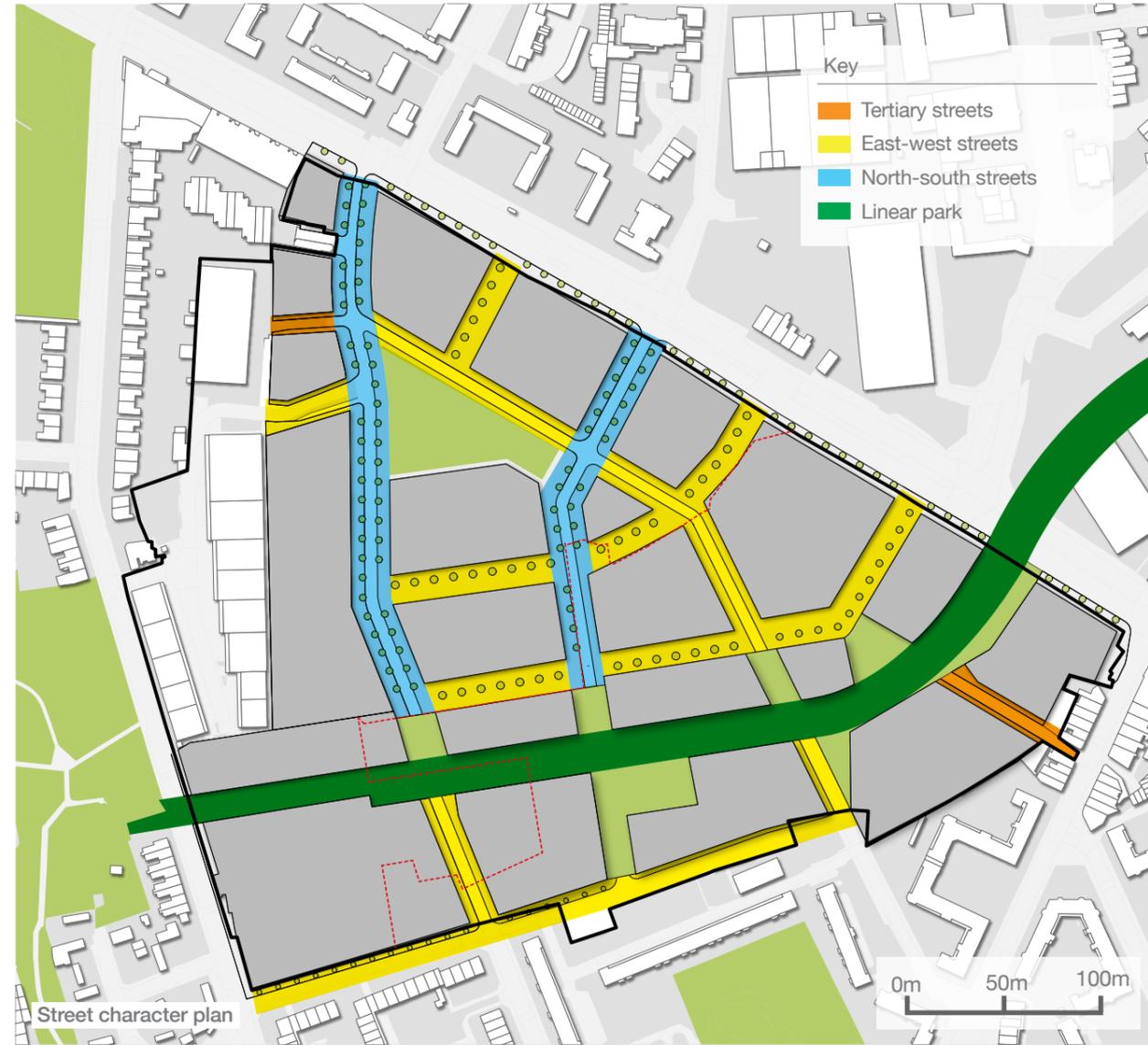
The sections provide recommendations for the different users of the proposed streets, pedestrians, cyclists and vehicles.

The streets sections, and allocation of space within them, on the following pages are indicative and will be tested further as development proposals come forward. Any detailed designs must take into account the minimum distances described in the following current design standards and guidance:

- Departments for Transport (DfT), Manual for Streets (2014)
- Transport for London (TfL), Streetscape Guidance (2016)
- Transport for London (TfL), London Cycling Design Standards (2014)
- Southwark Streetscape Design Manual (SSDM)

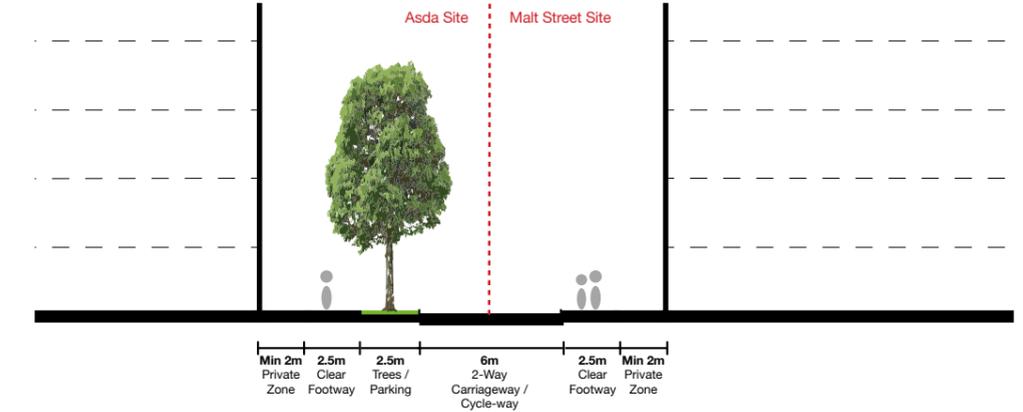
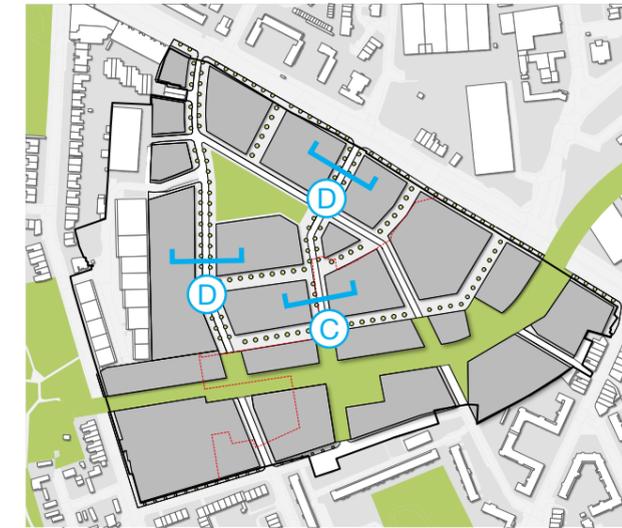
The proposed widths for new streets are as follows:

- 2.5m footway
- 3.25m single carriageway
- 6m two-way carriageway
- 4m two-way cycleway
- 5.5m minimum distance between tree centres and building façades (including facade / balcony protrusions)

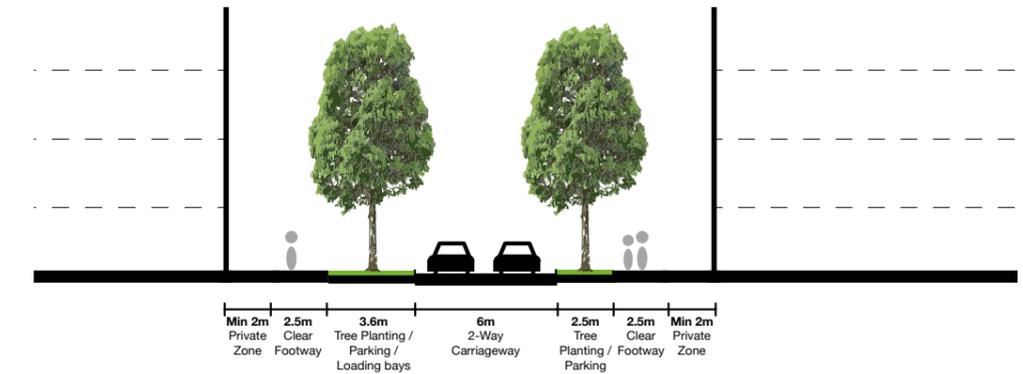


Key movement routes through the site with a street width to facilitate two-way vehicle and cycle movement for servicing and access, including emergency vehicle access. Tree planting on both sides of the street with zones allowing for loading bays, cycle parking and cycle hire.

Indicative zone for car parking shown, subject to agreed parking strategy. Note that disabled parking bays and loading bays would require a width of 3.6m, rather than 2.5 m.



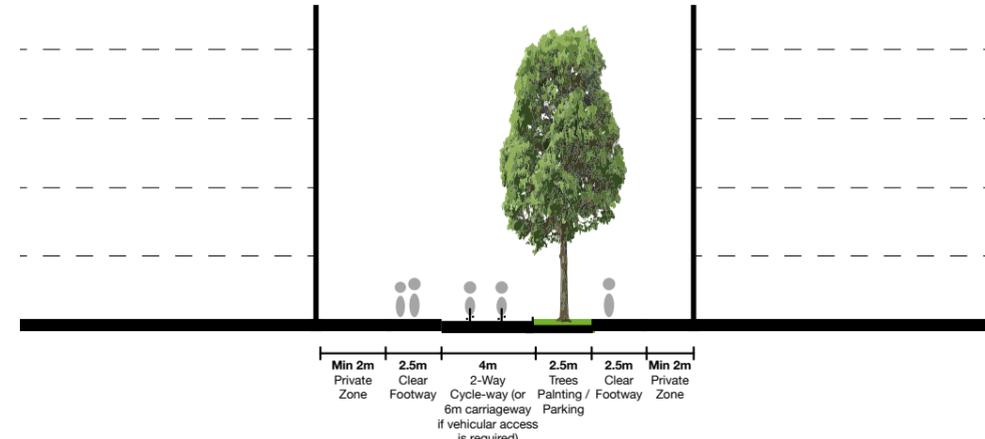
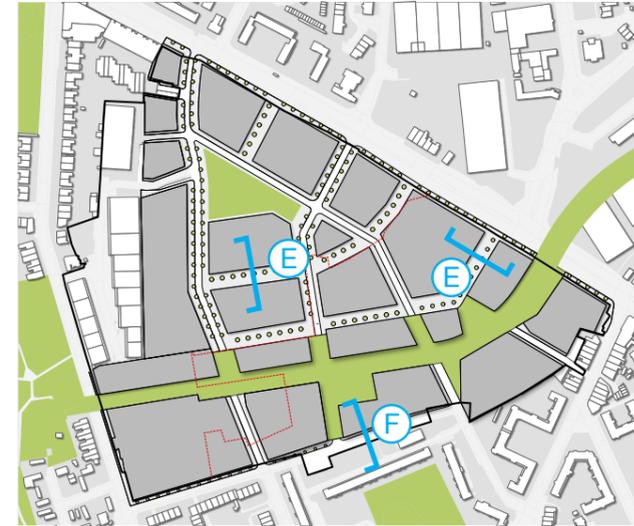
Section C. 2-way cycle-way (with trees on the western side only) This street is likely to be delivered in phases and an interim solution will need to be tested in further detail.



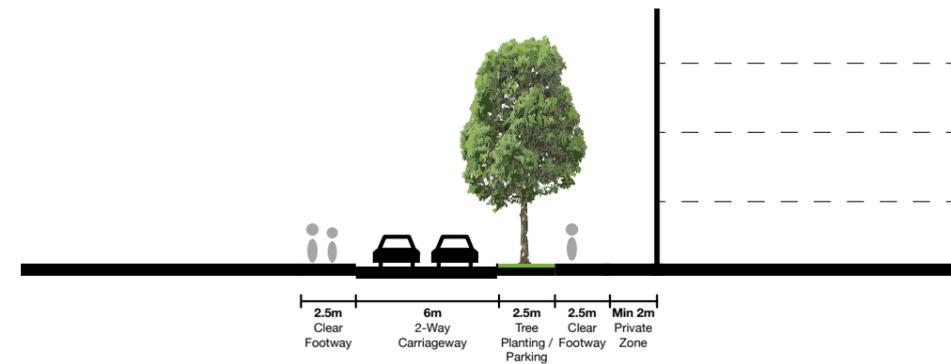
Section D. 2-way carriageway (with trees both side)

Street Character *cont.*

East-west links should accommodate the required footway space and tree planting on one side at least. Tree planting should ensure a 5.5m distance between tree centres and existing / new building façades. Streets could facilitate or retain two-way vehicle where required, including emergency vehicle access and cycle movement. Indicative zone for car parking shown, subject to agreed parking strategy.



Section E. 2-way cycle-way (with trees one side)

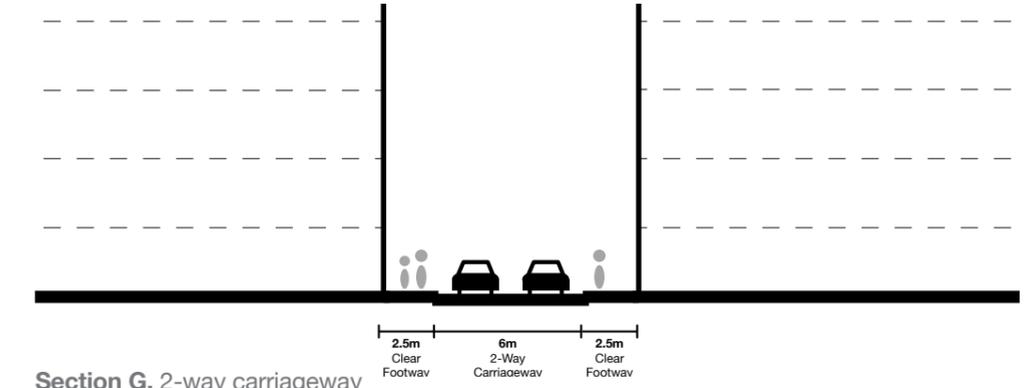
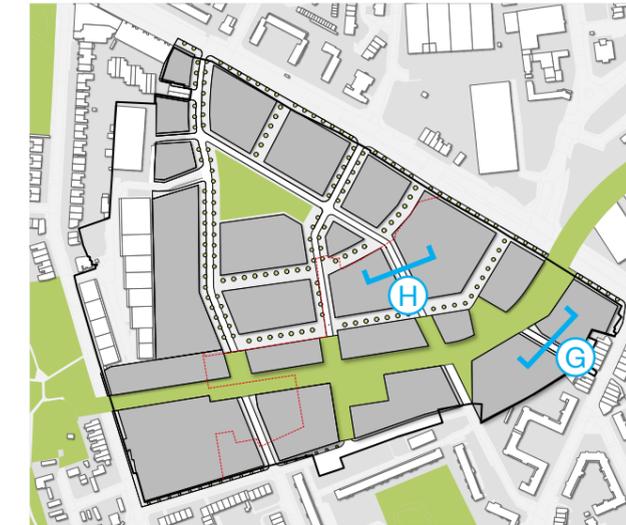


Section F. 2-way carriageway (with trees one side)

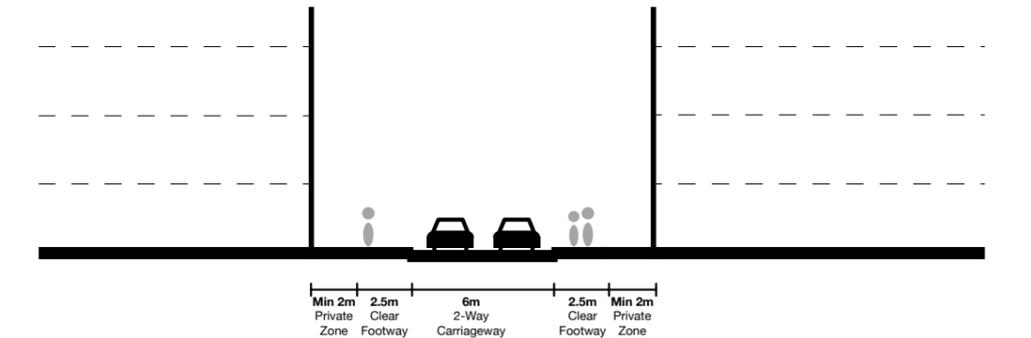
Street width to facilitate two-way vehicle movement for servicing and access.

These new streets will be more intimate in scale and narrower, leading off the key movement routes.

In section G we recognise the constraints of the existing retail buildings on the junction with Peckham Park Road. The aspiration is to create the adequate access behind these buildings by widening the street to accommodate new footways.



Section G. 2-way carriageway



Section H. 2-way carriageway (with private zone)

17 – Social and Environmental Infrastructure

Social infrastructure

Emerging proposals for the Composite Site will contribute to a need for new school places (approximately 1,100 new dwellings generates the need for an additional primary school form of entry). Further analysis is taking place on capacity to expand existing schools and the point at which new schools in the opportunity area will be required.

A new health centre of approximately 4,000 m² (subject to detailed testing and design) is needed, close to Peckham Park Road, Old Kent Road and St James's Road junctions, and closely associated with the linear park and visible from Old Kent Road.

Council depot

Consideration needs to be given to the potential to replace the LBS depot, although special care needs be taken to ensure a positive relationship between the depot, new homes and the surrounding street environments.

Open space and street trees

Street trees providing 30% canopy cover (of the highway area) for most new streets is sought, with an aspiration to achieve a similar level for existing streets. This will be in accordance with the Southwark Street Design Manual.

Development across the area should aim to make available at least 5 sqm of public open space per dwelling. Space should comprise the linear park as well as smaller local or pocket parks.

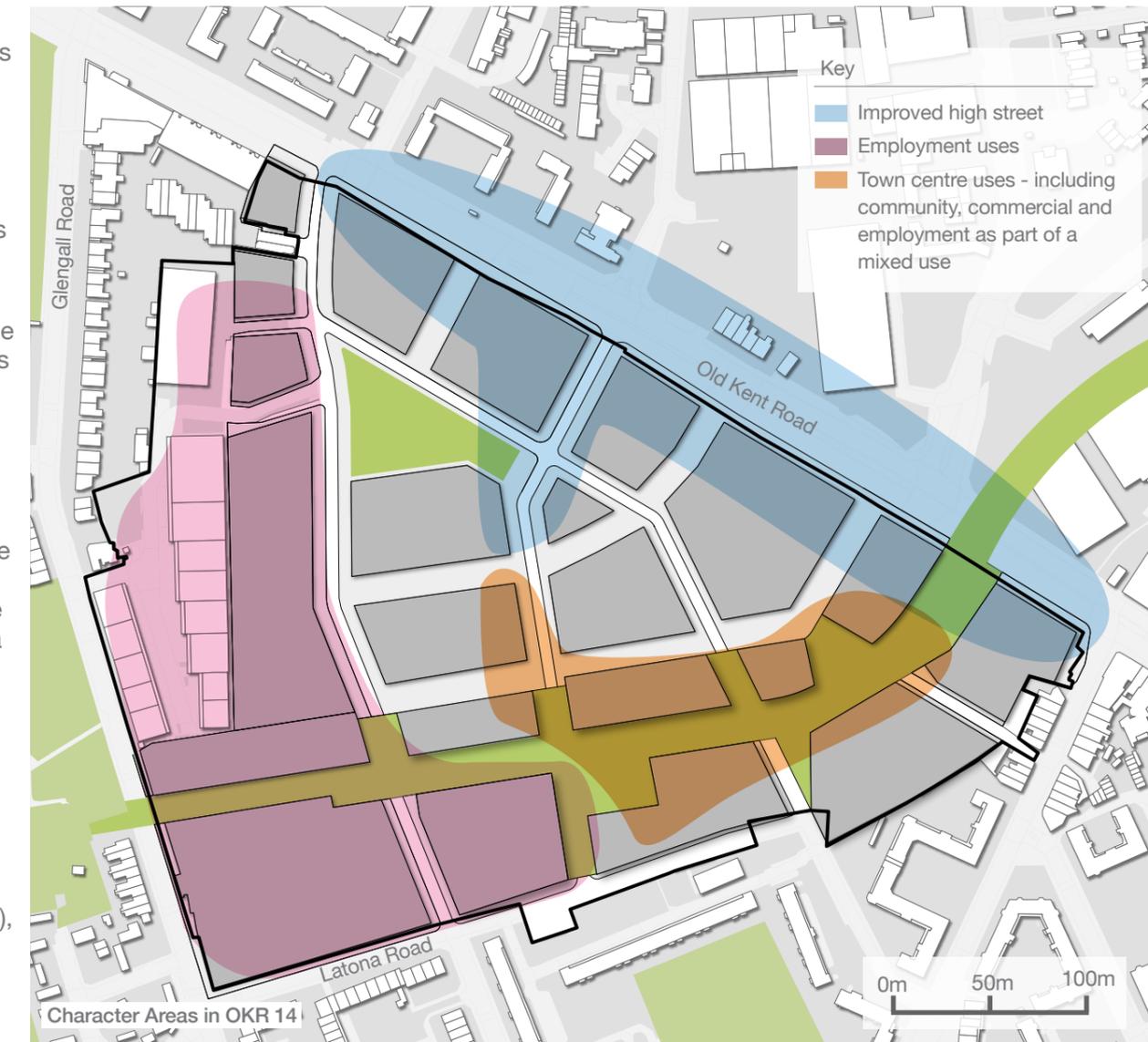
Energy infrastructure

An energy centre is to be delivered at an appropriate phase in the development in an appropriate location. The could be linked to existing utilities infrastructure such as the gas mains pipe work and centres.

The timing of the delivery of the energy centre will be determined by the development phasing. However, each development within the area must have the capacity to connect to a district system.

18 – Character Areas

- The objective for OKR 14 is to create a mixed use neighbourhood with a significant number of homes as well as other uses including employment, high street and town centre and community uses. The distribution of non-residential spaces should be used to help establish and build the character within the areas identified on the adjacent plan. There is an expectation that all the character areas will be mixed use, providing non residential space as well as new homes
- An improved high street on the Old Kent Road. The Old Kent Road frontages should be the main focus for high street uses. A range of complementary uses can help generate activity on the Old Kent Road, including shops, restaurants and cafés, leisure uses, employment uses and community facilities
- An employment cluster that focuses on sites to the south of the Linear Park, to the west of Ossory Road and on sites around Latona Road, Haymerle Road and Bianca Road. The cluster can support a range of employment uses, including uses which build on the strengths of the existing creative and light industrial uses.
- The north side and eastern end of the Linear Park have the potential to provide a range of uses. As well as opportunities for town centre uses, including commercial uses appropriate to supporting the residential community and park users (café, restaurant and convenience shopping), community uses or employment uses, there may be potential to use residential lobbies or facilities to activate frontages. The Old Kent Road should remain the main focus of high street activity.



19 – Employment Uses

- The cluster can support a range of employment uses, including offices and shared workspace, studios, light industry and uses which play a role in servicing central London's economy
- The type, quantum and design of employment space which is provided should reflect market demand. Proposals should maximise the potential to retain existing businesses which are compatible with a mixed use environment. Early engagement with specialist providers is encouraged
- Co-working and shared workspace models are encouraged and spaces should be designed with good floor to ceiling heights and natural daylight
- Shared facilities such as social spaces should help activate the ground floor frontage and be located on the linear park where possible
- The design of adjacent public realm should respond to the nature and character of the surrounding businesses
- Intensification of land in this cluster provides an opportunity to provide new homes as well as jobs. The draft AAP provides guidance on design approaches to mixing employment with residential uses



20 – Heights & Massing

Focal areas

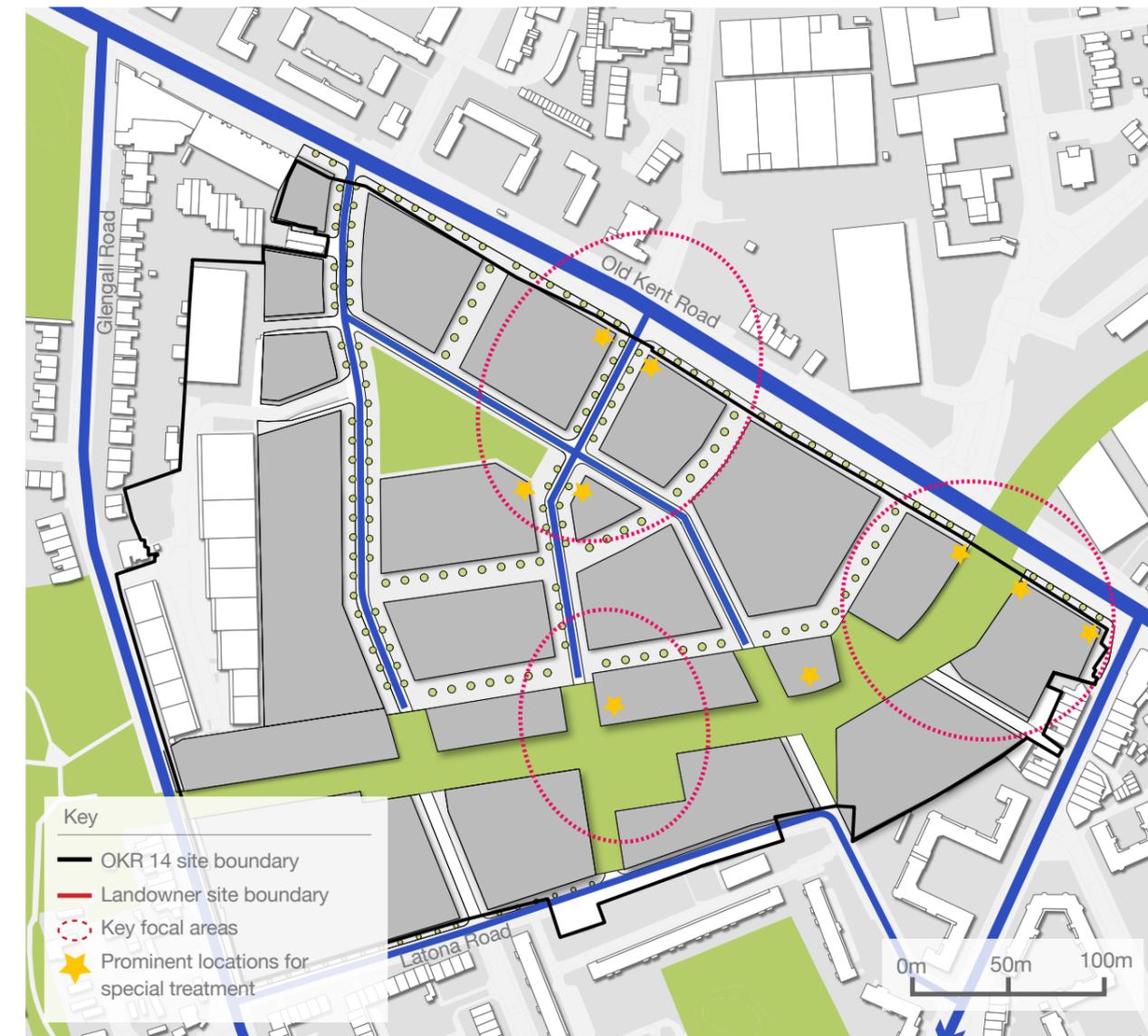
The diagram opposite indicatively identifies key focal areas, reflecting their importance in the hierarchy of streets and spaces. The plan also identifies locations within these that have particular significance due to their prominence. While the plan identifies the main locations, other locations may emerge where more detailed testing at planning application stage reveals a strong justification. The design of buildings should respond to the significance of these locations, for example through design, style, land use. Taller buildings may also be an appropriate response, subject to consideration of Local Plan policies and the criteria below.

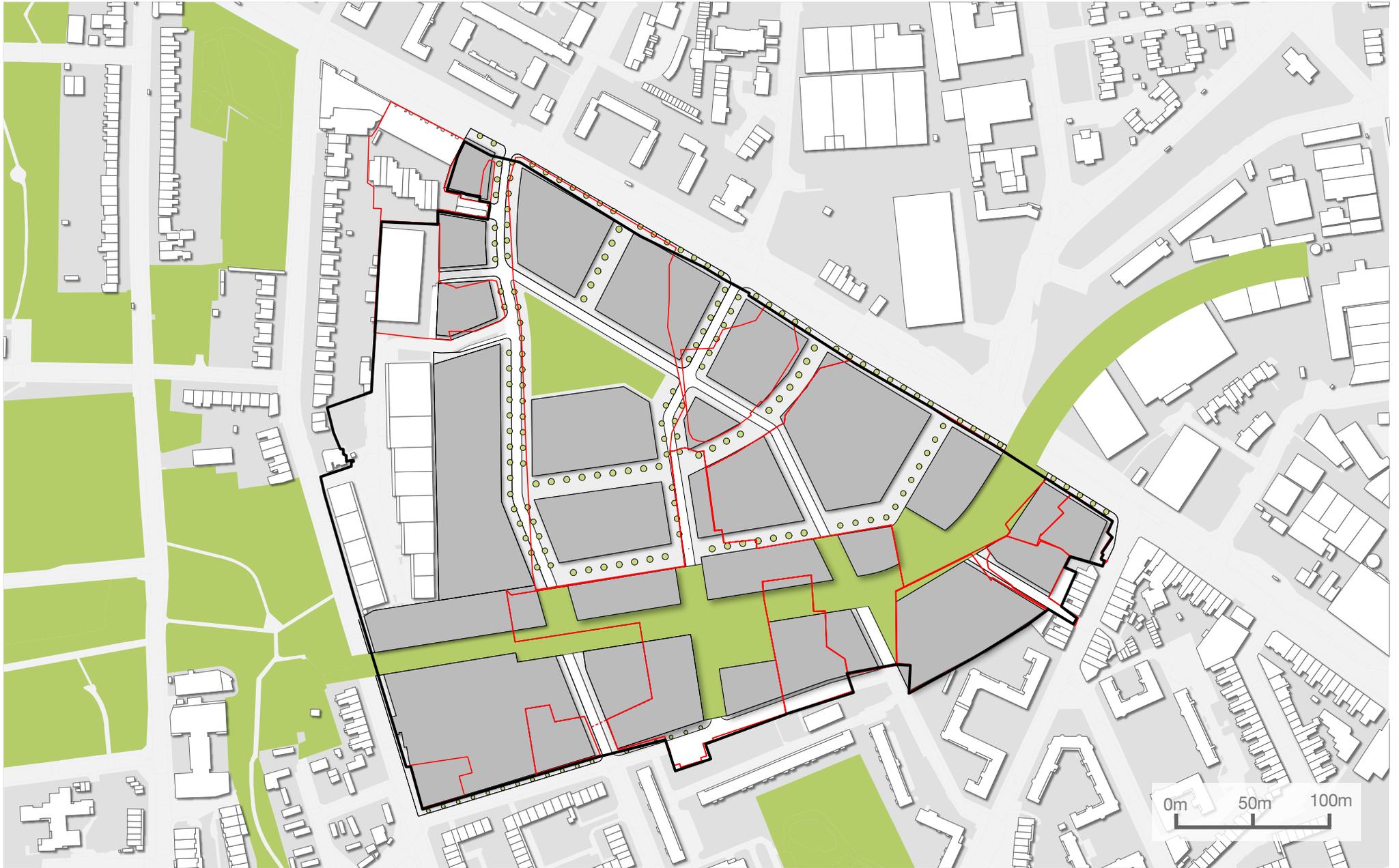
Buildings heights

The following points should be considered in preparing proposals for tall buildings in the composite site:

Prevailing building heights should be mid-rise (up to 8 storeys)

- Taller elements (30m+) can be placed within blocks and distributed appropriately
- The tallest buildings which are significantly higher than 20 storeys (the contextual height of tall buildings) will be infrequent and used strategically to help define the key focal areas
- Along Old Kent Road buildings should generally have consistent heights of up to 8 storeys. Exceptions could be made within the key focal areas





OKR14 Local Development Study

March 2017