

## Planning Committee

Tuesday 3 September 2013

7.00 pm

Ground Floor Meeting Room G02B - 160 Tooley Street, London SE1 2QH

### Membership

Councillor Nick Dolezal (Chair)  
Councillor Darren Merrill (Vice-Chair)  
Councillor Mark Gettleson  
Councillor Rebecca Lury  
Councillor Adele Morris  
Councillor Nick Stanton  
Councillor Mark Williams

### Reserves

Councillor Kevin Ahern  
Councillor James Barber  
Councillor Catherine Bowman  
Councillor Chris Brown  
Councillor Martin Seaton

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### INFORMATION FOR MEMBERS OF THE PUBLIC

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#### Access to information

You have the right to request to inspect copies of minutes and reports on this agenda as well as the background documents used in the preparation of these reports.

#### Babysitting/Carers allowances

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#### Access

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#### Contact

Kenny Uzodike on 020 7525 7236 or email: [kenny.uzodike@southwark.gov.uk](mailto:kenny.uzodike@southwark.gov.uk)  
Webpage: <http://www.southwark.gov.uk>

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Members of the committee are summoned to attend this meeting

**Eleanor Kelly**

Chief Executive

Date: 23 August 2013



# Planning Committee

Tuesday 3 September 2013  
7.00 pm  
Ground Floor Meeting Room G02B - 160 Tooley Street, London SE1 2QH

## Order of Business

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	<b>PART A - OPEN BUSINESS</b>	
	<b>PROCEDURE NOTE</b>	
<b>1.</b>	<b>APOLOGIES</b>	
	To receive any apologies for absence.	
<b>2.</b>	<b>CONFIRMATION OF VOTING MEMBERS</b>	
	A representative of each political group will confirm the voting members of the committee.	
<b>3.</b>	<b>NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT</b>	
	In special circumstances, an item of business may be added to an agenda within five clear days of the meeting.	
<b>4.</b>	<b>DISCLOSURE OF INTERESTS AND DISPENSATIONS</b>	
	Members to declare any personal interests and dispensation in respect of any item of business to be considered at this meeting.	
<b>5.</b>	<b>MINUTES</b>	1 - 9
	To approve as a correct record the Minutes of the open section of the meetings held on 2 July and 16 July 2013.	

<b>6.</b>	<b>DEVELOPMENT MANAGEMENT</b>	10 - 14
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<b>8.</b>	<b>DRAFT BLACKFRIARS ROAD SUPPLEMENTARY PLANNING DOCUMENT</b>	166 - 173

**ANY OTHER OPEN BUSINESS AS NOTIFIED AT THE START OF THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT.**

**EXCLUSION OF PRESS AND PUBLIC**

The following motion should be moved, seconded and approved if the committee wishes to exclude the press and public to deal with reports revealing exempt information:

“That the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 1-7, Access to Information Procedure rules of the Constitution.”

**PART B - CLOSED BUSINESS**

**ANY OTHER CLOSED BUSINESS AS NOTIFIED AT THE START OF  
THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT.**

Date: 23 August 2013





## PLANNING COMMITTEE

### Guidance on conduct of business for planning applications, enforcement cases and other planning proposals

1. The reports are taken in the order of business on the agenda.
2. The officers present the report and recommendations and answer points raised by members of the committee.
3. Your role as a member of the planning committee is to make planning decisions openly, impartially, with sound judgement and for justifiable reasons in accordance with the statutory planning framework.
4. The following may address the committee (if they are present and wish to speak) for **not more than 3 minutes each**.

- (a) One representative (spokesperson) for any objectors. If there is more than one objector wishing to speak, the time is then divided within the 3-minute time slot.
- (b) The applicant or applicant's agent.
- (c) One representative for any supporters (who live within 100 metres of the development site).
- (d) Ward councillor (spokesperson) from where the proposal is located.
- (e) The members of the committee will then debate the application and consider the recommendation.

Note: Members of the committee may question those who speak only on matters relevant to the roles and functions of the planning committee that are outlined in the constitution and in accordance with the statutory planning framework.

5. If there are a number of people who are objecting to, or are in support of, an application or an enforcement of action, you are requested to identify a representative to address the committee. If more than one person wishes to speak, the 3-minute time allowance must be divided amongst those who wish to speak. Where you are unable to decide who is to speak in advance of the meeting, you are advised to meet with other objectors in the foyer of council offices prior to the start of the meeting to identify a representative. If this is not possible, the chair will ask which objector(s) would like to speak at the point the actual item is being considered.

Note: Each speaker should restrict their comments to the planning aspects of the proposal and should avoid repeating what is already in the report.

6. This is a council committee meeting, which is open to the public and there should be no interruptions from the audience.

7. No smoking is allowed at committee and no recording is permitted without the consent of the meeting on the night, or consent in advance from the chair.

**The arrangements at the meeting may be varied at the discretion of the chair.**

**Contacts:** The Head of Development Management  
Planning Section, Chief Executive's Department  
Tel: 0207 525 5437; or

Planning Committee Clerk, Constitutional Team  
Corporate Strategy, Chief Executive's Department  
Tel: 0207 525 7236



## Planning Committee

MINUTES of the OPEN section of the Planning Committee held on Tuesday 2 July 2013 at 7.00 pm at Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

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**PRESENT:** Councillor Nick Dolezal (Chair)  
Councillor Darren Merrill (Vice-Chair)  
Councillor Mark Gettleson  
Councillor Rebecca Lury  
Councillor Adele Morris  
Councillor Nick Stanton  
Councillor Mark Williams

**OFFICERS:** Simon Bevan, Director of Planning  
Gary Rice, Head of Development Management  
Yvonne Lewis, Development Management  
Bridin O'Connor, Development Management  
Michael Tsoukaris, Development Management  
David Lane, Development Management  
Jonathan Gorst, Legal Services  
Kenny Uzodike, Constitutional Team

### 1. APOLOGIES

There were none.

### 2. CONFIRMATION OF VOTING MEMBERS

The members present were confirmed as the voting members.

### 3. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

There was none.

The chair informed the committee of the following additional documents circulated prior to the meeting:

- Item 6: Addendum report
- Item 6: Member pack.

#### 4. DISCLOSURE OF INTERESTS AND DISPENSATIONS

There were none.

#### 5. MINUTES

##### RESOLVED:

That the minutes of the open section of the meeting held 4 June 2013 be agreed as a correct record and signed by the chair.

#### 6. DEVELOPMENT MANAGEMENT

The addendum report had not been circulated five clear days in advance of the meeting, nor had it been available for public inspection during that time. The chair agreed to accept the item as urgent to enable members to be aware of late observations, consultation responses, additional information and revisions.

##### RESOLVED:

1. That the determination of planning applications, or formal observations and comments, the instigation of enforcement action and the receipt of the reports on the agenda be considered.
2. That the decisions made on the planning applications be subject to the conditions and/or made for the reasons set out in the attached reports and draft decision notices unless otherwise stated.

That where reasons for the decision or condition are not included in the report relating to an individual item, that they be clearly specified.

#### 6.1 1-6 CAMBERWELL GREEN & 307-311 CAMBERWELL NEW ROAD, LONDON SE5

##### Planning application reference number 12/AP/1308

Report: See pages 8-62 of the agenda and addendum report pages 1-2.

##### PROPOSAL:

*(i) Demolition of existing buildings on site and redevelopment to provide mixed use premises with a maximum height of 6 storeys with set backs at 1st and 6th floors, providing 101 residential units (2 x studio units, 30 x 1 bed, 46 x 2 bed, 23 x 3 bed) and 1,335sqm of commercial uses within use Classes A1, A2, A3 and B1 at ground floor, associated areas for cycle storage (158 spaces), disabled parking bays (2 spaces) and*

*amenity space.(ii) Demolition of all existing buildings on the site.*

The committee heard an officer's introduction to the report and members asked questions of the officer.

Members heard a representation from objectors to the application and asked questions.

The applicant's agents made representations to the committee and answered members' questions.

Members debated the application and asked questions of the officers.

A motion to grant planning permission was moved, seconded, put to the vote and declared to be lost.

Members discussed at length the various reasons which led to the refusal. Concerns raised included such matters as inadequate design particularly the frontage into the Green on Camberwell Green, impact of the development on sunlight and daylight, impact, the cost of commercial space in the development and shortfall in the number of provided disabled parking spaces and shortfall in policy terms in the number of affordable housing units. Members took legal advice from the legal officer.

**RESOLVED:**

1. That in reference to application number 12/AP/1308, planning permission be refused.
2. That officers produce a further report to the committee on the reasons for refusal and relevant policies at the next meeting of the committee on 16 July 2013.
3. That the decision on item 6.2, conservation area consent be delegated to the head of development management.

**6. 1-6 CAMBERWELL GREEN & 307-311 CAMBERWELL NEW ROAD, LONDON SE5**

Items 6.1 and 6.2 were considered together (see item 6.1 for consideration and decision).

**6.3 WOOD DENE, SITE BOUNDED BY QUEENS ROAD, MEETING HOUSE LANE AND CARLTON GROVE SE15**

**Planning application reference number 13/AP/0876**

Report: See pages 63-138 of the agenda and addendum report pages 2-5.

**PROPOSAL:**

*Demolition of remaining structures and erection of three buildings between two and nine storeys in height to provide 333 residential units and 450sqm (GIA) of flexible retail (Classes A1-A3) / Office (Class B1) / Non-Residential Institution (Class D1) space together with the provision of access, car and cycle parking, plant, landscaping and an energy centre.*

The committee heard an officer's introduction to the report and members asked questions of the officer.

Members heard a representation from objectors to the application and asked questions.

The applicant's agents made representations to the committee and answered members' questions.

Members debated the application and asked questions of the officers.

A motion to grant planning permission was moved, seconded, put to the vote and declared to be carried.

**RESOLVED:**

That in reference to application number 13/AP/0876 planning permission be granted subject to the following conditions:

1. That planning permission be granted subject to conditions, the applicant first entering into an appropriate legal agreement, and subject to referral to the Mayor of London.
2. In the event that the legal agreement is not entered into by 30 July 2013, the head of development management be authorised to refuse planning permission for the reasons set out in paragraph 167 of the committee report.
3. The conditions as stated in the committee reports and as amended in the addendum report.

**ADJOURNMENT**

The meeting was adjourned for 5 minutes at 9.20pm to give members a short break and was reconvened at 9.25pm.

**6.4 LYNDHURST PRIMARY SCHOOL, GROVE LANE, LONDON SE5 8SN**

**Planning application reference number 13/AP/0923**

Report: See pages 139-162 of the agenda and addendum report pages 5-6.

**PROPOSAL:**

*Erection of a three storey extension to the rear of the main school building together with new entrance gates to Grove Lane. Alterations to rear elevation of main school building and nursery building plus associated landscaping.*

Items 6.4 and 6.5 were considered together.

The committee heard an officer's introduction to the report and members asked questions of the officer.

The applicant's agents made representations to the committee and answered members' questions.

Members debated the application and asked questions of the officers.

A motion to grant planning permission was moved, seconded, put to the vote and declared to be carried.

**RESOLVED:**

That in reference to application number 13/AP/0923, planning permission be granted subject to the conditions as stated in the committee report and draft decision notice.

**6.5 LYNDHURST PRIMARY SCHOOL, GROVE LANE, LONDON SE5 8SN**

**Planning application reference number 13/AP/0924**

Report: See pages 139-162 of the agenda and addendum report pages 5-6.

**PROPOSAL:**

*Demolition of temporary classroom building, temporary toilet block, 1950's kitchen and dining block. Partial demolition of Grove Lane boundary wall plus minor demolition to the rear of the main school building and nursery building.*

Items 6.4 and 6.5 were considered together (See item 6.4).

**RESOLVED:**

That in reference to application number 13/AP/0924, conservation area consent be granted subject to the conditions as stated in the committee report and draft decision notice.

Meeting ended 9.52pm.

**CHAIR:**

**DATED:**



## Planning Committee

MINUTES of the OPEN section of the Planning Committee held on Tuesday 16 July 2013 at 7.00 pm at Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

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**PRESENT:** Councillor Nick Dolezal (Chair)  
 Councillor Darren Merrill (Vice-Chair)  
 Councillor Mark Gettleson  
 Councillor Rebecca Lury  
 Councillor Nick Stanton  
 Councillor Mark Williams  
 Councillor Catherine Bowman (Reserve)

**OFFICERS** Simon Bevan, Director of Planning  
 Gary Rice, Head of Development Management  
 Yvonne Lewis, Development Management  
 Michael Tsoukaris, Development Management  
 Jonathan Gorst, Legal Services  
 Kenny Uzodike, Constitutional Team

### 1. APOLOGIES

Apologies for absence were received from Councillor Adele Morris. Councillor Catherine Bowman (Reserve) attended on her behalf.

### 2. CONFIRMATION OF VOTING MEMBERS

The members present were confirmed as the voting members.

### 3. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

There was none.

The chair informed the committee of the following additional documents circulated prior to the meeting:

- Item 5: Addendum report



- Item 5: Member pack
- Item 5: Supplemental Agenda.

#### 4. DISCLOSURE OF INTERESTS AND DISPENSATIONS

There were none.

#### 5. DEVELOPMENT MANAGEMENT

The addendum report had not been circulated five clear days in advance of the meeting, nor had it been available for public inspection during that time. The chair agreed to accept the item as urgent to enable members to be aware of late observations, consultation responses, additional information and revisions.

##### RESOLVED:

1. That the determination of planning applications, or formal observations and comments, the instigation of enforcement action and the receipt of the reports on the agenda be considered.
2. That the decisions made on the planning applications be subject to the conditions and/or made for the reasons set out in the attached reports and draft decision notices unless otherwise stated.

That where reasons for the decision or condition are not included in the report relating to an individual item, that they be clearly specified.

#### 5.1 KINGS REACH TOWER, STAMFORD STREET, LONDON SE1 9LS

##### Planning application reference number 13/AP/1403

Report: See pages 8-45 of the agenda and addendum report pages 1-5.

##### PROPOSAL:

*The erection of an 11 storey roof extension to existing South Bank Tower (formerly King's Reach Tower), rising to a maximum of 42 storeys, comprising 36 residential units [maximum overall height 154.490m AOD].*

The committee heard an officer's introduction to the report and members asked questions of the officer.

The applicant's agents made representations to the committee and answered members' questions.

Members debated the application and asked questions of the officers.

A motion to grant planning permission was moved, seconded, put to the vote and declared

to be carried.

**RESOLVED:**

That in reference to application number 13/AP/1403 planning permission be granted subject to the following conditions:

1. That planning permission be granted subject to conditions and the applicant first entering into an appropriate legal agreement by no later than 28 August 2013 and subject to referral to the Greater London Authority.
2. In the event that the legal agreement is not entered into by 28 August 2013, the head of development management be authorised to refuse planning permission for the reasons set out in paragraph 148 of the committee report.
3. The conditions as stated in the committee report, draft decision notice and amended in the addendum report.

**5.2 1-6 CAMBERWELL GREEN & 307-311 CAMBERWELL NEW ROAD, LONDON SE5**

**Planning application reference number 12/AP/1308**

Report: See pages 1-56 of the supplemental agenda.

**PROPOSAL:**

- i) *Demolition of existing buildings on site and redevelopment to provide mixed use premises with a maximum height of 6 storeys with set backs at 1st and 6th floors, providing 101 residential units (2 x studio units, 30 x 1 bed, 46 x 2 bed, 23 x 3 bed) and 1,335sqm of commercial uses within use Classes A1, A2, A3 and B1 at ground floor. Associated areas for cycle storage (158 spaces), disabled parking bays (2 spaces) and amenity space.*
- ii) *Demolition of all existing buildings on the site.*

The committee heard an officer's introduction to the report highlighting new material information that the applicant provided to the local planning authority in regards to the concerns raised by the planning committee at its meeting on 2 July 2013 and members asked questions of the officer.

Members discussed the report and asked questions of the officers.

A motion to grant planning permission was moved, seconded, put to the vote and declared to be carried.

**RESOLVED:**

That in reference to application numbers 12/AP/1308 and 12/AP/1309, planning permission be granted subject to the following conditions:

1. That the applicant enters into an appropriate legal agreement.

2. That in the event that the legal agreement is not entered into by 5 September 2013 then the head of development management be authorised to refuse planning permission and conservation area consent for the reasons set out in paragraph of this report. In the event that the requirements of Resolution (1) are not met by 23 June 2013, the head of development management be authorised to refuse planning permission for the reasons set out under paragraph 167 of the committee report.
3. The conditions as stated in the committee report, draft decision notice and addendum report.
4. That conservation area consent be granted under the powers delegated to officers.

Meeting ended at 8.09pm.

**CHAIR:**

**DATED:**

<b>Item No.</b> 6.	<b>Classification:</b> Open	<b>Date:</b> 3 September 2013	<b>Meeting Name:</b> Planning Committee
<b>Report title:</b>		Development Management	
<b>Ward(s) or groups affected:</b>		All	
<b>From:</b>		Proper Constitutional Officer	

## RECOMMENDATIONS

1. That the determination of planning applications, or formal observations and comments, the instigation of enforcement action and the receipt of the reports included in the attached items be considered.
2. That the decisions made on the planning applications be subject to the conditions and/or made for the reasons set out in the attached reports unless otherwise stated.
3. That where reasons for decisions or conditions are not included or not as included in the reports relating to an individual item, they be clearly specified.

## BACKGROUND INFORMATION

4. The council's powers to consider planning business are detailed in Part 3F which describes the role and functions of the planning committee and planning sub-committees. These were agreed by the annual meeting of the council on 23 May 2012. The matters reserved to the planning committee and planning sub-committees exercising planning functions are described in part 3F of the Southwark Council constitution.

## KEY ISSUES FOR CONSIDERATION

5. In respect of the attached planning committee items members are asked, where appropriate:
  - a. To determine those applications in respect of site(s) within the borough, subject where applicable, to the consent of the Secretary of State for Communities and Local Government and any directions made by the Mayor of London.
  - b. To give observations on applications in respect of which the council is not the planning authority in planning matters but which relate to site(s) within the borough, or where the site(s) is outside the borough but may affect the amenity of residents within the borough.
  - c. To receive for information any reports on the previous determination of applications, current activities on site, or other information relating to specific planning applications requested by members.

6. Each of the following items are preceded by a map showing the location of the land/property to which the report relates. Following the report, there is a draft decision notice detailing the officer's recommendation indicating approval or refusal. Where a refusal is recommended the draft decision notice will detail the reasons for such refusal.
7. Applicants have the right to appeal to Planning Inspector against a refusal of planning permission and against any condition imposed as part of permission. Costs are incurred in presenting the council's case at appeal which maybe substantial if the matter is dealt with at a public inquiry.
8. The sanctioning of enforcement action can also involve costs such as process serving, court costs and of legal representation.
9. Where either party is felt to have acted unreasonably in an appeal the inspector can make an award of costs against the offending party.
10. All legal/counsel fees and costs as well as awards of costs against the council are borne by the budget of the relevant department.

#### **Community impact statement**

11. Community impact considerations are contained within each item.

#### **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

##### **Director of Legal Services**

12. A resolution to grant planning permission shall mean that the development & building control manager is authorised to grant planning permission. The resolution does not itself constitute the permission and only the formal document authorised by the committee and issued under the signature of the head of development management shall constitute a planning permission. Any additional conditions required by the committee will be recorded in the minutes and the final planning permission issued will reflect the requirements of the planning committee.
13. A resolution to grant planning permission subject to legal agreement shall mean that the head of development management is authorised to issue a planning permission subject to the applicant and any other necessary party entering into a written agreement in a form of words prepared by the director of legal services, and which is satisfactory to the head of development management. Developers meet the council's legal costs of such agreements. Such an agreement shall be entered into under section 106 of the Town and Country Planning Act 1990 or under another appropriate enactment as shall be determined by the director of legal services. The planning permission will not be issued unless such an agreement is completed.
14. Section 70 of the Town and Country Planning Act 1990 as amended requires the council to have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations when dealing with applications for planning permission. Where there is any conflict with any policy contained in the development plan, the conflict must be resolved in favour of the policy which is

contained in the last document to be adopted, approved or published, as the case may be (s38(5) Planning and Compulsory Purchase Act 2004).

15. Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides that where, in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The development plan is currently Southwark's Core Strategy adopted by the council in April 2011, saved policies contained in the Southwark Plan 2007, the where there is any conflict with any policy contained in the development plan, the conflict must be resolved in favour of the policy which is contained in the last document to be adopted, approved or published, as the case may be (s38(5) Planning and Compulsory Purchase Act 2004).
16. On 15 January 2012 section 143 of the Localism Act 2011 came into force which provides that local finance considerations (such as government grants and other financial assistance such as New Homes Bonus) and monies received through CIL (including the Mayoral CIL) are a material consideration to be taken into account in the determination of planning applications in England. However, the weight to be attached to such matters remains a matter for the decision-maker.
17. "Regulation 122 of the Community Infrastructure Levy regulations (CIL) 2010, provides that "a planning obligation may only constitute a reason for granting planning permission if the obligation is:
  - a. necessary to make the development acceptable in planning terms;
  - b. directly related to the development; and
  - c. fairly and reasonably related to the scale and kind to the development.

A planning obligation may only constitute a reason for granting planning permission if it complies with the above statutory tests."

18. The obligation must also be such as a reasonable planning authority, duly appreciating its statutory duties can properly impose, i.e. it must not be so unreasonable that no reasonable authority could have imposed it. Before resolving to grant planning permission subject to a legal agreement members should therefore satisfy themselves that the subject matter of the proposed agreement will meet these tests.
19. The National Planning Policy Framework (NPPF) came into force on 27 March 2012. The NPPF replaces previous government guidance including all PPGs and PPSs. For the purpose of decision-taking policies in the Core Strategy (and the London Plan) should not be considered out of date simply because they were adopted prior to publication of the NPPF. For 12 months from the day of publication, decision-takers may continue to give full weight to relevant policies adopted in accordance with the Planning and Compulsory Purchase Act (PCPA) 2004 even if there is a limited degree of conflict with the NPPF.
20. In other cases and following and following the 12 month period, due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. This is the approach to be taken when considering saved plan policies under the Southwark Plan 2007. The approach to be taken is that the closer the

policies in the Southwark Plan to the policies in the NPPF, the greater the weight that may be given.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Council assembly agenda 23 May 2012	Constitutional Team 160 Tooley Street London SE1 2QH	Kenny Uzodike 020 7525 7236
Each planning committee item has a separate planning case file	Development Management, 160 Tooley Street, London SE1 2QH	The named case officer as listed or Gary Rice 020 7525 5437

## APPENDICES

No.	Title
None	

## AUDIT TRAIL

<b>Lead Officer</b>	Ian Millichap, Constitutional Manager	
<b>Report Author</b>	Kenny Uzodike, Constitutional Officer Jonathan Gorst, Head of Regeneration and Development	
<b>Version</b>	Final	
<b>Dated</b>	November 2012	
<b>Key Decision</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments sought</b>	<b>Comments included</b>
Director of Legal Services	Yes	Yes
Head of Development Management	No	No
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team</b>		November 2012

**ITEMS ON AGENDA OF THE PLANNING COMMITTEE**  
**on Tuesday 03 September 2013**

<b>Appl. Type</b>	Full Planning Permission	<b>Reg. No.</b>	13-AP-0966
<b>Site</b>	169-173 BLACKFRIARS ROAD (BOUNDED BY SURREY ROW AND POCOCK STREET), LONDON SE1 8ER	<b>TP No.</b>	TP/1390-169
		<b>Ward</b>	Cathedrals
		<b>Officer</b>	David Cliff

**Recommendation** REFUSE PERMISSION

### *Item 6.1*

**Proposal**

Demolition of existing buildings and structures followed by the erection of a part 10 storey / part 6 storey building comprising 87 residential units, five retail/commercial units totaling 451 sqms (Use Classes A1-A5 and D1), a reception area, ancillary cycle and disabled car parking, private and public amenity space, basement and ancillary plant. (Revised Description)

<b>Appl. Type</b>	Full Planning Permission	<b>Reg. No.</b>	12-AP-1308
<b>Site</b>	1-6 CAMBERWELL GREEN & 307-311 CAMBERWELL NEW ROAD, LONDON SE5	<b>TP No.</b>	TP/2029-L
		<b>Ward</b>	Camberwell Green
		<b>Officer</b>	Yvonne Lewis

**Recommendation** GRANT SUBJECT TO LEGAL AGREEMENT

### *Item 6.2*

**Proposal**

Demolition of existing buildings on site and redevelopment to provide mixed use premises with a maximum height of 6 storeys with set backs at 1st and 6th floors, providing 101 residential units (2 x studio units, 30 x 1 bed, 46 x 2 bed, 23 x 3 bed) and 1,335sqm of commercial uses within use Classes A1, A2, A3 and B1 at ground floor. Associated areas for cycle storage, disabled parking bays (2 spaces) and amenity space.

<b>Appl. Type</b>	Full Planning Permission	<b>Reg. No.</b>	11-AP-2012
<b>Site</b>	BRANDON HOUSE, 180 BOROUGH HIGH STREET, LONDON SE1 1LW	<b>TP No.</b>	TP/1140-170
		<b>Ward</b>	Cathedrals
		<b>Officer</b>	Helen Goulden

**Recommendation** GRANT SUBJECT TO LEGAL AGREEMENT

### *Item 6.3*

**Proposal**

Demolition of existing building and erection of a building (with basement) up to eight storeys in height (maximum 28.50m at corner) fronting Marshalsea Road and Borough High Street comprising office / retail floorspace (Class B1 / Class A use) and 96 residential units; erection of a four storey mews building to the rear (13.10m) comprising 4 residential units; provision of open space with ancillary plant, car parking and servicing, works of hard and soft landscaping and new pedestrian access to Borough High Street together with other associated and enabling works

<b>Appl. Type</b>	Council's Own Development - Reg. 3	<b>Reg. No.</b>	13-AP-1767
<b>Site</b>	LAND BOUNDED BY SCYLLA ROAD, NUNHEAD GREEN AND NUNHEAD LANE AND LAND BOUNDED BY NUNHEAD LANE, LINDEN GROVE AND CANDLE GROVE, LONDON SE15	<b>TP No.</b>	TP/2522-E
		<b>Ward</b>	Nunhead
		<b>Officer</b>	Terence McLellan

**Recommendation** GRANT PERMISSION

### *Item 6/4*

**Proposal**

Demolition of the existing single storey buildings and the construction of two 3-storey houses fronting Scylla Road; a 2-storey community facility (Class D2) fronting Nunhead Green; a 4-storey block comprising 6 houses and 6 apartments (Site A). The construction of two 3-storey houses fronting Nunhead Lane; two part 2 part 3-storey houses fronting Candle Grove and four 2-storey houses adjoining 1 Candle Grove (Site B) with associated landscaping and parking.

<b>Appl. Type</b>	Conservation Area Consent	<b>Reg. No.</b>	13-AP-1768
<b>Site</b>	LAND BOUNDED BY SCYLLA ROAD, NUNHEAD GREEN AND NUNHEAD LANE AND LAND BOUNDED BY NUNHEAD LANE, LINDEN GROVE AND CANDLE GROVE, LONDON SE15	<b>TP No.</b>	TP/2522-E
		<b>Ward</b>	Nunhead
		<b>Officer</b>	Terence McLellan

**Recommendation** GRANT PERMISSION

### *Item 6.5*

**Proposal**

Demolition of the existing Nursery building at 5 Nunhead Green and demolition of the existing Nunhead Green Community Centre comprising 13-14 Basswood Close and 56/a Nunhead Lane.



Date 22/8/2013



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<b>Item No.</b>	<b>Classification:</b>	<b>Date:</b>	<b>Meeting Name:</b>
6.1	OPEN	3 September 2013	Planning Committee
<b>Report title:</b>	<b>Development Management planning application:</b> Application 13/AP/0966 for: Full Planning Permission  <b>Address:</b> 169-173 BLACKFRIARS ROAD (BOUNDED BY SURREY ROW AND POCOCK STREET), LONDON SE1 8ER  <b>Proposal:</b> Demolition of existing buildings and structures followed by the erection of a part 10 storey / part 6 storey building comprising 87 residential units, five retail/commercial units totaling 451 sqm (Use Classes A1-A5 and D1), a reception area, ancillary cycle and disabled car parking, private and public amenity space, basement and ancillary plant		
<b>Ward(s) or groups affected:</b>	Cathedrals		
<b>From:</b>	Head of Development Management		
<b>Application Start Date</b> 18/04/2013		<b>Application Expiry Date</b> 08/08/2013	
<b>Earliest Decision Date</b> 06/06/2013			

## RECOMMENDATION

- 1 It is recommended that planning permission be refused for the following reason:

The affordable housing proposed does not meet the minimum policy requirement of 35% and the Council considers that the viability information provided with the application does not demonstrate that as much affordable housing has been proposed as is financially viable for this development. The application is therefore contrary to Strategic Policy 6 (Homes for people of different incomes) of the Southwark Core Strategy 2011 and Policy 3.12 (Negotiating affordable housing on individual private residential and mixed use schemes) of the London Plan 2011.

## BACKGROUND INFORMATION

### Site location and description

- 2 The site, measuring 0.17 hectares is located on the eastern side of Blackfriars Road between Surrey Row and Pocock Street. The existing buildings on the site comprise a five storey 'mansion flats' (St Georges Mansions) building fronting Blackfriars Road and Pocock Street (Nos. 169-173) comprising retail and café units at ground floor level with residential above (currently vacant), and a part two/part three storey public house building (No.173) on the corner of Blackfriars Road and Surrey Row. To the rear of these buildings are 45 domestic garages accessed via Pocock Street.
- 3 To the north of the site, on the opposite side of Surrey Road, is a twelve storey residential building (Helen Gladstone House) and adjacent garden area. A part four/part five storey residential building (Pakeman House) is located adjacent to the rear boundary. To the south, fronting onto the opposite side of Pocock Street, is an

eight storey building comprising student flats (Manna Ash House) and a seven storey office building fronting onto Blackfriars Road.

- 4 The site is located in a sustainable and accessible location (PTAL 6b - excellent) within walking distance of Southwark underground, Waterloo station and bus stops serving several bus routes. It is within the Central Activities Zone, the Bankside, Borough and London Bridge Opportunity Area and the Bankside and Borough District Town Centre.

### Details of proposal

- 5 The application proposes the demolition of the existing buildings and a replacement part 10 storey/part 6 storey building, plus basement, comprising 87 residential units, five commercial units (A1-A5, and D1) amounting to 451 sqm of floorspace, along with ancillary amenity space, disabled car parking, cycle parking and landscaping. The 10 storey element will front onto Blackfriars Road with the six storey element at the rear facing onto both Surrey Row and Pocock Street.
- 6 The mix of residential units is set out below:

Unit Type	Number of Units	Percentage (%)
Studio	3	3
1 Bed	22	25
2 Bed	44	51
3 Bed	18	21
<b>Total</b>	<b>87</b>	<b>100</b>

The proposed residential density amounts to 1,476 habitable rooms per hectare.

- 7 The affordable housing proposed within the scheme amounts to 20% of habitable rooms, comprising a 71%/29% split between social rent and shared ownership. A viability assessment has been submitted with the application seeking to demonstrate that as much affordable housing has been proposed as is financially viable.
- 8 Ten of the proposed residential units are designed for wheelchair units (seven private units and three affordable units). Eight disabled parking spaces are proposed at ground floor level, accessed from Pocock Street with exit onto Surrey Row. A communal garden is proposed on the roof of the seven storey building and further shared amenity space would be located in front of the development adjacent to Surrey Row.
- 9 During the course of consideration of the application revised drawings have been submitted by the applicant incorporating the following amendments:
- Reduction in the height of the part of the building fronting Surrey Row and Pocock Street from seven to six storeys (approximately 2.8 metres);
  - Alterations to the detailed design of the elevations;
  - Alterations to the internal layout of the scheme including a reduction of seven residential units.

### Planning history

- 10 In 2011 a planning application was submitted but subsequently withdrawn for the demolition of 173 Blackfriars Road (the public house) and a replacement seven storey building comprising new restaurant/bar and nine flats above. In 2008 an application

for a Certificate of Lawful Use for use of St Georges Mansions as a residential hostel was refused. There have been several other planning applications but none are relevant to the current proposals.

### **Planning history of adjoining sites**

- 11 Detailed planning permission (12/AP/3558) has recently been granted at 90-92 Blackfriars Road (the other side of Blackfriars Road to the current proposal) for the demolition of the existing buildings and the erection of a five to eight storey building (plus basement) comprising 53 residential units (21% of which is affordable), 633 sqm of retail floorspace and 767 sqm of office floorspace.
- 12 Planning permission was granted in 2010 and has been recently implemented for a maximum seven storey building comprising retail use at ground floor level with offices above at 102-107 Blackfriars Road, approximately 50 metres to the south of the application site.
- 13 Planning permission has also been granted for a residential scheme further along Pocock Street to the east of the site.

### **KEY ISSUES FOR CONSIDERATION**

#### **Summary of main issues**

- 14 The main issues to be considered in respect of this application are:
  - a) The demolition of the existing buildings, including their townscape contribution and the role of the public house as a community asset.
  - b) The acceptability in principle of the proposed uses within the replacement building including their role in replacing the commercial floorspace lost through demolition.
  - c) The design and appearance of the building including how it relates to existing development in Blackfriars Road and the surrounding locality.
  - d) Impact upon the setting of the adjacent conservation area and listed buildings.
  - e) The acceptability of the proposed housing mix and quality of accommodation provided within the development.
  - f) The impact on the living conditions of neighbouring residential properties.
  - g) The provision of affordable housing within the scheme.
  - h) Transportation impacts.
  - i) Energy and sustainability.
  - j) Planning obligations.

#### **Planning policy**

- 15 National Planning Policy Framework (NPPF)

The NPPF came into effect on 27 March 2012 and is a material planning consideration. In relation to this application the most relevant sections are:

- 1 Building a strong competitive economy
- 2 Ensuring the vitality of town centres
- 4 Promoting sustainable development
- 6 Delivering a wide choice of good quality homes
- 7 Requiring good design
- 8 Promoting healthy communities
- 11 Conserving and enhancing the natural environment
- 12 Conserving and enhancing the historic environment

16 London Plan 2011

- Policy 2.9 Inner London
- Policy 2.10 Central Activities Zone - Strategic Priorities
- Policy 2.11 Central Activities Zone - Strategic Functions
- Policy 2.12 Central Activities Zone - Predominantly Local Activities
- Policy 2.13 Opportunity Areas And Intensification Areas
- Policy 2.15 Town Centres
- Policy 3.3 Increasing Housing Supply
- Policy 3.4 Optimising Housing Potential
- Policy 3.5 Quality and Design of Housing Developments
- Policy 3.6 Children and Young People's Play and Informal Recreation Facilities
- Policy 3.7 Large Residential Developments
- Policy 3.8 Housing Choice
- Policy 3.9 Mixed And Balanced Communities
- Policy 3.11 Affordable Housing Targets
- Policy 3.12 Negotiating Affordable Housing On Individual Private Residential And Mixed Use Schemes
- Policy 4.7 Retail and Town Centre Development
- Policy 4.8 Supporting a Successful and Diverse Retail Sector
- Policy 4.9 Small Shops
- Policy 4.12 Improving Opportunities For All
- Policy 5.1 Climate Change Mitigation
- Policy 5.2 Minimising Carbon Dioxide Emissions
- Policy 5.3 Sustainable Design And Construction
- Policy 5.5 Decentralised Energy Networks
- Policy 5.6 Decentralised Energy In Development Proposals
- Policy 5.7 Renewable Energy
- Policy 5.8 Innovative Energy Technologies
- Policy 5.10 Urban Greening
- Policy 5.11 Green Roofs And Development Site Environs
- Policy 5.12 Flood Risk Management
- Policy 5.13 Sustainable Drainage
- Policy 5.14 Water Quality and Wastewater Infrastructure
- Policy 5.15 Water Use And Supplies
- Policy 6.3 Assessing Effects of Development on Transport Capacity
- Policy 6.9 Cycling
- Policy 6.10 Walking
- Policy 6.13 Parking
- Policy 7.1 Building London's Neighbourhoods And Communities
- Policy 7.2 An Inclusive Environment
- Policy 7.3 Designing Out Crime
- Policy 7.4 Local Character
- Policy 7.5 Public Realm
- Policy 7.6 Architecture
- Policy 7.8 Heritage Assets and Archaeology
- Policy 7.13 Safety, Security And Resilience To Emergency
- Policy 7.14 Improving Air Quality

Policy 7.15 Reducing Noise And Enhancing Soundscapes  
 Policy 7.19 Biodiversity and Access to Nature  
 Policy 7.21 Trees and Woodlands  
 Policy 8.2 Planning obligations  
 Policy 8.3 Community Infrastructure Levy

17 Core Strategy 2011

Strategic Targets Policy 1 - Achieving growth  
 Strategic Targets Policy 2 - Improving places  
 Strategic Policy 1 - Sustainable development  
 Strategic Policy 2 - Sustainable transport  
 Strategic Policy 3 - Shopping, leisure and entertainment  
 Strategic Policy 5 - Providing new homes  
 Strategic Policy 6 - Homes for people on different incomes  
 Strategic Policy 7 - Family homes  
 Strategic Policy 10 - Jobs and business  
 Strategic Policy 11 - Open spaces and wildlife  
 Strategic Policy 12 - Design and conservation  
 Strategic Policy 13 - High environmental standards

18 Southwark Plan 2007 (July) - saved policies

Policy 1.1 Access to Employment Opportunities  
 Policy 1.4 Employment Sites outside the preferred office locations.  
 Policy 1.7 Development within town and local centres  
 Policy 2.5 Planning obligations  
 Policy 3.1 Environmental effects  
 Policy 3.2 Protection of amenity  
 Policy 3.3 Sustainability assessment  
 Policy 3.4 Energy efficiency  
 Policy 3.6 Air quality  
 Policy 3.7 Waste reduction  
 Policy 3.9 Water  
 Policy 3.11 Efficient use of land  
 Policy 3.12 Quality in design  
 Policy 3.13 Urban design  
 Policy 3.14 Designing out crime  
 Policy 3.18 Setting of listed buildings, conservation areas and world heritage sites  
 Policy 3.19 Archaeology  
 Policy 3.22 Important local views  
 Policy 3.28 Biodiversity  
 Policy 4.2 Quality of residential accommodation  
 Policy 4.3 Mix of dwellings  
 Policy 4.4 Affordable housing  
 Policy 4.5 Wheelchair affordable housing  
 Policy 5.1 Locating developments  
 Policy 5.2 Transport impacts  
 Policy 5.3 Walking and cycling  
 Policy 5.4 Public transport improvements  
 Policy 5.6 Car parking  
 Policy 5.7 Parking standards for disabled people and the mobility impaired

19 The Council's cabinet on 19th March 2013, as required by paragraph 215 of the NPPF, considered the issue of compliance of Southwark Planning Policy with the National Planning Policy Framework. All policies and proposals were reviewed and the Council satisfied itself that the policies and proposals in use were in conformity with the

NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan policies are saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the NPPF.

- 20 The Council published for consultation the draft Blackfriars Road SPD in June 2013. Consultation is open on the Draft SPD until 12 September 2013. This documents is still subject to consultation and at an early stage of preparation and therefore it only carries limited weight in the determination of this application.

### **Principle of development**

#### *Loss of the Existing Buildings – Townscape*

- 21 The proposal includes the demolition of both frontage buildings along with the single storey garages to the rear. Objections have been made to the loss of the two frontage buildings by the Georgian and Victoria Societies and by several local residents, due to their character and the positive contribution they make to the character of the streetscape. Neither of these buildings are listed and they are not located with a conservation area.

The applicant has commissioned for the application two separate heritage assessments of the two frontage buildings.

- 22 The assessment by Nathaniel Litchfield and Partners concludes that 169-171 Blackfriars Road (St George's Mansions) is not a particularly good example of turn of the century mansion blocks and has very low value of heritage significance. 173 Blackfriars Road (Imbibe Public House), which has been much altered and extended, is concluded to have low heritage value. The assessment goes on to state that the loss of these buildings would give rise to a minor adverse heritage impact and that, in accordance with NPPF (paragraph 135), the scale of harm and effect on significance should be weighed in the planning balance against the moderate beneficial aspects of the scheme including the enhancements of views out of the conservation area arising from the redevelopment of the garage site.
- 23 The additional heritage assessment carried out by CGMS concludes that the frontage buildings are modest buildings of their type and period, exhibiting little evidence of architectural embellishment or innovation that distinguishes them. It goes on to state that they retain some degree of historic interest for their illustrative value as part of a much altered historic streetscape, and as modest examples of their respective periods, these buildings make only a limited contribution to the character and appearance of the highly varied streetscape of Blackfriars Road, Surrey Row and Pocock Street and may be replaced with a high quality new scheme for the site, which would sit well within the existing varied townscape.
- 24 Paragraph 135 of the NPPF states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgment will be required having regard to the scale of any harm or loss and the significance of the heritage asset.
- 25 Officers consider that both existing buildings have some architectural merit and make a positive contribution to the character and appearance of the streetscene in Blackfriars Road. It is also recognised that the retention of older buildings, where appropriate, can make a positive contribution to the streetscape alongside more contemporary buildings. However, both the buildings have undergone significant alteration and neither is considered to have the quality to justify being listed. The

historic maps show that a public house has been located on the corner with Surrey Row as early as 1873; however, the current building is much altered both internally and to the rear and retains little interest beyond the facade onto the Blackfriars Road. St Georges Mansions has also been altered, particularly the ground floor shop fronts and at the rear of the site, and whilst being an attractive building in the streetscape, the conclusions of the applicant's heritage assessment are agreed in that it is not a particularly good example of the typical mansion block, lacking the elevation interest of other such buildings.

- 26 In conclusion on this issue, whilst the existing buildings have some limited merit, they are not particularly good examples of their type and it is considered their loss could be justified provided the replacement buildings are of a suitably high design quality to outweigh the limited harm that would result from the demolition of the existing buildings. This is considered in more detail in the section on *Design Issues* below.

*Loss of Existing Buildings - Community and Other Uses*

- 27 The demolition of 173 Blackfriars Road would result in the loss of the public house building which as pub and restaurant provides a local service and facility for the local community and other users. There are several other public house and restaurants in the vicinity of the site and the applicant proposes to provide a replacement A4 facility (drinking establishment) within the new development which can be secured via a planning condition. No objections are therefore raised to the loss of the public house A4 use.
- 28 In total the proposed replacement buildings comprise 454 sqm of replacement commercial facilities split between five units for use as A1-A5 and D1 (community) uses. This overall provision will allow flexibility for new uses at ground floor level, providing vitality to this part of Blackfriars Road, and compensates for the loss of the existing retail and other uses within the existing buildings.

*Acceptability in Principle of the Proposed Uses*

- 29 At a sustainable location within the Central Activities Zone, the Bankside and Borough Town Centre and Opportunity Area, the principle of a mixed use development comprising residential, retail and community facilities is considered to be acceptable. The 'retail' uses should allow scope for a range of A Class uses in order to provide a mixed and diversified range of facilities and should be at least equivalent to the floor area of those existing on the site.
- 30 The residential density of the scheme (1,476 hrph) exceeds the recommended acceptable range for the Central Activities Zone (650 to 1100 hrph). The application therefore needs to demonstrate that the proposed development achieves an exemplary standard of design, exceeding the residential design standards set out in the SPD.

**Environmental impact assessment**

- 31 A Screening Opinion has previously been issued by the Council confirming that the proposed development does not require the submission of an Environmental Statement (ES). Whilst an ES is not required, the application includes a number of reports assessing the impacts of the proposals upon the surrounding area.

**Impact of proposed development on amenity of adjoining occupiers and surrounding area**

- 32 The application site is adjacent to existing residential properties on Surrey Row



(including Helen Gladstone House (12 storeys) to the north and Pakeman House (five storeys) immediately to the east). Manna Ash, an eight storey building comprising student accommodation, is located to the south on the opposite side of Pocock Street

- 33 Helen Gladstone House is located close to the pavement edge on Surrey Row and is orientated so that its front elevation directly faces the application site. At the closest point there will be 17 metres between the two buildings. The proposed development has the potential to impact upon the occupiers of this building, particularly those flats on the lower floors which have principal windows directly facing the proposed building. These are small one bedroom flats whose primary outlook will be onto the new building.
- 34 During the consideration of the application, concerns have been raised by officers and local residents at the impact of the proposed building in terms of both the levels of day/sun light reaching the lower flats within Helen Gladstone House and the overbearing impact and oppressive sense of enclosure that would result for existing residents from the new building. Whilst the daylight and sunlight reaching these flats is already affected to some extent by the balconies of the flats above, the proposed building would result in a significantly greater impact upon the occupiers living conditions. Though recognising the urban context of the proposals and the impact of the existing balconies, the figures in the applicants Daylight and Sunlight Report delineate these concerns.
- 35 As a result of these concerns the applicant has submitted revised drawings removing one storey from the whole rear section of the building fronting Surrey Row and Pocock Street. This has resulted in a reduction in the height of this section of the building by approximately 2.8m, from 20.75m to 17.95m. The height of the front section of the building adjacent to Blackfriars Road remains at 29.9m, this part of the building not having as significant an impact upon the residents of Helen Gladstone House.
- 36 Whilst the reduced six storey section of building facing Helen Gladstone House would still retain a dominant presence, on balance, it is considered that it would not result in a significantly detrimental impact upon the living conditions of the adjacent residents in Helen Gladstone House. The reduction in height of the building will also serve to alleviate impacts upon day light and overbearing impact for the adjacent student accommodation building (Manna Ash House).
- 37 The proposals would also result in the potential for windows, balconies and communal amenity areas to overlook the facing windows and balconies in Helen Gladstone House. However, taking account of the minimum separation distance of 17 metres between the respective buildings, and the urban context of the proposals, it is not considered that there would be significantly detrimental impacts in terms of overlooking and privacy.
- 38 Given the orientation and separation distances involved, it is not considered that the proposals would result in any significant impacts upon the living conditions of other residential buildings in the vicinity of the site. Objections have also been received from the Estate Management Office (City of London Corporation) of Pakeman House, principally in relation to the impacts upon the living conditions of this neighbouring building to the east of the application site and the impacts of the proposal upon the redevelopment potential of the Pakeman House site. There are no facing windows in the flank elevation of this neighbouring building and, whilst there is likely to be a degree of indirect views into adjacent flats and balconies these would not be significant. There are no current proposals for the redevelopment of Pakeman House and it is not considered that the layout, design and scale of the proposed scheme is such to jeopardise or hinder the future development of the adjacent site.

- 39 The proposed building would also result in some overshadowing and loss of sun light to the communal external amenity areas on the corner of Blackfriars Road and Surrey Row. The applicant's sun light testing has concluded that 50% of this area would receive 2 hours of sunlight and it is concluded, taking into account the regeneration benefits of the scheme, this impact would not be so significant to justify the refusal of the scheme on this basis. Similarly, the impacts on other communal external amenity areas around the site is not considered to be significant.

**Impact of adjoining and nearby uses on occupiers and users of proposed development**

- 40 There are no adjacent or nearby land uses which are expected to have significant impacts upon the incoming residents of the proposed development.

**Design issues**

- 41 The NPPF stresses the importance of good design and states in paragraph 56 that: *"Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people"*. Policy SP12 of the Core strategy states that *"Development will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in."* Saved policy 3.13 asserts that the principles of good urban design must be taken into account in all developments. This includes height, scale and massing of buildings, consideration of the local context, its character and townscape as well as the local views and resultant streetscape.
- 42 The proposal is arranged on the site in the form of a 'T' with a block fronting onto the Blackfriars Road and an attached block extending east along Pocock Street. This arrangement reflects the urban form of its main frontages which generally have buildings rising from the rear edge of the pavement. The arrangement also sets the building back to the southern edge of the site to allow the creation of a small landscaped area which echoes the 'pocket park' immediately to the north on Surrey Row and establishes a more generous public realm on this narrow street. This arrangement is a sound response to the site and preserves the urban character of the area.
- 43 The proposal, as amended, ranges in height between ten storeys on the Blackfriars Road and six storeys on Pocock Street / Surrey Row. The proposal is clad in brickwork generally to reflect the character of the area with the changes in scale carefully articulated by lighter glass and metal structures at prominent corners. The building facing the Blackfriars Road is set at ten storeys (29.9m) in height and is characterised by a strong grid of brick with large windows which take on a mansion block character addressing the principal frontage onto the boulevard. The design has a strong base which extends across the lower two floors with double-height pilasters and a generous active frontage which extends back along Pocock Street and includes a set-back colonnaded frontage on Surrey Row. Special attention has been paid to the corners with prominent wrap-around windows on the northern corner at the junction with Surrey Row. On the southern edge at the junction with Pocock Street the change in scale is articulated by a lightweight block that reaches from Blackfriars Road back along Pocock Street.
- 44 In this sensitive context the views of the development are important considerations. The views of the proposal submitted with the application demonstrate that the development does not intrude into the views of the neighbouring conservation areas. Indeed, by reflecting the draft Blackfriars Road SPD height on the Blackfriars Road and reducing in height and massing onto Pocock Street / Surrey Row the proposal

responds sensitively to its immediate and its historic context. This analysis is consistent with the findings of the draft SPD which encourages development that will reinforce the boulevard character of the Blackfriars Road and respect the prominence of local landmarks like the Palaestra building nearby.

- 45 Saved policy 3.12 asserts that developments “*should achieve a high quality of both architectural and urban design, enhancing the quality of the built environment in order to create attractive, high amenity environments people will choose to live in, work in and visit.*” This is particularly important on this case in, bearing in mind the loss of existing buildings and the potential for the development to impact upon the setting of conservation areas and listed buildings. The proposal is divided into two parts, the mansion block fronting onto the Blackfriars Road and the long low building onto Pocock Street / Surrey Row. Both parts are clad in a brick to reflect the character of the area however, each is treated differently. The mansion-type block is clad in a darker grey brick with deep window reveals and a strong geometric form. On Pocock Street / Surrey Row the chosen brick is lighter and the design takes on the character of a stacked terrace with split-level dual aspect apartments accessed from a central corridor.
- 46 In its geometry the design employs a civic order for the main road frontage onto the Blackfriars Road. Here the base, middle and top of the building have given the scheme a clear horizontal definition with coupled windows and balconies to give it stature. Vertically, the design is split into three bays to reflect the finer grain of the original Blackfriars Road townscape and at the corner with Pocock Street a glazed cantilevered block steps down to express the corner and mediate between the civic scale of the Blackfriars Road and the lower scale of Pocock Street. This corner feature is deliberately transparent with projecting metal fins to contrast against the solidity of the main facade to give the development a striking layered appearance in the approach from St George’s Circus.
- 47 The council’s Design Review Panel reviewed an earlier version of the design and a taller option in January 2013. The Panel welcomed the comprehensive re-development of the site but did not endorse the taller proposal. It encouraged the designers to develop this early version of lower proposal and to improve its architectural expression especially on Blackfriars Road and Pocock Street, to enhance the public realm especially in relation to the pocket park on Surrey Row and to address the fragmented massing of the earlier scheme. As a consequence the current proposal has been developed with a far stronger civic design for the Blackfriars Road frontage. The massing of the submitted scheme was articulated and a glass and metal block introduced at the corner to mediate between the Blackfriars Road block and the lower wing on Pocock Street. Finally, the public realm on Surrey Row was significantly enhanced with the introduction of a colonnade and a greater emphasis on well designed and generous entrance halls and more active frontages on the Surrey Row and Pocock Street frontages.
- 48 In conclusion, the proposal is a high quality architectural design and urban design which responds to its urban and historic context and reinforces them without being overly dominant. The mix of uses and the arrangement of height scale and massing are appropriate and the views demonstrate that the development will be a meaningful addition to the Blackfriars Road area.

#### **Impact on character and setting of listed buildings and conservation areas**

- 49 Saved policy 3.18 echoes the requirement in the NPPF which requires development to conserve or enhance the historic environment (section 12) including its setting. Saved policy 3.18 defines this and requires development to preserve or enhance among other things, “*the setting of a conservation area; or views into or out of a conservation*

area". The nearest listed buildings are located at 44-47 Nelson Square and have their back gardens on Surrey Row. The proposal does not affect the significance or the setting of these heritage assets whose main aspect is to the north. On Blackfriars Road the nearest listed buildings include the Peabody Buildings to the south near St George's Circus and to the north at 85 and 85 Blackfriars Road. Both are located well away from the site on the opposite side of the street and their settings are unaffected by this proposal.

- 50 No significant impacts are concluded to result upon the setting of the conservation areas or nearby listed buildings.

**51 Impact on trees and proposed landscaping**

There are no existing trees of significant amenity value that would be affected by the application proposals. Landscaping measures are included in the application details providing an appropriate landscaped setting for the building, additional details of which can be secured through a planning condition.

**Layout and quality of residential accommodation**

- 52 The general mix of proposed residential accommodation complies with the Residential Design SPD guidance. All the proposed flats at least meet, and in the majority of cases exceed, the minimum dwelling and room size standards. The two and three bed units in particular are larger than the minimum standards.
- 53 The scheme has been designed to maximise the amount of double aspect units. This is particularly important for this development given the relationship of the scheme with the existing buildings on either side of Surrey Row and Pocock Street.
- 54 In accordance with the design standards, each of the three bed units has a private amenity/balcony area of at least 10 sqm. The majority of the two bed units also enjoy private amenity areas of at least 10 sqm. Communal amenity space is also provided on the roof of the six storey part of the building (500 sqm) and at ground floor level. The communal amenity areas exceed the shortfall of private residential amenity space (125 sqm) from the those one and two bed flats which do not enjoy 10 sqm amenity areas and therefore complies with the design standards on amenity space. A contribution towards off site amenity is also to be provided in accordance with the S106 Toolkit requirements.
- 55 Ten of the proposed units (10% of all habitable rooms) are designed for wheelchair users, seven of which are private dwellings and three of which are affordable. A condition is recommended requiring these to be constructed in accordance with the 'Southeast London Housing Partnership Wheelchair Design Guidelines'.
- 56 Details of noise mitigation installation, extraction details and air quality measures are capable of being secured via planning condition.
- 57 In conclusion, the scheme proposes a suitably high standard of residential accommodation, exceeding minimum design standards, that is appropriate for the high density proposed.

**Affordable Housing**

- 58 The scheme proposes a total of 17 affordable units amounting to 20% of the total number of habitable rooms. The affordable housing provided consists of 12 social rent units and 5 shared ownership units amounting to a 71:29 % split. The social rent units comprise 6 x one bed and 6 x three bed units, whilst the shared ownership units

comprise 2 x one bed and 3 x two bed units.

- 59 Policy 3.12 of the London Plan requires that the maximum reasonable amount of affordable housing should be sought when negotiating on individual schemes, having regard to:
- a) Current and future requirements for affordable housing at local and regional levels,
  - b) Affordable housing targets,
  - c) The need to encourage rather than restrain residential development,
  - d) The need to promote mixed and balanced communities,
  - e) The size and type of affordable housing needed in particular locations,
  - f) The specific circumstances of individual sites.
- 60 In recognising the pressing need for affordable housing within the borough, Strategic Policy 6 (Homes for people on different incomes) of the Southwark Core Strategy includes the requirement that developments should provide as much affordable housing as is reasonably possible requiring as much affordable housing on developments of 10 or more units as is reasonably viable with a minimum target required of 35%.
- 61 Saved Policy 4.5 of the Southwark Plan allows for the provision of each affordable wheelchair unit to amount to a reduction of 1 habitable room in the target for affordable housing. In this case, this would reduce the target to 85 rooms, or 34%.
- 62 The applicant has submitted a viability appraisal with the application which has been assessed by the in-house property valuation team. The borough valuer does not agree with the results of the applicant's viability assessment and concludes that the development is capable of viably delivering more affordable housing than proposed in the application. In particular, the borough valuer considers that the scheme revenues have been significantly understated, including sales values, and, to a lesser degree, costs such as building costs have been overstated. When combined with changes to the project time scale and cash flow, a significantly higher land value arises which is a much more realistic reflection of the market for this location.
- 63 Whilst acknowledging that the scheme provides a range of tenure options and includes six family sized social rented units which are particularly needed in the area, it is considered that the overall affordable housing provision is below what the development can viably support.
- 64 The applicant received the assessment of the Council's valuation team very shortly before this committee report was finalised (the applicants viability information was updated to reflect the design and layout revisions to the scheme). It is understood that the applicant will submit further information on the viability and affordable housing position following further discussions with officers. Members will be updated on any further relevant information through an addendum to this report.
- 65 In conclusion, the affordable housing proposed does not meet the minimum policy requirement of 35% and the Council's considers that the viability information provided with the application does not demonstrate that as much affordable housing has been proposed as is financially viable for this development. The application is therefore contrary to Strategic Policy 6 (Homes for people of different incomes) of the Southwark Core Strategy 2011 and Policy 3.12 (Negotiating affordable housing on individual private residential and mixed use schemes) of the London Plan 2011.

### **Transport issues**

- 66 The site has the highest possible PTAL (Public Transport Accessibility Level) of 6b

and therefore enjoys excellent public transport accessibility including bus, underground and rail. No general car parking is proposed which is supported by policies seeking to minimise the use of private cars in areas with excellent access to public transport. The Traffic Order would be amended to prevent future residents of the scheme from applying for on-street parking permits. The s106 agreement will also include a commitment by the developer to pay for three years car club membership for residents of the development. There are two existing on-street car club spaces in close proximity to the site.

- 67 Eight off-street disabled parking spaces, accessed from Surrey Row with egress onto Pocock Street, are proposed at ground floor level within the building to serve the ten wheelchair units within the development. Given the excellent accessibility of the site, including public transport links close to the site, this provision is considered to be acceptable for this development.
- 68 A total of 96 secure cycle parking spaces are provided for the private and affordable residential apartments in accordance with the Council's standards, at ground floor level and within the basement of the building. In addition, six external cycle parking spaces are proposed on Surrey Row. The cycle parking accords with the Council's policies in respect of both numbers and type.
- 69 A Framework Travel Plan has been submitted with the application setting out the measures to enable residents, employees and visitors of the development to make more informed decisions about their travel and to encourage sustainable forms of travel, including cycle use. A requirement for a full travel plan to be submitted and monitored should be included in the s106 agreement, if planning permission is granted.
- 70 Servicing and refuse collection are proposed to be undertaken from Pocock Street. The Transport Assessment submitted with the application calculates that there would be expected to be an average of nine servicing trips per day in connection with the residential units and nineteen trips per day for the commercial units. This assessment of trips is considered by Officers to be reasonable. Given that a) there are not anticipated to be a significant amount of trips generated, and b) servicing vehicles such as refuse vehicles would only be stationary in the highway for a short period of time, it is not considered to be necessary for off street parking space to be provided for this scheme. Metered parking bays are also available in the vicinity of the site for parking of servicing vehicles (plumbers, fitters etc) for longer periods of time.
- 71 A Construction Management Plan and Delivery and Servicing Management Plan are recommended to be required by condition.
- 72 In addition to the toolkit contributions towards Strategic Transport, Site Specific Transport and Public Realm the applicant has agreed with TfL to pay an additional £50,000 contribution towards the Blackfriars Road improvement scheme.
- 73 On transport matters, it is concluded that the proposals will promote sustainable travel and will not result in any adverse impacts upon local highway conditions in accordance with the relevant transportation policies including Strategic Policy 2 (Sustainable Transport) of the Southwark Core Strategy and saved Policy 5.2 (Transport Impacts) of the Southwark Plan.

#### **Planning obligations (S.106 undertaking or agreement)**

- 74 Through the s106 agreement the development will make a financial contribution of £682,516 towards local infrastructure and facilities, this being proportionate to the impacts of the development upon the local area. This includes a contribution of

£50,000 towards the proposed Blackfriars Road improvement scheme, which is in addition to the standard Southwark S106 toolkit contributions.

- 75 The table below sets out the agreed financial contributions that will be paid by the developer:

<b>Planning Obligation</b>	<b>Toolkit Standard Charge</b>	<b>Proposed Contribution</b>
Education	£158,459	£158,459
Employment in the development	n/a	n/a
Employment during construction	£64,704	£64,704
Employment during construction management fee	£5,071	£5,071
Public open space	£27,541	£27,541
Children's play equipment	£12,389	£12,389
Sports development	£67,208	£67,208
Transport Strategic	£43,941	£43,941
Transport Site Specific	£43,500	£43,500
Public Realm (General)	£65,250	£65,250
Public Realm (Blackfriars Rd)	Non toolkit requirement	£50,000
Health	£98,214	£98,214
Community Facilities	£14,229	£14,229
Admin Charge	£12,101	£12,101
<b>Total</b>	<b>£612,607</b>	<b>£662,607</b>

76

Other obligations to be included in the s106 agreement are:

- Provision of 20% affordable housing on the site comprising a 71%/29% split between social rent and shared ownership.
- Affordable housing viability review
- Travel Plan including monitoring
- Car club membership for three years
- Future proof connection to district heating network
- Provision of wheelchair units
- Highway works, public realm works and road safety audit

- 77 In the event that the members of the planning committee resolve to grant permission and the section 106 agreement is not signed by 21 October 2013, it is recommended that the Head of Development Management be authorised to refuse the application for the following reason:

*In the absence of a signed Section 106 agreement, there is no mechanism in place to avoid or mitigate the impact of the proposed development on the public realm, public open space, health care provision, the transport network, and employment and the proposal is therefore contrary to Policy 2.5 of the Southwark Plan and Policy 8.2 of the London Plan.*

## 78 **Community Infrastructure Levy**

S143 of the Localism Act 2011 states that any financial sum that an authority has received, will or could receive in the payment of a CIL is a material 'local financial consideration, in planning decisions. The requirement of the Mayoral CIL is a material

consideration. However, the weight to be attached to a local finance consideration remains a matter for the decision maker. Mayoral CIL is to be used for strategic transport improvements in London, primarily Crossrail. In Southwark, the levy is applied to all developments at a rate of £35 per square metre. The CIL contribution is based on all the additional floor space created. This amounts to 6937 sqm resulting in an applicable CIL payment of £242,795.

### **Sustainable development implications**

- 79 Core Strategy Strategic Policy 13 (High Environmental Standards) requires all proposed development to investigate the feasibility of using decentralised CHP or CCHP (Combined Cooling Heat and Power) systems and development of over 40 dwellings should be connected to existing or those being developed area-wide CHP or CCHP systems where they are within 200m of the site. The scheme proposes a Gas-fired CHP system. The energy strategy addresses the energy hierarchy of “Be Lean”, “Be Clean”, and “Be Green” stages to reduce the energy consumption of the development. The energy statement confirms that space allowance in the plant space will be provided for heat exchangers to connect to an off-site district heating and cooling network. This needs to be secured through the s106 agreement.
- 80 The energy statement submitted with the application states that utilising a large CHP plant to provide heat will provide an estimated CO2 emission saving of approximately 25% over Part L of the 2010 Building Regulations.
- 82 The London Plan (2011) also states that there is a presumption that all major development proposals will seek to reduce carbon dioxide emissions by at least 20 per cent through the use of on-site renewable energy generation wherever feasible.
- 81 The statement states that a number of renewable technologies have been appraised in terms of technical, physical and financial feasibility, as potential renewable systems for use on the project. Each technology was considered as an alternative option operating in conjunction with CHP. Solar photovoltaic panels (PV) are proposed onto the roofs of the building, achieving a 5.9% CO2 reduction.
- 82 The energy and sustainability strategies set out how the development is capable of achieving Code for Sustainable Homes Level 4 for the residential accommodation and BREAM excellent for the commercial premises in accordance with the Strategic Policy ENV13.
- 83 Overall, whilst the development is not able to provide, a 20% reduction in carbon dioxide from on site zero carbon sources of energy, it has been demonstrated why this is not possible in this case. The proposed CHP and air source heat pump systems will provide an efficient and sustainable source of energy for the scheme which generally accords with the targets set out in Strategic Policy 13.

### **Other matters**

- 84 *Demolition and Construction Works*  
 Provided the works take place in accordance with best practice and relevant legislation it is not considered that the demolition and construction works associated with the development would result in significant impacts upon properties in the vicinity of the site, including the cumulative impacts along with other development that may be proceeding in the area at the same time. A condition is recommending requiring works to be carried out with an Environmental Management Plan which will need to be submitted to and approved in writing by the Council prior to the commencement of works. This should include consideration and the environmental impacts and the required remedial measures.



85 *Flood Risk*

The site is located in Flood Zone 3 which is deemed to be high risk though it is within an area benefiting from the River Thames tidal flood defences. The application includes a Flood Risk Assessment (FRA) and the Environment Agency has confirmed it has no objections subject to a condition requiring that the development is carried out in accordance with the mitigation measures included in the FRA.

86 *Ecology*

The site does not affect any site of ecological importance. As ecological assessment has been submitted with the application which recommends several ecological enhancements which can be secured through conditions of planning permission including the use of a green/brown roof, native planting details and species encouragement.

87 *Archaeology*

The applicants have submitted a desk-based assessment. The application is located over the boundary of the parish of Christ Church Blackfriars and Paris Garden Manor. This boundary appears to be a long-standing landscape feature and is likely to be of early medieval origin. It is likely that the boundaries of Paris Gardens Manor are those of the estate known as Wideflete donated to Bermondsey Abbey in 1113, and subsequently passed to the Templar and Hospitaller knights before entering secular ownership with the dissolution of the monasteries. There is a potential that this boundary follows an existing landscape feature or relict watercourse and it is worth of record, should it survive on site. The use of part of the site as an emery and blacking factory is also worth of record. Industrial uses of this kind have been little investigated and are worthy of record.

The buildings presently occupying the Blackfriars street frontage are of interest and townscape value, and, as such are worthy of record. It is therefore recommended that they should be subject to archaeological building recording.

It is recommended that conditions are attached in relation to:

- i) Submission of a written scheme of investigation
- ii) Archaeological Building Recording
- iii) Archaeological Reporting

### **Conclusion on planning issues**

- 88 The application proposes a high density residential led mixed use redevelopment scheme proposing a range of residential apartments and flexible ground floor retail/commercial and community uses.
- 89 Whilst the existing buildings have some merit, they are not particularly good examples of their type, and it is considered their loss could be justified provided the replacement buildings are of a suitably high design quality to outweigh the limited harm that would result from the demolition of the existing buildings.
- 90 The proposal is a high quality architectural design and urban design which responds to its urban and historic context and reinforces them without being overly dominant. The mix of uses and the arrangement of height scale and massing are appropriate and the views demonstrate that the development will be a positive addition to the Blackfriars Road area. The development would preserve the setting of both nearby listed buildings and conservation areas.

- 91 In terms of layout the residential accommodation, in the majority of cases, the flat and room sizes exceed the Council's standards with double aspect units prevalent. Private amenity space is good and additional communal amenity space is provided on the roof of the building. Putting aside the affordable housing issues, the standard of residential accommodation is high and meets the Council's expectations for developments of greater density than the recommended ranges.
- 92 Following the receipt of amended plans the rear section of the development has been reduced in height by one storey. Whilst the development will still be a strong presence when viewed from facing residential properties in Helen Gladstone House and result in some impacts upon day and sun light, it is not considered that the revised proposal would result in such significant impacts upon living conditions of these, or any other, neighbouring properties, to justify refusing permission.
- 93 However, the affordable housing proposed does not meet the minimum policy requirement of 35% and the Council's considers that the viability information provided with the application does not demonstrate that as much affordable housing has been proposed as is financially viable for this development. The benefits of the scheme as set out above in paragraphs 88-92 do not outweigh the failure of the proposed development to provide the maximum reasonable amount of affordable housing, which is a strategic priority for both Southwark and London. The application is therefore contrary to Strategic Policy 6 (Homes for people of different incomes) of the Southwark Core Strategy 2011 and Policy 3.12 (Negotiating affordable housing on individual private residential and mixed use schemes) of the London Plan 2011.
- 94 All other matters and issues raised in policies and representations have been taken into consideration but none of which are considered to result in significant planning impacts.

#### **Community impact statement**

- 95 In line with the Council's Community Impact Statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.
- 96 a) The impact on local people is set out above.
- b) The following issues relevant to particular communities/groups likely to be affected by the proposal have been identified as
- c) The likely adverse or less good implications for any particular communities/groups have been also been discussed above. Specific actions to ameliorate these implications are

#### **Consultation**

- 97 Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.

#### **Consultation replies**

Details of consultation responses received are set out in Appendix 2.

**Human rights implications**

- 98 This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.
- 99 This application has the legitimate aim of seeking planning permission for a mixed use redevelopment scheme. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

**SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

- 100 Advice sought from other officers is summarised in the body of the main report and reported in Appendix 2.

**BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Site history file: TP/1390-169 Application file: 13/AP/0966 Southwark Local Development Framework and Development Plan Documents	Chief Executive's Department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 4351 Council website: www.southwark.gov.uk

**APPENDICES**

<b>No.</b>	<b>Title</b>
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Images
Appendix 4	Recommendation

**AUDIT TRAIL**

<b>Lead Officer</b>	Gary Rice, Head of Development Management	
<b>Report Author</b>	David Cliff, Team Leader, Major Applications	
<b>Version</b>	Final	
<b>Dated</b>	15 August 2013	
<b>Key Decision</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Strategic Director of Finance and Corporate Services	No	No
Strategic Director, Environment and Leisure	Yes	Yes
Strategic Director, Housing and Community Services	Yes	Yes
Director of Regeneration	No	No
<b>Date final report sent to Constitutional Team</b>	<b>22 August 2013</b>	

## APPENDIX 1

### Consultation Undertaken

**Site notice dates:** 07/05/2013 & 16/08/13

**Press notice date:** 09/05/2013

**Case officer site visit date:** 07/05/2013

**Neighbour consultation letters sent:** 09/05/2013 & 16/08/13

#### **Internal services consulted:**

Transportation Team  
Environmental Protection Team  
Ecology Officer  
Archeological Officer  
Planning Policy Team  
Housing  
Economic Development

#### **Statutory and non-statutory organisations consulted:**

Environment Agency  
Transport for London  
Thames Water  
Metropolitan Police  
Heath and Safety Executive  
Victorian Society  
Georgian Society

#### **Neighbours and local groups consulted:**

Residents living within approximately 100m of the site boundaries have been consulted.

#### **Re-consultation:**

Following the receipt of amended plans site notices have been posted and notification letters sent to all those residents originally notified along with additional residents who have made representations.

## APPENDIX 2

### Consultation Responses Received

#### Internal services

##### Transportation Team

*Servicing and Refuse:* Servicing and refuse collection will be undertaken from Poco. Due to site constraints no off street serving facilities can be provided. Given the nature of the proposed development and the location of the bin stores it is not thought there will be:

- many service vehicle movements associated with the above application; or
- refuse vehicles stationary in the highway for an extended period.

The applicant should be aware of any loading waiting and restrictions that operate in the area and that any contraventions will be enforced accordingly.

Given the car free nature of the proposed development the trips associated with vehicles is expected to be low.

*Cycle storage:* The Transport Group do not have any reason to suggest a refusal with regards to the number of cycle spaces that have been provided. However, the applicant will be required (through the travel plan) to revisit how well the cycle storage area is being used. If the cycle stands are not being used to the full capacity, then, through the Travel Plan the applicant will need to show how they are expecting to encourage and increase the use of cycles. (eg installing cages/lockers to allow users to store their helmets, wet jackets shoes etc). However, if the cycle storage is well used the applicant will need to demonstrate how they will accommodate the high use of cycle storage (eg increase the cycle storage area)

The applicant is required to submit to the Council, for approval, detailed and scaled drawings to demonstrate the storage to be of the dimensions, and be of a recommended style as stated in our best practice guidance.

Recommend Sheffield stands as the preferred cycle storage method in all cases and request that the applicant makes every attempt to provide these in the design. Two-tiered or vertical (and semi-vertical) storage systems are not recommended; although manufacturers will often state the ease of use of such systems, it is known that the elderly, children and the mobility-impaired often have difficulty in using them.

No cycle storage has been provided for the use of each commercial element of the development. The applicant should refer to the London Plan (table 6.3 page 207) to ensure that they provide the required provision. The proposed cycle storage should adhere to the requirements set out within the Southwark Plan-Policy 5.6.

For reasons of security cycle storage will need to be stored separately for all elements of the development.

*Car Parking:* The site is located in an area that benefits from a high PTAL (6) and excellent transport links. The applicant proposes a car-free development (with the exception of disabled parking), as is required by policy for developments within a CPZ and within the CAZ a car-free development. However, without controls on the issue of residents' and business parking permits, the imposition of additional demand for on-

street parking would be to the detriment of the amenity of existing residents. Therefore it is recommended that new residents and businesses are excluded from eligibility for on-street parking permits in the usual way.

*Travel Plan:* The framework travel plan submitted with the application is of good standard; however, it is requested that the applicant makes amendments prior to the full travel plan being submitted prior to occupation. The following areas must be changed/added

The number of residents expected on site must be given.

- Cycle storage-reviewing the cycle storage in one years time to asses the cycle use and how the applicant will try to encourage more residents to cycle, or increase the cycle storage area if it is well used.
- Zip Car-All eligible adults (residential) to be provided with three years minimum membership.

A full travel plan must be submitted and approved by the Local Authority prior to occupation.

Should planning permission be granted it is recommended that a full travel plan is secured by Section 106 agreement and through this; commitment to surveying residents at 1, 3 and 5 years, commitment to updating the travel plan following each of the surveys, and commitment to measures identified within the travel plan, should be sought. If a Section 106 is not applicable then it is recommended that a Travel Plan condition incorporating the above requirements is applied.

Should planning permission be granted, it is recommended that a sum of £3,000 is secured for LBS's monitoring of the travel plan, either through the Section 106 agreement or unilateral undertaking.

*Public Realm:* A list of public realm comments have been provided and all public realm details will required the approval of the Highway Authority.

#### Archaeological Officer

The applicants have submitted a desk-based assessment. The application is located over the boundary of the parish of Christ Church Blackfriars and Paris Garden Manor. This boundary appears to be a long-standing landscape feature and is likely to be of early medieval origin. Certainly it is likely that the boundaries of Paris Gardens Manor are those of the estate known as Wideflete donated to Bermondsey Abbey in 1113, and subsequently passed to the Templar and Hospitaller knights before entering secular ownership with the dissolution of the monasteries. There is a potential that this boundary follows an existing landscape feature or relict watercourse and it is worth of record, should it survive on site.

The use of part of the site as an emery and blacking factory is also worth of record. Industrial uses of this kind have been little investigated and are worthy of record.

The buildings presently occupying the Blackfriars street frontage are of interest and townscape value, and, as such are worthy of record. It is therefore recommended that they should be subject to archaeological building recording.

It is recommended that conditions are attached in relation to:

- i) Submission of a written scheme of investigation
- ii) Archaeological Building Recording

### iii) Archaeological Reporting

#### Ecological Officer

The preliminary ecological appraisal meets best practice and its conclusions and recommendations are agreed. With regards to bats there is negligible potential for the site to support roosting bats.

Conditions are recommended relating to green/brown roofs, native planting details and insect, bird and bat homes.

#### Environmental Protection Team

The proposed development lies within the heart of the AQMA and will introduce some 250 + new residents to pollution exposure. The applicants consultants have concurred that pollution objectives are exceeded however have concentrated their assessment and report on the contribution this development may have – which I agree would be negligible in traffic terms. It does not appear the proposed CHP energy system has been evaluated for its pollution potential. It is proposed that the development will be mechanically ventilated by a centralised system, which together with the window design to provide the sound insulation levels required should reduce exposure.

Although the commercial units are speculative A1 – A5 - the opportunity should be taken to design in a vertical discharge connection for kitchen extract equipment to be connected to for commercial cooking operations within A3 /5.

The development will be exposed to external environmental noise principally from road traffic and the residential accommodation and particularly on the Blackfriars Road facade needs to adequately sound insulated. Clement Acoustics have undertaken assessment and their findings have advised the extent of insulation required to each facade, however this has been based on BS standard where 40dBA living rooms and 35dBA bedrooms is defined. Suggest A validation test shall be carried out on a relevant sample of premises following completion of the development but prior to occupation. The results shall be submitted to the LPA for approval in writing.

Conditions are recommended requiring:

- Details of CHP plans and dispersion of flue gases.
- Kitchen extraction equipment
- Internal and external noise levels
- Sound insulation between commercial and residential premises
- Plant noise details
- Contamination surveys and mitigation
- The submission of an Environmental Management Plan

#### Planning Policy Team

The redevelopment of the site for mixed use development comprising of commercial units on the ground floor and residential on the upper floors is consistent with overarching policy of locating higher density schemes in areas of excellent public transport accessibility, and in town centres. However, the density of the scheme at 1,570 hrh exceeds the maximum set out in Policy 5 of the Core Strategy for the CAZ (1,200 hrh). The scheme must demonstrate an exemplary standard of design and excellent level of accommodation in order to justify this level of density.

This level of affordable housing is not policy compliant. We will only consider affordable



rent once a financial appraisal has been submitted to demonstrate why the policy requirement cannot be met, in line with the Affordable Housing SPD. If the financial appraisal demonstrates to our satisfaction that the required level or mix of affordable housing is not financially viable we will consider proposals for affordable rent in line with the 3 options set out in the December 2011 committee report.

The proposal does not meet the Policy 13 target for CO2 reduction from the use of on-site low and zero carbon technologies. Recommend that further work is undertaken, secured by planning condition, to determine whether any additional savings in CO2 emissions can be achieved.

The proposed ground floor commercial frontage complies with policies and Draft SPD. The SPD also encourages flexibility in the design of the commercial units to permit adaptability for multiple uses if needed in the future. Support the provision of a D1 community use as part of this mixed use development.

### **Statutory and non-statutory organisations**

#### Georgian Group

Objects to the demolition of 173 Blackfriars Road, in principle, on the grounds that it is an undesignated heritage asset that is a positive contributor to the public realm. The retention of this building is in line with Southwark Council's and Transport for London's aspirations to regenerate this corridor as a quality gateway into the city, as first envisaged by The Corporation in the 18th Century. The contribution to the public realm and the retention of historic assets is one way that the street's significance can be enhanced.

The current proposals are to demolish a historic building of historic character, and three storey's high, and replace it with a seven storey tower; this cannot be considered to be in accordance with the draft Bankside, Borough and London Bridge SPD. The existing pub/restaurant is likely to encourage people to 'visit and linger' to a greater extent than the proposed commercial tower.

The demolition of a public house, a facility that can provide many community benefits, is clearly contrary to the aims of the NPPF on community facilities.

The Georgian Group recommends that the application is refused on the grounds that it will result in the demolition of a building of good local character, within an area defined by a draft SPD as being in need of environmental improvements, and loss of a positive community facility, as defined by the NPPF (para 70). We consider the application to be in conflict with the aim of local planning documents and the NPPF. The group objects to the application in principle.

#### Victorian Society

Objects to the proposed demolition of the historic buildings at 169-173 Blackfriars Road. The buildings are modest historic structures which contribute positively to the character of the surrounding streetscape. 169-172 is an early 20th century mansion block of red brick construction. With a chamfered south-western corner to address the southern approach, free use of simple ornamentation and strong vertical emphasis - reinforced by its protruding central gabled bay - confer the building with presence, character and aesthetic appeal. The same is true of the three storey public house on the north western corner of the site. Though altered, it retains its basic historic form, window surrounds and some historic decorative treatment.

Both buildings possess good local character and contribute positively to the streetscape

and should be considered non-designated heritage assets, a material consideration in evaluating planning applications, in line with paragraph 135 of the NPPF.

Given the considerable extent of the application site, there should be sufficient room to provide the desired buildings to the rear of the two retained historic buildings.

#### The Conservation Areas Advisory Group for Southwark

This project is a conservation disaster for the regeneration of the Blackfriars Road. Proposed is the demolition of a handsome pair of substantial 19th century buildings to make way for a tall, block-wide housing project. The two buildings proposed for demolition are a handsome late-19th century Renaissance Revival block of flats and a mid-19th century stucco fronted Italianate pub. Both these buildings are in use are in good condition and complement the existing collection of 19th century public and commercial architecture on the Blackfriars Road. The demolition of these buildings would be a great loss to the historic environment on the Blackfriars Road and diminish the integrity conservation areas surrounding it.

The site of the proposed development is very deep, extending back about 60 meters along Pocock Street. Our recommendation is to preserve the historic buildings to the Blackfriars Road and create a dense new development to the rear, eastern part of the site. The two historic buildings could potentially be extended vertically.

The Blackfriars Road is one of Southwark's finest avenues and an important route into the borough from the north. We welcome intelligent new development, but lets not waste its historic buildings. There is a lot of new development on this Road, this must be balanced with the preservation of the existing 19th century fabric of this street. We recommend the refusal and a more sensitive re-design of this scheme. Surely the preservation of these buildings is would also help create a greener more environmentally friendly scheme.

CAAG also suggests that there should be more attention to the public frontage to Blackfriars Road, i.e. reinstatement of York stone paving, and appropriate large street tree planting e.g. London Plane as a part of a street-long treatment of Blackfriars Road from Blackfriars Bridge to St George's Circus.

#### Environment Agency

No objections raised subject to conditions relating to:

- i) Implementation of the approved flood risk strategy,
- ii) Submission of a scheme to deal risks associated with contamination,
- iii) Previously unidentified contamination,
- iv) Piling and other foundation designs using penetrative methods,
- v) Infiltration of surface water drainage

#### Thames Water

No objection with regard to sewerage or water infrastructure. Further details of the impacts of piling upon sewerage and water infrastructure should be agreed in writing with the Local Planning Authority before any piling is commenced.

#### **Neighbours and local groups**

Forty four letters of objection (including twenty three pro-forma letters) have been received from residents living in the vicinity of the site. The issues raised are summarised below:

- Loss of existing buildings will be detrimental to the character of the area. There is a lack of historic buildings in the area. Design could incorporate the existing terrace and public house, or at least the facades, with new development built behind. Inaccuracies within applicants heritage statement.
- Loss of local facilities such as cafe, newsagent, dry cleaners and pub.
- Impact on living conditions of neighbouring properties from construction noise, disturbance and pollution.
- Loss of daylight/sunlight and overshadowing to adjacent residential buildings. Previous proposal had to be kept at same height as Pakeman House.
- Future residents would have access to day light and sunlight obstructed by Manna Ash House.
- Overshadowing of park area of Nelson Square and community garden in Surrey Row.
- Impact on amenities in the local area (i.e. parking, open spaces, GP surgeries)
- Design, appearance, bulk, height and general scale of the development is not appropriate to the local area and surrounding buildings.
- Proposed development is too high. Building is out of scale with surrounding development. Height should be compatible with Pakeman House.
- Overdevelopment of the site.
- Unimaginative design.
- Insufficient details of materials provided with application.
- Disturbance from increase in traffic.
- Disturbance and obstruction from delivery and service vehicles.
- Loss of and interference with on-street parking spaces.
- Insufficient pavement around the building.
- Proposed safety barrier on roof will add height to the building.
- Loss of privacy from windows, balconies and amenity areas.
- Details of public amenity space are unclear. Existing green spaces are already under great pressure to which this will add.
- Loss of independent shops and bars. Do not want to see more chain stores and restaurants.
- Development should provide more 3/4 bedroom family homes.
- Cumulative impact of this and other developments needs to be considered, visually and in terms of local resource and infrastructure planning.
- Impacts upon road safety, including pedestrian and child safety.
- Attention needs to be paid to the utilities infrastructure, particularly water and sewage systems.
- Area will become over populated.
- Insufficient affordable housing provision.
- Interference of TV signals in Nelson Square.
- Wind tunnel effect from proposed building.
- Other developments in area have been built but are empty.

The representations from neighbours outline above were received from the following addresses:

- Helen Gladstone House (3)
- Pakeman House (16)
- Rowland Hill House (6)
- Webber Street (1)
- Nelson Square (3)
- Pocock Street (1)
- Bridgehouse Court (1)
- Blackfriars Road (1)
- Ring Court (1)

- Applegarth House (8)
- Rushworth Street (1)
- Unspecified (2)

BNP Paribas on behalf of the City of London Corporation (COLC)

- The COLC Estate Managers Office for Pakeman House is located immediately to the east of the application site.
- Imperative that the development proposals do not prohibit the future development of Pakeman House site. Discussions, at an early stage, are ongoing with Linden Homes in relation to the potential of a comprehensive development.
- Proposals would compromise the future development of Pakeman House by virtue of restricting the daylight/sunlight received by the site as well as overshadowing.
- Overlooking from proposed windows and balconies would restrict the developable area of Pakeman House.
- The position of the proposed building in close proximity to Pakeman House would leave very limited options for mitigating impacts.
- COLC request that the proposed fenestration and external amenity areas are reviewed to ensure no overlooking of the adjacent site.
- The high density and design of the scheme could limit the development potential of the adjacent site and would represent an overdevelopment.









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## RECOMMENDATION

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This document shows the case officer's recommended decision for the application referred to below.  
This document is not a decision notice for this application.

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<b>Applicant</b>	Linden Homes South East Ltd & Thames Valley Housing Association	<b>Reg. Number</b>	13/AP/0966
<b>Application Type</b>	Full Planning Permission	<b>Case Number</b>	TP/1390-169
<b>Recommendation</b>	Refuse permission		

---

### Draft of Decision Notice

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**Planning Permission was REFUSED for the following development:**

Demolition of existing buildings and structures followed by the erection of a part 10 storey / part 6 storey building comprising 87 residential units, five retail/commercial units totalling 451 sqms (Use Classes A1-A5 and D1), a reception area, ancillary cycle and disabled car parking, private and public amenity space, basement and ancillary plant. (Revised Description)

**At:** 169-173 BLACKFRIARS ROAD (BOUNDED BY SURREY ROW AND POCOCK STREET), LONDON SE1 8ER

**In accordance with application received on 28/03/2013**

**Reason for refusal:**

The affordable housing proposed does not meet the minimum policy requirement of 35% and the Council's considers that the viability information provided with the application does not demonstrate that as much affordable housing has been proposed as is financially viable for this development. The application is therefore contrary to Strategic Policy 6 (Homes for people of different incomes) of the Southwark Core Strategy 2011 and Policy 3.12 (Negotiating affordable housing on individual private residential and mixed use schemes) of the London Plan 2011.

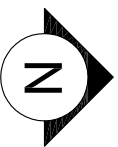
**Statement of positive and proactive action in dealing with the application**

Following pre-application discussions, negotiations and meetings continued through the course of the application and the application has been determined in accordance with the timetable set out in an amended Planning Performance Agreement. Whilst affordable housing has remained to be an issue, all other pertinent issues have been satisfactorily resolved throughout the course of the application.



# Agenda Item 6.2

## Location Plan



**Notes**  
 Contractor must verify all dimensions on site before commencing any work or stop drawings.

If this drawing exceeds the quantities taken in any way the Architects are to be informed before the work is started.

Only figured dimensions to be taken from the drawing. Do not scale off this drawing.

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The drawing originates from the C/D file:

**Revisions**  
 Rev. Des. By Date Ch  
 A PLANNING ISSUE CA/22/12/09

**carey/jones**  
 architects

Victoria House, Southampton Row  
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 Tel +44 (0)20 7293 9400  
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Rose Mount, East Street  
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10th Floor, 18 West 18th Street  
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Project: **Camdenwell Green** Job No: **21098**  
 www.carey/jones.com

Title: **Site Location Plan**

Scale: **1:1250 @ A3** Drawn by: **CXA**

Date: **DEC 2009** Checked by:

Drawing No: **(00) AP 01** Revision No: **A**



<b>Item No.</b>	<b>Classification:</b>	<b>Date:</b>	<b>Meeting Name:</b>
6.2	OPEN	3 September 2013	Planning Committee
<b>Report title:</b>	<b>Development Management planning application:</b> Application 12/AP/1308 for: Full Planning Permission  <b>Address:</b> 1-6 CAMBERWELL GREEN & 307-311 CAMBERWELL NEW ROAD, LONDON SE5  <b>Proposal:</b> Demolition of existing buildings on site and redevelopment to provide mixed use premises with a maximum height of 6 storeys with set backs at 1st and 6th floors, providing 101 residential units (2 x studio units, 30 x 1 bed, 46 x 2 bed, 23 x 3 bed) and 1,335sqm of commercial uses within use Classes A1, A2, A3 and B1 at ground floor. Associated areas for cycle storage, disabled parking bays (4 spaces) and amenity space.		
<b>Ward(s) or groups affected:</b>	Camberwell Green		
<b>From:</b>	Head of Development Management		
<b>Application Start Date</b>	18/05/2012	<b>Application Expiry Date</b>	17/08/2012
<b>Earliest Decision Date</b>	01/03/2013		

## RECOMMENDATION

- 1 That members amend the time frame for agreeing the legal agreement from 5 September 2013 to 8 October 2013 at which date the head of development management be authorised to refuse planning permission and conservation area consent for the reasons set out in paragraph 5 of this report.

## BACKGROUND INFORMATION

- 2 On 2 July 2013, the planning committee failed to grant permission for the above described development and considered refusing the proposed development for the following four reasons:
  - insufficient provision for affordable housing
  - unacceptable design, scale and massing of the elevation facing the Green
  - the development would adversely affect the amenities of future residents within the development at 315-317 Camberwell New Road by unreasonably limiting the daylight available within habitable rooms within that development
  - insufficient provision for parking for disabled residents of the proposed flats

On 16 July 2013, the planning committee heard and considered additional information in regard to above noted concerns of members on 2 July 2013. Members then resolved: 1) To grant planning permission subject to conditions and the applicant entering into an appropriate legal agreement; 2) Noted that English Heritage have no objection and that conservation area consent 12-AP-1309 is granted; and 3) In the event that the legal agreement is not entered into by 5 September 2013 then the head of development management be authorised to refuse planning permission and conservation area consent.

## KEY ISSUES FOR CONSIDERATION

### Summary of main issues

- 3 The main issues to be considered are:
- a) Whether it would be reasonable to provide an additional 30 days to allow the parties to complete the legal agreement;
  - b) The resolution of the planning committee taken on 16 July 2013 to grant planning permission subject to condition and legal agreement.

4 Legal Agreement

Since the resolution taken by members of the planning committee on 16 July 2013, both parties (the applicant and the Council) have worked to progress the legal agreement with a view to complete on or before 5 September 2013; however, despite the reasonable endeavours undertaken the legal agreement has not sufficiently progressed to enable it to meet the deadline. Given the resources expended on both sides and the desire to facilitate development, it is considered reasonable to allow additional time to complete the agreement.

5 Resolution to grant permission

The resolution to grant permission was linked to a completion date of 5 September for the legal agreement and instructs the head of development management (HoDM) to refuse permission should that date not be met. In practice, the HoDM has some discretion, usually a matter of days beyond the deadline, to allow parties to complete and engross a legal agreement. However, in this instance, the amount of time required to complete the agreement will likely run beyond a few days. In order to facilitate completion and the much needed development of a prominent site in Camberwell, it is considered reasonable to allow additional time to 8 October. Should the parties fail to agree within this additional time frame, which is unlikely, the HoDM is directed to refuse the application for the following reason:

‘In the absence of a signed Section 106 agreement, there is no mechanism in place to avoid or mitigate the impact of the proposed development on the public realm, public open space, health care service, the transport network, employment and the need to support mixed and balanced communities and the proposal would therefore be contrary to Policy 2.5 of the Southwark Plan and Policy 8.2 of the London Plan’.

6 **Conclusion**

Allowing a further 30 days to complete the legal agreement is reasonable and would facilitate the grant of permission for the development and efficient use of an urban brownfield site, and support the regeneration of Camberwell Town Centre.

### SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

- 7 None

**BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Site history file: TP/2029-L  Application file: 12/AP/1308  Southwark Local Development Framework and Development Plan Documents	Deputy Chief Executive's Department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: <a href="mailto:planning.enquiries@southwark.gov.uk">planning.enquiries@southwark.gov.uk</a> Case officer telephone: 020 7525 5597 Council website: <a href="http://www.southwark.gov.uk">www.southwark.gov.uk</a>

**APPENDICES**

<b>No.</b>	<b>Title</b>
Appendix 1	Planning committee report 16 July 2013

**AUDIT TRAIL**

<b>Lead Officer</b>	Gary Rice, Head of Development Management	
<b>Report Author</b>	Gary Rice, Head of Development Management	
<b>Version</b>	Final	
<b>Dated</b>	21 August 2013	
<b>Key Decision</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Director of Legal Services	No	No
Director of Planning	No	No
Strategic Director of Environment and Leisure	No	No
<b>Date final report sent to Constitutional Team</b>	22 August 2013	

## APPENDIX 1

	<b>Classification:</b> OPEN	<b>Date:</b> 16 July 2013	<b>Meeting Name:</b> Planning Committee
<b>Report title:</b>	<b>Development Management planning application:</b> Application 12/AP/1308 for: Full Planning Permission  <b>Address:</b> 1-6 CAMBERWELL GREEN & 307-311 CAMBERWELL NEW ROAD, LONDON SE5  <b>Proposal:</b> Demolition of existing buildings on site and redevelopment to provide mixed use premises with a maximum height of 6 storeys with set backs at 1st and 6th floors, providing 101 residential units (2 x studio units, 30 x 1 bed, 46 x 2 bed, 23 x 3 bed) and 1,335sqm of commercial uses within use Classes A1, A2, A3 and B1 at ground floor. Associated areas for cycle storage, disabled parking bays (4 spaces) and amenity space.		
<b>Ward(s) or groups affected:</b>	Camberwell Green		
<b>From:</b>	Head of Development Management		
<b>Application Start Date</b> 18/05/2012		<b>Application Expiry Date</b> 17/08/2012	
<b>Earliest Decision Date</b> 01/03/2013			

**RECOMMENDATION**

- 1
  - a) That members consider new material information that the applicant has provided to the local planning authority in regards to the concerns raised by the planning committee at its meeting on 2 July 2013.
  - b) That members consider whether or not this new material information overcomes the four draft reasons for refusal as set out in the draft decision notice.
  - c) If members are minded to refuse, that members consider and agree the four draft reasons for refusal provided by officers.

**BACKGROUND INFORMATION**

- 2 On 2 July 2013, the planning committee failed to grant permission for the above described development and considered refusing the proposed development for the following four reasons:
  - insufficient provision for affordable housing
  - unacceptable design, scale and massing of the elevation facing the Green
  - the development would adversely affect the amenities of future residents within the development at 315-317 Camberwell New Road by unreasonably limiting the daylight available within habitable rooms within that development
  - insufficient provision for parking for disabled residents of the proposed flats

**Site location and description**

- 3 See attached report - Appendix 1

**Planning history**

- 4 See attached report - Appendix 1

**Planning history of adjoining sites**

- 5 See attached report - Appendix 1

**KEY ISSUES FOR CONSIDERATION****Summary of main issues**

- 6 The main issues to be considered are:

- a) Whether the revised offer of affordable housing together with the changes to the design of the Camberwell Green elevations and the two additional disabled parking bays would overcome the previous concerns of members;
- b) The previous officer report to members dated 2 July 2013.

**7 Affordable Housing**

Alongside the offer considered by committee previously, the applicant has worked up a proposal for a mix of on site shared ownership and a financial contribution towards social or affordable rented provision elsewhere within the Borough. This amounts to an alternative proposal that would provide 9 shared ownership units on site (5 @ 2 bedrooms and 4 @ 3 bedrooms) and in addition a commuted sum of £736,350 which the applicant proposes would be payable in full at commencement. This produces a similar Residual Land Value of minus £312,000 - compared with the site's current value of over £2 million as accepted by the DVS. The applicant has set out the following for members to consider:

- If we assume subsidy is £50,000 per rented unit, the commuted sum proposed would support approximately 14 - 15 rented units elsewhere by a registered provider, assuming the RP's private finance input supported by rents and some internal cross-subsidy.
- Alternatively, if this were used on Southwark land in one of the regeneration schemes in the Borough and hence the land is effectively at nil cost, it would be reasonable to assume construction at approximately £150k per unit including fees etc. So if the commuted sum was used to subsidise these units by 50%, that would be about 10 rented units. The other £75k cost would be a normal/reasonable assumption for the council to cover from the rental income.
- The toolkit appraisal for Camberwell now shows a negative land value that is over £2.5M less than the undisputed existing use value; hence this is a very significant offer beyond what could normally be sustained. It is a direct alternative to the offer of 20% by habitable room and would provide a mix of rented and shared ownership that, depending on the model adopted by the Council, would equate to more than 20% provision by habitable room and possibly up to 25%.

**8 Design of the Camberwell Green Frontage**

In response to the committee's concern, the applicant has prepared an alternative design for consideration which the applicant believes addresses the concern raised. Changes to the Camberwell Green frontage reintroduces a series of vertical brick elements that help to reinforce the vertical rhythm of the building. These columns are kept to a reasonable proportion to ensure that the fenestration is clear and framed and allows a good level of light for the units themselves. Officers consider that these design changes are an improvement over the previous design.

## 9 **Disabled Car Parking**

The applicant has revisited the ground floor layout to provide 2 additional disabled car spaces within the site near to the 2 originally proposed and hence providing a total of 4 spaces.

Whilst there would remain a shortfall of bays, officers consider that the additional bays are a significant and welcome provision within what is a very constrained site.

## 10 **Sunlight/Daylight**

The applicant has not changed their position on sunlight/daylight with respect to the snooker hall site and believes that the proposal respects the character and proportions of Camberwell Passage. Further, the proposed development is set back in key areas, widening Camberwell Passage itself, and limits the depth of the Camberwell New Road building to increase the light levels reaching the passage.

Additionally, the recessed central section of the scheme increases light to Camberwell Passage that would clearly benefit the snooker hall site.

### **Draft Reasons for Refusal**

- 11 At the committee meeting on 2 July 2013, members were minded to refuse planning permission and requested that officers return to the committee as soon as possible with draft reasons for refusal. The four areas of concern to members were affordable housing; design of the Camberwell Green elevation, disabled parking provision, and sunlight/daylight impacts on the snooker hall site. Should members be minded to refuse this application after having given full regard to all the relevant material information including the new information coming to light since 2 July, officers suggest the following four reasons for refusal:

1. The proposal makes insufficient provision for affordable housing, and has not explored all options for maximising the amount of affordable housing in the development, particularly by engaging with affordable housing providers during or prior to the application process. As such it is contrary to policy 3.12 'Negotiating affordable housing on individual private residential and mixed use schemes' of the London Plan 2011 and saved policy 4.4 'Affordable Housing' of the Southwark Plan 2007.
2. The design, scale and massing of the building fronting onto Camberwell Green, together with its elevational design and fenestration, does not make a sufficiently positive response to this key frontage within the Camberwell Green Conservation Area. The building is overly-dominant within its immediate context, and includes design features which do not respect the character of the conservation area, as described in the Conservation Area Appraisal. As such, the development is contrary to saved policies 3.15 'Conservation of the historic environment' and 3.16 'Conservation areas' of the Southwark Plan 2007.

3. The development would adversely affect the amenities of future residents within the development at 315-317 Camberwell New Road, by unreasonably limiting the daylight available within habitable rooms within that development. As such it would unreasonably compromise the development potential of that neighbouring site contrary to saved policy 3.11 'Efficient use of land' of the Southwark Plan 2007.
4. The development makes insufficient provision for parking for disabled residents of the proposed flats. In this location, there is no realistic prospect of disabled residents being able to access on street disabled parking within a reasonable distance of their home. As such, the low level of provision is likely to discourage the uptake of wheelchair housing, and disadvantage disabled people looking for housing. As such it is contrary to saved policy 5.7 'Parking standards for disabled people and the mobility impaired' of the Southwark Plan 2007 in that it does not provide adequate parking for disabled people.

#### **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

None

#### **REASONS FOR LATENESS**

The applicant provided new information to the local authority on Friday 12 July 2013 that is relevant to the determination of this application and must be reported to and considered by the planning committee prior to issuing a safe decision.

#### **REASONS FOR URGENCY**

In order to ensure the proper discharge of the statutory duties of the council as local planning authority, the decision notice has to be issued and cannot be delayed until the next meeting of the planning committee on 3 September 2013.

**BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Site history file: TP/2029-L Application file: 12/AP/1308 Southwark Local Development Framework and Development Plan Documents	Deputy Chief Executive's Department 160 Tooley Street London SE1 2TZ	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: <a href="mailto:planning.enquiries@southwark.gov.uk">planning.enquiries@southwark.gov.uk</a> Case officer telephone: 020 7525 5597 Council website: <a href="http://www.southwark.gov.uk">www.southwark.gov.uk</a>

**APPENDICES**

<b>No.</b>	<b>Title</b>
Appendix 1	Planning committee report 2 July 2013
Appendix 2	Draft decision notice for refusal
Appendix 3	Draft decision notice for approval

**AUDIT TRAIL**

<b>Lead Officer</b>	Gary Rice, Head of Development Management	
<b>Report Author</b>	Gary Rice, Head of Development Management	
<b>Version</b>	Final	
<b>Dated</b>	15 July 2013	
<b>Key Decision</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Director of Legal Services	No	No
Director of Planning	No	No
Strategic Director of Environment and Leisure	No	No
<b>Date final report sent to Constitutional Team</b>		15 July 2013



Date 22/8/2013



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<b>Item No.</b> 6.3	<b>Classification:</b> OPEN	<b>Date:</b> 3 September 2013	<b>Meeting Name:</b> Planning Committee
<b>Report title:</b>	<b>Development Management planning application:</b> Application 11/AP/2012 for: Full Planning Permission  <b>Address:</b> BRANDON HOUSE, 180 BOROUGH HIGH STREET, LONDON SE1 1LW  <b>Proposal:</b> Demolition of existing building and erection of a building (with basement) up to eight storeys in height (maximum 28.50m at corner) fronting Marshalsea Road and Borough High Street comprising office / retail floorspace (Class B1 / Class A use) and 96 residential units; erection of a four storey mews building to the rear (13.10m) comprising 4 residential units; provision of open space with ancillary plant, car parking and servicing, works of hard and soft landscaping and new pedestrian access to Borough High Street together with other associated and enabling works		
<b>Ward(s) or groups affected:</b>	Cathedrals		
<b>From:</b>	Head of Development Management		
<b>Application Start Date</b> 01/07/2011		<b>Application Expiry Date</b> 30/09/2011	
<b>Earliest Decision Date</b> 07/07/2013			

## RECOMMENDATION

- 1 That planning permission is GRANTED subject to conditions and the applicant entering into an appropriate legal agreement.

## BACKGROUND INFORMATION

### Site location and description

- 2 The application site is prominently located at the north-eastern corner of the junction of Borough High Street, Marshalsea Road, and Great Dover Street. It is approximately 0.4 hectares in size and comprises a linear four storey building built in the 1980s with long frontages onto both Borough High Street and Marshalsea Road. It is currently in office (Class B1) use. To the rear is hardstanding used for vehicle parking and servicing. The rear of the site is bounded by a large brick wall which forms a boundary with Little Dorrit Park. The park is designated Borough Open Land.
- 3 The main pedestrian access to Brandon House is located on the corner of Borough High Street and Marshalsea Road with a ramped access further north on the Borough High Street frontage. Vehicular access is via Disney Place leading to the rear car park and service area.
- 4 The surrounding area is mixed in character with a wide range of land uses present, including various commercial, educational and residential uses. The principal commercial frontage is along Borough High Street where buildings are typically five

and six storeys high. Marshalsea Road has less of a commercial presence with larger warehouse style buildings generally of four and five storeys in height.

- 5 The Church of St. George the Martyr is located at the centre of the Borough High Street / Marshalsea Road / Great Dover Street junction. This is a Grade II\* listed building dating from 1734. St. George's Churchyard and Gardens is designated Borough Open Land. Borough High Street Conservation Area adjoins the application site along its Borough High Street frontage.

### **Details of proposal**

- 6 A five year consent is sought to demolish the existing building and provide a mixed use scheme comprising 5,869 sqm (GEA) of Class B1 office and Class A retail floorspace and 100 new residential units. The development would comprise:
- Borough High Street building (Building 1)
  - Office building located on the corner of Borough High Street and Marshalsea Road (Building 2)
  - Marshalsea Road building (Building 3)
  - The yard building located to the rear of Borough High Street building (Building 4)
  - 5 mews style houses facing onto the eastern edge of the Park (Buildings 5 and 7)
  - 4 mews style houses along the southern edge of the Park (Building 6)
- 7 The residential accommodation would be located on the upper floors of both Borough High Street and Marshalsea Road buildings as well as within a new courtyard building and mews style houses to the rear. 20 affordable units are proposed and these would be located in the Borough High Street building. The commercial Class B / Class A floorspace would be located on the ground and basement levels of the Borough High Street and Marshalsea Road blocks and on the upper floors of the corner office building.
- 8 A new pedestrianised route would be created through the site linking Borough High Street and Disney Place. To the rear of the buildings would be a new landscaped courtyard, including dedicated child play space.
- 9 Vehicular access to the site would be from Disney Place. 11 disabled car parking spaces are proposed, of which 9 are provided at basement level with the remaining 2 spaces located at grade. Cycle spaces for all the uses are provided within dedicated stores at basement and ground level.
- 10 Revised plans  
In order to respond to a number of issues and concerns raised on the original submission, a series of revisions have been made to the scheme and updated documentation and plans were submitted in May 2013. In summary, these changes comprise the following:
- reduction in number of residential units to 100 in total (previously 108 units);
  - a revised residential dwelling mix to increase the number of three bedroom flats;
  - revised internal layouts to the flats;
  - extension of basement area to provide 9 disabled parking spaces (11 in total on site) as well as cycle storage, refuse, and plant;
  - increase in number of cycle parking spaces.

All other aspects of the scheme, including height, massing, and external appearance of the buildings, remain unchanged.

- 11 The above revised plans and updated application documents were consulted upon and the responses are summarised in the appendix to this report.
- 12 As a result of ongoing negotiations, further updated documents were submitted in August 2013 as follows:
  - Revised Overshadowing Note for Little Dorrit Park
  - Revised Energy Note
  - Addendum to Service Waste and Management Plan
  - Amenity Space Briefing Note
  - Note on Boundary Treatment to Little Dorrit Park
  - Revised Accommodation Schedule (showing internal room / unit sizes)
  - Amended upper floor layout plans (1st-7th floors) to reflect minor changes to residential accommodation.
- 13 The latest information detailed above has been consulted on. Further responses to the reconsultation will be included in the Addendum Report to Committee.

### **Planning history**

- 14 Application Reference 09-AP-2042  
An application for a Screening Opinion was made under Regulation 5 of the then Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulation 1999 for: Demolition of existing building and redevelopment to provide a mixed use development ranging from five to eight storeys in height (plus basement) comprising office, retail, and residential floorspace. The council confirmed, by letter dated 15 September 2009, that the proposal did not fall within a defined EIA development category and would not be likely to give rise to environmental effects of more than local significance. An EIA would therefore not be required.
- 15 Application Reference 10-AP-3241  
Application WITHDRAWN on 11 March 2011 at the request of the applicant. The proposal was for: Demolition of existing building and erection of a part five storey / part six storey / part eight storey building (plus basement) fronting Marshalsea Road and Borough High Street (30.44m AOD maximum height) comprising 5,394 sqm (GEA) of office (Class B1) and retail (Class A) floorspace and 123 residential units; erection of a four storey 'mews' building to the rear (17.66m AOD maximum height) comprising 4 residential units; provision of open space with ancillary plant, car parking and servicing, works of hard and soft landscaping and new pedestrian access to Borough High Street, together with other associated and enabling works.

### **Planning history of adjoining sites**

- 16 10 Marshalsea Road - Application Reference 12-AP-2661  
Planning permission GRANTED on 4 December 2012 for: New shopfront, single storey rear extension and additional storey at third floor level with roof terrace; and change of use at basement and ground floor from A1 retail to A1 retail or B1 office, with self containment of residential unit on the upper floors which is re-configured and extended from a two bedroom to a three bedroom flat.
- 200 Great Dover Street
- 17 Application Reference 09-AP-2128  
Planning permission REFUSED on 24 February 2010 for: Demolition of existing building and erection of one six storey building, plus basement, (maximum height 29.05m AOD) comprising 163 sq.m of commercial floorspace (Class A retail / B1 office / D1 community uses) and 3,131 sq.m of office (Class B1) floorspace and one part seven / part seventeen storey (including mezzanine floor) building, plus basement,

(maximum height 53.75m AOD) comprising 370 sq.m of commercial floorspace (Class A retail / B1 office / D1 community use) and 237 beds for student accommodation together with landscaped courtyard, bicycle and refuse storage. The application was later dismissed on appeal by decision dated 18 February 2011.

18 Application Reference 12-AP-0617

Planning permission GRANTED on 30 March 2012 for: Erection of two additional storeys of accommodation, plus erection of plant at seventh floor level (maximum height 30.675m AOD), together with refurbishment and re-cladding of existing building, and use of entire building for office (Class B1) purposes, with landscaping, disabled parking, and cycle storage. To date, the permission has not been implemented.

## **KEY ISSUES FOR CONSIDERATION**

### **Summary of main issues**

19 The main issues to be considered in respect of this application are:

- principle of the proposed development in terms of land use and conformity with strategic policies;
- environmental impact assessment;
- housing mix and density
- affordable housing;
- quality of accommodation;
- impact on the amenities of occupiers of adjoining properties;
- design issues, including layout, heights, massing and elevations;
- impact on local views and the setting of listed buildings and conservation areas;
- transport matters;
- archaeology;
- flood risk;
- planning obligations; and
- energy and sustainability.

### **Planning policy**

20 The development plan for the borough comprises the London Plan 2011, the Core Strategy 2011, and saved policies of the Southwark Plan 2007. The following designations apply to the site:

- Central Activities Zone (CAZ)
- Bankside and Borough District Town Centre
- Bankside, Borough and London Bridge Opportunity Area
- Archaeological Priority Zone (APZ)
- Air Quality Management Area (AQMA)
- Public Transport Accessibility Level (PTAL) 6a
- Flood Zone 3

21 The site is located adjacent to Borough High Street Conservation Area and opposite the Grade II\* listed St. George the Martyr Church. Little Dorrit Park to the north is designated Borough Open Land. The site lies within the backdrop assessment area of the protected view of St. Paul's Cathedral from Alexandra Palace.

### Core Strategy 2011

22 Strategic Targets Policy 1 - Achieving growth  
Strategic Targets Policy 2 - Improving places  
Strategic Policy 1 - Sustainable development

Strategic Policy 2 - Sustainable transport  
 Strategic Policy 3 - Shopping, leisure and entertainment  
 Strategic Policy 5 - Providing new homes  
 Strategic Policy 6 - Homes for different people on different incomes  
 Strategic Policy 7 - Family homes  
 Strategic Policy 10 - Jobs and businesses  
 Strategic Policy 11 - Open spaces and wildlife  
 Strategic Policy 12- Design and conservation  
 Strategic Policy 13 - High environmental standards  
 Strategic Policy 14 - Implementation and delivery

Southwark Plan 2007 (July) - saved policies

- 23 The Council's cabinet on 19th March 2013, as required by para 215 of the NPPF, considered the issue of compliance of Southwark Planning Policy with the National Planning Policy Framework. All policies and proposals were reviewed and the Council satisfied itself that the policies and proposals in use were in conformity with the NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan policies are saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the NPPF.
- 24 Policy 1.1 Access to employment opportunities  
 Policy 1.4 Employment sites outside the Preferred Office Locations and Preferred Industrial Locations  
 Policy 1.7 Development within town and local centres  
 Policy 2.5 Planning obligations  
 Policy 3.1 Environmental effects  
 Policy 3.2 Protection of amenity  
 Policy 3.3 Sustainability assessment  
 Policy 3.4 Energy efficiency  
 Policy 3.6 Air quality  
 Policy 3.7 Waste reduction  
 Policy 3.9 Water  
 Policy 3.11 Efficient use of land  
 Policy 3.12 Quality in design  
 Policy 3.13 Urban design  
 Policy 3.14 Designing out crime  
 Policy 3.18 Setting of listed buildings, conservation areas and world heritage sites  
 Policy 3.19 Archaeology  
 Policy 3.22 Important local views  
 Policy 3.28 Biodiversity  
 Policy 4.1 Density of residential development  
 Policy 4.2 Quality of residential accommodation  
 Policy 4.3 Mix of dwellings  
 Policy 4.4 Affordable housing  
 Policy 4.5 Wheelchair affordable housing  
 Policy 5.1 Locating developments  
 Policy 5.2 Transport impacts  
 Policy 5.3 Walking and cycling  
 Policy 5.6 Car parking  
 Policy 5.7 Parking standards for disabled people and the mobility impaired

London Plan 2011

- 25 Policy 2.5 Sub-regions  
 Policy 2.9 Inner London  
 Policy 2.10 Central Activities Zone – strategic priorities  
 Policy 2.11 Central Activities Zone – strategic functions

Policy 2.12 Central Activities Zone – predominantly local activities  
 Policy 2.13 Opportunity Areas and Intensification Areas  
 Policy 2.15 Town Centres  
 Policy 3.1 Ensuring equal life chances for all  
 Policy 3.3 Increasing housing supply  
 Policy 3.4 Optimising housing potential  
 Policy 3.5 Quality and design of housing developments  
 Policy 3.6 Children and young people’s play and informal recreation facilities  
 Policy 3.8 Housing choice  
 Policy 3.9 Mixed and balanced communities  
 Policy 3.10 Definition of affordable housing  
 Policy 3.11 Affordable housing targets  
 Policy 3.12 Negotiating affordable housing on individual private residential and mixed use schemes  
 Policy 3.13 Affordable housing thresholds  
 Policy 4.1 Developing London's economy  
 Policy 4.2 Offices  
 Policy 4.3 Mixed use development and offices  
 Policy 4.7 Retail and town centre development  
 Policy 4.8 Supporting a successful and diverse retail sector  
 Policy 4.12 Improving opportunities for all  
 Policy 5.1 Climate change mitigation  
 Policy 5.2 Minimising carbon dioxide emissions  
 Policy 5.3 Sustainable design and construction  
 Policy 5.5 Decentralised energy networks  
 Policy 5.6 Decentralised energy in development proposals  
 Policy 5.7 Renewable energy  
 Policy 5.9 Overheating and cooling  
 Policy 5.10 Urban greening  
 Policy 5.11 Green roofs and development site environs  
 Policy 5.12 Flood risk management  
 Policy 5.13 Sustainable drainage  
 Policy 5.14 Water quality and waste water infrastructure  
 Policy 5.15 Water use and supplies  
 Policy 6.1 Strategic approach  
 Policy 6.3 Assessing effects of development on transport capacity  
 Policy 6.9 Cycling  
 Policy 6.10 Walking  
 Policy 6.13 Parking  
 Policy 7.1 Building London's neighbourhoods and communities  
 Policy 7.2 An inclusive environment  
 Policy 7.3 Designing out crime  
 Policy 7.4 Local character  
 Policy 7.5 Public realm  
 Policy 7.6 Architecture  
 Policy 7.8 Heritage assets and archaeology  
 Policy 7.9 Heritage led regeneration  
 Policy 7.13 Safety, security and resilience to emergency  
 Policy 7.14 Improving air quality  
 Policy 7.15 Reducing noise and enhancing soundscapes  
 Policy 7.18 Protecting local open space and addressing local deficiency  
 Policy 7.19 Biodiversity and access to nature  
 Policy 7.21 Trees and woodland  
 Policy 8.2 Planning obligations  
 Policy 8.3 Community Infrastructure Levy

- 26 Sustainable Design and Construction (2006)  
 Mayor's Energy Strategy (2010)  
 Mayor's Transport Strategy (2010)  
 Mayor's Climate Change Mitigation and Energy Strategy (2011)  
 Housing (2012)  
 London View Management Framework (2012)  
 Providing for Children and Young People's Play and Informal Recreation (2012)

Southwark Supplementary Planning Documents (SPD)

- 27 Section 106 Planning Obligations (2007)  
 Design and Access Statements (2007)  
 Affordable Housing (2008)  
 Sustainable Design and Construction (2009)  
 Sustainability Assessment SPD (2009)  
 Sustainable Transport Planning (2010)  
 Residential Design Standards (2011)  
 Draft London Bridge, Borough and Bankside (2010)  
 Draft Affordable Housing SPD (2011)

National Planning Policy Framework (NPPF)

- 28 Section 1: Building a strong, competitive economy  
 Section 2: Ensuring the vitality of town centres  
 Section 4: Promoting sustainable development  
 Section 6: Delivering a wide choice of high quality homes  
 Section 7: Requiring good design  
 Section 8: Promoting healthy communities  
 Section 10: Meeting the challenge of climate change, flooding and coastal change  
 Section 11: Conserving and enhancing the natural environment  
 Section 12: Conserving and enhancing the historic environment

**Principle of development**

- 29 At the heart of the NPPF is a presumption in favour of sustainable development. The framework sets out a number of key principles, including a focus on driving and supporting sustainable economic development to deliver homes, business, industrial units, infrastructure and thriving local places. It encourages the effective use of land by reusing land that has been previously developed (brownfield sites) and promotes mixed use developments.
- 30 The site is located within the Central Activities Zone (CAZ), the Bankside, Borough and London Bridge Opportunity Area, and the Bankside and Borough District Town Centre. In these locations London Plan and Southwark plan policies seek to provide for higher density, high quality mixed use developments which will help to address the need for new homes as well as increase the range of employment opportunities.
- 31 The footprint of the existing building extends along the frontages of the site with a large area of hardstanding to the rear. Local residents have queried why the existing building cannot be re-used and refurbished but it is considered that the existing building doesn't maximise the efficient use of the site, particularly in this central location. The applicant advises that the current office accommodation is limited with relatively long and narrow outmoded floorplates. Furthermore, the building does not engage with the street having no activity at ground floor level aside from the main entrance. The opportunity to redevelop this under utilised site with a high quality mixed use scheme incorporating active frontages is viewed positively.



### Provision of offices and retail uses

- 32 Core Strategy Strategic Policy 10 protects existing business floorspace and supports the provision of around 25,000 sqm - 30,000 sqm of additional business floorspace in areas such as the CAZ and town centres. Saved Policy 1.4 advises that development will be permitted provided that the proposal would not result in a net loss of floorspace in Class B use. The policy advises that if the site is located within a town or local centre, suitable Class A or other town centre uses would be permitted in the place of Class B uses. It also advises that where an increase in floorspace is proposed, the additional floorspace may be used for suitable mixed or residential use.
- 33 The existing building provides 5,386 sqm GEA of office floorspace. The application documentation advises that the building has been 50% vacant since 2009, however it is understood that the building is now fully occupied. This confirms that there is the demand for office space in this location and therefore any new development on the site must ensure that the existing quantum of Class B floorspace is re-provided.
- 34 The proposed development has the capacity to provide 5,869 sqm of Class B1 office floorspace on the site which represents an increase in office provision on the site. The offices would be located in the basement and ground floors of the buildings fronting Marshalsea Road and Borough High Street (Buildings 3 and 1) and on the upper floors of the corner building (Building 2). The accommodation will comprise large floorplates to ensure it could be let to a single large business or else sub let to smaller businesses to ensure the space is attractive to a wide range of potential occupiers.
- 35 The proposal does however seek a dual use consent for the basement and ground floors for either Class A retail or Class B1 offices to provide greater flexibility for the occupation of these units. The provision of Class A uses on the ground floor in place of office space complies with Saved Policy 1.4 which permits suitable retail uses in place of Class B uses in town centre sites as they help provide active and engaging street frontages. The provision of high quality retail frontages represents a significant improvement to the existing situation where the current building presents a rather unattractive frontage to the street. The upper floors of Building 2 would be dedicated office space which is accessed separately via a reception area prominently located at the road junction. This will ensure that office space is secured within the development.
- 36 A concern has been raised about the amount of vacant retail units already existing in the locality. The new retail space could be occupied by a range of A Class uses including shops, financial and professional services, cafes, restaurants, bars, and takeaways to ensure maximum flexibility to encourage take-up. The retail units will be of high quality to ensure they are attractive and the provision of a mix of ground floor uses will add to the vitality and viability of this side of Borough High Street and Marshalsea Road.

### Residential use

- 37 A key objective of Core Strategy Strategic Policy 5 is to provide as much new housing as possible and create places where people will want to live. The policy sets a target of 24,450 new homes to be provided between 2011 and 2026. Within the Bankside, Borough and London Bridge Opportunity Area, 1900 new homes are sought. The proposed 100 new residential units would contribute towards meeting an identified housing need and therefore the provision of housing on this site as part of a larger mixed used scheme is welcome.

### Conclusion

- 38 The redevelopment of this brownfield site provides an opportunity to provide new office

and retail space as well as good quality homes in line with current policy objectives. The principle of development for these uses is therefore acceptable.

### **Environmental impact assessment**

- 39 The Council issued a Screening Opinion on 15 September 2009 confirming that the proposed development did not fall under a EIA development category as defined by the then Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999. Furthermore, the proposal is not likely to have significant environmental effects upon the environment by virtue of factors such as its nature, size or location and potential impacts would be of only local significance. An EIA would therefore not be required. The updating of the 1999 EIA Regulations by the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 does not affect the original screening decision.

### **Housing density and dwelling mix**

#### Density

- 40 Saved Policy 3.11 of the Southwark Plan requires development to maximise the efficient use of land whilst ensuring a number of criteria are met including safeguarding neighbouring amenity, making a positive response to local context and ensuring a satisfactory standard of accommodation. Policy clearly states that permission will not be granted for development that is considered to be an unjustified underdevelopment or an overdevelopment of the site. Strategic Policy 5 of the Core Strategy sets out the density ranges that residential and mixed use developments would be expected to meet. As the site is located within the Central Activities Zone, a density range of 650 to 1100 habitable rooms per hectare would normally be expected. Appendix 2 of the Southwark Plan sets out guidance for how density should be calculated which includes commercial floorspace. Based on a site area of 0.4 hectares, the density of the proposed scheme is 1,216 habitable rooms per hectare which significantly exceeds the expected density.
- 41 Density gives a numerical measure of the amount (intensity) of development and provides an indication of whether the scale of development is likely to be appropriate in different parts of the borough. A density above the expected range would not of itself necessarily lead to a conclusion that the scheme should be judged unacceptable. Indeed, the Core Strategy advises that within opportunity areas, densities may be exceeded when developments are of an exemplary standard of design. If this can be demonstrated, and there are no adverse impacts arising, then the high density of the scheme would not be a reason to warrant refusing permission.

#### Housing mix

- 42 Strategic Policy 7 of the Core Strategy requires major developments to have at least 60% 2 or more bedrooms and at least 20% 3, 4 or 5 bedrooms. Developments should have a maximum of 5% studios and 10% of the units to be suitable for wheelchair users. The proposed residential mix is set out below.

<b>Unit Type</b>	<b>Total Units</b>	<b>% Units</b>
Studio	7	7%
1-bedroom	33	33%
2-bedroom	40	40%
3-bedroom	20	20%
<b>TOTAL</b>	<b>100</b>	<b>100%</b>

- 43 The proposal is compliant in respect of the larger two and three bedroom units. There is a small over-provision of studios but this wouldn't warrant a refusal of permission when considering that the scheme will provide a mix of dwelling sizes and types to help towards delivering a range of housing choices in the borough, including larger family units.
- 44 All homes will be designed to meet Lifetimes Homes and 10% of the units (3 x 2-bed and 7 x 3-bed) will be wheelchair accessible. Five of the 3-bed accessible units would be affordable which is welcome as there is a need for more family size affordable wheelchair accommodation in the borough.

### **Affordable housing**

- 45 Policy 3.8 of the London Plan requires new development to offer a range of housing choices and the provision of affordable family housing. Policy 3.12 requires the maximum reasonable amount of affordable housing to be sought having regard to a number of factors including the need to encourage rather than restrain residential development, the need to promote mixed and balanced communities, and the specific circumstances of individual sites. The policy also advises that negotiations should take account of a number of factors including development viability and the availability of public subsidy.
- 46 Core Strategy Strategic Policy 6 requires as much affordable housing on developments as is financially viable. For this part of the borough, a minimum 35% affordable housing (by habitable room) would normally be expected. In the CAZ the affordable housing should be split 70% social rented and 30% intermediate housing.
- 47 Saved Policy 4.5 of the Southwark Plan concerning wheelchair affordable housing, states that for every affordable housing unit which complies with the wheelchair design standards one less affordable habitable room will be required.
- 48 The scheme proposes 20 affordable units (5 x 1-bed, 10 x 2-bed, and 5 x 3-bed wheelchair accessible) or 60 habitable which equates to 22% affordable housing (including the wheelchair habitable room allowance). However, it should be noted this doesn't take into account the fact that there are a number of rooms within the development that exceed 27.5 sqm. The adopted and draft Affordable Housing SPDs state that rooms which are more than 27.5 sqm in size should be counted as two habitable rooms. When this is taken into account, the affordable housing offered would reduce to 20% provision. Of this, 70% would be delivered as social rent and 30% shared ownership by habitable room which complies with the tenure normally sought in this area.
- 49 An Affordable Housing Statement (using the GLA's Development Control Toolkit) has been submitted to demonstrate that the proposed 20% affordable provision is the maximum quantum that the scheme can support. The appraisal considers the existing use value (EUUV) of the existing office site as the benchmark against which to assess the assumed development costs and end values of the scheme. As is the case with any development, the ability to make an affordable housing contribution is dependent on its ability to produce a financial surplus over and above a reasonable profit level.
- 50 The appraisal and its assumptions have been assessed by the borough valuer who concludes that it offers an accurate assessment of the viability of the scheme. It is agreed there are factors which could affect viability such as the provision of an extensive basement and underground disabled parking which significantly increases the build costs of the development.
- 51 A further factor for consideration is that the tenancy lease for the existing Brandon

House will not end until July 2016 and hence the applicant is seeking a 5-year planning consent. During this time it is reasonable to anticipate that both residential and commercial values will rise over time and therefore a review mechanism should be secured by legal agreement to ensure that the viability of the scheme is re-appraised in 24 months time to see how changing values impact on the viable provision of affordable housing.

- 52 Whilst the offer is below the 35% policy target required for the scheme, both the London Plan and Southwark Core Strategy require as much affordable housing on-site as is financially viable. Officers consider that it has been adequately demonstrated that the scheme could not support a higher level of provision than the 20% offered. In addition, the scheme offers toolkit compliant S106 contributions as well as the Mayoral Community Infrastructure Levy (CIL) and this needs to be taken into account in assessing the proposal.
- 53 A key consideration is that the scheme offers the required tenure split of 70:30 provision between social rented and intermediate housing. As such the majority of the affordable units would comprise social rented housing offered at target rents rather than affordable rents where up to 80% of market rents can be charged. Furthermore, the affordable provision contains a good mix of unit types where the provision of larger affordable family accommodation is supported. Taking all matters into account, the affordable provision proposed is accepted, subject to the aforementioned review if the development doesn't commence within 24 months of the permission being issued. It should be noted that the overall quantum of 20% would remain as the minimum level of permission. The review mechanism would capture any increase should the development be able to support it.

#### **Quality of accommodation**

- 54 The Residential Design Standards SPD (2011) advises that for a development to be considered as being of an exemplary standard of design, applicants will be expected to demonstrate that their proposed scheme exceeds the residential design standards set out in the SPD and includes features such as:
- significantly exceed minimum floorspace;
  - provide for bulk storage;
  - include a predominance of dual aspect units;
  - have natural light and ventilation in kitchens and bathrooms;
  - exceed amenity space standards
  - meets good daylight and sunlight standards.
- 55 As the scheme has a raised density level it will need to be demonstrated that the scheme is exemplary in terms of residential quality. Local concerns have been raised about the quality of the proposed residential units, including the outdoor amenity spaces and lack of on-site child play space provision.

#### Internal space standards

- 56 The SPD sets out the minimum internal space standards for residential units, including those for overall unit sizes as well as individual rooms. The table below details the range of proposed unit sizes compared to the SPD standards.

<b>Unit size (bedroom / person)</b>	<b>SPD Minimum Unit Area (GIA - sqm)</b>	<b>Proposed Unit Range (GIA - Sqm)</b>
Studio	36	41.54 - 41.56
1-bed 2p	50	50.04 - 53.30
2-bed 3p	61	65.8 - 160.20
2-bed 4p	70	
2-bed average	66	

3-bed 4p	74	92.03 - 174.70
3-bed 5p	86	
3-bed 6p	95	
3-bed average	85	

- 57 All the units exceed the required minimum unit size standards with some of the two and three bed units significantly in excess, particular in the case of the mews buildings and top floor villa in Building 4. It should be noted that the ground floor of the mews units (Buildings 5, 6, and 7) will be used as media rooms or storage rather than habitable accommodation which must be located on the upper floors of the development because of flood risk. However, the ground floors have been included in the overall unit calculation. The rooms within all the units either meet or exceed minimum sizes, again with some of the rooms significantly exceeding the minimum standard. All the units are provided with ample bulk storage. It is preferred that the family 3-bedroom units have kitchens separate from living areas to allow for a separation of activities. The 3-bedroom affordable units have separate kitchens and most of the market units have open plan living areas that exceed minimum sizes and therefore allow some separation. 68% of the units would be dual aspect and therefore the scheme meets the requirements for a predominance of dual aspect flats.

#### Internal daylight

- 58 An assessment of the expected daylight within the proposed residential units has been undertaken. The assessment was carried out in accordance with the BRE Guidance 'Site Layout Planning for Daylight and Sunlight: A Guide to Good Practice' 2011. To check adequate daylight is provided in new rooms, the Average Daylight Factor (ADF) may be calculated. This calculation assesses the quality and distribution of light within a room served by a window. The BRE recommends minimum ADF values of 2% for kitchens, 1.5% for living rooms and 1% for bedrooms.
- 59 The results show that 84.3% of habitable rooms within the development would meet or exceed the target ADF values. The 15.7% of non compliant rooms comprise either separate living rooms or open plan living / kitchens / diners which have deep floorplates, in addition to balconies which restrict the amount of light reaching a window. Whilst it is desirable that a greater number of rooms achieve the required ADF minimum target when considering any new build scheme, it is recognised that the BRE guidance has been drafted for use in both urban and suburban areas and that it needs to be applied with flexibility, particularly in urban areas where the character of higher density accommodation will inevitably have different impacts to lower density suburban areas.
- 60 The report advises that the daylight analysis has been undertaken for the first, second and third floors only (there being no habitable accommodation on the ground floor) and that if a room was found to fall short of the recommended ADF values it is assumed that it would fall short on all the floors above. This represents a worst case scenario as the daylight potential would be higher at the upper floors. The applicant has advised that a full analysis of all the upper floors will be carried out in order to provide a more accurate assessment. The updated analysis will be set out in the Addendum report to Committee.

#### Sunlight

- 61 The BRE guidance states that sunlight is most appreciated within living areas and so all windows serving living rooms within 90 degrees of due south have been assessed for Annual Probable Sunlight Hours (APSH). The assessment requires that a window should receive 25% of annual probable sunlight hours during summer and at least 5%

of sunlight hours in the winter months between 21 September and 21 March.

- 62 The results show that where balconies have been provided for the flats on the front facades facing Borough High Street and Marshalsea Road, lower levels of sunlight (ranging from 8 hours to 20 hours) will be achieved during the summer; during winter all windows will comply. This is partly due to balconies being provided in front of living rooms where they act as shading devices. The first and second floor windows facing the courtyard will experience lower levels of sunlight throughout the year. It is often the case where there is a dense pattern of development that such standards can be difficult to achieve.

#### Amenity space provision

- 63 All new residential development must provide an adequate amount of useable outdoor amenity space. The Residential Design Standards SPD sets out the required amenity space standards which can take the form of private gardens and balconies, shared terraces and roof gardens. Policy 3.6 of the London Plan requires new developments to make provision for play areas based on the expected child population of the development. Children's play areas should be provided at a rate of 10 sqm per child bed space (covering a range of age groups).
- 64 In terms of the overall amount of amenity space required, the following would need to be provided:
- minimum 50 sqm communal amenity space per development
  - units of 3 or more bedrooms - 10 sqm of private amenity space
  - units of 2 bedrooms or less - ideally 10 sqm of private amenity space and where this is not possible the remaining amount be added to the communal amenity space total area
  - balconies and terraces should be a minimum 3 sqm to count towards private amenity space
  - For houses, a garden of 50sqm
  - 10 sqm of child play space for every child space in the development
- 65 All the residential flats have access to good sized, useable private balconies or terraces of at least 4.1 sqm in size with a number of units having access to more than one balcony. The 3-bed units have at least one balcony of a minimum 10 sqm in size. The mews houses adjoining the park are each provided with roof terraces (circa 27 sqm). Although these roof terraces don't meet the requirement for houses to provide a 50 sqm garden, the mews buildings form part of the wider flat development, sharing the same access and servicing arrangements as the other flats. It is therefore considered more appropriate that the standards for flats should be applied to the mews houses. They will also have direct access to the communal landscaped courtyards. The fact that every unit in the scheme has access to private, useable amenity space that is well in excess of minimum requirements is particularly positive.
- 66 At the rear of the buildings there would be a large landscaped space (1,262 sqm). This space comprises the new pedestrian link through the site which also leads to the entrances for the new flats, car access and parking, as well as a courtyard to the front of Building 4 and a soft landscaped area adjoining Little Dorrit Park. The area would have step free paving and be laid out with a combination of setts and stone slabs together with soft landscaping, seating and trees. Certain parts of this area are considered unsuitable for recreation, such as the areas with building above, entrance areas, car parking and car access areas. When these areas have been discounted there would be 697 sqm of courtyard and landscaped space available for communal recreation, including child play space. This is in excess of the 557 sqm needed to cover the shortfall in private space provision (303 sqm) as well as 254 sqm child playspace

required to accommodate 25 children within the development.

- 67 An enclosed dedicated child play space (64 sqm) for the under 5-years would be provided adjacent to the park. The remainder of the play space would be on the general courtyard area which provides the opportunity for 'incidental' play. In addition, children of all ages will have easy access to Little Dorrit Park as well as Mint Street Park which is nearby. Although the on-site dedicated play space area is small, the scheme does provide the required total quantum of provision with the courtyard acting as a multi-functional space.

#### Noise and vibration

- 68 Saved Policy 3.2 of the Southwark Plan advises that planning permission will not be granted where it would cause a loss of amenity, including disturbance from noise. The submitted Noise and Vibration Impact Assessment advises that road traffic noise in the surrounding area is the dominant source of noise. As the site is located on a busy road junction, the scope for separation from traffic sources and reducing noise sources is limited, although the facades to the north and the west (rear) of the site would be shielded from road traffic noise by the building itself.
- 69 Sound insulation treatment will be utilised to ensure that the development is suitable for residential use and capable of meeting the Council's preferred noise standards for indoor space. The external balconies on the rear facades will be shielded from traffic noise but the balconies on the front facades will be exposed to high traffic noise and therefore measures such as optimising the height of balustrades and applying sound absorbing finishes to balcony soffits will be necessary. Although these measures will help reduce traffic noise levels, it is unlikely that the council's standards for external spaces will be met. This in itself would not justify a reason for refusal, particularly as the internal spaces will be adequately insulated from noise. Further, it is noted that there are other open residential balconies facing onto Borough High Street, such as the Maple Building (128 Borough High Street).
- 70 Four main plant rooms are proposed within the development. It will therefore be necessary to ensure that existing adjacent occupiers as well as future occupiers of the development are protected from noise generated by the plant.
- 71 In terms of vibration, the levels measured on site were found to be within acceptable limits and therefore no adverse impact is expected.
- 72 The Environmental Protection Team have advised they are satisfied with the submitted Noise and Vibration Assessment and recommend conditions to ensure compliance.

#### Air quality

- 73 Saved Policy 3.6 of the Southwark Plan states that planning permission would not be granted for development that would lead to a reduction in air quality. The site falls within the Air Quality Management Area (AQMA) due to the high levels of nitrogen dioxide (NO<sub>2</sub>) and particulate matter attributable to road traffic emissions. Accordingly, an Air Quality Assessment has been submitted.
- 74 The scheme proposes that the residential units will be mechanically ventilated via ventilation louvres on the facade of the building with openable windows. However, the air quality survey results indicates that the air quality at the building facade is likely to be poor, especially at lower levels, and therefore further mitigation is required. Measures might include relocating the ventilation inlets to roof level. The Environmental Protection Team are satisfied that with appropriate mitigation the matter of air quality can be dealt with. A condition requiring further details of how the units will be

adequately ventilated is therefore recommended.

### Conclusion

- 75 The proposed development provides accommodation that is considered to be of a good standard. The sizes and types of the units and the amount and quality of amenity space are all considered to be positive aspects of the scheme. Some of the units would not meet the minimum standards for internal daylight and sunlight but the predominance of dual aspect units will help mitigate this. Further information on internal daylight is expected which will contain an analysis of all the floors. It has been demonstrated that noise and air quality matters can be adequately dealt with, albeit further details of the proposed mitigation will need to be secured by conditions. Accordingly, it is considered that the standard of accommodation proposed is on balance sufficient to justify the high level of density on the site.

### **Impact of proposed development on amenity of adjoining occupiers and surrounding area**

- 76 Saved Policy 3.2 relates to the protection of amenity and states that permission would not be granted where a loss of amenity to present occupiers would be caused.

### Daylight and sunlight

- 77 A Daylight and Sunlight Report has been submitted with the application. The report assesses the scheme based on the Building Research Establishments (BRE) guidelines on daylight and sunlight.
- 78 The analysis uses the Vertical Sky Component test (VSC) which considers the potential for daylight by calculating the angle of vertical sky at the centre of each of the windows serving the residential buildings which look towards the site. The target figure for VSC recommended by the BRE is 27% which is considered to be a good level of daylight and the level recommended for habitable rooms with windows on principal elevations. The BRE have determined that daylight can be reduced by about 20% of their original value before the loss is noticeable.
- 79 The No Sky Line (NSL) or Daylight Distribution method has also been used which assesses the proportion of the room where the sky is visible, and plots the change in the No Sky Line between the existing and proposed situation. It advises that if there is a reduction of 20% in the area of sky visibility, daylight may be affected.
- 80 The daylight impacts on the following adjoining residential properties has been considered:
- 1-14 Disney Place;
  - 168 Borough High Street;
  - 10 Marshalsea Road; and
  - 12-14 Marshalsea Road.

### 1-14 Disney Place

- 81 A number of residents in Disney Place have raised concerns about loss of daylight and sunlight to their properties. This building is located to the east of the application site where main habitable windows and balconies face the entrance to the development site. The report assesses a total of 34 windows within this building of which the vast majority would experience no noticeable change to daylighting with the proposed development in place. The exception to this are two first floor windows where VSC values would be reduced by significantly more than the recommended 20% (by 25.35% and 65.45%). Both the windows are located beneath deep recessed balconies and



therefore the ability of natural light to reach these windows is already compromised by the design of the building. This is reflected in the existing VSC values of 2.88% and 1.65% which are considerably below the BRE target of 27%. The actual amount of light lost to these windows is small (being 0.73% and 1.08%) and in reality the change to VSC levels are unlikely to be noticeable. It is noted that the no sky-line analysis shows that the alteration in direct skylight to both windows remain within BRE recommended levels for both windows. It is therefore considered that the additional reductions would not reduce daylight to unacceptably harmful levels.

#### 168 Borough High Street

- 82 This property is located to the north of the application site and contains residential accommodation on the upper floors. Again, an objection has been received from the owner of this property about loss of light. Nine windows at the rear of the property have been tested and all but two of the windows (which are at first floor level) would experience VSC reductions of less than 20% and therefore no noticeable change to daylight. Again, the two windows which exceed the recommended 20% alteration have low existing VSC values and therefore in reality the change to daylighting would be minimal. The no sky-line analysis shows that the alteration in direct skylight would be within BRE recommended tolerances.

#### Nos. 10 and 12-14 Marshalsea Road

- 83 These buildings are located to the east of the application site and have rear (north facing) windows which would face the proposed mews houses (Building 6). 10 windows in each building have been assessed and all would experience no noticeable change as the resultant VSC reductions are considerably less than the BRE recommended 20%.

#### Sunlight

- 84 In relation to sunlight, the test is to calculate the annual probable sunlight hours (APSH) taking into account the amount of sun available in both the summer and winter for each given window which faces within 90 degrees of due south. The assessment requires that a window should receive a quarter of annual probable sunlight hours in the summer and at least 5% of sunlight hours during the winter months. The impacts of the scheme on sunlight have been considered with respect to 1-14 Disney place as this is the only building where windows face within 90 degrees of due south.
- 85 23 out of the 26 relevant windows tested satisfy the BRE APSH criteria. The three that fail are located at first floor level. Two of the windows would experience only minor reductions and the third window already experiences low sunlight levels as it is located within a deep recessed balcony.
- 86 The occupiers of No. 6-8 Marshalsea Road and No. 215-221 Borough High Street have raised concerns about the loss of light to their properties. However, these buildings are in office and education uses and therefore there is no formal requirement for a daylight and sunlight assessment to be undertaken. The BRE guidance considers residential properties as being more important in receiving adequate levels of daylight and sunlight compared with commercial buildings. As such there are no daylight standards for commercial properties.
- 87 Nos. 215-221 Borough High Street is located about 28m from the application site and its main windows are angled towards St George's Church rather than towards the development site. Nos. 6-8 Marshalsea Road have north facing windows that directly face the proposed mews houses (Building 6) and it is likely that there will be some loss of light to this office building which is unfortunate. However, as there are no daylight

standards for commercial properties it is considered that the potential loss of light wouldn't justify a reason for refusal when considering the overall regenerative benefits of the proposed scheme.

- 88 In summary, it is considered that the impacts of the proposal on the daylight and sunlight to neighbouring residential properties is acceptable and will not result in a material change to levels currently experienced.

#### Overshadowing

- 89 A large number of objections have been received in relation to the potential overshadowing of the development on the adjacent Little Dorrit Park. The revised Overshadowing Assessment (August 2013) details the effects of the proposal on Little Dorrit Park amenity space. The BRE guide advises that for an amenity space to appear adequately sunlit throughout the year, at least half of the amenity area should receive at least 2 hours of direct sunlight on 21 March (Spring Equinox). If, as a result of a new development, an amenity area cannot meet these guidelines, a loss of 20% would be allowed before it could be considered noticeable.
- 90 The updated analysis shows that on the 21 March in the existing condition, 91.7% of the park would receive more than 2 hours of direct sunlight. The areas of the park (8.3%) which receive less than 2 hours are concentrated along the edge of the southern park boundary and around the boundary with Lyon House. With the proposed development in place, 80% of the park would still receive in excess of 2 hours of direct sunlight, notably this area comprises the main useable part of the park which contains seating and the children's play area.
- 91 This analysis doesn't make a distinction between an amenity space receiving 6 hours of direct sunlight or 2 hours, and so a separate "Gradient Shadow" assessment has been undertaken to show the levels of direct sunlight in 30 minute intervals on 21 March, 21 June, and 21 December.
- 92 With the proposed scheme in place, on 21 March about 50-60% of the park would receive more than 5 hours of direct sunlight (the play area receiving approximately 6 to 9 hours). In June about 90% of the park would receive more than 10 hours of direct sunlight, with the central area receiving over 14 hours. In the December analysis the entire park would achieve about 1-30 minutes of direct light, whereas currently the north-western corner of the park receives in excess of 3-4 hours, reducing to the 1-30 minutes the remainder of the park. The proposal therefore would result in reduction in sunlight hours for a section of the park but there wouldn't be a substantive change in sunlight for a large proportion of the park. It is recognised that the park is well used throughout the year but trips in the winter months are likely to be less frequent and of shorter duration as compared with those in the summer.
- 93 Overall, the proposal will result in some increased shading to Little Dorrit Park but it would remain adequately sunlit throughout the year with light levels shown to be comfortably within the BRE recommended guidelines for outdoor amenity and open spaces. The impacts of the proposal in terms of overshadowing are therefore considered acceptable.

#### Light pollution

- 94 A desk-top study has been submitted to assess the likely impact of the proposed external lighting on the surrounding environment. The site is located in an area of high district brightness given the urban location. Various sensitive receptors to lighting have been identified, including:

- wildlife in Little Dorrit Park;
- St. George's Church;
- residents in the surrounding area; and
- motorists and pedestrians using the adjacent roads and walkways.

95 External lighting is proposed along the incoming road way to the basement car lift facilities; pedestrian courtyard; and bicycle storage areas in the form of lighting columns, recessed floor and wall lights and lighting bollards. Lighting within the site will be operational from sunset, switching on and off by photocell. The report advises that the potential impact on identified receptors has been mitigated using natural and designed features such as landscaping and that the lighting levels and cut off angles will ensure that light spill remains within the site. A condition requiring submission of a detailed lighting strategy, including lighting contour diagrams to show light spillage, is recommended.

#### Overlooking and outlook

96 In order to prevent against harmful overlooking between neighbouring residential properties, the Residential Design Standards SPD 2011 requires developments to achieve a distance of 12m at the front of the building and any elevation that fronts a highway and a minimum of 21m at the rear. Residents from residential properties in Disney Place and No. 168 Borough High Street as well as the occupier of the office premises at 6-8 Marshalsea Road are concerned about loss of privacy and outlook.

97 The separation between the proposed scheme and buildings on the opposite side of Borough High Street and Marshalsea Road would be well in excess of 20m. There are no windows in the proposed development that would directly face the rear windows of the upper floor flats in No. 168 Borough High Street and only oblique views would be possible between the habitable windows in Disney Place and the front facing windows of the new mews houses (Building 6) adjacent to the southern boundary of the park. The mews houses do have roof terraces but the closest one to Disney Place would be 11m away which is just marginally short of the recommended separation distance.

98 The proposed front facing windows of these mews houses (Building 6) would directly face the rear of Nos 6-8, 10, and 12-14 Marshalsea Road which are in a mix of commercial and residential uses. The windows closest to the new mews houses would be those of Nos. 6-8 which is in office use and therefore not as sensitive as residential use when considering overlooking issues. The mews houses have been designed to have their main outlook towards the park and so main habitable windows on the southern facade have been kept to a minimum with most of the windows on the upper floors being high level windows serving stairs and bathrooms. It is therefore considered that no intrusive overlooking would result from the scheme.

99 Some local residents have raised a concern about overlooking towards Little Dorrit Park. However this is a public open space which is already overlooked by a large number of properties. Indeed, this is a benefit as it provides passive surveillance to the park.

#### Impacts during construction

100 A number of local residents and businesses are concerned about the potential impacts and disruption during demolition and construction phases. It is accepted that there will be some amount of disruption to nearby occupiers prior to the development being operational and this will need to be managed very carefully to ensure that all impacts (such as noise, dust, and vibration) are kept to a minimum. A condition will be required which requires the submission of an Environmental Management Plan prior to any works being carried out on site which will detail the measures to be taken to minimise

the impacts of demolition and construction.

## **Transport**

### Trip generation and highway impacts

- 101 The proposed development would be 'car-free' (other than disabled parking provision) as the site benefits from excellent access to public transport having a Public Transport Accessibility Level (PTAL) rating of 6a. The office floorspace of the existing building will be re-provided in the new development through new office / retail floorspace and therefore trip generation will not substantially change. The applicant has agreed to pay S106 contributions towards transport mitigation to ensure enhanced public transport improvements. The proposal will therefore have limited impact on the highway.

### Access

- 102 The existing vehicular access located off Disney Place will be retained to provide access for the disabled car parking, small delivery vehicles, and emergency vehicles. This is acceptable given that the access is at the end of a lightly trafficked road. Adjustments to the kerb line in Disney Place may be required which will be funded by the applicant. Such works will need to be approved by the Highway Authority before construction and therefore a S278 Agreement will be required.

### Car parking

- 103 Ten disabled parking spaces are provided within the development to serve the residential element which constitutes 10% of the overall number of units. Nine of the spaces would be provided in the basement, accessed via a car lift whilst the further space is provided at grade within the courtyard. One disabled parking space is also provided at grade for the new offices. The site is within a Controlled Parking Zone (CPZ) and therefore a condition will be required to prevent occupiers of the development (aside from blue badge holders) from obtaining car parking permits, ensuring they will not be eligible to park on the surrounding roads that are within the CPZ.
- 104 One on-street car club space is proposed within the vicinity of the site. This level of provision is considered acceptable and would provide an alternative to those who do not have use of the car. This space would be available for use by all local residents and not just future occupiers of the development. Car club membership can suitably mitigate against the possibility of overspill parking and the need for car ownership. The applicant has offered to provide 3 year membership for all eligible occupiers of the residential units which is welcome.

### Cycle parking

- 105 192 cycle spaces are proposed within bicycle stores in the development. This quantum exceeds the minimum standards and so is welcomed. The majority of spaces will be provided within the basement but there are separate stores at ground floor level to serve the offices /retail elements. All the cycle spaces would be in the form of Sheffield stands which is the council's preferred type of cycle parking as it secure and accessible for all users, including children's cycles.

### Servicing and refuse collection

- 106 A draft Service and Waste Management Plan (and Addendum) has been submitted. It is proposed to service the development on-street via an existing loading bay on Borough High Street as well as a new loading bay to be provided on Marshalsea Road

(to be funded by the developer). It had originally been proposed to upgrade the existing bay on Borough High Street but TfL have confirmed that these works are no longer required. It is normally preferred for new developments to be serviced on-site, however it is recognised that the site is constrained and if the scheme is to deliver a new public route through the site then servicing on-site would be difficult. TfL and the council's Transport Planning Team have advised that on-street servicing in this case is accepted.

- 107 A management company will be appointed to ensure that refuse collection for both the residential and commercial elements will be appropriately managed. The refuse stores and routes to the stores will be maintained and kept clear to ensure free access and bins will be moved by the management company to the designated collection points on days of collection.
- 108 It is intended that most deliveries will take place via the on-street loading bays, but it is recognised that these bays cannot be secured for the sole use of the development. A managed arrangement for some on-site servicing for small delivery vehicles associated with the residential units would be facilitated, controlled by a pre-booking system administered by the sites 24-hr concierge system. A detailed Service and Waste Management Plan will be secured by legal agreement.

#### Travel plan

- 109 The Framework Travel Plan sets out initiatives and measures to change travel habits and reduce reliance on the car. Full travel plans, including monitoring, for the commercial and residential elements of the scheme will be secured by legal agreement.

#### **Design issues**

- 110 The NPPF stresses the importance of good design and states in paragraph 56 that: *"Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people."* It further states in paragraph 58 that development should *"respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation."*
- 111 Strategic Policy 12 of the Core Strategy advises that development will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in. Saved Policy 13 of the Southwark Plan asserts that the principles of good urban design must be taken into account, including height, scale and massing, and consideration of local context. Saved Policy 12 seeks to ensure that developments achieve a high quality of architectural and urban design.
- 112 A large number of objections have been received raising concerns about the excessive height and massing of the proposal, the lack of architectural quality and design, and the impact of the proposal on Little Dorrit Park and St. George's Church.

#### Local context

- 113 The local context varies in its scale and massing but displays a high level of consistency of scale set at around five / six storeys on Borough High Street and four/ five storeys (occasionally with set-back top floors) on Marshalsea Road. Consequently, a proposal that considerably exceeds these heights will dominate the cohesive and predominantly local townscape of the immediate area.

- 114 The site is located outside Borough High Street Conservation Area but forms an important point of entry and approach to this area. In addition, the site has the potential to shape the western flank of the wider setting of the Grade II\* listed St. George the Martyr. Whilst it is appropriate for a building on this site to establish a wider setting for the church, it should remain subservient to the church and ensure that the Borough High Street frontage is more important than that on Marshalsea Road.
- 115 The existing four storey building marks a reduction in height from the prevailing heights on Borough High Street to the north and it has a poor relationship with the street. Whilst the existing building is not engaging in its design, its overall height is subservient to the body of the church and ensures a prominence of the church spire in local views. The spire and clock are important features of the church, which stands as a marker not only within the local townscape but in local and distant views.

### Design and layout

- 116 The footprint of the proposed development addresses the two principal streets and establishes an active and engaging street frontage. To the rear, the proposal overlooks Little Dorrit Park which is a well-used local amenity.
- 117 The proposed development comprises six components:
- Office block at the corner of Borough High Street and Marshalsea Road;
  - Pedestrianised link to Disney Place and the activation of the perimeter;
  - Residential block onto Borough High Street;
  - Residential block onto Marshalsea Road;
  - Mews houses flanking Little Dorrit Park; and
  - Yard building and elevated villa.

### *Office block (Building 2)*

- 118 The proposed office block is the most important element of this development from which the two principal frontages will flow. In addition, this building articulates the relationship of the development to its historic context as it features in many of the local views of St. George's Church. The building rises up to its 6-storey corner with a three-dimensional turret-like top storey. Its form has been sculpted as a consequence of its relationship with the church in that the corner has been cut away to open up views of the church from both approaches and as a result, presents a narrow vertical profile to the church which will emulate the proportions of the church's distinctive spire.
- 119 Whilst the main body of the office building appears functional, the quality of the design will rely on the articulation of the corner and the quality of the raised turret which is the culmination of this development in local views. The views submitted with the application illustrate a form that has some articulation and depth. The gap between the upper storeys of the office block and residential block to the north (Building 1) gives the development a highly articulated roofline and places greater emphasis on the corner turret which has windows that are set-back at the top and awnings which emulate the ventilation grilles of a typical church spire. This element lacks the lightness and elegance of a 'spire' but complements the church through its simple form and carefully proportioned face. From the park, the gap between the upper floors of the office and residential blocks allow glimpses of the church and spire and ensures that this local landmark retains its pre-eminence.
- 120 The materials for the office block are robust and are a direct reference to the church with red brick contrasted with natural stone delineation to echo the church's facing materials. The building has a well proportioned, if slightly repetitive, module of fenestration which is expressed through the deep reveals and generous proportions of the windows. Whilst the main body of the building may appear plain, the depth of reveals, its confident geometry, and detailed execution will bring out its inherent

architectural qualities. The quality of this design will rely on the quality of its detailing and the choice of facing materials. These are matters which should be reserved by condition to ensure that the chosen brick and stone compliment the materials of the church.

*Pedestrianised link to Disney Place*

121 An important feature of the design is the new pedestrianised link from Borough High Street to Disney Place. Yards and pedestrianised links are typical of the area, and historic maps demonstrate that there was a yard or alleyway in this location. The new permeability across the site is expressed by a deliberate gap in the Borough High Street frontage which offers access to the rear of the site and the park beyond and in this way the yard plays an important role in the proposed development.

122 The yard establishes a new heart to the development and offers a new urban model, and new way of experiencing the city. In this model, the city is defined by strong edges to streets with yards offering an informal permeability which compliments the main frontages. Added to this, the proposal considerably improves the two primary road frontages. Active frontages in this location will draw activity south from Borough High Street and round to the shopping parade on Marshalsea Road.

*Residential block onto Borough High Street (Building 1)*

123 The height of the proposed development is sensitive in this historic context. This block not only faces St. George's Church and therefore forms part of its setting, but also forms the southern edge of the Borough High Street Conservation Area. The massing of this block is carefully considered and steps in height to relate to the prevailing 5-6 storey height of Borough High Street. The block is faced in brick and establishes a 6-storey 'shoulder' height with a set-back at the upper two levels which are designed as a row of glazed double-height houses. The northern end of the scheme is carefully articulated with the roof-top pavilion expressed as a pure cube form to reduce the leap in scale between the proposed scheme and its unusually low neighbour (No. 168 Borough High Street).

124 The views demonstrate that this block complements the historic setting both from the churchyard to the north and the public space to the south. Whilst this is a large block, its proportions and confident use of a repeated module help to subdivide the block face and introduce rhythms that echo the plot-widths of the western side of the conservation area. Its careful choice of materials, strong and confident geometry as well as its sensitive scale and massing ensure that it gives the setting of the church a good sense of enclosure, without overwhelming it. The submitted images suggest a dark brick with glass and metal features forming the framed balconies and the roof-top pavilion. The chosen materials will need to be compared with the prevalent material of the conservation and need to be reserved by condition.

125 To the rear, the scale of this 8-storey block has been broken down by the stepped form of the elevated villa and the mews houses which means this block does not have an overbearing presence onto Little Dorrit Park.

*Residential block to Marshalsea Road (Building 3)*

126 This block has been designed as a 7-storey highly articulated block. Here the design establishes a 'shoulder' height at 5-storeys that responds to the lower prevailing height and character of Marshalsea Road. Further, the block has been subdivided into three bays which more closely emulate the plot-widths that are prevalent on this road. The set-back upper floors and central bays reduce the visual impact of this block in the oblique views and introduces a civic scale to the development as it reaches the corner

with Borough High Street. At the far western end of the scheme, the scale and massing has been stepped further where it shares a boundary with its lower three-storey neighbour (6-8 Marshalsea Road).

- 127 The proposed materials are contextual with a strong and well articulated brick facade. Here the architectural expression is more about the warehouse aesthetic of the area with deep-cut openings in the brick facade. The roof line is more articulated on this prominent face with deep recesses balanced with protruding bays to give the block an elegantly modulated and mannered appearance.
- 128 The views of the church along Marshalsea Road demonstrate that this block successfully frames the view of the church and has a subservient relationship with it. The proposed design directs the view towards the church and establishes a parapet height that relates to and complements the church's proportions. The views also show that the office block on the corner is the culminating feature of this development with the Marshalsea Road block being deliberately lower.
- 129 To the rear this block reflects the informal setting of Little Dorrit Park. The rear facade is delicate and well structured, with the receding forms of coupled balconies stepping back to reflect the character of this side of the scheme. The attention given to this rear facade has given this elevation the equal importance it requires.

*Mews houses flanking Little Dorrit Park (Buildings 5 and 6)*

- 130 The proposal seeks to provide mews houses in two groups at the western and northern ends of the site. These mews houses are lower in scale, at 4-storeys in height, and not only give the park a stronger edge but also give the development a layered appearance when viewed from the park. The 4-storey scale compliments the intimate character of the park and the layered massing of the development ensures that the mews houses mediate between the civic scale of the two street frontages and that of the park. At the centre of the scheme is a smaller mews house (Building 7) which acts as the visual 'pivot' for the yard. This is lower in scale and designed as a three-dimensional feature which will direct pedestrians to various parts of the development.
- 131 The materials of the mews houses continues the theme of the main development but takes a more intimate and tactile character. They are proposed to be articulated in framed masonry with lattice-like roof-top terraces and timber panels which can be moved by the occupiers to give the elevations added movement and interest. This is appropriate in this context and gives a natural feel to those parts of the development that have a direct relationship to the park.

*Yard building (Building 4) and elevated villa (Building 7)*

- 132 This building connects the mews houses at the northern end of the site to the Borough High Street block. At 5-storeys high it is a small step up from the scale of the mews houses and is topped by a distinctive urban villa - a one-off elevated residence. This part of the scheme has been reduced in scale from previous iterations to give a more appropriate scale to this more intimate corner of the site and improve the relationship of the proposed residential units with its neighbours to the north. The urban villa is an unusual feature and gives the development its 'layered' appearance. In this way distinctive buildings peer over lower buildings in the foreground and the development reveals itself to the viewer in a dynamic way. The villa is designed as a light and elegant geometric form that works well in the round with privacy screens that echo the lantern-like appearance of the office block.
- 133 The materiality of this building is lightweight and contemporary with a simple ridded appearance within a strong overall frame of glass and steel. The residential units are



designed to maximise the light in this complex arrangement to manage the restricted outlook of this part of the development.

### Conclusion

- 134 The most important impact of this proposal is on the character and amenity of the park and views of the listed church. The submitted views demonstrate that the scheme does not overly dominate the park. Indeed, the reduction in scale, the complex and highly articulated roof-line and the layered character of the proposed townscape does not intrude on the parks' sense of openness and offers glimpses of the church spire from various locations both at the entrance to the park and as one walks through it.
- 135 On balance, the proposed scheme complies with Saved Policies 3.12 and 3.13 due to its careful scale, height and massing as well as its confident arrangement, materiality, and its use. Questions remain over the detailed design of the corner turret to the office block (as well as the residential amenity of some of the residents in the yard building) but officers are satisfied that the scheme compliments its historic setting and is an appropriate and sensitive addition to the Borough High Street townscape.

### **Impact on character and setting of a listed building and/or conservation area**

- 136 The NPPF requires LPAs to assess the architectural and historic significance of a heritage asset and its setting. Paragraph 129 states that LPAs should when considering the impact of a proposal on a heritage asset seek *"to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal."*
- 137 Saved Policy 3.18 of the Southwark Plan requires that any development that is located close to a conservation area must preserve or enhance the views into or out of the conservation area. The application documentation illustrates how the proposal reinforces the setting of the Borough High Street Conservation Area and on the listed St. George's Church. This rich historic setting is sensitive to scale and height but could benefit from the improved sense of enclosure which this site offers.
- 138 English Heritage have made no comment on the proposal, other than that it should be determined in accordance with planning policy and on the basis of the council's specialist conservation advice.
- 139 Due to its height and design, the scheme plays an important role in the setting of St. George's Church. The significance of the church lies not only in its spire but in its form, its massing, and its relationship with the main approaches where the spire is its most visible local landmark. The church's massing and form is defined by the parapet height of the body of the church with the spire standing proud and dominating local views. As such the parapet height of the body of the church needs to be carefully considered on the application site to ensure that the development establishes a subservient relationship to the church. An important assessment of the impact of any scheme on the setting of a heritage asset is through the assessment of its impacts on views of the church.
- 140 The form of the corner office building addresses the church through its sculptured form. It establishes the edge of the 'urban space' around the church but cuts back at the corner to open up views of the prominent spire from the principal approaches. This careful deployment of scale and height on the two frontages has ensured that it remains below the parapet line of the church in the views and ensures that the church retains its primacy in many of the views, including those from Long Lane.
- 141 Views of the church and spire are currently enjoyed from Little Dorrit Park which enhances the setting of the church as a landmark. Officers have identified particular views from within the park and consider that local views of the spire from within park

should be preserved by a proposal on this site.

- 142 Views of the church unfold dynamically as the viewer approaches from various directions. These views range from glimpses gained from the park to the enhanced axial views from the main approaches. In all these views the church spire retains its primacy as a local landmark. The newly framed view of the church spire from Redcross Way is incidental in character, but offers an important reference point of this important landmark. The proposal reflects this dynamic experience of the church when it is approached from the park. From this location the proposed massing at the corner of the scheme has been stepped down to offer a sequence of glimpses of the church and its spire as the viewer crosses the park. This sequence of glimpses reinforces the importance of this heritage asset and preserves local views of the spire.

### Conclusion

- 143 The proposed development compliments its historic setting through its use and careful deployment of scale, height, and mass as well as its materiality and detailed design. It therefore complies with policy and is considered acceptable.

### **Trees and landscaping**

- 144 The submitted Tree Report advised that two Lime trees would need to be removed but that these trees are already dead or dying. There are no trees or shrubs within the development site that are of any visual public amenity. Furthermore, the potential for roots from trees and shrubs located in the park to be present within the site is limited due to the foundations of the large boundary wall. The council's Tree Officer agrees that the trees proposed for removal do not contribute to amenity. Trees and vegetation within the park will need to be pruned back to the boundary but their actual retention wouldn't be affected by the proposal.
- 145 Local concerns have been raised about the lack of landscaping details in the application documents and also lack of clarity over the boundary treatment with Little Dorrit Park and whether the existing boundary wall would be retained.
- 146 Further information has been submitted to clarify the proposed boundary treatment. This confirms that the existing boundary wall would be retained with the exception of one section of wall at the eastern end of the site which will need to be removed to facilitate the proposed mews houses (Building 6). There would be no impact on existing trees or the main park area as this wall adjoins the ball court. The existing gated access from Brandon House to the park will also be retained. The retention of the boundary wall is welcome as there are sections of the wall which have very large climbing plants that provide significant screening benefits.
- 147 The updated information includes an indicative landscape masterplan which shows new deciduous, semi-mature trees to be planted in the main courtyard area and along the boundary with the park, close to the dedicated play area and parking bays. At the time of planting these would be 6-7m tall and have a 30-35 cm girth. The Tree Officer has advised that as a total of 307 cm girth of vegetation would be lost on the site, replacement planting should be a minimum 45cm girth for each replacement specimen tree. It is recommended the matter of tree specimens needs to be further considered that full details of the proposed landscaping scheme needs to be submitted and this can be dealt with by condition.
- 148 It is acknowledged that due the north facing aspect of the proposed amenity space that it will not benefit from direct sunlight. The landscaping will therefore need to incorporate species which can grow in these conditions. Although the proposed development will result in an increased amount of shading to both the site and the southern extent of the

park a suitable design and planting schedule is feasible which can both maximise screening whilst providing an enhanced amenity within areas of the park which are not currently well used. The applicant has offered a contribution towards open space which they would prefer to be directed towards Little Dorrit Park. These monies could be spent on making enhancements to areas such as the grassed 'kickabout' space which could be landscaped with paths to provide a native woodland edge species or shade loving plants such as tree ferns.

- 149 The proposal also shows well established roof terrace landscaping provided for the office building. Again, details regarding the landscaping of this roof terrace will be required, including planter dimensions and maintenance information. It is noted that the proposal shows large roof areas which are not used for any purpose but, notwithstanding the details submitted, green roofs should be provided to enhance biodiversity. A condition requiring green roof details is therefore recommended. Overall, the proposed landscape and tree strategy is acceptable, subject to further details being secured by condition.

### **Archaeology**

- 150 Policy 3.19 for sites within an Archaeological Priority Zone (APZ) there is a presumption in favour of preservation in situ, to protect and safeguard archaeological remains. Strategic Policy 12 of the Core Strategy states that APZs are areas where there is significant potential for archaeological remains and that it is important that proposals on sites in APZs assess any remains which may be on site. The application site is within an APZ where the primary archaeological interest is the remains of Brandon House / Suffolk Place. An Archaeological Assessment has been submitted.
- 151 The assessment provides much detail over the potential impacts upon the archaeology of Brandon House / Suffolk Place. An archaeological evaluation has been undertaken but this was based upon the impacts of an earlier and different scheme than that currently proposed. The applicant has advised that they are unable to undertake further archaeological work on site until they have secured vacant possession of the building. Officers have recommended that a further trench be opened in the car park area to the rear but the applicant has said they are unable to agree this with the existing tenant of the building. Alternatively, they have agreed that archaeological work will be undertaken prior to implementation and if structural remains attributable to Brandon House / Suffolk Place are found then this will require a re-design of the basement area (with relevant planning consent) to ensure the preservation in situ of structural remains related to the 15th/16th century house and palace. Even without the need to excavate the area of the building to identify remains related to the palace, due to the importance of the site, the extensive post-medieval archaeology, Roman archaeology identified during the earlier work on site, and geoarchaeological potential should be investigated and recorded. The area of the site proposed for housing which is outside the basement area will also require archaeological work to determine where surviving material may be and to ensure it is preserved in situ. The Written Scheme of Investigation will need to present ideas for the interpretation of archaeological remains on site. Conditions are therefore recommended to secure the implementation of a programme of archaeological site works.

### **Flood risk**

- 152 Strategic Policy 12 of the Core Strategy allows development to occur in the protected Thames flood zone as long as it is designed to be safe and resilient to flooding and meets the Exceptions Test. The policy also requires major developments to reduce surface water run-off by at least 50%. The site is located within Flood Zone 3 which is considered to be an area of high risk of flooding due to the proximity of the tidal River Thames. However the site is protected by the Thames Barrier and related defences.

153 A Flood Risk Assessment (FRA) has been submitted which sets out various flood mitigation measures which include raised finished floor levels for habitable accommodation within the residential units to 5.53m AOD and that main habitable areas will be located on the upper floors. The ground floor layout of Buildings 5,6, and 7 will form 'non-habitable' areas (i.e. not bedrooms or living areas). It is proposed that the existing surface water drainage system will be replaced by a new system which will be a conventional design, collecting runoff from hard standings and roof areas. The final design will include the use of features such as permeable paving, and underground attenuation tanks. The Environment Agency have confirmed they have no objection to the scheme subject to conditions to ensure that the mitigation measures set out in the FRA are undertaken.

154 A significant part of Southwark is within Flood Zone 3 and there are no sites at a lower risk of flooding for some distance. Although the application site is not designated for housing purposes, the development of brownfield sites is encouraged so to maximise the efficient use of land with the provision of much needed housing as well as providing local employment opportunities. The proposal is therefore considered to meet the Exceptions Test and overall it would have social, economic, and environmental benefits that outweigh the potential risk from flooding.

#### **Planning obligations (S.106 undertaking or agreement)**

155 Saved Policy 2.5 of the Southwark Plan and Policy 8.2 of the London Plan advise that planning obligations can be secured to overcome the negative impacts of a generally acceptable proposal. Saved Policy 2.5 of the Southwark Plan is reinforced by the Supplementary Planning Document (SPD) on Section 106 Planning Obligations, (which sets out in detail the type of development that qualifies for planning obligations), and Circular 05/05, which advises that every planning application will be judged on its own merits against relevant policy, guidance and other material considerations when assessing planning obligations. Strategic Policy 14 – Implementation and delivery of the emerging Core Strategy states that planning obligations will be sought to reduce or mitigate the impact of developments.

156 The following table sets out what the applicant has agreed to provide in order to mitigate the impacts of the development.

<b>Planning Obligation</b>	<b>Toolkit Standard Charge</b>	<b>Applicant Contribution</b>
Education	£154,789	£154,789
Employment in the development	£25,905	£25,905
Employment during construction	£102,250	£0 Developer elected to provide own WPC to value of £102,250
Employment during construction management fee	£8,013	£8,013
Public open space	£46,790	£46,790
Child play equipment	£12,174	£12,174
Sports development	£114,181	£114,181
Transport strategic	£70,696	£70,696
Transport site specific	£76,355	£76,355 + funding to provide new loading bay on Marshalsea Rd
Transport for London	£150,000	£150,000
Public Realm	£101,355	£0 in-kind works to create

		new public access route through site
Archaeology	£5,363	£5,363
Health	£112,889	£112,889
Community facilities	£15,633	£15,633
Administration charge (2%)	£23,020	£18,948*
<b>Total</b>	<b>£1,174,030</b>	<b>£966,354*</b>

The total contributions are as per those listed in the table above.

157 Transport for London have advised that contributions (£150,000) towards highway improvements at the Borough High Street, Marshalsea Road, Great Dover Street and Long Lane junction. The applicant has agreed to this request. A new loading bay in Marshalsea Road will also be provided to facilitate on-street servicing of the development.

158 Although no monies have been offered in respect of public realm improvements in the vicinity of the site, the applicant intends to carry out in-kind works to deliver a new publicly accessible route through the site linking Borough High Street and Disney Place. The value of these works is estimated to be £450,000 which significantly exceeds the standard toolkit figure.

*\*The final agreed sum along with the administration charge will be confirmed and set out in the Addendum Report to Committee.*

159 In addition to the terms set out above, the legal agreement would also secure the following:

- the provision of one car club parking space in the vicinity of the site;
- travel plans for both the residential and commercial elements;
- 3 years free car club membership;
- public realm plans;
- loading bay plans;
- 10% wheelchair housing;
- 22% affordable housing by habitable room (70% social rent and 30% shared ownership);
- mechanism after 24 months (if scheme not implemented) to secure an increased proportion of affordable housing if viability has improved.

160 The Community Infrastructure Levy (CIL) regulations state that it is unlawful for a planning obligation to be taken into account when determining a planning application for a development, or any part of a development, that is capable of being charged CIL if the obligation does not meet all of the following tests:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development

It is considered that the planning obligations sought meet the planning tests of Circular 05/05 and the CIL regulations. The contributions would be spent on delivering new school places as a result of the development; job creation during construction and once operational; improvements to open spaces, child play facilities, and sports facilities; improvements to increase the capacity of transport provision across the borough; improvements to health provision; and improvements to community facilities.

- 161 A neighbour has raised a concern over the impact upon local infrastructure, particularly schools and public transport. However, as described above, the development would make financial contributions to provide upgrade facilities and infrastructure to mitigate the impacts of the new population.

Community Infrastructure Levy (CIL)

- 162 S143 of the Localism Act 2011 states that any financial sum that an authority has received, will, or could receive in the payment of CIL is a material “local financial consideration” in planning decisions. The requirement for Mayoral CIL is a material consideration. However, the weight to be attached to a local finance consideration remains a matter for the decision-maker. Mayoral CIL is to be used for strategic transport improvements in London, primarily Crossrail. The levy is applied to all developments at a rate of £35 per square metre in Southwark. Based on the uplift in floorspace, a CIL payment of £399,650 will be required.

**Sustainable development implications**

- 163 Policy 5.2 of the London Plan requires developments to make the fullest contribution to minimising carbon dioxide (CO<sub>2</sub>) emissions and that they should provide an assessment of their energy demands, demonstrating how they have taken steps to apply the Mayor's energy hierarchy. Major developments are expected to achieve a 25% improvement above the 2010 Building Regulations. Strategic policy 13 of the Core Strategy also requires development to meet the highest possible environmental standards, as well as achieving a reduction in CO<sub>2</sub> of 20% from on-site or low and zero carbon sources of energy, as well as achieving Code Level 4 based on Code for Sustainable Homes and a BREEAM rating of 'Excellent' for commercial uses. An Energy Strategy and Sustainability Assessment has been submitted as part of the application. An update to the conclusions of the Energy Strategy was submitted in August 2013.

164 Be lean - use less energy

A range of passive design features and demand reduction measures are proposed to reduce the carbon emissions of the proposed scheme. Features include solar reflective coatings with high transmission factors to reduce solar heat gains; variable speed drives on all central pumps and boosters; and energy efficient lighting.

165 Be clean - supply energy efficiently

No existing heating networks have been identified within 200m of the site and therefore there is currently no ability for the scheme to connect economically to an existing district heating scheme in the area. The applicant has confirmed they will provide the necessary infrastructure to allow future connection with other potential district heating schemes which may come forward following completion of their development. A Combined Heat and Power (CHP) unit will be installed in the basement to heat and power the building with conventional gas boilers providing a top up during peak winter heating requirements.

166 Be green - use renewable energy

A variety of renewable energy technologies have been investigated with the most feasible option being to incorporate air source heat pumps to heat and cool the office / retail spaces as well as rooftop Photovoltaic (PV) panels on the corner Building 2 which utilise sunlight to provide electricity. It is advised that the roof can accommodate a panel area of 65 sqm. Together these technologies would reduce emissions by around 3.4%. At this stage it is unclear why rooftop PV panels can't be accommodated

elsewhere within the development and this matter has been raised with the applicant. The response will be detailed in the Addendum Report to Committee.

167 Taking the above measures into account the proposal would achieve a reduction of 244 tonnes of carbon emissions compared to a 2010 Building Regulations compliant development. This is equivalent to an overall saving of 31% which significantly exceeds the 25% policy target. The estimated 3.4% renewable carbon saving falls short of the 20% Southwark Core Strategy but it is considered that the Mayor's energy hierarchy has been followed. When taking account of the overall carbon savings of the scheme a refusal on this basis could not be substantiated.

168 Code for Sustainable Homes and BREEAM

The Sustainability Assessment advises that the residential units will be designed to achieve a CFSH 'Level 4' and BREEAM 'Excellent' for the office / retail spaces. CFSH and BREEAM Pre-Assessments have been carried out which confirm that the scheme is capable of achieving these targets. A condition requiring post-construction reviews to ensure these targets have been met is recommended. A range of sustainability measures are proposed, including sustainable construction practices and green and brown landscaped roofs.

**Other matters**

Period of consent

169 As noted above, the applicant is seeking to extend the timeframe for consent to 5-years. This is because the current head lease on the building expires in July 2016 and while the applicant intends to enter into early negotiations to secure vacant possession should permission be granted, it is possible this will prove unsuccessful. In this case, the permission would expire not long after vacant possession of the building was secured. Furthermore, the commercial considerations and timing of putting in place development finance against a fixed price development contract would only be able to be progressed post vacant possession which could take 9 to 12 months. The applicant would not be able to finance the scheme until all vacant possession matters are settled and a main contract is ready to be signed. There are also archaeological works that need to be undertaken post vacant possession but before the consented scheme could be implemented. As such, the 5-year consent would provide the applicant with a "fall-back" position in the event that vacant possession isn't secured until 2016.

170 Officers would prefer the development to be implemented within the usual 3-year timeframe (subject to outstanding archaeological matters being resolved) so that the regenerative benefits could be delivered sooner rather than later. However, it is considered there are material and valid reasons why this may not be possible and under the circumstances a 5-year consent is agreed.

**Conclusion on planning issues**

171 The redevelopment of the site to provide a mixed use development in this central location is supported as it makes a much more efficient use of the site than currently exists. The scheme would result in an increase in the amount of commercial floorspace which will be of economic benefit to the local and wider area. The inclusion of a range of uses at ground floor level will activate the street frontage and increase the vitality and viability of this part of the town centre. The provision of 100 new homes will significantly contribute towards meeting the borough's housing targets, including the addition of much needed family homes. The level of proposed affordable housing has been considered very carefully as there is a large shortfall from the 35% normally required on development sites in this area. However, policy advises that viability

matters should be taken into account and it is agreed that the 20% offered (measured by habitable room) is the most the scheme could deliver. This would be subject to review as it may be possible to secure additional affordable units if market conditions improve.

- 172 The development has the potential to deliver a high quality of design. The overall site layout is acceptable and it would provide a new public pedestrianised route linking Borough High Street and Disney Place which will increase the permeability of the area. The new landscaped courtyard at the heart of the development would provide an amenity for existing local neighbours as well as future occupiers. The proposed height, scale and massing of the new buildings and the impacts they would have on Borough High Street Conservation Area, the Grade II\* listed St. George the Martyr Church and Little Dorrit Park have been considered and it is felt that the scheme compliments its historic setting and sits well in local townscape views. The proposed new housing is considered to be of high quality and would on balance justify the high density which is above the range expected for this area.
- 173 The impacts on local amenities, including sunlight and daylight to neighbouring properties as well as overshadowing to Little Dorrit Park has been assessed and it was found that the scheme and no substantial harm has been identified which could not be mitigated through measures secured by conditions. No adverse impacts on the highway network have been identified. Accordingly, it is recommended that planning permission is granted for 5 years, subject to conditions and the applicant entering into an appropriate legal agreement.

#### **Community impact statement**

- 174 In line with the council's community impact statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process. The impact on local people is set out above.
- 175 A Statement of community involvement has been submitted with the application. The document sets out the programme of consultation carried out by the applicant with local residents through a public exhibition; local schools, adjoining neighbours including the church, Bankside Open Spaces Trust and Southwark Living Streets.

#### **Consultation**

- 176 Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.

#### **Consultation replies**

- 177 Details of consultation responses received are set out in Appendix 2.

#### 178 Summary of consultation responses

- Existing building should be retained and refurbished
- Excessive and inappropriate building height, bulk, and massing of proposed development
- Height will set a precedent for future schemes in the area
- Addition of a mews building leads to a cramped form of overdevelopment
- Mews houses are out of character with the area
- Elevations lack the high quality of design and architecture required for such an important site



- Potential for retail units to remain vacant / Borough High Street has too many empty retail spaces
- Detrimental relationship with the listed St. George's Church / will overdominate the church and diminish its importance as a landmark and focal point
- Loss of views of the church from Little Dorrit Park and Redcross Way and Redcross Gardens
- Loss of daylight / sunlight to neighbouring occupiers
- Loss of outlook and privacy to neighbouring occupiers
- Overlooking to children's playground
- Overshadowing to Little Dorrit Park and children's play area, with consequent impact on plants and biodiversity
- Lack of clarity about proposed boundary wall treatment adjacent to Little Dorrit Park
- Lack of clarity about the size and location of proposed child play space within the development site
- Deficiency of useable external amenity space within the development site
- No landscaping details submitted
- Pressure on existing infrastructure, including schools and public transport
- Disruption during demolition and construction phases
- Missing information from the submitted historical analysis of the site
- Inaccurate and misleading CGI's
- Applicant's lack of consultation with BOST / local community regarding revised scheme.

### **Human rights implications**

- 179 This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.
- 180 This application has the legitimate aim of providing a mixed use redevelopment scheme comprising office, retail and residential uses. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

**BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Site history file: TP/1140-170 Application file: 11/AP/2012 Southwark Local Development Framework and Development Plan Documents	Chief Executive's Department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: <a href="mailto:planning.enquiries@southwark.gov.uk">planning.enquiries@southwark.gov.uk</a> Case officer telephone: 020-7525-5349 Council website: <a href="http://www.southwark.gov.uk">www.southwark.gov.uk</a>

**APPENDICES**

<b>No.</b>	<b>Title</b>
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Images
Appendix 4	Recommendation

**AUDIT TRAIL**

<b>Lead Officer</b>	Gary Rice, Head of Development Management	
<b>Report Author</b>	Helen Goulden, Team Leader, Strategic Applications	
<b>Version</b>	Final	
<b>Dated</b>	20 August 2013	
<b>Key Decision</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Strategic Director of Finance and Corporate Services	No	No
Strategic Director, Environment and Leisure	No	No
Strategic Director, Housing and Community Services	No	No
Director of Regeneration	No	No
<b>Date final report sent to Constitutional Team</b>	<b>22 August 2013</b>	

## APPENDIX 1

### Consultation Undertaken

**Site notice date:** 15/07/2011 and 11/06/2013

**Press notice date:** 14/07/2011 and 13/06/2013

**Case officer site visit date:** Numerous visits during application period

**Neighbour consultation letters sent:** 12/07/2011, 04/06/2013, and 16/08/2013

**Internal services consulted:**

Archaeology Officer; Design and Conservation Team; Environmental Protection Team; Parks and Sports; Planning Policy; Public Realm; Transport Planning; Urban Forester; Waste Management

**Statutory and non-statutory organisations consulted:**

Metropolitan Police; EDF Energy; English Heritage; Environment Agency; Scotia Gas Networks; London Fire & Emergency Planning Authority; London Underground; Transport for London; Thames Water

**Neighbours and local groups consulted:**

Over 1,000 consultation letters were sent out to properties within 100m radius of the site. List of consultee addresses on file.

**Re-consultation:**

Full round of consultation carried out in June 2013, including press, site and neighbour letters. Neighbour letters also sent in August 2013 as set out above.

## APPENDIX 2

### Consultation Responses Received

#### Internal services

##### Archaeology

The primary archaeological interest on this site are the remains of Brandon House/Suffolk Place. This is a mansion built by the Brandon Family, that has been on site since, at least, 1465, when it is referred to in a document as Brandon Place in Southwark. The family made land purchases in the early 16th century, from the Bishop of Winchester, purchasing part of the park of the Clink Estate and obtaining other leases. Charles Brandon obtained the house in 1510. He was a favourite of Henry VIII and was created Duke of Suffolk in 1514. Brandon married Henry VIII's younger sister in 1515 and in 1516 he purchased 11 messuages and gardens in Southwark. The house was rebuilt on a palatial scale between 1518 and 1522.

As a major property on Borough High Street Brandon House is depicted upon a number of the earliest plans, generally dating from the 1540s, but specifically Wyngaerde's Panorama of 1544 shows the building in enough detail to enable some comment to be made on its architectural form.

The Panorama's perspective is from the south and these parts of the building, in the drawing, therefore, contain the most detail, but this does suggest that the complex is an agglomeration of buildings of different periods, with good historic evidence for the existence of the complex in the 15th century and its expansion and development in the 16th century. Later in the 16th century the complex was sold off and demolition started. Terracotta panels presumed to be from this site have been found at a number of sites within the borough in contexts generally relating to the 17th century. Following this period the site has been redeveloped.

The applicant's archaeologists have provided much detail over the potential impacts upon the archaeology of Suffolk Place/ Brandon House. They have also undertaken an archaeological evaluation that was based upon the impacts of a different scheme than that presented here. The applicants have stated that they are unable to undertake further archaeological work on site until they have secured vacant possession of the building. It has been recommended by the council that a further trench be opened in the clear, open grounds to the rear of the building. The applicants have stated they are unable to agree this with the present tenants of the building and have agreed to redesign the basement area to ensure the preservation in situ of structural remains related to the 15/16th century house and palace. Even without the need to excavate the area of the building to identify remains related to the palace, due to the importance of the site, the extensive post-medieval archaeology, and Roman archaeology identified during the earlier work on site and geoarchaeological potential should be investigated and recorded. The area proposed for housing, outside the area of the basement, will also require archaeological work to determine where surviving material may be and to ensure it is preserved in situ. The Written Scheme of Investigation will need to present ideas for the interpretation of archaeological remains on site.

##### Planning Policy

Principle of a mixed use development is acceptable in general policy terms. Policy 1.4 seeks to retain B class use on sites with an established B class use. The existing B1 floorspace is 5,386 sqm. This will be replaced with 5,394 of B1 and A uses. The proposal will provide an active ground floor frontage and therefore the inclusion of Class

A uses in the employment floorspace re-provision is acceptable. The scheme should provide the maximum reasonable proportion of affordable homes. The applicant proposes 18% affordable provision which is below 35% required by policy and will need to be supported by a viability assessment.

### Public Realm

Current eastern entrance to the site (Marshalsea Road) is unsuitable for daily operations as it is too small for HGV and general deliveries. If this were to be used it would impact on congestion in the area and increase the risk to pedestrians and other road users. We therefore require the developer to use the northern entrance to the site (in Disney Place). This would require both the footways and carriageway in Disney Street being resurfaced and to widen the southern footway along Disney Street and reinstate the crossover (eastern entrance) on Marshalsea Road to footway (dependent on the final submitted design scheme and use of the building). These measures will be acceptable to accommodate the increased pedestrian and vehicle attributed activities in this area due to the proposal.

Immediately adjacent to the proposal there is an area of highway between the Church and Churchyard (Tabard Street) which is in need of refurbishment before additional trips and visits can be safely and accessibly accommodated. Request that the developer carries out drainage and resurfacing improvement works to this area. The developer will also need to enter into S278 / 38 agreement for any and all highway works. The information needed about the works will consist of a full Safety Audit, construction details, vehicle turning circle / swept path drawings, details of hard and soft landscaping, and a layout plan including verges, visibility splays, plot boundary, traffic calming features, vehicle crossing. The details and extent of the work should be secured through schedule of works or contributions delimited by S106 Agreement.

### Urban Forester

Further to my earlier comments below, the applicant's response to BOST confirms that trees of greatest amenity value to the park are unaffected, whilst the most important sections of wall which have large climbing plants that provide significant screening benefits are also retained. Although the tall Cherry Laurel hedging within the park is of little value to amenity or biodiversity, this will need to be replaced as part of any proposed landscaping. Given its strongly north facing aspect, amenity space to the rear will not benefit from direct sunlight. This is also similarly diminished to a lesser degree within the park itself. Landscaping would therefore need to provide species which can grow in these conditions. Although development will result in an increased amount of shading, a suitable design and planting schedule is feasible which can maximise screening whilst providing an enhanced amenity within areas which are not currently well used. The grassed kick-about space could be landscaped with paths to provide native woodland edge species or shade loving plants, such as tree ferns. However, as above, this will require significant investment whilst the overall effect on the park would be adverse without such improvements.

Tree report conforms to the relevant BS in terms of the correct identification of tree condition and suitability for retention. Trees proposed for removal to facilitate the proposed development do not contribute to amenity such that they'd constitute a reason for refusal. Trees and vegetation within the park will need to be pruned back to the boundary, although their retention is not affected. However, the plans show semi-mature tree planting. A condition is required to ensure appropriately sized replacement of any lost amenity. A total 307 cm girth of vegetation will be lost, replacement planting should therefore be a minimum of 45cm girth for each replacement specimen tree. Well established roof terrace landscaping is also shown and greater detail is required via conditions to include planter dimensions and maintenance information. Planters will

need to be sufficiently large and robust to provide the extensive landscaping proposed. This is essential in order to soften the outline of elevations, particularly opposite the church.

Given the relatively poor design of the adjacent park, S106 payment would be suitable to enhance its design. The desired opening up of the park to residential use and access is welcome. However, the existing screening provided by the evergreen Cherry Laurels (G5) which backs onto the proposed development on the other side of the brick wall may conflict with this. Consideration is therefore required as to how access can be improved whilst retaining a green screen along the park boundary. Replacement of the Laurel may be an acceptable solution, but this will require investment.

### Transport Planning Team

*Access:* It is proposed to keep and use the existing vehicular access off Disney Place. Any new or altered access must have the approval of the Highways Authority before construction. The re-use of the existing entrance is acceptable given that it is at the end of a lightly trafficked road.

*Cycle storage:* Sheffield stands provided. Number of stands is welcome.

*Car parking:* Developments in areas with a high PTAL rating (6a) are required to be car-free in order to promote more sustainable transport choices. The development is in a Controlled Parking Zone (CPZ) and it is recommended that new residents and businesses are excluded from eligibility for on-street parking permits.

*Disabled parking:* The proposal provides adequate disabled parking provision.

*Car clubs:* In order to mitigate the likelihood of private car ownership, we recommend that a S106 contribution is sought to provide one car club bay within 500m of the site, along with one free membership per dwelling to the car club for a period of 3-years. The car club bay should be provided on street as it would then be beneficial to the wider community.

*Servicing and refuse:* Applicant will need to provide a Service Management Plan detailing how the on-site servicing will be managed. Loading bays - Marshalsea Rd and Borough High St - detailed plans are required with regards to their location. No objections are raised to on-street servicing. Some adjustment may need to take place on Disney Place to the kerb line. This will need the approval of Southwark's Highway Team. The proposal suggests that it will be possible to allow smaller vehicles to load at the rear of the development and this will be managed on a pre-booking system. However, no dedicated loading/servicing bay has been proposed; this needs to be addressed.

*Trip generation / highway impacts:* Proposal will not have an impact on the highway as it is car free.

*Travel Plan:* A framework travel plan has been submitted outlining the strategy and content to be developed and included in the full travel plans. These are proposed for each of the proposed uses. Full travel plans for each of the proposed uses should be secured by legal agreement. S106 contributions should be sought using the S106 SPD standard charge formula. S106 monies should be secured for cycle, pedestrian and traffic improvements in the area.

### Environmental Protection Team

*Air Quality* - Fully satisfied with the revised AQ Assessment, findings, and recommendations. Suggest a condition referring to compliance with report

recommendations.

*Noise and Vibration* - Generally satisfied with the revised Assessment. Suggest a tailored condition referring to compliance with report recommendations.

*Contamination* - suggest standard conditions for exploration and remediation.

*Construction Management Plan* - There is a reference in the AQ Assessment for mitigation measures for the construction phase. These should be brought forward in the report addressing the other environmental impacts of construction.

Lighting - there is no apparent light spillage.

## **Statutory and non-statutory organisations**

### English Heritage

The application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.

### Transport for London

- Support the non-provision of car parking, bar disabled parking. It is further recommended that future occupants be excluded eligibility for on-street parking spaces.
- All disabled bays should be designed to comply with DDA Standards.
- Number of cycle spaces are in accordance with TfL's cycle parking guidelines.
- Note the proposals to upgrade the existing loading bay on Borough High Street. Given the lack of submitted information, the proposal would need to be discussed further with TfL.
- Borough High Street forms part of the TLRN and any proposals to alter the highway are subject to S278 agreement with the Highway Authority (TfL).
- No skips or construction materials shall be kept on the footway or carriageway on the TLRN at any time.
- Request that a Construction Logistics Plan which identifies efficiency and sustainability measures to be undertaken during construction is submitted to and approved by the Council in conjunction with TfL prior to work commencing.
- Request that a Delivery and Servicing Management Plan which identifies efficiency and sustainability measures to be undertaken once the development is operational is submitted to and approved by the Council in conjunction with TfL prior to occupation.
- Support the inclusion of a framework travel plan and request that a S106 obligation / condition be imposed requiring submission of a full Travel Plan.
- Request £150,000 for highway improvements at the Borough High Street, Marshalsea Road, Great Dover Street and Long Lane junction to improve conditions for pedestrians and cyclists.

### London Underground

No objections in principle but there are a number of potential constraints on the redevelopment of the site situated close to underground tunnels and infrastructure. It will need to be demonstrated to the satisfaction of LULL engineers that:

- the development will not have a detrimental effect on our tunnels and structures in the short and long-term;
- the design must be such that the loading imposed on our tunnels and infrastructure is not increased or removed;

- we offer no right of support to the development or land.  
Request that the grant of permission be subject to conditions to secure submission of detailed design and method statements for all foundations, basement, and ground floor structures.

#### London Fire & Emergency Planning Authority

The development should comply with the requirements of B5 of Approved Document B.

#### Environment Agency

Does not object to the proposed development subject to conditions concerning flood risk. Note that all sleeping accommodation will be located above the ground floor level and that the finished floor levels will be set at a minimum of 5.53m above Ordnance Datum as stated in the FRA. Pleased with the inclusion of flood resilient measures.

Surface water management - pleased with the proposed use of Sustainable Drainage Systems in order to reduce surface water run-off as stated in the FRA. Fully support the inclusion of permeable paving, storage tanks, and/or surface ponding. Applicant may wish to consider including green roofs which incorporate rainwater harvesting.

#### Thames Water

*Waste:* requests that the applicant incorporates within their proposal protection to the property by installing, for example, a non-return valve or other device to avoid the risk of backflow at a later date on the assumption that the sewerage network may surcharge to ground level during storm conditions. There are public sewers crossing or close to the development. Approval will be needed from Thames Water for buildings within 3m of a public sewer.

No impact piling shall take place until a piling method statement has been submitted and approved and this should be dealt with by condition.

*Water:* recommends an informative concerning water pressure.

#### Metropolitan Police

Have no issues with this application.

#### Southern Gas Networks

Presence of our low/medium/intermediate pressure gas main in the proximity to the site. There should be no mechanical excavations taking place above or within 0.5m of the low pressure system, 2m of the medium pressure system and 3m of the intermediate pressure system. You should where required confirm the position of mains using hand dug trial holes.

#### **Neighbours and local groups**

Dalton Warner Davies LLP - on behalf of The Christian Medical Fellowship (CMF), 6-8 Marshalsea Road

#### Principle of development

Principle of redeveloping the site is welcomed, as are the additional residents and community facilities. Proposed ground floor retail units would provide additional active frontage and contribute to the vitality of this part of Borough High Street. It is noted that



there are existing vacant retail units in the area and there is a concern that retail units may remain empty due to the lack of demand. Further vacant units would detract from the vitality of the area.

#### *The Mews (Building 6)*

Relationship between the proposed mews house and the rear of No. 6-8 is unacceptable. Mews Houses are not characteristic of this part of the Borough. Typical mews developments are inward facing and follow historic building footprints. Proposal would lead to an overdevelopment of the site, introducing an alien feature which does not respect its context and the occupants of which would experience unacceptable levels of overlooking to and from existing and proposed neighbouring properties as well as introducing a poor outlook from south-facing windows at ground floor level of the mews. Use of the term 'mews' should not be utilised to excuse a cramped form of development where it is not acceptable in terms of design and amenity but is incongruous with its surroundings.

#### Protecting the amenity of users of No. 6-8

*Loss of daylight/sunlight:* Height of proposal will lead to an overall loss of daylight (and complete loss of sunlight at some parts of the year) to Little Dorrit Park. The submitted GIA Internal Daylight and Sunlight Report does not address loss of daylight/sunlight to surrounding properties and spaces. Reduced daylight levels to the park will impact on the park itself and have a knock-on effect to buildings which received direct or reflected light through this green open space. Reflection of light from buildings on the north side of the park is a light source which will be reduced by the additional height of the proposal. This is particularly pertinent to the outlook from the limited number of rear facing windows of No. 6-8. Height of the proposal will also have an impact upon the level of light reflected into the courtyard to the west of No. 6-8. Impact of the loss of daylight to No. 6-8 has not been assessed by the developer and it is considered that permission cannot be granted without an appropriate assessment being submitted.

*Sense of enclosure:* Flank wall of proposed Building 3 will bring about a sense of enclosure given its additional depth and its height. Such an added presence will erode the enjoyment of the amenity space to the rear of No. 6-8. Will significantly reduce the outlook from the rear of the property and appear overdominant to its users.

*Loss of outlook and increased overlooking:* Rear elevation of No. 6-8 would suffer from a loss of outlook due to the height of the proposed mews (Building 6). Park would no longer be in sight from the rear windows and amenity space to the rear of No. 6-8, but it is likely that Southwark Cathedral, St. Paul's Cathedral and other iconic buildings would also be removed from these viewpoints by the height of the proposed mews. While the impact on this private view may not be a planning concern in its own right, the buildings within this view have strategic visual importance. The loss of iconic buildings in the outlook from this side of No. 6-8 will have an adverse impact on the amenity of the office space primarily during the day. This will be further compounded by overlooking from the proposed mews roof terraces towards the rear windows and amenity space enjoyed by users of No. 6-8. Brandon House site falls within a 'background assessment' area for views from the Viewing Terrace of Alexandra Palace to St Paul's Cathedral. Although unlikely to be of strategic concern, Southwark Council will need to assess the impact of this development in the background of this strategic view.

*Disruption during construction work:* Proposal could cause a significant level of disruption to residents and businesses in the area during its construction period. Should planning permission be granted, the amenity of nearby residents and businesses should be protected through the imposition of conditions, which as a minimum should request a Construction Management Plan to control heavy traffic movements, construction staff

movements, and other activities generating noise, vibration and dust. CMF would expect to be consulted on such measures and also informed on the likely timing of such activities.

*Emerging Residential Design Standards SPD:* Development fails three of the tests set out in Section 2.2 of the SPD:

- *include a predominance of dual aspect units* = overall the development achieves an acceptable level (65%) but Building 6 (mews) should be considered separately given its isolation from other buildings and its self-contained nature. Mews houses do not provide dual aspect units.
- *meet good sunlight and daylight standards* = the scheme fails on internal and external factors.
- *makes a positive contribution to local context, character and communities, including a contributing to the streetscape* = proposed development represents a significant increase in height compared to that existing and represents a significant departure from the vernacular. Views of the church spire from the park will be available from only a small proportion of the park. The proposed design and layout requires further consideration to afford sufficient deference to the Church and surrounding streetscape, and to maintain key views.

*Meet standards of privacy and outlook as set out in Section 2.8 of the SPD:* Mews building (Building 6) will impact to an unacceptable extent on properties on Marshalsea Road. No distinction is made in the SPD between residential and commercial properties and the close proximity of buildings will lead to a conflict between users at different times of the day. This is pertinent for residents on the upper floors of No. 10 Marshalsea Road. Proposed footprint which extends towards the park will alter the current level of surveillance to an unacceptable extent. It will be overbearing as a consequence of the number of windows and balconies facing it at close proximity. Close proximity of the park to future residents could give rise to complaints on grounds of noise and disturbance.

*Meet standards of daylight and sunlight as set out in Section 2.7 of the SPD:* SPD does not differentiate between residential and commercial properties and the impact on existing neighbouring occupiers is significant. Main impact is associated with the extension of the footprint to the current rear building and the introduction of the mews houses. Lower floors of properties on Marshalsea Road will receive little daylight due to the proximity of the mews houses. No. 10 Marshalsea Road which has residential properties above ground level is already largely enclosed by CMF to the east and No. 12-22 Marshalsea Road to the west. Addition of the mews houses will create a courtyard of development which will block out daylight to this property. The flats above No. 168 Borough High Street will be impacted on by Buildings 1, 4, and 5.

*New development should not cause excessive overshadowing of existing communal amenity spaces or neighbouring properties:* Proposal will cause significant overshadowing to No. 168 Borough High Street. It will impact on Little Dorrit Park. Shadowing of the park will reduce its usability and will lead to degradation of its environment as trees and vegetation receive less direct light and associated heat.

*At least 60% of units suitable for three or more occupants (containing two or more bedrooms):* Development proposes only 51% of units with two or more bedrooms and only 13.6% provision of three or more bedrooms which fails policy.

Bryan O'Conner & Co on behalf of freeholders of 168 Borough High Street

No. 168 trades from the ground and basement floors of those premises as Nelsons (the three upper floors being used as residential accommodation). Application states that the proposed use is as residential units together with office (Class B1) and retail (Class A).

Class A covers Class A1 shops, Class A2, professional and financial services, Class A3 restaurants and cafes, Class A4 drinking establishments, Class A5 hot food takeaways. It is submitted that this is unusual and totally unacceptable to apply for such a wide and varied user.

Brandon House when developed should not have been permitted to overwhelm No. 168 to the extent that it has been. If new building is to be allowed then the opportunity should be taken of correcting this mistake in that the height of the building adjoining No. 168 should be reduced not increased. Proposed new building would be even more overwhelming than it is at present in that the increased height will reduce sunlight to the residential element and particularly to the skylight on the top through which the occupants of the new building will be able to look down into the top floor flat at No. 168 and the proposed development of the block back in towards Little Dorrit Park will diminish the light to No. 168 even further. No attention has been given to the effect of the new building in reducing light to the north.

Air quality assessment - para 6.2 states that the demolition and construction is likely to last some 22 months and so the restaurant at No. 168 is concerned that the report indicates that during this period there are likely to be considerable "emissions from the exhausts and also from lorry movements around the site if proper control measures are not employed". Assurances should be obtained, as a condition that appropriate measures will be taken to monitor air quality and the effect of fine particle generation during construction and emissions from construction vehicles.

2 disabled parking spaces are provided. Those purchasing flats with two bedrooms or more are likely to want them for family purposes. It seems unlikely that such persons would not own, and therefore need to park, private motor vehicles.

Brandon House is a relatively new building of brick construction. It seems a massive waste of resources to knock it down. Need to be assured that there is no viable alternative such as internal alterations and refurbishment before giving consent to demolition and reconstruction. There is no reference in the application to affordable housing.

#### CIPFA Education and Training Centre, 215-221 Borough High Street

- Noise during building works: we have been subjected to continual road and development works on Borough High Street and Tabard Street for the last 18 months. Impact on our business is significant and has resulted in several complaints as classes and exams have been disturbed. Demolition and construction works across the road would place an unacceptable strain on our ability to carry out our primary function as an education and training centre.
- Daylight / sunlight: An 8 storey building is far too high for this area and it would impact significantly on the daylight and into our building. The front facade of our building is comprised primarily of windows and an 8 storey building would block sunlight and daylight and make our classrooms quite dark. This would impact negatively on classes, forcing a higher reliance on artificial lighting and increased energy bills.

#### 3D Planning Ltd on behalf of 5-7 Marshalsea Road

Design is not of an appropriate standard for this significant and prominent location. The proposal, in particular its relationship to Marshalsea Road is not successful and does not respect local context. Design of the Marshalsea Road elevation is not appropriate in relation to its scale, fenestration and detailing. It is too high and out of scale with the immediately adjoining built form and has an adverse impact upon the aspects of

properties on the opposite side of Marshalsea Road.

Flat 11, Disney Place

a) Proposed change of use from commercial/office to majority residential

Brandon House provides 5,386 sqm of Class B floorspace. Only 4,614 sqm of Class B floorspace is reprovided and contravenes the Bankside, Borough & London Bridge SPD. Reducing the office/commercial floorspace is destructive in terms of helping to facilitate regeneration and increasing the number and range of employment opportunities. Scheme represents an opportunity to reinvigorate the area with landmark high quality office space and retail outlets. Current scheme destroys employment opportunities.

b) Quality of design & failure to preserve and enhance character and appearance of the historic environment

Scheme proposed is much larger than current and does nothing to enhance the appearance of the Church, the focal symbol of the environment. It diminishes it and sets a precedent that would see the Church lost within its current setting when some of the surrounding space is redeveloped. Commend the fact that the design itself pays reference to the narrow building fronts that historically compose the area. However, the rather bland glass frontage does nothing to enhance the character of the area and serves as a bland gateway to Borough High Street.

c) Height & size of the proposed scheme

The SPD states that the parapet height of the main body of the church establishes a prevailing height in the immediate area. Proposed development is significantly above the height of the main body of the church. SPD states that development should maintain local views of the spire from Little Dorrit Park. Proposal diminishes views of the spire from every angle of Little Dorrit Park. Proposal represents a significant increase in height on the existing streetscape. It represents overdevelopment and as a result creates an even more monolithic building compared to its surroundings and greater loss of amenity to light.

d) Inappropriate consideration for access and convenience

Proposal provides no car parking beyond 2 disabled spaces. The area is under stress in terms of parking with overspill parking on double yellow and red lines. Development will increase congestion. Many families will have large cars that need to be parked. Overspill parking is commonplace, reduces access (esp emergency vehicles) and reduces safety. The area has good transport links but it is naive to think families / occupiers will not have multiple cars/friends with cars.

Transport Assessment acknowledges the confined nature of Disney Place and that servicing by larger vehicles took place on Marshalsea Road. Concerned to see the proposal promotes further use of this confined space as the only entrance. The current width of the access of Disney Place will be halved by the Mews houses creating a dangerous bottleneck. Impact of 100 new dwellings, retail outlets, waste and amenity traffic and use of Disney Place as the main access point is unacceptable.

e) Loss of amenity to light

Scheme results in a loss of light to residents on Marshalsea Road and Disney Place. Both schemes receive very low levels as light as it is, to have these levels lowered any further is unacceptable. Scheme would result in a much lower level of light in Little Dorrit Park.

1 Disney Place

- Noise pollution created by the construction period.
- Proposed height will obscure already limited views and will reduce the already limited amount of natural light, especially in the evening.
- Little Dorrit Park is open to all residents and object to it being used to enhance the aesthetics of the new development.
- Will overshadow the historic St George's Church and will destroy its view from many local residents.
- Proposed building doesn't add anything to the rich architectural value of the area.
- Development is oversized in relation to the available land space.
- Will overshadow and destroy the sense of privacy for local residents.
- Will destroy the sense of local community.
- My flat will be unlivable during construction period and will severely hamper my sense of privacy.

Flat 8, 1 Disney Place

- Proposed height will obscure already limited views and reduce the amount of natural light..
- Building won't blend in with the general height, size, bulk and appearance of other existing buildings.
- Building is going to be a dominating and intimidating sight to children who play in the school playground and Little Dorrit Park.
- Children will not be able to play in sunlight in the park as the development will reduce the amount of available sunlight in the park and the length of time its present.
- The park's plants, trees, and wildlife will suffer due to increased overshadowing.
- Size of the building is inappropriate for the land available.
- Object to the park being used as a means to further enhance the aesthetics of proposal. A clear segregation should be maintained between the park and the proposed development.
- Area already has a high volume of traffic and a development of this size will exacerbate this.
- Construction period is lengthy and will result in an increase in traffic, noise pollution, construction waste and restriction of access to local roads due to construction traffic.
- Building is oversized in relation to St. George's Church and will obstruct views.
- The proposed architecture will not add any value to the local area and skyline.
- Do not understand why an already functional building needs to be demolished. Would prefer a design which utilises the existing structure.

8 Disney Street

We are in the ground floor at No. 8 and raise concerns regarding the 4 mews houses.

- Building is 4 storeys high, not set back from the road, and will obscure light and views from our windows.
- Townhouses will directly look over the adjacent school playground.
- Area is inappropriate for a townhouse development and will stick out like a sore thumb as it is a dull block and designed without any level of sophistication.
- Will obscure light from the ally to the school playground and children's playground.
- Building is overdeveloping this end of the site. A much smaller building from the road would be more in-keeping.

### 7 Babington House, Redcross Way

#### 1) Scheme is inappropriate in its surrounding context

##### *1.01 Scheme is oversized in relation to neighbouring streetscape*

Proposal is contrary to CABE guidance that successful projects will "Respect important views" and "Respect the scale of neighbouring buildings". Due to its height, scale, and massing the scheme dominates its surroundings inappropriately. Has no regard to existing development patterns and densities.

##### *1.02 Scheme is oversized in relation to St George the Martyr Church*

Height of the proposed scheme in relationship to the church is out of kilt; it does not follow any of the historic lines of its architecture. The bulk of the building is now much taller than the parapet of the church.

#### 2) Scheme harms heritage assets

Existing building preserves the setting of the surrounding conservation area and enhances the historic setting by creating an inoffensive backdrop to the church. It makes a neutral contribution to its surroundings. New development will visually compete due to its bulk and height, neither preserving nor enhancing its setting. Scheme will obliterate every view of the church clock tower and spire from the northwest of the site, retaining only a slither glimpse within a tiny footprint of a reduced section of the spire. Church is an important historic and wayfinding landmark and views from sites within Redcross Way Conservation Area are unique and should be preserved. Scheme will result in a harmful and irreversible impact on the heritage of the area, ruining the character of the conservation areas to the north-west.

#### 3) Scheme is harmful to public & community amenities

It will result in a dramatic increase in overshadowing of Little Dorrit Park, both the school's playground, Cathedral School's outdoor space and the community gardens of Babington House. These open spaces are invaluable for the community and are rare open spaces which benefit from direct sunlight throughout the year. Proposal will seriously impact the quality of this rare amenity. Increased overshadowing will be harmful to the planting in these spaces and result in an unacceptable sense of enclosure in the park.

#### 4) Local parking stress

Development cannot stop people from owning their own vehicles but there is no framework in place for this. Other smaller and more recent developments in the area were all required to build underground parking. Local parking conditions around the southern end of Redcross Way is already of concern to residents. An increase on cars with no parking provision will accentuate this.

### Resident of Pattison House, Redcross Way

#### 1) impact on Little Dorrit Park

- Usability of the park / S106 monies. Overshadowing issues.
- Is Surveillance necessarily good for residents or those using the park.
- Use by residents as an amenity space. This shouldn't be the primary use of the park due to lack of space within the design.
- Conflict between users and residents.

#### 2) design

- Height obscures views and conflicts with the Listed St George's Church as the visual cue for the area.
- Reduces importance of local landmarks and conflicts with the streetscape.

- Creates overlooking due to inappropriate scale and bulk
- Impact on daylight / sunlight to properties and park.
- Proposed footprint is much greater than the original - as a high density site it has a negative impact on parking and traffic congestion.
- Design is considerably uglier than the existing building.

### 3) Residential Design Standards SPD

Fails to meet a number of standards set out in the SPD in terms of dual aspect flats; daylight and sunlight; privacy and outlook; dwelling mix.

#### Flat 17, Kingfisher Court, 8 Swan Street

Concerned about the height of the proposed development compared to the surrounding buildings on Borough High Street and Marshalsea Road.

#### 8-10 Lant Street

Represents a massive overdevelopment of the site. Southwark recommended density levels (700 hab rooms per hectare) are nearly doubled at 1356 hrh. It will be the tallest building on Borough High Street and is out of context at 8 storeys on the edge of the conservation area. It will dominate Little Dorrit Park in an overbearing and unacceptable way and will create unacceptable levels of shadowing to the park. Overlooking and overbearing nature of the development will negatively transform this open space. It will dominate the listed St George's Church and will result in a loss of significance of a heritage asset. Gap in the building at high level to reveal the Church spire from a small area in the park is ludicrous and draws attention to the fact that the building is too big.

Proposal is unable to match the employment generating space of the existing building. Ground floor is big enough for several large shops which could be serviced from the rear. Instead we have a series of left over truncated spaces from a top down designed scheme. The many residential cores land on the ground floor in positions which favour the residential above rather than the retail spaces. Layout is compromised and further they are not exclusively retail, but are also B1 in an attempt to make up the lack of proposed employment space. They are designed to be serviced from Borough High Street which is a red route and Marshalsea Road which is also congested.

Not all the flats reach or exceed space standards. Only a small proportion are dual aspect. Some flats have internal bedrooms with no windows. Wheelchair units don't comply with Greenwich Standards. Not all flats have private external amenity space. There is no useable communal amenity. Land to the rear is a pedestrian and vehicular access route and therefore not useable amenity. It is in permanent shadow. There is no child play space within the scheme. Two disabled car spaces hardly match the 19 wheelchair unit provision. Insufficient affordable housing provision.

#### 57A Lant Street

Whilst current building is hardly an architectural masterpiece, its suggested replacement leaves much to be desired. Location is in a key position being opposite the historic St George the Martyr church and Borough underground station. Disagree with the proposed extra height against the church. The building should be no higher than the current one. It should also be of some architectural interest that compliments its position and adds to the area.

Not a fan of there being retail space opposite the church. Would like to know if there are any limitations on the type of retail business. Borough High Street already has too many fast food outlets or empty retail space.

Height of the proposed building will cause a full shadow over Little Dorrit Park. This will affect the whole atmosphere, quality and amenities of the park. The height of the building on Borough High Street will dominate this historically listed church and landmark crossroads, it would impair the view further of the Church spire from the parks and schools to the west and north-west. The proposed building should be no higher than the current building. Being opposite the Church, any proposed designs should be a great long-term addition architecturally. The current proposal has a short design life and will soon be a scar on the area.

#### Flat 8, Hatters Court, 99 Redcross Way

8 stories is quite high - the morning sun won't reach the playground until late morning. 110 new residential units - there's going to be student accommodation being built within half a mile of this redevelopment; more attention on making it family orientated given it's next door to two of the most popular schools in the borough would be in order, more family sized ones. Brandon House is a very ugly building and this isn't much of an improvement aesthetically.

#### 145 Bermondsey Street

Proposal represents an overdevelopment of the site.

##### a) Impact on existing townscape

*St George the Martyr* - the church spire is an important landmark and is part of the views which can be enjoyed from Little Dorrit Park. The effect of the development proposal will be to block views of the spire. Remaining views will be limited to a narrow view corridor from Redcross Way.

*Little Dorrit Park* - the proposal will have a permanent and significant adverse impact on the existing trees and grass, and reduce the area of useable space. Developer proposes to make a financial contribution to 'enhance' the park but a more meaningful contribution would be to ensure that the proposals do not damage the microclimate of the park and the green infrastructure to which it provides.

##### b) Public realm and amenity space

Proposed on-site public realm, amenity, and play space will be in shade most of the time. This will provide a poor quality environment for all users.

##### c) Residential standards SPD

Proposal fails to satisfy a number of standards in respect of density; dwelling mix; amenity space; daylight/sunlight; privacy and security.

#### 7 Ciba Apartments, 101 Union Street

Proposal fails to adhere to the standards that this prominent site merits and the bulk of the development is in the financial interest of the developer and the consideration of the protection of the neighbouring park are overlooked. Proposal should be the same as the height of the existing building or lower.

It will have a seriously detrimental effect on the neighbourhood, especially on the playground Little Dorrit Park and the playground of Cathedral School. Proposed development would have a negative affect on the landscaping, as the increased height of the building would overshadow the grass/tree area of the playground longer and some of the winter months totally. Will result in the vegetation suffering and dying. Concerned that opening the park would increase accidents and the existing exits of the park should be kept. Sports and playground of Cathedral School would be equally affected due to the lack of direct sunlight.

Scheme is oversized in relation to the neighbouring streetscape and does not take the



historic setting into account. St. George the Martyr Church is a historic view from Redcross Way and it would be obliterated by the proposal. Scale of the proposal would create an offensive sense of enclosure to the adjacent open spaces and dwarf the prominent church. Proposed design lacks style and inspiration and is not appropriate for the area.

#### Flat 7, 6 Vine Yard

Height is inappropriate for its setting and context of St George the Martyr and Borough High Street. Such a reduction in the attractiveness of the area will impede regeneration as such a clumsy, ugly building of such disproportionate scale will deter people from investing in the area. Addition of such a large number of residential units is inappropriate. Design of the facades is insensitive to the character of the Marshalsea Road conservation area. Design of the mews building is more appropriate in scale, and the varied facades are an improvement to the visual amenity current rear of the site.

#### 4 Maple Building, 128 Borough High Street

Proposed height will obscure view of the Church spire and clock from Little Dorrit Park. More damaging is the loss of light and increased shade that it will cause. It will make the grassed area less attractive and often unusable for large parts of the year. It will impact on the planting in the park which will not flourish and will cause further deterioration in its community value and use.

#### 6 Maple Building, 128 Borough High Street

Proposal is twice the height of the existing building and other properties on Borough High Street. This will have the effect of closing in the existing sense of space and visibility around the junction with Marshalsea Road. In addition to reducing light and space, and the quality of the appearance of the area, it will have an adverse impact on safety for pedestrians. Concerns about the appearance of the building at street level, design appears dull and solid. This will have an intimidating, alienating effect on the local environment. Need to take into account the impact of 106 additional residential units on the environmental and other services in the area. This increase should mean a higher priority for the quality of the street environment for pedestrians. Not convinced by the proposed office and retail space given existing vacant office and retail space.

#### Flat 3a, 53 La Gare, Surrey Row

Concerned about the impact on Little Dorrit Park and playground. Proposal is two storeys too high. It will affect the park with its size, its encroachment with a larger footprint than existing, and will lead to increased sun shading. Proposed footprint must be the same or smaller than the existing building in order to protect the park. It will mean less light and warmth will fall upon the trees. Its visual impact is too large when viewed from the park and Marshalsea Road and detracts from St. George's Church.

#### Trustee of St George the Martyr Church, Borough High Street

Had previously objected to the previous application (10-AP-3241) on the grounds of its height to the Church, a Grade II star listed building. The revised plans have not changed those objections.

#### Bankside Open Spaces Trust (BOST)

##### *Little Dorrit Park*

1) Submitted shadow diagrams indicate a dramatic reduction in sunlight, particularly in

the autumn, winter and spring. Without direct sunlight in winter, frost and snow remain for longer periods rendering the play equipment unusable. Increase in shade and reduction in sunlight will have an impact on the plants and biodiversity in the park. A small part of the park is presently in permanent shadow. Proposal will bring more areas of the park into permanent overshadow with disastrous results on planting.

2) Would like the building to be set back further from the boundary with the park. Large number of windows and balconies overlooking the children's playground indicate an increased likelihood of inappropriate interaction between flat dwellers enjoying their domestic space and children / families enjoying the playground. Further, noise issue could result in complaints from and conflict with future residents of the flats.

3) Maintenance vehicles access the park via a padlocked gate on the southern side from the grounds of Brandon House. No evidence that this access is maintained in the proposals as the existing gate is redrawn and made narrower on the ground floor plan.

4) Residents have expressed concern over whether or not there is access between the park and the development.

5) No evidence that the proposed play area is sufficient. Proposed small amenity space will be in permanent shade and inappropriate for a child play area. Assume that children of the new flats would use the park, which is already heavily used, and will be heavily overshadowed some parts of the year.

6) Severe deficiency in the amount of useable amenity space proposed. Rear ground floor appears designed as a pedestrian and car access route from Disney Place to Borough High Street. Only external amenity are the balconies and roof terraces, most of which are north-facing providing no direct sunlight.

7) Welcome greater clarity on how S106 monies would be spent to improve the park and also Marshalsea Road junction.

8) Church will only be visible from a section of the park and from a small part of Little Dorrit Court. View of the church from Red Cross Garden or Redcross Way will be substantially reduced.

#### *St George's the Martyr and Junction*

1) Proposal ignores this prevailing height. It dominates the listed church and surrounding area. Church's importance as the focal point will be diminished to an unacceptable extent. It is too an important a building for this to happen.

2) Proposal will be the tallest building on Borough High Street which is generally of 5 / 6 storey buildings. It dwarfs the buildings on either side.

3) Welcome that the building is broken up into separate units which is keeping with the traditional character of Borough High Street.

4) There is information missing from the submitted historical analysis.

#### Trinity Newington Residents Association (TNRA)

- Overshadowing of Little Dorrit Park is much improved by the current planning application.
- Bulk and lack of articulation on both frontages remain. Borough High Street is by origin Roman and its form is largely medieval with long thin plot sizes which have been lost or eroded in many places. Proposal is more articulated than the present

Brandon House but does not go far enough. They do not reflect the site's key position on Borough High Street.

- Proposal constitutes over-development. It is too high on both frontages.
- Welcome the re-introduction of shopping in this section of the high street, and the mix of housing, shopping and office use. However, the overly large shop windows are more suitable for a Bluewater-type development.

### **Reconsultation responses**

#### Dalton Warner Davies on behalf of Christian Medical Fellowship (CMF), 6-8 Marshalsea Road

A number of concerns remain and whilst we re-iterate the key concerns below, detailed analysis of the impacts of the proposal are contained in our previous representations which remain valid.

#### *Design*

External appearance of the building remains unaltered in terms of bulk, scale and mass. This is disappointing given the level of local opposition to this aspect of the scheme. Our key concerns in respect of the main building therefore remain.

#### *Creation of Mews Building (Building 6)*

Development of a mews building is not supported in principle as this is considered to lead to a cramped form of development which is incongruous to the built form of the surrounding area. External appearance of the mews building remains unaltered and our concerns relating to its relationship with the rear of No. 6-8 remain.

#### *Protecting the amenity of users of No. 6-8 Marshalsea Road*

A number of concerns remain with regard to the potential impact on the amenity levels currently enjoyed by the occupiers of No. 6-8:

- loss of daylight/sunlight
- increased sense of enclosure
- loss of outlook and increased overlooking
- disruption during construction.

#### *Compliance with Residential Design Standards SPD.*

Our previous letter set out concerns in respect of the schemes failure to meet the then draft SPD requirements.

- Mews building (Building 6) will still fail to meet the need for a predominance of dual aspect units.
- Revised Internal Daylight and Sunlight Report shows 15.7% fall short of BRE which is significant for a redevelopment scheme of this nature.
- Concerns with regard to the need to make a positive contribution to local context, character and communities, including streetscape remain as previously outlined.
- Concerns with regard to standards of privacy and outlook remain.
- Layout of the proposed units, whilst altered to take into account changes to unit mix, are still considered to poorly address the requirements of the SPD and therefore previous concerns in respect of daylight/sunlight remain.
- As the general scale, bulk and mass of the proposal remains unaltered, the issues raised previously with regard to excessive overshadowing of existing communal amenity spaces of neighbouring properties remain a key concern.

8 Disney Street

- 4 town houses will reduce the light and views for businesses and residents in Disney Street and Disney Place. Rooftop balconies will exacerbate this problem.
- Size of the townhouses will overshadow the adjacent school playground. It will leave much of the playground in shade during winter months resulting in frost and snow not melting, creating danger for children.
- Roadway opening into the site is not large enough for waste vehicles to enter and leave the site.
- House nearest Disney Place should be omitted from the scheme as this would resolve all out issues.

57A Lant Street

Still vehemently opposed to the proposed application for the same reasons as last time.

8 Swan Street

Concerned that the height of the building has not changed, and the impact this will have on Borough High Street / Marshalsea Road compared to other buildings in the area. Continue to have concerns about the loss of sunlight in the winter to Little Dorrit Park and children's play area.

201 Empire Square

- Area is very busy and proposal will put a strain on public schools.
- Public transport is already suffering congestion, the tube station is small and proposal will put further stress on Borough Station entry and facilities.
- Height of the building is out of proportion with any other surrounding building and will shadow the park and damage park eco life.
- The historical church will be shadowed by a building twice its size.

Resident in Sanctuary Street

Proposed heights are inappropriate. Such high construction will degrade the community, limiting the amount of sunlight, and constitute a precedent for future planning applications that will also want to maximise profits.

Flat 6, 14 Weller Street

Proposed building will be too high and will have a detrimental impact on natural sunlight to Little Dorrit Park and adjoining schools. Open play and green spaces are precious, with the constant development and building works encroaching on such spaces, the local communities will feel the impact most.

145 Bermondsey Street

Object on the grounds that the overbearing scale and density of the proposals will have an unacceptable and permanent impact on Little Dorrit Park and the quality of proposed amenity space for the development. Disappointing to note that the current scheme has not been modified to address any of the significant adverse and permanent impacts on Little Dorrit Park of the previous scheme.

*Play space*

On-site play space - drawings do not provide detail about the proposed play space, its location, size, enclosure detail, or play content.

On the basis of the child yield given in the Planning Statement, 640 sqm of dedicated

play space should be provided on site.

Off-site play space - documents do not provide details about the proposals for enhancement of Little Dorrit Park to accommodate the needs of the additional child population. This would clarify whether the park can absorb the additional play provision and allow for costing for the S106 Agreement based on a realistic assessment of what the park would need to cater for the additional children.

#### *Shading effects of the development proposal*

- Effects on Little Dorrit Park - proposal will have a significant adverse impact on existing trees and vegetation on the boundary and the informal kickabout area. These areas currently enjoy full sun from circa 10am to sundown on March equinox. Proposals will adversely change this such that these areas will be in shade all day. This will have an adverse impact on microclimate and growing conditions for existing vegetation and biodiversity.

- Effects on proposed on-site amenity space - all the proposed amenity spaces will be overshadowed such that all of it will be in shade all day on March equinox and in December. In June the majority of amenity space will be in shade from 12-6pm. This level of shading would be oppressive and will not provide reasonable growing conditions. It fails the BRE criteria that 'no amenity space on March 21 should be in permanent shadow over more than 40% of its area and ideally under 25%'.

#### *Existing trees and vegetation*

Inclusion of a tree survey and tree constraints plan is helpful, but the report does not state whether or not the proposals will adversely impact the safe retention of these trees and if they will be retained. It is possible to conclude from the submitted information that existing trees on the boundary will be affected and it is more than likely might be removed at some point as a consequence of the development.

If the boundary wall is to be modified or replaced a short term impact will occur during demolition and construction of a new wall; in the long term, the new building will cast shade over the vegetation for significant periods. The CGI's appear to show these trees and climbers retained but the applicant needs to provide information to demonstrate that this can be achieved.

#### *Boundary wall with Little Dorrit Park*

- Proposed treatment is ambiguous and needs to be clarified because any changes to the wall will potentially adversely impact the root systems of the adjacent trees in the park. If the wall is to be replaced the existing climbers will be lost.

- Intentions for the gate are ambiguous and the applicants should define the proposed management of the gate to ensure parents that it will remain locked and won't become a risk to child safety.

- lack of detail about the landscape proposals is remarkable.

- accuracy of CGI's - are misleading and should be re-submitted to ensure that the visual impact of the proposals can be accurately assessed.

#### Bankside Open Spaces Trust (BOST)

Has earlier welcomed the efforts of the applicant to contact ourselves, and during 2010, through our events, to provide information to parents in Little Dorrit Park over the development proposal. BOST are however concerned that there has been no further communication with ourselves or the local community (other than statutory consultation) regarding the revised bid and now have to object to this due to its likely impact upon Little Dorrit Park, its additional impact on Red Cross Garden and its interaction with the historic St George the Martyr Church.

We would be likely to give support to a future proposal which reduced the height, did not bring the building so close to the park on the eastern and southern edge, gave more details about boundary treatment and trees, and developed a more meaningful relationship with the Church and surrounding context. Reiterates previously submitted comments but with the additional following points:

- CGI Images of the back of the building (View 05 Little Dorrit Court proposed views p13) includes an area of vegetation which doesn't exist to apparently soften the rear view of the development. Developers are concerned that this rear view is inappropriate and seek to obscure this with trees that don't exist.
- The Planning Application Form Point 15 (Trees and Hedges) includes incorrect information which flaws the application. It states 'no' to question on whether there are trees or hedges on land adjacent to the proposed development site that could influence the development or might be important as part of the landscape character. There are two lime trees and a line of laurels adjacent to the boundary wall.
- Lack of clarity about the boundary wall treatment between the park and the new amenity space and whether these will be the existing walls or new ones.
- View of the church: the church will be only partially visible from only a small section of the park. The view of the church from Red Cross Garden or Redcross Way will be substantially reduced.
- Landscaping and proposed play space: inconsistent presentation of the number of expected children - between 34 and 64 which should be clarified. Between 300-640 sqm of playspace should be provided. There is no information presented regarding the size and nature of the on-site play space. The small amenity space proposed will be in permanent shade and inappropriate for a child's play space. There is severe deficiency in the amount of useable amenity space proposed. There is no detail about the proposed landscaping and the application should be withdrawn.











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## RECOMMENDATION LDD MONITORING FORM REQUIRED

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This document shows the case officer's recommended decision for the application referred to below.  
This document is not a decision notice for this application.

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<b>Applicant</b>	MCRP (Brandon) LLP	<b>Reg. Number</b>	11/AP/2012
<b>Application Type</b>	Full Planning Permission	<b>Case</b>	TP/1140-170
<b>Recommendation</b>	Grant subject to Legal Agreement	<b>Number</b>	

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### Draft of Decision Notice

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**Planning Permission was GRANTED for the following development:**

Demolition of existing building and erection of a building (with basement) up to eight storeys in height (maximum 28.50m at corner) fronting Marshalsea Road and Borough High Street comprising office / retail floorspace (Class B1 / Class A use) and 96 residential units; erection of a four storey mews building to the rear (13.10m) comprising 4 residential units; provision of open space with ancillary plant, car parking and servicing, works of hard and soft landscaping and new pedestrian access to Borough High Street together with other associated and enabling works

**At:** BRANDON HOUSE, 180 BOROUGH HIGH STREET, LONDON SE1 1LW

**In accordance with application received on 21/06/2011  
and revisions/amendments received on 14/05/2013**

19/08/2013

13/08/2013

02/08/2013

08/08/2013

15/08/2013

**and Applicant's Drawing Nos.** 9000-500-001; 691\_07\_100 Rev P04; 691\_07\_101 P05; 691\_07\_102 Rev P05; 691\_07\_103 Rev P05; 691\_07\_104 Rev P05; 691\_07\_105 Rev P05; 691\_07\_106 Rev P05; 691\_07\_107 P05; 691\_07\_108 Rev P02; 691\_07\_110 Rev P03; 691\_07\_200 Rev P01; 691\_07\_201 Rev P01; 691\_07\_202 Rev P01; 691\_07\_203 Rev P01; 691\_07\_204 Rev P2; 691\_07\_205 Rev P01; 691\_07\_206 Rev P2; 691\_07\_207 Rev P01; 691\_07\_208 Rev P01; 691\_07\_209 Rev P01; 691\_07\_210 Rev P01; 01005 LC 51001 5003 A, 01005 LC 51001 5004 A, 08/121/05, 08/121/06

S106 Planning Obligations Workbook; Planning Statement (May 2013); Design & Access Statement (May 2013); Noise and Vibration Impact Assessment (3 May 2013); Flood Risk Assessment (3 May 2013); Air Quality Assessment (29 May 2013); Internal Daylight and Sunlight Report (10 May 2013); Sustainability Statement (May 2013); Transport Assessment / Framework Travel Plan / Framework Service and Waste Management Plan (April 2013); Addendum - Service and Waste Management Plan (August 2013); BREEAM Pre-Certification Framework Report (May 2013); Energy Strategy (May 2013); Code for Sustainable Homes Pre-Certification Framework Report (May 2013); Archaeological Desk Based Assessment (May 2013); External Lighting Assessment (May 2013); Heritage and Urban Design Appraisal (June 2011) and Addendum (May 2013); Daylight and Sunlight Report (15 September 2011); Overshadowing Study (7 August 2013); Drainage Strategy (3 May 2013); UXB Desk Study (June 2011); Report on Tree Inspections (June 2011); Statement of Community Involvement (June 2011); Boundary Treatment Note (31 July 2013); Accurate Visual Representations: Images and Methodology (June 2011)

**Subject to the following twenty-six conditions:**

**Time limit for implementing this permission and the approved plans**

- 1 The development hereby permitted shall be begun before the end of 5 years from the date of the permission.

**Reason**

As allowed and required under Section 91 of the Town and Country Planning Act 1990, the standard 3 year period being inappropriate in this case because vacant possession of the existing building on site may not be secured until July 2016.

- 2 The development hereby permitted shall not be carried out otherwise than in accordance with the following approved plans:

691\_07\_110 Rev P03; 691\_07\_100 Rev P04; 691\_07\_101 Rev P05; 691\_07\_102 Rev P05; 691\_07\_103 Rev P05; 691\_07\_104 Rev P05; 691\_07\_105 Rev P05; 691\_07\_106 Rev P05; 691\_07\_107 P05; 691\_07\_108 Rev P02; 691\_07\_200 Rev P01; 691\_07\_201 Rev P01; 691\_07:202 P01; 691\_07\_203 Rev P01; 691\_07\_204 P2; 691\_07\_205 P01; 691\_07\_206 Rev P2; 691\_07\_207 P01; 691\_07\_208 P01; 691\_07\_209 Rev P01; 691\_07\_210 Rev P01

Reason:

For the avoidance of doubt and in the interests of proper planning.

**Pre-commencement condition(s)** - the details required to be submitted for approval by the condition(s) listed below must be submitted to and approved by the council before any work in connection with implementing this permission is commenced.

- 3 Prior to works commencing, including any demolition, an Arboricultural Method Statement detailing the means by which any retained trees on or directly adjacent to the site are to be protected from damage by demolition works, vehicles, stored or stacked building supplies, waste or other materials, and building plant or other equipment, shall be submitted to and approved in writing by the Local Planning Authority. Within the protected area, any excavation must be dug by hand and any roots found to be greater than 25mm in diameter must be retained and worked around. Excavation must adhere to the guidelines set out in the National Joint Utilities Group (NJUG) publication Volume 4, 'Guidelines for the Planning, Installation and Maintenance of Utility Apparatus in Proximity to Trees (Issue 2)'. Cross sections shall be provided to show surface, other changes to levels and any proposed activity within root protection areas required in order to facilitate demolition.

A pre-commencement meeting shall be arranged, the details of which shall be notified to the Local Planning Authority for agreement in writing prior to the meeting and prior to works commencing on site, including any demolition or changes to ground levels.

The existing trees on or adjoining the site which are to be retained shall be protected and both the site and trees managed in accordance with the recommendations (including facilitative pruning specifications and supervision schedule) contained in the Arboricultural Report. Following the pre-commencement meeting all tree protection measures shall be installed, carried out and retained throughout the period of the works, unless otherwise agreed in writing by the Local Planning Authority. In any case, all works must adhere to BS5837: (2012) and BS3998: (2010).

If within the expiration of 5 years from the date of the occupation of the building for its permitted use any retained tree is removed, uprooted is destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the Local Planning Authority.

Reason

To ensure the protection of the existing trees in accordance with The National Planning Policy Framework 2012, Strategic Policy 11 Open spaces and wildlife of The Core Strategy 2011 and Saved Policies 3.2 Protection of Amenity and 3.28 Biodiversity of The Southwark Plan 2007.

- 4 Before any work hereby authorised begins, the applicant shall secure the implementation of a programme of archaeological work in accordance with a written scheme of investigation for the area of the proposed basement and other development impacts and services that has been submitted to and approved in writing by the Local Planning Authority. The results of the archaeological work will be detailed in an interim report and survey drawings that will identify any structural remains attributable to the 15th/16th century Suffolk Place / Brandon House within the area of the proposed basement. Subject to such remains being found, the basement and foundation plans shall then be designed to preserve these features in situ and/or display them and provide public access.

Reason

In order that details of the foundations, groundworks, and all below ground impacts of the proposed development are detailed and accord with the programme of archaeological mitigation works to ensure the preservation of archaeological remains of national importance relating to the 15th and 16th century house of Brandon House / Suffolk Place by record and in situ in accordance with Strategic Policy 12 - Design and Conservation of The Core Strategy 2011, Saved Policy 3.19 Archaeology of the Southwark Plan 2007 and the National Planning Policy Framework 2012.

- 5 No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The approved statement shall be adhered to throughout the construction period. The Statement shall provide for:

the parking of vehicles of site operatives and visitors;  
 loading and unloading of plant and materials;  
 storage of plant and materials used in constructing the development;  
 the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;  
 wheel washing facilities;  
 measures to control the emission of dust and dirt during construction;  
 a scheme for recycling / disposing of waste resulting from demolition and construction works  
 road safety measure and a delivery and servicing plan (all construction access routes to be approved by TfL)

Reason:

To ensure that occupiers of neighbouring premises do not suffer a loss of amenity by reason of pollution and nuisance, in accordance with strategic policy 13 'High environmental standards' of the Core Strategy (2011) saved policy 3.2 'Protection of amenity' of the Southwark Plan (2007), and the National Planning Policy Framework 2012.

- 6 a) Prior to the commencement of any development, a site investigation and risk assessment shall be completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The phase 1 site investigation (desk study, site categorisation; sampling strategy etc.) shall be submitted to the Local Planning Authority for approval before the commencement of any intrusive investigations. The subsequent Phase 2 site investigation and risk assessment shall be conducted in accordance with any approved scheme and submitted to the Local Planning Authority for approval prior to the commencement of any remediation that might be required.
- b) In the event that contamination is present, A detailed remediation strategy to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment shall be prepared and submitted to the Local Planning Authority for approval in writing. The scheme shall ensure that the site would not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation. The approved remediation scheme (if one is required) shall be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the Local Planning Authority. The Local Planning Authority shall be given two weeks written notification of commencement of the remediation scheme works.
- c) Following the completion of the measures identified in the approved remediation strategy, a verification report providing evidence that all work required by the remediation strategy has been completed shall be submitted to and approved in writing by the Local Planning Authority.
- d) In the event that contamination is found at any time when carrying out the approved development that was not previously identified, it shall be reported in writing immediately to the Local Planning Authority, and a scheme of investigation and risk assessment, a remediation strategy and verification report (if required) shall be submitted to the Local Planning Authority for approval in writing, in accordance with a-c above.

Reason

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with saved policy 3.2 'Protection of amenity' of the Southwark Plan (2007), strategic policy 13 'High environmental standards' of the Core Strategy (2011) and the National Planning Policy Framework 2012.

- 7 Prior to the commencement of development, details of surface water drainage scheme based on sustainable drainage principles in accordance with the approved Flood Risk Assessment Reference SE14228-FRA-fin-rep\_Rev8, and an assessment of the hydrological and hydro-geological content of the development shall be submitted to and approved in writing by the Local Planning Authority (in consultation with the Environment Agency). The scheme shall thereafter be carried out in accordance with the approved details.

Reason

To prevent the increased risk of flooding and to improve water quality in accordance with The National Planning Policy Framework 2012, Strategic Policy 13 High Environmental Standards of the Core Strategy 2011 and Saved Policy Saved Policy 3.9 Water of the Southwark Plan 2007.

- 8 No impact piling shall take place until a piling method statement (detailing the type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface water or sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the Local Planning Authority (in consultation with Thames Water). The works shall be carried out in accordance with any such approval given.

## Reason

The development will be in close proximity to underground water and sewerage utility infrastructure. Piling has the potential to impact on local underground water and sewerage utility and in accordance with The National Planning Policy Framework 2012, Strategic Policy 13 High Environmental Standards of the Core Strategy 2011 and Saved Policy 3.9 Water of the Southwark Plan 2007.

- 9 The development hereby permitted shall not be commenced until detailed design and method statements for all the foundations, basement and ground floor structures, or for any other structures below ground level, including piling (temporary or permanent) have been submitted to and approved in writing by the Local Planning Authority (in consultation with London Underground) which:
- provide details on all structures
  - accommodate the location of the existing London Underground structures and tunnels
  - accommodate ground movement arising from the construction thereof
  - and mitigate the effects of noise and vibration arising from the adjoining operations within the structures and tunnels.
- The development shall thereafter be carried out in accordance with the approved design and method statements, and all structures and works comprised within the development hereby permitted which are required by the approved design statements in order to procure the aforementioned matters shall be completed, in their entirety, before any part of the building is occupied.

## Reason

To ensure that the development does not impact on existing London Underground transport infrastructure in accordance with Strategic Policy 13 - High environmental standards of The Core Strategy 2011 and the National Planning Policy Framework 2012.

**Commencement of works above grade** - the details required to be submitted for approval by the condition(s) listed below must be submitted to and approved by the council before any work above grade is commenced. The term 'above grade' here means any works above ground level.

- 10 Before any above grade work hereby authorised begins, detailed drawings scale 1:50 of a hard and soft landscaping scheme showing the treatment of all parts of the site not covered by buildings (including surfacing materials of any parking, access, or pathways layouts, materials and edge details and material samples of hard landscaping), shall be submitted to and approved in writing by the Local Planning Authority. The landscaping shall not be carried out otherwise than in accordance with any such approval given and shall be retained for the duration of the use. The planting, seeding and/or turfing shall be carried out in the first planting season following completion of building works and any trees or shrubs that is found to be dead, dying, severely damaged or diseased within five years of the completion of the building works OR five years of the carrying out of the landscaping scheme (whichever is later), shall be replaced in the next planting season by specimens of similar size and species in the first suitable planting season. Planting shall comply to BS: 4428 Code of practice for general landscaping operations, BS: 5837 (2012) Trees in relation to demolition, design and construction and BS 7370-4:1993 Grounds maintenance Recommendations for maintenance of soft landscape (other than amenity turf).

## Reason

So that the Council may be satisfied with the details of the landscaping scheme in accordance with The National Planning Policy Framework 2012, Strategic Policy 11 Open spaces and wildlife and Strategic Policy 12 Design and Conservation of The Core Strategy 2011 and Saved Policies 3.12 Quality in Design and 3.13 Urban Design in the Southwark Plan 2007.

- 11 Before any above grade work hereby authorised begins, details (including a specification and maintenance plan) of the green/brown roof/ living walls/ vertical gardens and planters to be used in the carrying out of this permission shall be submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out otherwise than in accordance with any such approval given, and the green/brown roof/ living walls/ vertical gardens and planters are to be retained for the duration of the use. Where trees and large shrubs are proposed to be provided within planters the soil volume shall be a minimum of 4 cubic metres per tree and 1 cubic metre per shrub or climbing plant. All planters are to provide a minimum internal soil height of 1m height. Where these are at ground level planters shall have their bottoms open to native soil beneath so that roots may naturally colonise and exploit such soil. Details of irrigation shall be provided such that water is available for the maintenance of all planters by mains, grey water or other sustainable drainage specification such as attenuation tanks with automated irrigation system.

## Reason

To ensure the proposed development will preserve and enhance the visual amenities of the locality and is designed for the maximum benefit of local biodiversity, in addition to the attenuation of surface water runoff, it in accordance with The National Planning Policy Framework 2012, Strategic Policy 11 Open spaces and wildlife and Strategic Policy 13 High environmental standards of The Core Strategy 2011 and Saved Policies 3.12 Quality in

Design, 3.13 Urban design and 3.28 Biodiversity of the Southwark Plan 2007.

- 12 Before any work in connection with the development hereby permitted is carried out above grade, 1m x 1m samples of the brick and stone cladding for each part of the building (i.e. Buildings 1 to 7) as well as samples of all the external facing materials to be used shall be presented on site and approved in writing by the Local Planning Authority. The samples must demonstrate how the proposal makes a contextual response in terms of materials to be used. The development shall not be carried out otherwise than in accordance with any such approval given.

Reason

In order that the Local Planning Authority may be satisfied as to the design and details in accordance with the National Planning Policy Framework, Strategic Policy 12 - Design and Conservation of The Core Strategy 2011 and Saved Policies 3.12 Quality in Design and 3.13 Urban Design of The Southwark Plan 2007.

- 13 Before any work in connection with the development hereby permitted is carried out above grade, 1:5/1:10 detail-drawings through:  
the facades;  
parapets;  
roof edges;  
junctions with the existing buildings; and  
heads, cills and jambs of all openings  
shall be submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out otherwise than in accordance with any such approval given.

Reason

In order that the Local Planning Authority may be satisfied as to the design and details in the interest of the special architectural or historic qualities of the adjacent listed St. George the Martyr and the Borough High Street Conservation Area in accordance with the National Planning Policy Framework, Strategic Policy 12 - Design and Conservation of The Core Strategy 2011, and Saved Policies 3.12 Quality in Design, 3.13 Urban Design and 3.18 Setting of Listed Buildings, Conservation Areas and World Heritage Sites of The Southwark Plan 2007.

- 14 Before any above grade works are carried out in connection with the development hereby permitted, full particulars and details of a scheme for the ventilation for each of the residential dwellings to an appropriate outlet level, including details of sound insulation for any necessary plant, the standard of dilution expected, and an appropriate inlet location, shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall meet the principles of EN 13779 on Ventilation and Air-Conditioning Systems and the development shall not be carried out otherwise than in accordance with any approval given.

Reason

To ensure that occupiers and users of the development do not suffer a loss of amenity by reason of air quality in accordance with Strategic Policy 13 - High Environmental Standards of The Core Strategy 2011 and Saved Policies 3.2 Protection of Amenity of The Southwark Plan 2007.

**Pre-occupation condition(s)** - the details required to be submitted for approval by the condition(s) listed below must be submitted to and approved by the council before the building(s) hereby permitted are occupied or the use hereby permitted is commenced.

- 15 Prior to the commencement of the authorised use, an acoustic report detailing the rated noise level from any plant, together with any associated ducting (which shall be 10 dB(A) or more below the measured LA90 level at the nearest noise sensitive premises) shall be submitted to and approved in writing by the Local Planning Authority and the method of assessment is to be carried in accordance with BS4142:1997 'Rating industrial noise affecting mixed residential and industrial areas'. The plant and equipment shall be installed and constructed in accordance with any such approval given and shall be permanently maintained thereafter and the development shall not be carried out otherwise than in accordance with any such approval given.

Reason

To ensure that occupiers of neighbouring premises do not suffer a loss of amenity by reason of noise nuisance from plant and machinery in accordance with the National Planning Policy Framework 2012, Strategic Policy 13 High Environmental Standards of the Core Strategy 2011 and Saved Policy 3.2 Protection of Amenity of the Southwark Plan (2007).

- 16 Before the first occupation of the development hereby permitted the cycle storage facilities shown on the approved drawings shall be provided and thereafter such facilities shall be retained and the space used for no other purpose and the development shall not be carried out otherwise in accordance with any such approval given.

Reason

To ensure that satisfactory safe and secure bicycle parking is provided and retained for the benefit of the users and occupiers of the building in order to encourage the use of alternative means of transport and to reduce

reliance on the use of the private car in accordance with The National Planning Policy Framework 2012, Strategic Policy 2 - Sustainable Transport of The Core Strategy and Saved Policy 5.3 Walking and Cycling of the Southwark Plan 2007.

- 17 Before the first occupation of the development hereby permitted, details of the arrangements for the storing of domestic and commercial refuse shall be submitted to and approved in writing by the Local Planning Authority and the facilities approved shall be provided and made available for use by the occupiers of the dwellings and users of the development and the facilities shall thereafter be retained and shall not be used or the space used for any other purpose.

Reason

To ensure that the refuse will be appropriately stored within the site thereby protecting the amenity of the site and the area in general from litter, odour and potential vermin/pest nuisance in accordance with The National Planning Policy Framework 2012, Strategic Policy 13 High Environmental Standards of the Core Strategy 2011 and Saved Policies 3.2 Protection of Amenity and Policy 3.7 Waste Reduction of The Southwark Plan 2007

- 18 Prior to first occupation of the residential dwellings hereby permitted, a Code for Sustainable Homes final certification (or other verification process agreed with the Local Planning Authority) shall be submitted to and approved in writing by the Local Planning Authority, confirming that the agreed standards at Code Level 4 have been met.

Reason

To ensure the proposal complies with saved Policies 3.3 Sustainability and 3.4 Energy Efficiency of the Southwark Plan 2007 and strategic policy 13 'High Environmental Standards' in the Core Strategy 2011.

- 19 Before the first occupation of the commercial elements of the development hereby permitted, a certified Post Construction Review (or other verification process agreed with the local planning authority) shall be submitted to and approved in writing by the Local Planning Authority, confirming that a BREEAM rating of 'Excellent' has been achieved.

Reason

To ensure the proposal complies with The National Planning Policy Framework 2012, Strategic Policy 13 - High Environmental Standards of The Core Strategy 2011 and Saved Policies 3.3 Sustainability and 3.4 Energy Efficiency of the Southwark Plan 2007.

- 20 Prior to occupation of the development hereby approved, 11 disabled parking spaces (1 space available for commercial occupants) as shown on the approved drawings, shall be made available, and retained for the purposes of car parking for the disabled for as long as the development is occupied.

Reason

To ensure that the parking spaces for disabled people are provided and retained in accordance with The National Planning Policy Framework 2012, Strategic Policy 2 - Sustainable Transport of The Core Strategy 2011 and Saved Policy 5.7 Parking standards for disabled people and the mobility impaired of the Southwark Plan 2007.

**Compliance condition(s)** - the following condition(s) impose restrictions and/or other requirements that must be complied with at all times once the permission has been implemented.

- 21 The development hereby permitted shall be carried out in accordance with the approved Flood Risk Assessment prepared by SKM Environs with project reference SE14228-FRA-fin-rep\_Rev8 dated 3 May 2013.

Reason

To ensure the development is designed safely in reference to flood risk in accordance with The National Planning Policy Framework 2012, Strategic Policy 13 High Environmental Standards of the Core Strategy 2011 and Saved Policy 3.9 Water of the Southwark Plan 2007.

- 22 The dwellings hereby permitted shall be designed to ensure that the following internal noise levels are not exceeded due to environmental noise:

Bedrooms - 30dB LAeq, T \* and 45dB LAFmax

Living rooms - 30dB LAeq, T \*\*

\* - Night-time 8 hours between 23:00-07:00

\*\* - Daytime 16 hours between 07:00-23:00.

Reason

To ensure that the occupiers and users of the development do not suffer a loss of amenity by reason of excess

noise from environmental and transportation sources in accordance with strategic policy 13 'High environmental standards' of the Core Strategy (2011) saved policies 3.2 'Protection of amenity' and 4.2 'Quality of residential accommodation' of the Southwark Plan (2007), and the National Planning Policy Framework 2012.

- 23 No developer, owner or occupier of any part of the development hereby permitted, with the exception of disabled persons, shall seek, or will be allowed, to obtain a parking permit within the controlled parking zone in Southwark in which the application site is situated.

**Reason**

To ensure compliance with Strategic Policy 2 *ç* Sustainable Transport of the Core Strategy 2011 and saved policy 5.2 Transport Impacts of the Southwark Plan 2007.

- 24 No roof plant, equipment or other structures, other than as shown on the plans hereby approved or approved pursuant to a condition of this permission, shall be placed on the roof or be permitted to project above the roofline of any part of the building[s] as shown on elevational drawings or shall be permitted to extend outside of the roof plant enclosure[s] of any building[s] hereby permitted.

**Reason**

In order to ensure that no additional plant is placed on the roof of the building in the interest of the appearance and design of the building and the visual amenity of the area in accordance with The National Planning Policy Framework 2012, Strategic Policy 12 - Design and Conservation of The Core Strategy 2011 and Saved Policies 3.2 Protection of Amenity and 3.13 Urban Design of the Southwark Plan 2007.

**Other condition(s)** - the following condition(s) are to be complied with and discharged in accordance with the individual requirements specified in the condition(s).

- 25 Within one year of the completion of archaeological site works, an assessment report detailing the proposals for post-excavation works, publication of the site and preparation of the archive shall be submitted to and approved in writing by the Local Planning Authority and that the works detailed in this assessment report shall not be carried out otherwise than in accordance with any such approval given.

**Reason**

In order that the archaeological interests of the site are secured with regard to the details of the post-excavation works, publication and archiving to ensure the preservation of archaeological remains by record in accordance with Strategic Policy 12 - Design and conservation of The Core Strategy 2011, Saved Policy 3.19 Archaeology of The Southwark Plan 2007 and the National Planning Policy Framework.

- 26 Details of any external lighting [including design, power and position of luminaries] and security surveillance equipment of external areas surrounding the building shall be submitted to and approved by the Local Planning Authority in writing before any such lighting or security equipment is installed. The development shall not be carried out otherwise in accordance with any such approval given.

**Reason**

In order that the Council may be satisfied as to the details of the development in the interest of the visual amenity of the area, the safety and security of persons using the area and the amenity and privacy of adjoining occupiers in accordance with The National Planning Policy Framework 2012, Strategic Policy 12 Design and Conservation and Strategic Policy 13 High environmental standards of The Core Strategy 2011 and Saved Policies 3.2 Protection of Amenity and 3.14 Designing out crime of the Southwark Plan 2007.

**Statement of positive and proactive action in dealing with the application**

The Council has published its development plan and core strategy on its website together with advice about how applications are considered and the information that needs to be submitted to ensure timely consideration of an application. Applicants are advised that planning law requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise.

The applicant was advised of amendments needed to make the proposed development acceptable. These amendments were submitted enabling the application to be granted permission.

**Informatives**

- 1 Southern Gas Networks - You will note the presence of our Low/Medium/Intermediate Pressure gas main in the proximity to your site. There should be no mechanical excavations taking place above or within 0.5m of the low pressure system, 2m of the medium pressure system and 3m of the intermediate pressure system. You should where required confirm the position of mains using hand dug trial holes.
- 2 The application site lies within a flood risk zone and you are advised that a flood plan, for implementation in

the event of a flood or likelihood of a flood, should be prepared by the property owners/occupiers as to how they will manage their own flood risk before the premises are occupied. Further information about flood risk zones and how to prepare a flood plan can be found at [www.environment-agency.gov.uk/flood](http://www.environment-agency.gov.uk/flood).

- 3 Thames Water advise that the applicant should incorporate within their proposal, protection to the property by installing for example, a non-return valve or other suitable device to avoid the risk of backflow at a later date, on the assumption that the sewerage network may surcharge to ground level during storm conditions.

There are public sewers crossing or close to your development. In order to protect public sewers and to ensure that Thames Water can gain access to those sewers for future repair and maintenance, approval should be sought from Thames Water where the erection of a building would be over the line of, or would come within 3m of a public sewer. The applicant is advised to contact Thames Water Developer Services on 0845 850 2777.

Where a developer proposes to discharge groundwater into a public sewer, a groundwater discharge permit will be required. Permit enquiries should be directed to Thames Water's Risk Management Team on 020 8507 4890.

Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.

- 4 The applicant is advised to contact London Underground Infrastructure Protection in advance of preparation of final design and associated method statements, in particular with regard to: demolition; excavation; construction methods.
- 5 This application granted is subject to the Mayoral Community Infrastructure Levy. The Liability Notice issued by Southwark Council will state the chargeable floor space and current rate. The relevant parties will need to submit an Assumption of Liability Notice and a Commencement Notice to Southwark Council prior to Commencement. There are a number of legal requirements for the relevant parties to adhere to. For more information on this see the DCLG website at <http://www.communities.gov.uk/publications/planningandbuilding/communityinfrastructurelevymay11>



Date 22/8/2013



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<b>Item No.</b> 6.4	<b>Classification:</b> Open	<b>Date:</b> 3 September 2013	<b>Meeting Name:</b> Planning Committee
<b>Report title:</b>	<b>Development Management planning application:</b> Council's own development Application 13/AP/1767 for: Council's Own Development - Reg. 3  <b>Address:</b> LAND BOUNDED BY SCYLLA ROAD, NUNHEAD GREEN AND NUNHEAD LANE AND LAND BOUNDED BY NUNHEAD LANE, LINDEN GROVE AND CANDLE GROVE, LONDON SE15  <b>Proposal:</b> Demolition of the existing single storey buildings and the construction of two 3-storey houses fronting Scylla Road; a 2-storey community facility (Class D2) fronting Nunhead Green; a 4-storey block comprising 6 houses and 6 apartments (Site A). The construction of two 3-storey houses fronting Nunhead Lane; two part 2 part 3-storey houses fronting Candle Grove and four 2-storey houses adjoining 1 Candle Grove (Site B) with associated landscaping and parking.		
<b>Ward(s) or groups affected:</b>	Nunhead		
<b>From:</b>	HEAD OF DEVELOPMENT MANAGEMENT		
<b>Application Start Date</b> 20/06/2013		<b>Application Expiry Date</b> 19/09/2013	
<b>Earliest Decision Date</b> 31/07/2013			

## RECOMMENDATION

- 1 Grant detailed planning permission subject to conditions.

## BACKGROUND INFORMATION

- 2 The application has been referred to the planning committee for determination as it is a council's own major development providing both market and social rented housing towards the council's strategic housing objectives in line with the '1000 New Council Homes Programme'.

### Site location and description

- 3 The application site comprises a large site split by Nunhead Lane into two distinct planning sites that will be referred to as Site A and Site B for the purpose of clarity and due to the fact that the proposals for each site are architecturally distinct with differing planning issues and different development proposals.
- 4 Site A is located on the south-west corner of Nunhead Green and contains a single-storey 1970s building set within a large grassed area, enclosed by mesh fencing. The building was formerly occupied by the Nunhead Early Years Centre which has since relocated and the building is now vacant. The site contains a number of trees including a Weeping Willow Tree located in the south-western part of the site which is subject to a Tree Preservation Order (number 420).

- 5 The site is identified as a proposals site within the draft Peckham and Nunhead Area Action Plan (AAP). Nunhead Green opposite the site is designated Borough Open Land and there are listed buildings to the north-west of the site at 1-7 Nunhead Green.
- 6 Site B is located on the southern side of Nunhead Lane and contains a single-storey building formerly used as the Nunhead Green Community Centre but which is now vacant. It has a narrow frontage to Nunhead Lane and occupies an unusually shaped plot, with the building extending back to Basswood Close and Candle Grove. There is a vacant plot adjoining to the east and Clifton Terrace adjoins to the west. The properties forming Clifton Terrace turn the corner onto Linden Grove and there is a landscaped courtyard area at the rear of these buildings, Basswood Close. There is currently no vehicular access from Candle Grove to the site, but there is a pedestrian access next to 1 Basswood Close.
- 7 The site is identified as a proposals site within the draft Peckham and Nunhead Area Action Plan (AAP), which designates the site for housing. The plan has been through its final stage of consultation and it is to be heard at an Examination in Public in March next year, followed by formal adoption thereafter. There are no listed buildings in the immediate vicinity.
- 8 In terms of planning policy designations both sites are identified as follows:
- Air quality management area
  - Urban density zone
  - Nunhead Green Conservation Area
  - Peckham and Nunhead Action Area.

#### **Details of proposal**

- 9 Planning consent is sought for the demolition of the existing single storey buildings on both sites followed by redevelopment to provide housing and a community centre. In terms of the breakdown of development Site A comprises the construction of two three storey houses fronting Scylla Road; a two storey community facility (Class D2) fronting Nunhead Green and a four storey block comprising six houses and six apartments. Site B incorporates the construction of two three storey houses fronting Nunhead Lane; two part two/part three storey houses fronting Candle Grove and four two storey houses adjoining 1 Candle Grove with associated landscaping and parking.
- 10 In terms of tenure Site A will be market housing (14 units) and Site B will be social rented housing (eight units). The completion of the market housing on Site A will fund the redevelopment of Site B to provide the affordable housing element of the development.

#### **Planning history**

- 11 Pre-planning advice was sought on both sites in 2012, case reference;

Site A - 12/EQ/0202

Site B - 12/EQ/0201

#### **Planning history of adjoining sites**

- 12 None of specific relevance.

## KEY ISSUES FOR CONSIDERATION

### Summary of main issues

- 13 The main issues to be considered in respect of this application are:
- a) The principle of the development in terms of land use and conformity with strategic policies of The Core Strategy 2011, the saved policies of The Southwark Plan 2007 (July) and the provisions of The National Planning Framework
  - b) The impact on the visual, residential and commercial amenity of the area including the impact on community facilities
  - c) The impact on the Nunhead Green Conservation Area and the nearby listed buildings
  - d) The quality of residential accommodation to be provided
  - e) The design quality of the proposal
  - f) Transport impacts
  - g) All other relevant material planning considerations.

### Planning policy

#### Core Strategy 2011

- 14 Strategic policy 1 – Sustainable development  
 Strategic policy 2 – Sustainable transport  
 Strategic policy 4 – Places to learn and enjoy  
 Strategic policy 5 – Providing new homes  
 Strategic policy 6 – Homes for people on different incomes  
 Strategic policy 7 – Family homes  
 Strategic policy 11 – Open spaces and wildlife  
 Strategic policy 12 – Design and conservation  
 Strategic policy 13 – High environmental standards

#### Southwark Plan 2007 (July) – saved policies

- 15 The council's cabinet on 19 March 2013, as required by para 215 of the NPPF, considered the issue of compliance of Southwark Planning Policy with the National Planning Policy Framework. All policies and proposals were reviewed and the Council satisfied itself that the policies and proposals in use were in conformity with the NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan policies are saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the NPPF.
- 16 Policy 2.1 – Enhancement of community facilities  
 Policy 2.2 – Provision of new community facilities  
 Policy 2.5 – Planning obligations  
 Policy 3.2 – Protection of amenity  
 Policy 3.3 – Sustainability assessment  
 Policy 3.4 – Energy efficiency  
 Policy 3.6 – Air quality

Policy 3.7 – Waste reduction  
 Policy 3.9 – Water  
 Policy 3.11 – Efficient use of land  
 Policy 3.12 – Quality in design  
 Policy 3.13 – Urban design  
 Policy 3.16 – Conservation areas  
 Policy 3.18 – Setting of conservation areas, listed buildings and world heritage sites  
 Policy 3.14 – Designing out crime  
 Policy 3.28 – Biodiversity  
 Policy 4.2 – Quality of residential accommodation  
 Policy 4.3 – Mix of dwellings  
 Policy 4.4 – Affordable housing  
 Policy 4.5 – Wheelchair affordable housing  
 Policy 5.2 – Transport impacts  
 Policy 5.3 – Walking and cycling  
 Policy 5.6 – Car parking  
 Policy 5.7 – Parking standards for disabled people and the mobility impaired

- 17 Nunhead Green Conservation Area Appraisal (2007)  
 Section 106 Planning Obligations (2007)  
 Sustainability assessments SPD (2009)  
 Sustainable design and construction SPD (2009)  
 Sustainable Transport SPD (2010)  
 Residential Design Standards SPD (2011)  
 Affordable housing SPD (2008 – Adopted and 2011 – Draft)  
 Peckham and Nunhead Area Action Plan (Draft)

#### London Plan 2011

- 18 Policy 3.3 – Increasing housing supply  
 Policy 3.5 – Quality and design of housing developments  
 Policy 3.8 – Housing choice  
 Policy 3.9 – Mixed and balanced communities  
 Policy 3.13 – Affordable housing thresholds  
 Policy 3.16 – Protection and enhancement of social infrastructure  
 Policy 5.7 – Renewable energy  
 Policy 5.8 – Innovative energy technologies  
 Policy 5.11 – Green roofs and development site environs  
 Policy 6.9 – Cycling  
 Policy 6.10 – Walking  
 Policy 6.13 – Parking  
 Policy 7.2 – An inclusive environment  
 Policy 7.3 – Designing out crime  
 Policy 7.4 – Local character  
 Policy 7.5 – Public realm  
 Policy 7.6 – Architecture  
 Policy 7.8 – Heritage assets and archaeology  
 Policy 7.21 – Trees and woodlands  
 Policy 8.2 – Planning obligations  
 Policy 8.3 – Community infrastructure levy

#### National Planning Policy Framework (NPPF)

- 19 Section 4 - Promoting sustainable transport  
 Section 6 - Delivering a wide choice of high quality homes  
 Section 7 - Requiring good design  
 Section 8 - Promoting healthy communities

Section 10 - Meeting the challenge of climate change, flooding and coastal change

Section 11 - Conserving and enhancing the natural environment

Section 12 - Conserving and enhancing the historic environment

### **Principle of development**

- 20 Saved policy 2.1 of the Southwark Plan affords protection to D class community facilities and states that permission for a change of use from D class community facilities will not be granted unless:
- i) The applicant demonstrates to the satisfaction of the Local Planning Authority that the community facility is surplus to the requirements of the local community and that the replacement development meets an identified need; or
  - ii) The applicant demonstrates that another locally accessible facility with similar or enhanced provision can meet the identified needs of the local community facility users.
- 21 The existing buildings on the site provide 1009 sqm of D class floorspace. The building on Site A was previously in use as a nursery however this service transferred to Rye Oak Primary School in December 2009. The building was subsequently used as a decant centre for Gumboots Community Nursery which was expanded and updated as part of the Sure Start programme and the building has not been in use since July 2011. The existing community centre at Site B has been vacant for several years with no interest from potential tenants and works required to update the premises.
- 22 The proposed new community centre would re-provide 303sqm of community floorspace resulting in a net loss of 706 square meters of D class floorspace. It is noted that the Nunhead and Peckham AAP recommends a new community centre of around 280sqm for this site and that the proposal would marginally exceed this, however the AAP is not yet adopted and whilst it can be afforded some weight, the proposal would still need to satisfy the tests of saved policy 2.1 of the Southwark Plan.
- 23 As it stands it is not considered viable for the council to retain two large community centres in such close proximity to one another particularly in light of their current state of repair and the long term vacancy of both units, particularly Site B. In this instance, the re-provision of a modern facility in a central location within the local area and with an identified anchor tenant, 'The Nunhead Voice', is considered acceptable and satisfies the requirements of Saved Policy 2.1 of the Southwark Plan. As such there are no objections to the proposal in land use terms and there will be no conflict of use detrimental to amenity.

### **Environmental impact assessment**

- 24 The proposed development lies outwith the scope of the Town and Country Planning (Environmental Impact Assessment) Regulations 1999 and as such will not warrant the completion of an environmental impact assessment. No significant environmental effects would arise.

### **Impact of proposed development on amenity of adjoining occupiers and surrounding area**

- 25 With regard to the proposed uses on the site, the former nursery would have generated a certain amount of activity, including the use of the garden, and it is not considered that the provision of a community centre on the site would generate a level of activity that would be harmful to the amenity of neighbouring occupiers. The main

impact of the Site A proposals have been set out below;

26 116 Scylla Road

This is a 2-storey end of terrace Victorian house which adjoins the north-western boundary of the site. It has an outrigger to its rear elevation which is set approximately 2.4m off the shared boundary. It is proposed to erect a pair of 3-storey houses attached to the flank wall of number 116, which would incorporate a 2-storey outrigger spanning ground and first floor levels. This outrigger would project 3.4m beyond the rear elevation of number 116 and whilst this depth of projection would be greater than the 3m recommended in the Residential Design Standards SPD, given that it would be set a minimum of 0.7m off and angled away from the boundary, it is not considered that this would result in any significant loss of amenity to number 116. The windows in the rear elevation of these houses would face down their rear gardens and would not give rise to any loss of privacy.

- 27 The proposed community centre would be located a minimum of 14m from the boundary with 116 Scylla Road and this, together with the position of the two buildings in relation to each other is likely to be sufficient to ensure that no significant loss of light or outlook would occur. With regard to privacy, the first floor windows in the community centre would serve a storage area and circulation space and it is not considered that any harmful overlooking of number 116's rear garden would occur, and there would be no direct views into habitable windows. The windows in the rear elevation of the 4-storey residential block would have views over the rear garden of number 116 but at a distance of approximately 22m which again, would be sufficient to ensure that no significant loss of light, outlook or privacy would occur.

28 Houses on the opposite side of Scylla Road

There would be a separation distance of approximately 14m between the proposed pair of houses fronting Scylla Road and the existing houses on the opposite (northern) side of Scylla Road. The Residential Design Standards SPD recommends a minimum of 12m where properties face each other across a street in order to maintain adequate levels of light and privacy, and as this would be exceeded no objections are raised. It would follow the established pattern within the street and would not give rise to any unacceptable loss of amenity to the properties opposite. This distance would reduce to approximately 12m between the houses on the northern side of Scylla Road and the flank wall of the proposed community centre, and whilst this would be a closer relationship, it would comply with the SPD guidance and no objections are raised.

29 The Old Nuns Head, 15 Nunhead Green

The new community centre would be located opposite this public house, although the entrance to the building would be located slightly further south facing Nunhead Green. The separation distance between it and the pub would be a minimum of 5m at ground floor level which would be rather limited, but given the commercial use of the pub no loss of amenity would occur and it is not considered that this would hinder the operation of the pub.

- 30 The proposed community centre would incorporate a terrace at first floor level fronting Nunhead Green. There would be no loss of amenity to neighbouring occupiers, particularly the living accommodation above the pub, however hours of use will be conditioned.

31 99 Nunhead Lane

At its closest point the proposed 4-storey residential block would be 22m away from the flank wall of this property, separated by a new vehicular access and communal garden containing the protected Weeping Willow tree. This separation distance is likely to be sufficient to ensure that no loss of amenity would occur with regard to light, outlook or privacy. The creation of a new vehicular access next to this property would

certainly increase activity close to this house, but it is not considered that this would be significant or that it would result in any material loss of amenity given that the house already fronts a reasonably busy road.

32 Buildings on opposite side of Nunhead Lane

The relationship between the proposed residential block and the existing dwellings to the south of the site, on the opposite side of Nunhead Lane, would be typical of properties facing each other across a street with a separation distance of at least 20m. This is considered to be acceptable with regard to light, outlook and privacy and no objections are raised.

33 As site B is located on the opposite side of Nunhead Lane there will be a different set of impacts on residential amenity which must be given further consideration. The impacts of Site B on residential amenity have been set out below.

34 1-12 Clifton Terrace - This contemporary, 2-storey terrace is higher at the front, reducing in height at the rear owing to their mono-pitched roof forms and they have accesses at the front and rear. The proposed northern block would project a maximum of 1.8m beyond the rear elevation of 11 and 12 Clifton Terrace at ground, first and second floor levels and although it would be considerably higher than these properties, the depth of projection would not be significant and the windows to numbers 11 and 12 are set well off the shared boundary therefore the impact on light should not be significant.

35 Directly in front of this would be the central block which would be located 7.5m away from the rear elevations of 11 and 12 Clifton Terrace. It would be set back slightly and at an angle in relation to numbers 11 and 12, the two storey height of this block would not have an unacceptable overbearing impact nor would it create an unacceptable sense of enclosure to the existing dwellings. Originally three storeys in height, the scheme has been reduced to two storey in line with officer advice.

36 The proposed southern block would directly face the rear elevations of numbers 11 and 12, however the separation distance of 21m will ensure that there is no adverse impact in terms of loss of outlook, loss of light or the creation of a sense of enclosure.

37 With regard to privacy, there would be oblique views from the west facing windows of the central block towards Clifton Terrace, with the closest proximity being around 9m however the window positions are such that there will be no loss of amenity. The remainder of the properties in Clifton Terrace would be less affected by the proposed development being located further away, and although there would be some oblique views, given the nature of Basswood Close where people can walk in close proximity to habitable windows, it is not considered that this would result in any significant loss of amenity.

38 1-12 Basswood Close - There would be 31m between the rear of 1 and 2 Basswood Close and the proposed southern block. This would be the closest relationship with these properties and is considered to be sufficient to ensure that no significant loss of light or outlook, sense of enclosure or loss of privacy would occur.

39 Vacant plot at 58 Nunhead Lane - The most recently approved plans for this site permit the erection of a 3-storey building set off the shared boundary, with a pathway at the side leading to the rear garden. Windows are shown in the side elevation at ground and first floor level serving open-plan kitchen and living spaces, but these are secondary windows as there would also be windows at the front. Condition 6 of the permission requires the side windows to be obscure glazed and top-opening only, therefore it is not considered that the proposed development would have a harmful effect on the approved living accommodation at 58 Nunhead Lane.



- 40 6 Nunhead Grove - This property has a 16m rear garden which adjoins the southern boundary of the site. The proposed southern block would be approximately 23m away from the rear of this property which would be sufficient to ensure that no significant loss of amenity would occur. There would be views over the rear garden to this property, but it would be similar to the existing relationship between 6 Nunhead Grove and 1 Candle Grove and no objections are raised.
- 41 1 Candle Grove - This is a three storey house located to the south of the site. There would be a minimum separation distance of 1.8m between this boundary and the southern block of the proposed development. No unacceptable loss of privacy to this property would occur.
- 42 6 Candle Grove - The southern block of the proposed development would be located approximately 18m away from this house, and this distance together with the position of the buildings in relation to each other is considered to be sufficient to ensure that no significant loss of amenity would occur. The residential Design Standards recommends a 12m separation distance where properties face each other across a highway and as this would be exceeded, no unacceptable loss of privacy would occur

### **Affordable housing**

- 43 Strategic policy 6 of the Core Strategy 'Homes for people on different incomes' requires at least 35% of the residential units to be affordable and at least 35% to be private. For developments of 15 or more units, affordable housing is calculated as a percentage of the habitable rooms rather than total number of units, and further information can be found in the council's draft Affordable Housing SPD (2011). Saved policy 4.3 of the Southwark Plan 'Mix of dwellings' states that studio flats are not suitable for meeting affordable housing need and saved policy 4.5 'Wheelchair affordable housing' states that for every affordable housing unit which complies with the wheelchair design standards, one less affordable habitable room will be required.
- 44 It is intended that Site A would be wholly private housing, with the site to be sold to a private developer in the event that planning permission is granted. All of the eight housing units on site B are to be affordable, to be built and managed by the council under its direct delivery programme. In isolation Site A would be contrary to policy as it would not provide any affordable housing, but if both sites are considered together the development would provide 36% affordable housing which would comply with the council's policies.
- 45 With regard to tenure split, Saved Policy 4.4 of the Southwark Plan 'Affordable housing' requires a split of 30:70 social rented:intermediate. It is noted that the Nunhead and Peckham AAP proposes that this should be 50:50, but again, this document has yet to be formally adopted therefore the Southwark Plan policy would take precedence. Notwithstanding, section 4.1 of the adopted Affordable Housing SPD does permit the provision of single-tenure schemes on smaller sites, therefore no objections are raised in relation to an entirely social rented scheme on Site B.

### **Density**

- 46 Strategic policy 5 of the Core Strategy 'Providing new homes' states that a density range of between 200-700 habitable rooms per hectare is permissible in the urban density zone, and Appendix 2 of the Southwark Plan sets out the method of calculating density for mixed use developments. The whole, developable site area based on our GIS system is approximately 2694sqm and the density has been calculated on this basis. It would equate to 218 habitable rooms per hectare for Site A (inclusive of the community centre) and 341 habitable rooms per hectare for Site B

and would therefore comply with strategic policy 5.

### **Mix of dwellings, unit size and quality of accommodation**

- 47 The proposed development will provide
- 2x1 bedroom units
  - 5x2 bedroom units
  - 7x3 bedroom units
  - 8x4 bedroom units
- 48 Saved policy 4.3 of the Southwark Plan 'Mix of dwellings' states that all major residential developments should provide a mix of dwelling sizes and types to cater for the range of housing needs in the area. Core Strategy Policy 7 Family Homes requires at least 20% of dwellings to have 3 or more bedrooms. The proposal will provide 68% of dwellings with three or more bedrooms and as such is policy compliant in this regard. Further guidance is contained within the draft Residential Development Standards SPD which states that for major residential schemes, the majority of units should have two or more bedrooms, in developments of 15 or more dwellings at least 10% should have direct access to private outdoor space and at least 10% should be suitable for wheelchair users. In this case the proposal will result in 91% of dwellings having two or more bedrooms, three units (13%) will be suitable for wheelchair users and all (100%) will be dual aspect with cross ventilation.
- 49 In terms of unit size it should be noted that all units are fully compliant with the minimum floorspace and unit size requirements set out within the SPD: Residential Design Standards including the space standards set out within the Greater London Authorities Draft Housing SPG (December 2011).
- 50 All units will have access to private amenity space with the exception of unit C4 on Site A which falls below the 10sqm minimum requirement due to the small size of the roof terrace. In this regard this is considered acceptable due to the location of the development on Nunhead Green with the open space it provides and the fact that only one unit will fail to achieve the 10sqm private terrace requirement. All units in Site B will have private gardens and whilst it is noted that not all of them will meet the 50sqm minimum standard (due to minor shortfalls on some units) there will be ample amenity space within the communal courtyard for use by all Site B residents.
- 51 In this instance the proposed development spanning Site A and Site B is considered to provide large, well design units with good access to natural light and ventilation and private amenity space. In terms of quality of accommodation, the development is considered to provide a high standard of home for future occupiers. The proposed community centre is considered to be a well lit, adaptable space that is better equipped for a community use than the existing D Class accommodation on both sites.

### **Impact of adjoining and nearby uses on occupiers and users of proposed development**

- 52 There will be no conflict of use detrimental to amenity. The proposal is for residential development which will retain a community centre as such conforms to the character of the area.

### **Transport issues**

- 53 In terms of access at Site A the vehicular access to the development is proposed from Nunhead Lane. The location of the access was debated during the pre application

process and the applicants have provided visibility splays to illustrate that suitable visibility can be obtained when exiting the vehicular access, and the location of the access will not compromise highway operation or safety. The proposed width of the crossover will be approximately 5m and pedestrian and disabled access to the development is from Nunhead Green and Scylla Road.

- 54 With regards to Site B the proposed vehicular access to the development is from Candle Grove, as is pedestrian and disabled access. The northern two units can be accessed from Nunhead Lane. The existing highway arrangement is being retained along Candle Grove. The existing crossovers are thought to be over 5 meters in width, however pedestrian foot fall along this section of footway is low and as such they will not adversely impact on pedestrian safety.

### **Cycle parking**

- 55 Table 15.4 of the Southwark Plan states that the minimum secure parking standard for cycles is 1.1 per residential unit. For reasons of convenience, cycle storage must be of dimensions as stated in Manual for Streets, sections 8.2.21-8.2.24 and should comply with best practice guidance. The applicant is required to submit to the council, for approval, detailed and scaled drawings to demonstrate the provision of cycle storage. Cycle storage should be weatherproof, secure and convenient. Site A proposes 20 spaces whilst Site B proposes 16 spaces. All of the locations for proposed cycle storage are deemed to be secure, weatherproof and convenient and the over provision in cycle parking is welcomed.

### **Car parking**

- 56 This proposal is located in an area with a medium TfL PTAL rating (3) reflecting the area's medium level of access to all forms of public transport. Developments in areas with this PTAL rating are required to provide off street parking in order to mitigate the possibility of overspill parking on the surrounding highway network. Site A has proposed eight off street parking spaces in total, two of which are disabled/wheel chair accessible. The proposed level of off street parking is in line with car ownership (0.49) and therefore no over spill parking from the development should occur.
- 57 Site B has proposed six spaces for eight residential units. This is higher than the standards for this part of the borough however this level of car parking will totally eliminate the likelihood of overspill car parking arising in association with the above application. A car club bay has been specified on Nunhead Green, as has free car club membership for both site A and B. Car club bays and membership also significantly reduce the likelihood of overspill car parking and can also reduce on street parking stress.
- 58 As stated previously the on street parking stress surrounding the development is particularly high (Nunhead Grove 110%, Scylla Road 107%, Nunhead Lane 100%) given these extremely high levels of on street parking stress it was felt that a "belt and braces" approach would be needed to mitigate over spill car parking. A higher level of off street parking provision was requested alongside free car club membership. As both of these measures have been applied in association with the above developments it is felt that the possibility of overspill parking from the two sites will be adequately mitigated.

### **Disabled parking**

- 59 Disabled parking has been provided in association with both sites, Both Site A and B provide two wheelchair accessible spaces. This level of provision is acceptable. The spaces are located in positions which will be convenient for disabled

persons/wheelchair users.

### **Servicing and refuse**

- 60 Site A - Off street servicing has been proposed for this site, swept paths have been submitted which show that all relevant vehicles can enter and exit the site in a forward gear. As stated previously visibility splays have been provided to show that good and clear visibility is available to all vehicles exiting the site and will not impact on the operation and safety of the highway network within an immediate proximity of the access. Refuse vehicles have been proposed to stop on the highway within a close proximity to the junction of Nunhead Lane and Nunhead Green which is considered acceptable in this instance. Given drag distances for operatives and residential bin/walking distances the corner of the development is the only place which suits both of these criteria.
- 61 Site B - Off Street servicing is proposed in association with site B, all vehicles have been shown to enter and exit in a forward gear. Given the predominant residential nature of the two sites, the level of service and refuse vehicle movement will not be of a significant nature to impact on the surrounding highway network. In this instance a full service management plan will not be requested. A service management statement for the community use will be required. This statement should address the management of associated vehicles when a large event is in operation.

### **Design and heritage**

- 62 This site is the largest and most prominent in the Nunhead Green Conservation Area, forming the entire western edge onto the Green, and as such it is crucial that this development delivers an exemplary scheme that enhances the character and appearance of the area. This application covers two sites, A and B, both of which are partly occupied by low-rise community buildings whose run-down appearance and low architectural quality registers them as negative contributors to the conservation area; accordingly, the demolition of the existing building raises no problems relative to heritage issues, subject to a acceptable replacement buildings being consented. Site A actually encompasses three distinct elements: the main residential block onto the Green/Nunhead Lane; the new community centre, and the pair of houses on the south side/eastern-end of Scylla Road. The scale of existing buildings around the green is generally two to three-storey, with some corner elements at four-storey; Scylla Road is predominantly 2-storey terraces. Site B has a very small frontage onto Nunhead Lane, but this is still a prominent bend in the road that effectively links two existing terraces; the rest of the site focuses onto the Candle Grove cul-de-sac, which reduces its immediate impact upon the conservation area townscape.
- 63 The design of these four prominent buildings/groups within the conservation area will be extremely sensitive, with regard to their impacts upon the designated heritage townscape. Saved Policy 3.13 Urban design, requires that the height, scale and massing of buildings should be appropriate to the local context and should not dominate its surroundings inappropriately. Saved Policy 3.12 Quality in design, requires that developments should achieve a high quality of both architectural and urban design, enhancing the quality of the built environment as well as preserving or enhancing the historic environment. Saved Policy 3.16 Conservation areas, requires that within conservation areas, development should preserve or enhance the character or appearance of the area, use high quality materials and do not introduce design details or features that are out of character with the area.
- 64 Paragraph 129 of the NPPF 2012 requires that Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal. The particular significance of this conservation area lies not

only in the core importance of Nunhead Green historically, as the central space around which the 'village' has developed, but also in the general consistency of the terraces which form the urban grain. The character of the new buildings should pay close reference to the surrounding buildings, while still employing a contemporary architectural style; the use of complementary materials will be particularly important, as will features such as expressed doorways and front gardens, as well as the composition of fenestration.

- 65 The main element is conceived as an L-shaped building comprised of a corner block onto Nunhead Lane, and a terrace facing onto the Green; both elements are three/four-storey and the upper two levels incorporate gabled frontages and accommodation within the steeply-sloping roof. The cumulative bulk of this block will create a form of enclosure to the Green, whereas it is currently open to the west; this will help to reinforce the Green as a space and a place, which will strengthen its role as the 'heart' of Nunhead. The general height, scale and bulk are considered to be acceptable in this location. The most prominent elements on this building are the expressed gables, which also feature tall chimneys onto the terrace; these make a direct reference to the listed Beer & Wine Trade Homes on the northern edge of the Green, and their contemporary interpretation of this form will give the proposal a strong sense of identity. The massing is also modulated by a set-back at second-floor level, which has a slight reference point in the Nunhead Lane commercial set-backs at first-floor, and facilitates rooflights to the living-rooms below. In terms of bulk, the large volume of steeply expressed roof could be considered as somewhat over-prominent within the composition, but in this context there is a reference point for such a form on the Nuns Head Pub opposite.
- 66 The chamfered corner with its expressed 'Dutch'-type gable is also a somewhat incongruous feature, but this does at least create a strong corner element as would be desired on such a prominent location within the townscape. This feature-gable will rely to a large extent on the quality of its brickwork detailing, which is textured brickwork within a flat stretcher-bond framing on the upper sloped edges; a sample panel of this, in both the upper 'framed' and lower 'exposed' condition will be required for conditioned approval on-site. The doorways have been designed as feature elements with curved entrances, which coupled with the front gardens should give an adequate amount of interest and activity to the streetscape.
- 67 The community centre is a two-storey block so there are no issues with its own scale, although being somewhat diminutive relative to its neighbours may diminish its presence as a civic building on the Green. This effect is emphasised by its position immediately adjacent the proposed four storey terrace block, but is mitigated somewhat by the stepping-down of the terrace to three storey. The form of the centre is emphasised by a 'light-box/chimney' feature and a large first-floor balcony facing onto the Green; the latter serves to shelter the entrance which will be useful for cycles and buggies. The need for the building to have relatively solid walls to the hall within has resulted in relatively blank elevations, but that facing the Green is enlivened by some patterned/textured brickwork which does add interest.
- 68 The Scylla Road houses need to relate directly to the two storey terrace to which they are attached, and being at the end of the terrace there is the option for some slight increase in scale; the proposal starts by reflecting the eaves-level of the terrace, which is the primary scaling element to relate to, and then steps up with a gabled frontage and a higher ridge-line beyond. This step-up is considered to be an appropriate response that also 'book-ends' the terrace, although the mostly blank gable is rather disappointing and this element will require re-consideration and the addition of more interest via condition.

- 69 Notwithstanding the specified bricks on the plans, the choice of brickwork will be absolutely crucial for all elements of this application, to ensure an adequate contextual response. Three different red bricks are proposed for all three buildings on Site A, and officers have reservations at the extent of red brick within a predominantly buff/London-stock type context. The distribution of the darker brick on the upper two stories of the terrace is also questioned, and this will be re-considered with a condition. The issue of brick colour is also important on the Scylla Road block, and this element is most likely to need a more contextual response. Similarly the roofing tiles are proposed as a dark plain clay tile, and while this would match the Nuns Head Pub, the predominant roofing in the context is natural slate. Both the brick and the roofing tiles are therefore requiring further consideration with regard to how they respond to their context, and despite the specifications on the submitted plans officers will require their choices to be open to re-consideration and approval via condition. While the use of aluminium-framed windows is not necessarily problematic in a large new contemporary development, colour samples for the PPC finish will be required as part of the material palette conditioning.
- 70 Site B has a relatively small direct impact upon the primary streetscapes of the conservation area, as it is mainly contained within an urban block. The section that does project into Nunhead Lane is however particularly important as this is a very prominent part of the frontage and has to effectively link the two quite disparate terraces to either side. This element is three storey, with a parapet that matches the height of the Victorian terrace to the NE, and has a stepped-frontage to reflect the building-line of the contemporary blocks to the west. The architectural treatment of this frontage is relatively simple, which has a generally neutral impact on the streetscape and also emphasises the prominent corner with a wrap-around window; its worth noting that the windows match the proportionality of those on the adjacent Victorian terrace, which responds well to the scale and character of the frontage. The block to the rear of this is a deep two storey with a similarly simple treatment, which is continued in the mews-block which also features two raised elements at three storey. The development of Site B is welcomed as a very calm and rational scheme that should fit comfortably on the site and within its context. Materially the scheme is predominantly faced in a London stock-brick which should help it sit comfortably within the local context.
- 71 All developments must incorporate the principles of inclusive design, with suitable access for people with disabilities or those who are mobility impaired. This should be fully in-line with the South-East London Housing Partnership design guidance on Wheelchair Housing.
- 72 Saved Policy 3.14 Designing out crime, requires that development in both the private and public realm, should be designed to improve community safety and crime prevention. All elements of this proposal need to consider issues of perceived and actual safety and security in their design. The proposals generally allow for good overlooking and passive surveillance, and avoids recessed entrances and limited sightlines which can be problematic.
- 73 Strategic Policy 12 – Design and conservation of Core Strategy 2011, requires that development will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in. This will be achieved by expecting development to conserve or enhance the significance of Southwark’s heritage assets, their settings and wider historic environment, including conservation areas. The design of this proposal achieves a standard that is considered to be acceptable for such a prominent and sensitive site.

### **Impact on trees**

- 74 The proposed development will require the loss of 5 category B and 6 category C trees, whilst retaining the majority of better quality specimens elsewhere on site. An amount totalling 892 cm stem girth is to be removed of which 405cm representing B category trees should be replaced as part of measures to mitigate the loss of canopy cover. Removals include three mature trees which are prominently located on Nunhead Green for which no replacements are proposed, and which would adversely affect the character of the conservation area. Detailed plans showing a soft and hard landscaping scheme, including green and brown roofs, will be secured via condition in order to secure adequate tree replacement and to mitigate any adverse impact on the conservation area.

### **Planning obligations (S.106 undertaking or agreement)**

- 75 Saved policy 2.5 'Planning obligations' states that the Local Planning Authority will seek to enter into planning obligations to avoid or mitigate the adverse impacts of developments which cannot otherwise be adequately addressed through conditions, to secure or contribute towards the infrastructure, environment or site management necessary to support the development, or to secure an appropriate mix of uses within the development. Further information is contained within the council's Planning Obligations Supplementary Planning Document.
- 76 The applicant is the council and therefore in this case, it is not possible to complete a s.106 legal agreement as the council cannot enter into a legal agreement with itself, because such an agreement would not be enforceable. Instead, the required obligations and contributions would be secured by condition and through agreement within the council.
- 77 In accordance with Southwark's Section 106 Planning Obligations SPD, the following contributions have been agreed with the applicant, in order to mitigate the impacts of the development:
- Affordable Housing; 35% provided on site - Social Housing will be secured in perpetuity by a planning condition
  - Education - £155,463
  - Employment during construction (Site A only) - £10,412
  - Employment management (Site A only) - £816
  - Public open space - £9,660
  - Children's play equipment - £5,153
  - Sports development contribution - £23,574
  - Strategic transport contribution - £15,413
  - Site specific transport contribution - £11,000
  - Public realm improvements - £16,500
  - Health - £24,836.

### **Sustainable development implications**

- 78 Saved policy 3.4 - Energy efficiency of the Southwark plan 2007 (July) states that all developments must be designed to maximise energy efficiency and minimise and reduce energy consumption and carbon dioxide emissions; major developments for residential use are required to provide an eco-homes assessment. Strategic policy 13 - High Environmental Standards of the Core Strategy 2011 requires major developments to achieve the highest possible environmental standards including targets based on the Code for Sustainable Homes and BREEAM. London Plan 2011 Policy 5.2 - Minimising carbon dioxide emissions states that for residential buildings from 2010 - 2013, a 25% reduction in CO2 emissions will be required and Code for

Sustainable Homes Level 4 must be reached.

- 79 The proposed development will achieve Code for Sustainable Homes Level 4. A 25% reduction in CO2 emissions over the baseline will be achieved through the use of Photovoltaic Panels. The BREEAM Assessment for the community centre indicates that the community centre will achieve 'BREEAM Excellent' which is considered to be policy compliant.

### **Flood Risk and Ecology**

- 80 The Environment Agency and the Councils Ecology Officer have both been consulted on the proposed development and have raised no objections. The Ecology Officer has recommended conditions regarding brown/green roofs, bat boxes and native planting. The relevant conditions will be attached to any consent issued.

### **Mayoral Community Infrastructure Levy**

- 81 Section 143 of the Localism Act 2011 states the any financial sum that an authority has received, will, or could receive in the payment of CIL as a material "local financial consideration" in planning decisions. The requirement for Mayoral CIL is a material consideration. However, the weight to be attached to a local finance consideration remains a matter for the decision-maker. Mayoral CIL is to be used for strategic transport improvements in London, primarily Crossrail. In this case the proposal is CIL liable for 2706sqm of floorspace resulting in a CIL charge of £94,710.

### **Conclusion on planning issues**

- 82 The proposed development is considered to be a well designed, sustainable development that will bring vacant brownfield land into use to provide a new community facility and affordable homes towards the Council's strategic housing objectives. The development will have no adverse impact on the amenity of any adjoining occupiers or the surrounding heritage asset and will provide high quality accommodation. The scheme complies with the saved policies of The Southwark Plan 2007 (July), The Core Strategy 2011 and the NPPF 2012. As such it is recommended that detailed planning permission be granted subject to conditions.

### **Community impact statement**

- 83 In line with the council's community impact statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.
- 84 The impact on local people is set out above.
- 85 There are no issues relevant to particular communities/groups not already discussed.
- 86 There are no likely adverse or less good implications for any particular communities/groups.

### **Consultation**

- 87 Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.



### Consultation replies

- 88 Details of consultation responses received are set out in Appendix 2.
- 89 Summary of consultation responses  
All comments received in response to the proposed development have been summarised and addressed below;
- 90 Design and Conservation - No objections subject to an amending condition surrounding materials for Site A.  
**Response** - Noted and agreed, the relevant condition will be attached to any consent issued.
- 91 Environmental Protection - No objections subject to conditions.  
**Response** - Noted and agreed, the relevant condition will be attached to any consent issued.
- 92 Planning Policy - No objections.  
**Response** - Noted.
- 93 Ecology Officer - No objections subject to conditions in terms of brown/green roofs, replanting and bird/bat boxes.  
**Response** - Noted and agreed, the relevant condition will be attached to any consent issued.
- 94 Transport - No objections subject to conditions to secure cycle parking/refuse storage and a Service Management Statement for the Community Centre.  
**Response** - Noted and agreed, the relevant condition will be attached to any consent issued.
- 95 Urban Forester - No objections subject to conditions surrounding re-planting, tree protection and a hard/soft landscaping scheme.  
**Response** - Noted and agreed, the relevant condition will be attached to any consent issued.
- 96 Environment Agency - No objections.  
**Response** - Noted and agreed.
- 97 Metropolitan Police - No objections.  
**Response** - Noted.
- 98 English Heritage - No objections to the demolition of either buildings on Site A or Site B. Concerns with scale, massing and detailed design of Site A.  
**Response** - Quality materials are integral to the success of the Site A building and as such material samples will be required in order that the Council can agree with the applicant to secure the highest standard finish.
- 99 Following neighbour consultation, 12 letters of objection have been received, the main points of which have been summarised and addressed below;
- 100 Objection - The design for Site A is not suitable for this prominent site and does not relate to the character of the area and will damage both the conservation area and Nunhead Green  
**Response** - The design of Site is considered to be a suitable response to Nunhead Green and the corner, being acceptable in scale and massing, The main element is conceived as an L-shaped building comprised of a corner block onto Nunhead Lane, and a terrace facing onto the Green; both elements are three/four-storey and the

upper two levels incorporate gabled frontages and accommodation within the steeply-sloping roof. The cumulative bulk of this block will create a form of enclosure to the Green, whereas it is currently open to the west; this will help to reinforce the Green as a space and a place, which will strengthen its role as the 'heart' of Nunhead.

- 101 **Objection** - There are concerns regarding the elevations and poor design of Site A and the uneasy relationship between the housing and the community centre.  
**Response** - The elevational treatment will be secured by condition to ensure a very high standard of finish and a contextual relationship between the dwellings and the community centre.
- 102 **Objection** - Balconies should be provided instead of roof terraces, particularly adjacent to Citron Terrace.  
**Response** - The proposed terraces and balconies do not raise any amenity concerns
- 103 **Objection** - The proposal will result in increased congestion, noise, pollution and disturbance.  
**Response** - The increase in population is not considered to be a threat to local residents in terms of an increase in noise, pollution or general disturbance. The Transport Team have been consulted on the proposal and have raised no concerns regarding traffic or parking.
- 104 **Objection** - The houses on Scylla Road are too high and will result in amenity impacts to the dwelling at 116 Scylla Road.  
**Response** - The proposed dwellings on Scylla Road are marginally higher than the existing dwellings and given the distance from boundaries it is not considered that there will be any adverse amenity impacts.
- 105 **Objection** - The proposed materials for Site A are unacceptable, particularly the overuse of red brick.  
**Response** - Notwithstanding the specified bricks on the plans, the choice of brickwork will be absolutely crucial for all elements of this application, to ensure an adequate contextual response. Revised materials will be secured by condition
- 106 **Objection** - The development will result in the intensification of a non-residential use within the area which will result in a town centre feel and increased disturbance.  
**Response** - The proposal will maintain a community use within the area, albeit reduced in size and as such there will be no intensification of non-residential use on the site.
- 107 **Objection** - Improvement works need to be undertaken to surrounding properties prior to any development taking place, particularly window renewal.  
**Response** - Improvement works to other existing dwellings within the area are not part of the current proposal.

### **Human rights implications**

- 108 This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.
- 109 This application has the legitimate aim of providing housing and a community centre. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

## SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

110 Advice sought from other officers is summarised in the body of the main report and reported in Appendix 2.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/2522-E Application file: 13/AP/1767 Southwark Local Development Framework and Development Plan Documents	Chief Executive's Department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 5365 Council website: www.southwark.gov.uk

## APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Recommendation

## AUDIT TRAIL

<b>Lead Officer</b>	Gary Rice, Head of Development Management	
<b>Report Author</b>	Terence McLellan, Team Leader Strategic Applications	
<b>Version</b>	Final	
<b>Dated</b>	22 August 2013	
<b>Key Decision</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Strategic Director of Finance and Corporate Services	No	No
Strategic Director, Environment and Leisure	Yes	Yes
Strategic Director, Housing and Community Services	Yes	Yes
Director of Regeneration	No	No
<b>Date final report sent to Constitutional Team</b>	<b>22 August 2013</b>	

## APPENDIX 1

## Consultation Undertaken

**Site notice date:** 04/07/2013

**Press notice date:** 27/06/2013

**Case officer site visit date:** 04/07/2013

**Neighbour consultation letters sent:** 01/07/2013

**Internal services consulted:**

Design and Conservation  
Ecology  
Environmental Protection  
Housing Regeneration Initiatives  
Planning Policy  
Transport  
Urban Forester  
Waste Management

**Statutory and non-statutory organisations consulted:**

English Heritage  
Environment Agency  
Metropolitan Police  
Thames Water  
Transport for London

**Neighbours and local groups consulted:**

01/07/2013	9 Buchan Road Nunhead London SE15 3HQ
01/07/2013	102 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	101 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	100 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	105 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	104 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	103 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	223 GORDON ROAD LONDON SE15 3RT
01/07/2013	34 MONTEAGLE WAY LONDON SE15 3RS
01/07/2013	33 MONTEAGLE WAY LONDON SE15 3RS
01/07/2013	229 GORDON ROAD LONDON SE15 3RT
01/07/2013	227 GORDON ROAD LONDON SE15 3RT
01/07/2013	225 GORDON ROAD LONDON SE15 3RT
01/07/2013	106 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	115 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	114 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	113 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	93 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	91 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	116 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	109 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	108 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	107 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	112 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	111 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	110 SCYLLA ROAD LONDON SE15 3RZ
01/07/2013	THE OLD NUNS HEAD 15 NUNHEAD GREEN LONDON SE15 3QQ

01/07/2013 9 BASSWOOD CLOSE LONDON SE15 3QP  
 01/07/2013 8 BASSWOOD CLOSE LONDON SE15 3QP  
 01/07/2013 19 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 18 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 5 NUNHEAD GREEN LONDON SE15 3QQ  
 01/07/2013 4 BASSWOOD CLOSE LONDON SE15 3QP  
 01/07/2013 3 BASSWOOD CLOSE LONDON SE15 3QP  
 01/07/2013 2 BASSWOOD CLOSE LONDON SE15 3QP  
 01/07/2013 7 BASSWOOD CLOSE LONDON SE15 3QP  
 01/07/2013 6 BASSWOOD CLOSE LONDON SE15 3QP  
 01/07/2013 5 BASSWOOD CLOSE LONDON SE15 3QP  
 01/07/2013 20 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 29 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 28 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 27 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 32 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 31 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 30 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 23 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 22 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 21 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 26 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 25 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 24 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 95 SCYLLA ROAD LONDON SE15 3RZ  
 01/07/2013 NUNHEAD GREEN COMMUNITY CENTRE 56 NUNHEAD LANE LONDON SE15 3QR  
 01/07/2013 32 NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 36 NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 219 GORDON ROAD LONDON SE15 3RT  
 01/07/2013 2-4 NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 CONSORT ROAD CLINIC 221 CONSORT ROAD LONDON SE15 3SB  
 01/07/2013 4 BEER AND WINE TRADE HOMES NUNHEAD GREEN LONDON SE15 3QG  
 01/07/2013 3 BEER AND WINE TRADE HOMES NUNHEAD GREEN LONDON SE15 3QG  
 01/07/2013 2 BEER AND WINE TRADE HOMES NUNHEAD GREEN LONDON SE15 3QG  
 01/07/2013 66 NUNHEAD LANE LONDON SE15 3QE  
 01/07/2013 6 BEER AND WINE TRADE HOMES NUNHEAD GREEN LONDON SE15 3QG  
 01/07/2013 5 BEER AND WINE TRADE HOMES NUNHEAD GREEN LONDON SE15 3QG  
 01/07/2013 221 GORDON ROAD LONDON SE15 3RT  
 01/07/2013 FIRST FLOOR FLAT 8 NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 UPPER FLAT 32A NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 26A NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 SITE OF 58 NUNHEAD LANE LONDON SE15 3QE  
 01/07/2013 18 NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 16 NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 SALVATION ARMY CITADEL 217A GORDON ROAD LONDON SE15 3RT  
 01/07/2013 FIRST FLOOR AND SECOND FLOOR FLAT 64 NUNHEAD LANE LONDON SE15 3QE  
 01/07/2013 38B NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 38A NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 20B NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 20A NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 12C NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 1 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 01/07/2013 20D NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 20C NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 99 SCYLLA ROAD LONDON SE15 3RZ  
 01/07/2013 98 SCYLLA ROAD LONDON SE15 3RZ  
 01/07/2013 97 SCYLLA ROAD LONDON SE15 3RZ  
 01/07/2013 12B NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 12A NUNHEAD GREEN LONDON SE15 3QF  
 01/07/2013 60A NUNHEAD LANE LONDON SE15 3QE  
 01/07/2013 10 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
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 01/07/2013 7 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 01/07/2013 6 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 01/07/2013 1 BEER AND WINE TRADE HOMES NUNHEAD GREEN LONDON SE15 3QG  
 01/07/2013 17 MONTEAGLE WAY LONDON SE15 3RS  
 01/07/2013 9 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 01/07/2013 2 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 01/07/2013 12 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 01/07/2013 11 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 01/07/2013 5 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 01/07/2013 4 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 01/07/2013 3 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 01/07/2013 12 BASSWOOD CLOSE LONDON SE15 3QP  
 01/07/2013 2 CHABOT DRIVE LONDON SE15 3LA  
 01/07/2013 5 CHABOT DRIVE LONDON SE15 3LA  
 01/07/2013 4 CHABOT DRIVE LONDON SE15 3LA  
 01/07/2013 3 CHABOT DRIVE LONDON SE15 3LA  
 01/07/2013 1A LINDEN GROVE LONDON SE15 3JY

01/07/2013 1 LINDEN GROVE LONDON SE15 3JY  
01/07/2013 7 CANDLE GROVE LONDON SE15 3JP  
01/07/2013 6 CHABOT DRIVE LONDON SE15 3LA  
01/07/2013 FLAT 1 152 GORDON ROAD LONDON SE15 3RP  
01/07/2013 FLAT 4 146 GORDON ROAD LONDON SE15 3RP  
01/07/2013 FLAT 3 146 GORDON ROAD LONDON SE15 3RP  
01/07/2013 FLAT 1 156 GORDON ROAD LONDON SE15 3RP  
01/07/2013 FLAT 3 152 GORDON ROAD LONDON SE15 3RP  
01/07/2013 FLAT 2 152 GORDON ROAD LONDON SE15 3RP  
01/07/2013 154 GORDON ROAD LONDON SE15 3RP  
01/07/2013 FLAT 2 146 GORDON ROAD LONDON SE15 3RP  
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01/07/2013 FLAT 2 5 CANDLE GROVE LONDON SE15 3JW  
01/07/2013 FLAT 1 5 CANDLE GROVE LONDON SE15 3JW  
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01/07/2013 30A NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 4 CANDLE GROVE LONDON SE15 3JP  
01/07/2013 3 CANDLE GROVE LONDON SE15 3JP  
01/07/2013 2 CANDLE GROVE LONDON SE15 3JP  
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01/07/2013 FLAT 16 5 CANDLE GROVE LONDON SE15 3JW  
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01/07/2013 FLAT 7 5 CANDLE GROVE LONDON SE15 3JW  
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01/07/2013 FLAT 2 156 GORDON ROAD LONDON SE15 3RP  
01/07/2013 95 NUNHEAD LANE LONDON SE15 3QE  
01/07/2013 93 NUNHEAD LANE LONDON SE15 3QE  
01/07/2013 91 NUNHEAD LANE LONDON SE15 3QE  
01/07/2013 10 NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 99 NUNHEAD LANE LONDON SE15 3QE  
01/07/2013 97 NUNHEAD LANE LONDON SE15 3QE  
01/07/2013 62 NUNHEAD LANE LONDON SE15 3QE  
01/07/2013 60 NUNHEAD LANE LONDON SE15 3QE  
01/07/2013 5 NUNHEAD GROVE LONDON SE15 3LZ  
01/07/2013 89 NUNHEAD LANE LONDON SE15 3QE  
01/07/2013 87 NUNHEAD LANE LONDON SE15 3QE  
01/07/2013 64 NUNHEAD LANE LONDON SE15 3QE  
01/07/2013 14 NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 8 NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 6 NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 38 NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 11 BASSWOOD CLOSE LONDON SE15 3QP  
01/07/2013 10 BASSWOOD CLOSE LONDON SE15 3QP  
01/07/2013 1 BASSWOOD CLOSE LONDON SE15 3QP  
01/07/2013 28 NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 26 NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 24 NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 34 NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 30 NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 29 NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 FLAT B 28 NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 36B NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 LIVING ACCOMMODATION THE OLD NUNS HEAD 15 NUNHEAD GREEN LONDON SE15 3QQ  
01/07/2013 LIVING ACCOMMODATION 2-4 NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 FLAT 5 156 GORDON ROAD LONDON SE15 3RP  
01/07/2013 FLAT 4 156 GORDON ROAD LONDON SE15 3RP  
01/07/2013 FLAT 3 156 GORDON ROAD LONDON SE15 3RP  
01/07/2013 FLAT A 28 NUNHEAD GREEN LONDON SE15 3QF  
01/07/2013 17 NUNHEAD GREEN LONDON SE15 3QQ  
01/07/2013 FLAT 6 156 GORDON ROAD LONDON SE15 3RP  
01/07/2013 6 NUNHEAD GROVE LONDON SE15 3LY  
01/07/2013 16 NUNHEAD GROVE LONDON SE15 3LY  
01/07/2013 14 NUNHEAD GROVE LONDON SE15 3LY  
01/07/2013 3 NUNHEAD GROVE LONDON SE15 3LZ  
01/07/2013 1 NUNHEAD GROVE LONDON SE15 3LZ  
01/07/2013 8 NUNHEAD GROVE LONDON SE15 3LY  
01/07/2013 FLAT 1 219 GORDON ROAD SE15 3RT  
01/07/2013 FLAT 2 231 GORDON ROAD SE15 3RT

01/07/2013 FLAT 1 231 GORDON ROAD SE15 3RT  
01/07/2013 12 NUNHEAD GROVE LONDON SE15 3LY  
01/07/2013 10 NUNHEAD GROVE LONDON SE15 3LY  
01/07/2013 FLAT 2 219 GORDON ROAD SE15 3RT  
20/06/1837 108 Scylla Road Nunhead London SE15 3RZ  
20/06/1837 by email  
20/06/1837 by email  
20/06/1837 by email  
20/06/1837 by email  
20/06/1837 42 Ivydale Road London SE15 3BS  
20/06/1837 by email  
20/06/1837 by email  
20/06/1837 by email

**Re-consultation:**

Re-consultation not required.

**APPENDIX 2****Consultation Responses Received****Internal services**

Design and Conservation - No objection subject to conditions.

Ecology - No objection subject to conditions.

Environmental Protection - No objection subject to conditions.

Planning Policy - No objection.

Transport - No objection subject to conditions.

Urban Forester - No objection subject to conditions.

**Statutory and non-statutory organisations**

English Heritage - No objections however there are concerns with the design of Site A.

Environment Agency - No objections.

Metropolitan Police - Development should achieve full Secured by Design standards.

**Neighbours and local groups**

Citron Terrace - No. 8

Ivydale Road No. 42

Scylla Road Nos. 95, 102, 103, 108 and 116

No address x 5



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**RECOMMENDATION**


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This document shows the case officer's recommended decision for the application referred to below.  
This document is not a decision notice for this application.

<b>Applicant</b>	Mr S. Platts Southwark Council	<b>Reg. Number</b>	13/AP/1767
<b>Application Type</b>	Council's Own Development - Reg. 3	<b>Case Number</b>	TP/2522-E
<b>Recommendation</b>	Grant permission		

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**Draft of Decision Notice**


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**Permission was GRANTED, subject to the conditions and reasons stated in the Schedule below, for the following development:**

Demolition of the existing single storey buildings and the construction of two 3-storey houses fronting Scylla Road; a 2-storey community facility (Class D2) fronting Nunhead Green; a 4-storey block comprising 6 houses and 6 apartments (Site A). The construction of two 3-storey houses fronting Nunhead Lane; two part 2 part 3-storey houses fronting Candle Grove and four 2-storey houses adjoining 1 Candle Grove (Site B) with associated landscaping and parking.

**At:** LAND BOUNDED BY SCYLLA ROAD, NUNHEAD GREEN AND NUNHEAD LANE AND LAND BOUNDED BY NUNHEAD LANE, LINDEN GROVE AND CANDLE GROVE, LONDON SE15

**In accordance with application received on 03/06/2013**

**and Applicant's Drawing Nos. Site A** - 132\_GA\_000 B, 132\_A\_GA\_010 A, 132\_A\_GA\_020 A, 132\_A\_GA\_120 A, 132\_A\_GA\_140, 132\_GA\_200 C, 132\_A\_GA\_210 C, 132\_A\_GA\_211 A, 132\_A\_GA\_220 E, 132\_A\_GA\_221 D, 132\_A\_GA\_222 D, 132\_A\_GA\_223 D, 132\_A\_GA\_224, 132\_A\_GA\_241 B, 132\_A\_GA\_242 C, 132\_A\_GA\_243 C, 132\_A\_GA\_244 A, 132\_A\_GA\_245 A, 132\_A\_GA\_246 A, 132\_A\_GA\_247 A, 132\_A\_GA\_248 A, 132\_A\_GA\_249 A, 132\_A\_GA\_250 A, 132\_A\_GA\_251, 132\_A\_GA\_001 A, 132\_A\_GA\_002, 132\_A\_DD\_001 A, 132\_A\_DD\_002, 132\_A\_DD\_003 A, 132\_A\_DD\_004, 132\_A\_DD\_005 A, Arboricultural Assessment, BREEAM Pre-Assessment, Code for Sustainable Homes Pre-Assessment, Daylight and Sunlight Report, Design and Access Statement, Ecological Assessment Report, Energy Statement, Transport Statement, Statement of Community Involvement.

**Site B** - AA3788/2.3/001, AA3788/2.1/002, AA3788/2.3/003, AA3788/2.3/005, AA3788/2.3/006, AA3788/2.3/014, AA3788/2.3/015, AA3788/2.3/016, AA3788/2.3/017, AA3788/2.3/018, AA3788/2.3/019, AA3788/2.3/020, AA3788/2.3/021, AA3788/2.3/022, AA3788/2.3/023, AA3788/2.3/024, AA3788/2.3/025, AA3788/2.3/030, AA3788/2.3/031, AA3788-2-1-010 A, AA3788-2-2-011, AA3788-2-1-012, Daylight and Sunlight Assessment, Design and Access Statement, Ecological Data Search, Extended Phase 1 Habitat Survey and Code for Sustainable Home Assessment, Tree Survey Assessment, Statement of Community Involvement.

**Planning Documents** - Planning Statement (A and B), Environmental Noise Assessment (A and B), Framework Travel Plan (A and B).

**Subject to the following twenty-nine conditions:**

**Time limit for implementing this permission and the approved plans**

- 1 The development hereby permitted shall be begun before the end of three years from the date of this permission.

Reason

As required by Section 91 of the Town and Country Planning Act 1990 as amended.

- 2 The development hereby permitted shall not be carried out otherwise than in accordance with the following approved plans:

Site A - 132\_GA\_200 C, 132\_A\_GA\_210 C, 132\_A\_GA\_211 A, 132\_A\_GA\_220 E, 132\_A\_GA\_221 D, 132\_A\_GA\_222 D, 132\_A\_GA\_223 D, 132\_A\_GA\_224, 132\_A\_GA\_241 B, 132\_A\_GA\_242 C, 132\_A\_GA\_243 C, 132\_A\_GA\_244 A, 132\_A\_GA\_245 A, 132\_A\_GA\_246 A, 132\_A\_GA\_247 A, 132\_A\_GA\_248 A, 132\_A\_GA\_249 A, 132\_A\_GA\_250 A, 132\_A\_GA\_251, 132\_A\_GA\_001 A, 132\_A\_GA\_002, 132\_A\_DD\_001 A, 132\_A\_DD\_002, 132\_A\_DD\_003 A, 132\_A\_DD\_004, 132\_A\_DD\_005 A, Arboricultural Assessment, BREEAM Pre-Assessment, Code for Sustainable Homes Pre-Assessment, Daylight and Sunlight Report, Design and Access Statement, Ecological Assessment Report, Energy Statement, Transport Statement, Statement of

## Community Involvement.

Site B - AA3788/2.3/005, AA3788/2.3/006, AA3788/2.3/014, AA3788/2.3/015, AA3788/2.3/016, AA3788/2.3/017, AA3788/2.3/018, AA3788/2.3/019, AA3788/2.3/020, AA3788/2.3/021, AA3788/2.3/022, AA3788/2.3/023, AA3788/2.3/024, AA3788/2.3/025, AA3788/2.3/030, AA3788/2.3/031, AA3788-2-1-010 A, AA3788-2-2-011, AA3788-2-1-012, Daylight and Sunlight Assessment, Design and Access Statement, Ecological Data Search, Extended Phase 1 Habitat Survey and Code for Sustainable Home Assessment, Tree Survey Assessment, Statement of Community Involvement.

Planning Documents - Planning Statement (A and B), Environmental Noise Assessment (A and B), Framework Travel Plan (A and B).

## Reason:

For the avoidance of doubt and in the interests of proper planning.

**Pre-commencement condition(s)** - the details required to be submitted for approval by the condition(s) listed below must be submitted to and approved by the council before any work in connection with implementing this permission is commenced.

- 3 Prior to any development taking place (including demolition), in respect of the housing to be provided within Site A, notwithstanding the materials as detailed on the approved drawings alternative brick and roof tile samples shall be submitted to and approved in writing by the Local Planning Authority. Additionally, material samples / sample-boards of all external facing materials, including the following shall be submitted:
- i) 1m x 1m sample panel of each brickwork type, with mortar and pointing
  - ii) 1m x 1m sample panel of the proposed metal screens
- to be used in the carrying out of the development, shall be submitted to the Council or made available on site for inspection, and details submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out otherwise than in accordance with any such approval given.

## Reason:

In order to ensure that the quality of the design and details is in accordance with Strategic Policy 12 - Design and Conservation of The Core Strategy 2011 and Saved Policies: 3.12 Quality in Design and 3.13 Urban Design

- 4 Detailed plans showing an amended gable elevation for the dwellings hereby approved on Scylla Road, showing further architectural detail to improve the appearance of this facade shall be submitted to and approved in writing by the Local Planning Authority before any work in connection with this permission is carried out and the development shall not be carried out otherwise than in accordance with any such approval given.

## Reason:

In order to ensure that these samples will make an acceptable contextual response in terms of materials to be used, and achieve a quality of design and detailing in accordance with The National Planning Policy Framework 2012, Strategic Policy 12 - Design and Conservation of The Core Strategy 2011 and Saved Policies: 3.12 Quality in Design and 3.13 Urban Design of The Southwark Plan 2007.

- 5 Prior to works commencing on site, including any demolition, details of the means by which all retained trees are to be protected from damage by vehicles, stored or stacked building supplies, waste or other materials, and building plant or other equipment shall be submitted to and approved in writing by the Local Planning Authority, and the protective measures shall be installed and retained throughout the period of the works in accordance with any such approval given and protective fencing must not be moved or removed without the explicit written permission of the Local Authority Arboriculturalist. Within the protected area, no fires may be lit, no materials may be stacked or stored, no cement mixers or generators may be used, no contractor access whatsoever is permitted without the explicit written permission of the Local Authority Arboriculturalist under the supervision of the developer's appointed Arboriculturalist. Within the protected area, any excavation must be dug by hand and any roots found to be greater than 25mm in diameter must be retained and worked around.
- In this condition "retained tree" means an existing tree which is to be retained in accordance with the approved plans and particulars; and paragraphs (a) and (b) below shall have effect until the expiration of [1 year (see endnote 10) from [the date of the occupation of the building for its permitted use].
- (a) No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the local planning authority. Any topping or lopping approved shall be carried out in accordance with British Standard [3998 (Tree Work)].
  - (b) If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local planning authority.
  - (c) The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition

and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the

**Reason**

To ensure the protection of the existing trees in accordance with The National Planning Policy Framework 2012, Strategic Policy 11 Open spaces and wildlife of The Core Strategy 2011 and Saved Policies 3.2 Protection of Amenity and 3.28 Biodiversity of The Southwark Plan 2007.

- 6 Prior to the commencement of any works above grade the following financial contributions shall be paid to the Council in order to mitigate against any adverse planning issues as a result of development;

Education - £155,463;  
 Employment during construction (Site A only) - £10,412;  
 Employment management (Site A only) - £816;  
 Public open space - £9,660;  
 Children's play equipment - £5,153;  
 Sports development contribution - £23,574;  
 Strategic transport contribution - £15,413;  
 Site specific transport contribution - £11,000;  
 Public realm improvements - £16,500;  
 Health - £24,836;

**Reason:** To improve the public realm, provide quality communal amenity space, improve education, improve sports facilities, improve health facilities, mitigate against adverse transport impacts provide playspace in accordance with saved policy 2.5 Planning Obligations of The Southwark Plan 2007

**Commencement of works above grade** - the details required to be submitted for approval by the condition(s) listed below must be submitted to and approved by the council before any work above grade is commenced. The term 'above grade' here means any works above ground level.

- 7 Before any above grade work hereby authorised begins (excluding demolition), in respect of the housing within site B material samples / sample-boards of all external facing materials, including the following shall be submitted:  
 i) 1m x 1m sample panel of each brickwork type, with mortar and pointing shall be submitted to the Council or made available on site for inspection, and details submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out otherwise than in accordance with any such approval given.

**Reason:**

In order to ensure that the quality of the design and details is in accordance with Strategic Policy 12 - Design and Conservation of The Core Strategy 2011 and Saved Policies: 3.12 Quality in Design and 3.13 Urban Design.

- 8 Before any above grade work hereby authorised begins (excluding demolition), in respect of the community facility on site A. Material samples / sample-boards of all external facing materials, including the following shall be submitted:

i) 1m x 1m sample panel of each brickwork type, with mortar and pointing  
 ii) 1m x 1m sample panel of the proposed metal screens  
 to be used in the carrying out of the development, shall be submitted to the Council or made available on site for inspection, and details submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out otherwise than in accordance with any such approval given.

**Reason:**

In order to ensure that the quality of the design and details is in accordance with Strategic Policy 12 - Design and Conservation of The Core Strategy 2011 and Saved Policies: 3.12 Quality in Design and 3.13 Urban Design.

- 9 Before any above grade work hereby authorised begins (excluding demolition), in respect of the housing to be provided within site B. section detail-drawings at a scale of 1:5 (unless otherwise noted) through principal features on the facades, including;
- heads, sills and jambs of all openings;
  - brickwork features/texture;
  - boundary walls.

shall be submitted to and approved in writing by the Local Planning Authority; the development shall not be carried out otherwise than in accordance with any such approval given.

**Reason:**

In order to ensure that the quality of the design and details is in accordance with Strategic Policy 12 - Design and Conservation of The Core Strategy 2011 and Saved Policies: 3.12 Quality in Design and 3.13 Urban Design of

The Soutwark Plan 2007.

- 10 Before any above grade work hereby authorised begins (excluding demolition), in respect of the housing to be provided within site A. detailed drawings scale 1:50 of a hard and soft landscaping scheme (including bat boxes, surfacing materials, access, or pathways layouts, playspace, materials and edge details and material samples of hard landscaping), and including a management plan, shall be submitted to and approved in writing by the Local Planning Authority. The landscaping shall not be carried out otherwise than in accordance with any such approval given and shall be retained for the duration of the use. The planting, seeding and/or turfing shall be carried out in the first planting season following completion of building works and any trees or shrubs that is found to be dead, dying, severely damaged or diseased within five years of the completion of the building works OR five years of the carrying out of the landscaping scheme (whichever is later), shall be replaced in the next planting season by specimens of similar size and species in the first suitable planting season. Planting shall comply to BS: 4428 Code of practice for general landscaping operations, BS: 3996 Nursery stock specification, BS: 5837 Trees in relation to construction and BS: 7370 Recommendations for establishing and managing grounds maintenance organisations and for design considerations related to maintenance.

Reason

To ensure the proposed development will preserve and enhance the visual amenities of the locality and is designed for the maximum benefit of screening, local biodiversity, adaptation to climate change, in addition to the attenuation of surface water runoff, in accordance with NPPF Parts 7, 8, 11 & 12, London Plan 2011 Policy 2.18 Green infrastructure; Policy 5.1 Climate change mitigation; Policy 5.10 Urban greening, Policy 5.11 Green roofs and development site environs; Policy 5.13 Sustainable drainage; Policy 6.1 Strategic approach; Policy 7.4 Local character; Policy 7.21 Trees and woodlands; The London Climate Change Adaption Strategy Action 19 and policies of The Core Strategy 2011: SP11 Open spaces and wildlife; SP12 Design and conservation; SP13 High environmental standards. and Saved Policies of The Soutwark Plan 2007: Policy 3.13 Urban Design: Policy 3.2 Protection of amenity; Policy 3.28 Biodiversity.

- 11 Before any above grade work hereby authorised begins (excluding demolition), in respect of the housing to be provided within site B. detailed drawings scale 1:50 of a hard and soft landscaping scheme (including bat boxes, surfacing materials, access, or pathways layouts, playspace, details of integration between existing and proposed landscaping on Site B, materials and edge details and material samples of hard landscaping), and including a management plan, shall be submitted to and approved in writing by the Local Planning Authority. The landscaping shall not be carried out otherwise than in accordance with any such approval given and shall be retained for the duration of the use. The planting, seeding and/or turfing shall be carried out in the first planting season following completion of building works and any trees or shrubs that is found to be dead, dying, severely damaged or diseased within five years of the completion of the building works OR five years of the carrying out of the landscaping scheme (whichever is later), shall be replaced in the next planting season by specimens of similar size and species in the first suitable planting season. Planting shall comply to BS: 4428 Code of practice for general landscaping operations, BS: 3996 Nursery stock specification, BS: 5837 Trees in relation to construction and BS: 7370 Recommendations for establishing and managing grounds maintenance organisations and for design considerations related to maintenance.

Reason

To ensure the proposed development will preserve and enhance the visual amenities of the locality and is designed for the maximum benefit of screening, local biodiversity, adaptation to climate change, in addition to the attenuation of surface water runoff, in accordance with NPPF Parts 7, 8, 11 & 12, London Plan 2011 Policy 2.18 Green infrastructure; Policy 5.1 Climate change mitigation; Policy 5.10 Urban greening, Policy 5.11 Green roofs and development site environs; Policy 5.13 Sustainable drainage; Policy 6.1 Strategic approach; Policy 7.4 Local character; Policy 7.21 Trees and woodlands; The London Climate Change Adaption Strategy Action 19 and policies of The Core Strategy 2011: SP11 Open spaces and wildlife; SP12 Design and conservation; SP13 High environmental standards. and Saved Policies of The Soutwark Plan 2007: Policy 3.13 Urban Design: Policy 3.2 Protection of amenity; Policy 3.28 Biodiversity.

- 12 Before any above grade work hereby authorised begins (excluding demolition), in respect of the community centre to be provided within site A. detailed drawings scale 1:50 of a hard and soft landscaping scheme (including bat boxes, surfacing materials, access, or pathways layouts, playspace, materials and edge details and material samples of hard landscaping), and including a management plan, shall be submitted to and approved in writing by the Local Planning Authority. The landscaping shall not be carried out otherwise than in accordance with any such approval given and shall be retained for the duration of the use. The planting, seeding and/or turfing shall be carried out in the first planting season following completion of building works and any trees or shrubs that is found to be dead, dying, severely damaged or diseased within five years of the completion of the building works OR five years of the carrying out of the landscaping scheme (whichever is later), shall be replaced in the next planting season by specimens of similar size and species in the first suitable planting season. Planting shall comply to BS: 4428 Code of practice for general landscaping operations, BS: 3996 Nursery stock specification, BS: 5837 Trees in relation to construction and BS: 7370 Recommendations for establishing and managing grounds maintenance organisations and for design considerations related to maintenance.

## Reason

To ensure the proposed development will preserve and enhance the visual amenities of the locality and is designed for the maximum benefit of screening, local biodiversity, adaptation to climate change, in addition to the attenuation of surface water runoff, in accordance with NPPF Parts 7, 8, 11 & 12, London Plan 2011 Policy 2.18 Green infrastructure; Policy 5.1 Climate change mitigation; Policy 5.10 Urban greening, Policy 5.11 Green roofs and development site environs; Policy 5.13 Sustainable drainage; Policy 6.1 Strategic approach; Policy 7.4 Local character; Policy 7.21 Trees and woodlands; The London Climate Change Adaption Strategy Action 19 and policies of The Core Strategy 2011: SP11 Open spaces and wildlife; SP12 Design and conservation; SP13 High environmental standards. and Saved Policies of The Southwark Plan 2007: Policy 3.13 Urban Design: Policy 3.2 Protection of amenity; Policy 3.28 Biodiversity.

- 13 Before any above grade work hereby authorised begins, details of green and/or brown roofs (including a specification and maintenance plan) to be used in the carrying out of this permission shall be submitted to and approved in writing by the Local Planning Authority and the development shall not be carried out otherwise than in accordance with any such approval given.

## Reason

To ensure the proposed development will preserve and enhance the visual amenities of the locality and is designed for the maximum benefit of local biodiversity, in addition to the attenuation of surface water runoff, it in accordance with The National Planning Policy Framework 2012, Strategic Policy 11 Open spaces and wildlife and Strategic Policy 13 High environmental standards of The Core Strategy 2011 and Saved Policies 3.12 Quality in Design, 3.13 Urban design and 3.28 Biodiversity of the Southwark Plan 2007.

- 14 Prior to commencement of above grade work, an independently verified Code for Sustainable Homes interim certification that seeks to achieve a minimum of level 4 or equivalent Code Level rating shall be submitted to and approved in writing by the Local Planning Authority and the development shall not be carried out otherwise than in accordance with any such approval given;  
Before the first occupation of the building hereby permitted, a Code for Sustainable Homes final certification (or other verification process agreed with the Local Planning Authority) shall be submitted to and approved in writing by the Local Planning Authority, confirming that the agreed standards at (a) have been met.

## Reason

To ensure the proposal complies with The National Planning Policy Framework 2012, Strategic Policy 13 High environmental standards of The Core Strategy 2011 and Saved Policies 3.3 Sustainability and 3.4 Energy Efficiency of the Southwark Plan 2007.

- 15 Before any fit out works to the community facility hereby authorised begins, an independently verified BREEAM report (detailing performance in each category, overall score, BREEAM rating and a BREEAM certificate of building performance) to achieve a minimum 'very good or excellent' rating shall be submitted to and approved in writing by the Local Planning Authority and the development shall not be carried out otherwise than in accordance with any such approval given;  
Before the first occupation of the building hereby permitted, a certified Post Construction Review (or other verification process agreed with the local planning authority) shall be submitted to and approved in writing by the Local Planning Authority, confirming that the agreed standards at (a) have been met.

## Reason

To ensure the proposal complies with The National Planning Policy Framework 2012, Strategic Policy 13 - High Environmental Standards of The Core Strategy 2011 and Saved Policies 3.3 Sustainability and 3.4 Energy Efficiency of the Southwark Plan 2007.

- 16 Prior to any above grade work hereby authorised beginning, details of the means of enclosure for all site boundaries shall be submitted to and approved in writing by the Local Planning Authority and the development shall not be carried out otherwise than in accordance with any such approval given.

## Reason

In the interests of visual and residential amenity in accordance with The National Planning Policy Framework 2012, Strategic Policy 12 Design and conservation of The Core Strategy 2011 and Saved Policies 3.2 Protection of amenity, 3.12 Quality in Design, and 3.13 Urban design of the Southwark Plan 2007.

- 17 No development shall take place, including any works of demolition, until an Environmental Management Plan for the demolition/construction phases has been submitted to and approved in writing by the Local Planning Authority. The approved plan shall be adhered to throughout the construction period. (Guidance on expected content of EMP

is available from EP Team)

Reason:

To ensure that occupiers of neighbouring premises and the wider environment do not suffer a loss of amenity by reason of pollution and nuisance, in accordance with strategic policy 13 'High environmental standards' of the Core Strategy (2011) saved policy 3.2 'Protection of amenity' of the Southwark Plan (2007), and the National Planning Policy Framework 2012.

- 18 a) Prior to the commencement of any development, a site investigation and risk assessment shall be completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site.
- i) The subsequent Phase 2 site investigation and risk assessment shall be conducted in accordance with any approved scheme and submitted to the Local Planning Authority for approval prior to the commencement of any remediation that might be required.
- b) In the event that contamination is present, A detailed remediation strategy to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment shall be prepared and submitted to the Local Planning Authority for approval in writing. The scheme shall ensure that the site would not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation. The approved remediation scheme (if one is required) shall be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the Local Planning Authority. The Local Planning Authority shall be given two weeks written notification of commencement of the remediation scheme works.
- c) Following the completion of the measures identified in the approved remediation strategy, a verification report providing evidence that all work required by the remediation strategy has been completed shall be submitted to and approved in writing by the Local Planning Authority.
- d) In the event that contamination is found at any time when carrying out the approved development that was not previously identified, it shall be reported in writing immediately to the Local Planning Authority, and a scheme of investigation and risk assessment, a remediation strategy and verification report (if required) shall be submitted to the Local Planning Authority for approval in writing, in accordance with a-c above.

Reason

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with saved policy 3.2 'Protection of amenity' of the Southwark Plan (2007), strategic policy 13 'High environmental standards' of the Core Strategy (2011)

- 19 The dwellings hereby permitted shall be designed to ensure that the following internal noise levels are not exceeded due to environmental noise:

Bedrooms - 30dB LAeq, T \* and 45dB LAFmax  
Living rooms- 30dB LAeq, T ¿

\*- Night-time 8 hours between 23:00-07:00  
¿ Daytime 16 hours between 07:00-23:00.

A validation test shall be carried out on a relevant sample of premises following completion of the development but prior to occupation. The results shall be submitted to the LPA for approval in writing.

Reason

To ensure that the occupiers and users of the development do not suffer a loss of amenity by reason of excess noise from environmental and transportation sources in accordance with strategic policy 13 'High environmental standards' of the Core Strategy (2011) saved policies 3.2 'Protection of amenity' and 4.2 'Quality of residential accommodation' of the Southwark Plan (2007), and the National Planning Policy Framework 2012.

**Pre-occupation condition(s)** - the details required to be submitted for approval by the condition(s) listed below must be submitted to and approved by the council before the building(s) hereby permitted are occupied or the use hereby permitted is commenced.

- 20 Before the first occupation of the residential units hereby permitted, the cycle storage and refuse storage arrangements relevant to the housing to be occupied as shown on the approved drawings shall be provided and made available for use by the occupiers of the dwellings and the facilities provided shall thereafter be retained and shall not be used or the space used for any other purpose.

**Reason**

To ensure that the refuse will be appropriately stored within the site thereby protecting the amenity of the site and the area in general from litter, odour and potential vermin/pest nuisance in accordance with Saved Policies 3.2 Protection of Amenity, Policy 3.7 Waste Reduction and 5.3 - Walking and Cycling of The Southwark Plan 2007 and Strategic Policy 2 Sustainable Transport and 13 High Environmental Standards of the Core Strategy 2011.

- 21 Prior to the occupation of the Community Centre hereby permitted a Service Management Statement detailing how the community centre is to be serviced must be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approval given and shall remain for as long as the development is occupied.

**Reason**

To ensure compliance with The National Planning Policy Framework 2012, Strategic Policy 2 Sustainable Transport of The Core Strategy 2011 and Saved Policy 5.2 Transport Impacts of the Southwark Plan 2007.

- 22 Prior to first occupation of the wheelchair accessible units hereby approved, they shall be constructed and fitted out to the South East London Wheelchair Design Guide.

**Reason:**

To ensure the wheelchair units approved are delivered to the relevant standard in accordance with policy 4B.5 Creating an Inclusive Environment of the London Plan 2008 and policies 3.12 Quality in Design, and 3.13 Urban Design of the Southwark Plan 2007.

**Compliance condition(s)** - the following condition(s) impose restrictions and/or other requirements that must be complied with at all times once the permission has been implemented.

- 23 The use hereby permitted for D Class purposes shall not be carried on outside of the hours 07:30-23:30 Monday to Saturday and 09:00-22:00 on Sundays and Bank/Public Holidays. The first floor terrace and rear garden of the community centre hereby approved shall not be used outside the hours of 09:00-22:00 Mondays to Saturdays and 10:00-21:00 on Sundays and Bank/Public Holidays.

**Reason:**

To safeguard the amenities of neighbouring residential properties in accordance with The National Planning Policy Framework 2012, Strategic Policy 13 High environmental standards of The Core Strategy 2011 and Saved Policy 3.2 Protection of Amenity of The Southwark Plan 2007.

- 24 Notwithstanding the approval of a community centre for D Class use, the premises hereby approved shall not be made available for use as a place of worship.

**Reason**

In granting this permission the Local Planning Authority has had regard to the special circumstances of this case and wishes to have the opportunity of exercising control over any subsequent alternative use in accordance with Strategic Policy 13 - High environmental standards of The Core Strategy 2011 and Saved Policy 3.2 Protection of Amenity of the Southwark Plan 2007 and the National Planning Policy Framework 2012.

- 25 The car parking hereby permitted shall not be used for any purpose other than incidental to the enjoyment of the dwellings hereby approved.

**Reason**

To ensure that occupiers of neighbouring premises do not suffer a loss of amenity by reason of nuisance in accordance with Strategic Policy 13 High Environmental Standards of the Core Strategy 2011, Saved Policy 3.2 Protection of Amenity of the Southwark Plan (2007), and the National Planning Policy Framework 2012.

**Other condition(s)** - the following condition(s) are to be complied with and discharged in accordance with the individual requirements specified in the condition(s).

- 26 Before any above grade work hereby authorised begins (excluding demolition), in respect of the housing to be provided within site A. Section detail-drawings at a scale of 1:5 (unless otherwise noted) through principal features on the facades, including;

- parapets, roof edges;
- balconies;
- heads, sills and jambs of all openings;
- brickwork features/texture;
- boundary walls.

shall be submitted to and approved in writing by the Local Planning Authority; the development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order to ensure that the quality of the design and details is in accordance with Strategic Policy 12 - Design and Conservation of The Core Strategy 2011 and Saved Policies: 3.12 Quality in Design and 3.13 Urban Design of The Southwark Plan 2007.

- 27 During the construction process of development within Site B hereby approved, the developer shall place a minimum of 2 workless Southwark residents into sustainable construction jobs; train a minimum of 1 workless residents per annum using short courses; and provide a minimum of 2 Construction Skills Certification Skills training opportunities per annum; to provide a minimum of 1 NVQ-level Qualifications.

Reason: To encourage local employment opportunities and training in accordance with saved policy 1.1 'employment opportunities' of the Southwark Plan and Strategic Policy 10 'Jobs and businesses' in the Core Strategy 2011.

- 28 Prior to the commencement of any development above grade (excluding demolition), the developer shall enter into an agreement, under section 278 of the Highways Act, with the Highways Authority to carry out the proposed highways works within the site and directly surrounding the site, on Nunhead Lane, Nunhead Green, Scylla Road, and Candle Grove. The development shall not be carried out otherwise than in accordance with this S278 agreement, and such works shall be completed within 3 months of first occupation of any part of the development.

Reason

To ensure that the proposal will not comprise any highway safety in accordance with policy 5.2 transport Impacts of the Southwark Plan 2007 and to ensure that the works are carried out with the agreement of and to the relevant standards of the Highway Authority.

- 29 Prior to occupation of the housing the developer shall submit to the Council for its approval details of an agreement with the Car Club Operator providing for three years' free membership of the Car Club for every resident of the general needs housing hereby approved meeting the Car Club Operator's membership criteria. The housing shall not be occupied until the details of the agreement with the Car Club Operator have been approved in writing.

Reason: To promote the use of sustainable transport methods in accordance with saved policy 5.1 'locating developments and strategic policy 2 'sustainable transport' of the Core Strategy 2011.

#### **Statement of positive and proactive action in dealing with the application**

To assist applicants the Local Planning Authority has produced policies, provided written guidance, all of which is available on the Council's website and which has been followed in this instance. The local planning authority delivered the decision in a timely manner.



<b>Item No.</b> 6.5	<b>Classification:</b> Open	<b>Date:</b> 3 September 2013	<b>Meeting Name:</b> Planning Committee
<b>Report title:</b>	<b>Development Management planning application:</b> Council's own development Application 13/AP/1768 for: Conservation Area Consent  <b>Address:</b> LAND BOUNDED BY SCYLLA ROAD, NUNHEAD GREEN AND NUNHEAD LANE AND LAND BOUNDED BY NUNHEAD LANE, LINDEN GROVE AND CANDLE GROVE, LONDON SE15  <b>Proposal:</b> Demolition of the existing Nursery building at 5 Nunhead Green and demolition of the existing Nunhead Green Community Centre comprising 13-14 Basswood Close and 56/a Nunhead Lane.		
<b>Ward(s) or groups affected:</b>	Nunhead		
<b>From:</b>	Head of Development Management		
<b>Application Start Date</b> 20/06/2013		<b>Application Expiry Date</b> 15/08/2013	
<b>Earliest Decision Date</b> 27/07/2013			

### RECOMMENDATION

- 1 Grant Conservation Area Consent, subject to conditions.

### BACKGROUND INFORMATION

- 2 This application has been referred to planning committee for determination as supplementary information for application 13/AP/0767 which is a council's own major development providing both market and social rented housing towards the council's strategic housing objectives in line with the '1000 New Council Homes Programme'.

### Site location and description

- 3 The application site comprises a large site split by Nunhead Lane into two distinct planning sites that will be referred to as Site A and Site B for the purpose of clarity. Site A is located on the south-west corner of Nunhead Green and contains a single-storey 1970s building set within a large grassed area, enclosed by mesh fencing. The building was formerly occupied by the Nunhead Early Years Centre which has since relocated and the building is now vacant. The site contains a number of trees including a weeping willow tree located in the south-western part of the site which is subject to a Tree Preservation Order (number 420).
- 4 Site B is located on the southern side of Nunhead Lane and contains a single-storey building formerly used as the Nunhead Green Community Centre but which is now vacant. It has a narrow frontage to Nunhead Lane and occupies an unusually shaped plot, with the building extending back to Basswood Close and Candle Grove. There is a vacant plot adjoining to the east and Clifton Terrace adjoins to the west. The properties forming Clifton Terrace turn the corner onto Linden Grove and there is a

landscaped courtyard area at the rear of these buildings, Basswood Close. There is currently no vehicular access from Candle Grove to the site, but there is a pedestrian access next to 1 Basswood Close.

- 5 Both sites are located within Nunhead Green Conservation Area.

### **Details of proposal**

- 6 Conservation Area Consent is sought for the demolition of both buildings located on Site A and Site B. This is considered enabling development as part of application 13/AP/0767 for redevelopment to provide housing and a community centre. In terms of the breakdown of development Site A comprises the construction of two three storey houses fronting Scylla Road; a two storey community facility (Class D2) fronting Nunhead Green and a four storey block comprising six houses and six apartments. Site B incorporates the construction of two three storey houses fronting Nunhead Lane; two part two/part three storey houses fronting Candle Grove and four two storey houses adjoining 1 Candle Grove with associated landscaping and parking.

### **Planning history**

- 7 13/AP/0767 - Demolition of the existing single storey buildings and the construction of two 3-storey houses fronting Scylla Road; a 2-storey community facility (Class D2) fronting Nunhead Green; a 4-storey block comprising 6 houses and 6 apartments (Site A). The construction of two 3-storey houses fronting Nunhead Lane; two part 2 part 3-storey houses fronting Candle Grove and four 2-storey houses adjoining 1 Candle Grove (Site B) with associated landscaping and parking.

Recommended for approval.

### **Planning history of adjoining sites**

- 8 None of relevance.

## **KEY ISSUES FOR CONSIDERATION**

### **Summary of main issues**

- 9 The main issues to be considered in respect of this application are:
- a) The impact of the demolition on the character and setting of the Nunhead Green Conservation Area.

### **Planning policy**

#### Core Strategy 2011

- 10 SP12 - Design and Conservation

#### Southwark Plan 2007 (July) - saved policies

- 11 The council's cabinet on 19 March 2013, as required by para 215 of the NPPF, considered the issue of compliance of Southwark Planning Policy with the National Planning Policy Framework. All policies and proposals were reviewed and the council satisfied itself that the policies and proposals in use were in conformity with the NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan policies are saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their

degree of consistency with the NPPF.

Policy 3.15 – Conservation of the Historic Environment

Policy 3.16 – Conservation Areas

Policy 3.18 – Setting of Listed Buildings, Conservation Areas and World Heritage Sites.

National Planning Policy Framework (NPPF)

- 12 Conserving and enhancing the historic environment.

**Principle of development**

- 13 There are no objections to the principle of demolition as there is the provision of a satisfactory replacement building and there will be no conflict of use.

**Environmental impact assessment**

- 14 Not required.

**Impact of proposed development on amenity of adjoining occupiers and surrounding area**

- 15 The proposed demolition will have no adverse impact on the visual or residential amenity of the area. The main impacts of the redevelopment have been set out in the report for planning application 13/AP/1767.

**Impact of adjoining and nearby uses on occupiers and users of proposed development**

- 16 The main impacts of the redevelopment have been set out in the report for planning application 13/AP/1767.

**Transport issues**

- 17 The main transport impacts of the redevelopment have been set out in the report for planning application 13/AP/1767.

**Design issues**

- 18 The main design issues of the redevelopment have been set out in the report for planning application 13/AP/1767.

**Impact on character and setting of a listed building and/or conservation area**

- 19 The loss of both buildings on Site A and Site B is considered acceptable due to their poor state of repair and poor standard of design. Their loss will have no adverse impact on the Nunhead Green Conservation Area. It is considered that the proposed replacement development on this site will preserve and enhance the character and appearance of the conservation area. Although the development will be a new build in the area, the design and scale are appropriate and will contribute positively to the area and would not look out of place with the established townscape and surrounding streets.

- 20 The loss of the buildings will not cause any harm on the Nunhead Green Conservation Area in light of the replacement buildings and will not result in a gap site to the detriment of the visual amenity of the area. The existing buildings do not contribute

positively to the conservation area and are not considered to be a focal point within the heritage setting. The loss of the buildings on site is therefore considered acceptable subject to their replacement with the buildings proposed under application 13/AP/1767.

#### **Impact on trees**

- 21 The main impacts of the redevelopment have been set out in the report for planning application 13/AP/1767.

#### **Planning obligations (S.106 undertaking or agreement)**

- 22 The main impacts of the redevelopment have been set out in the report for planning application 13/AP/1767.

#### **Sustainable development implications**

- 23 The main impacts of the redevelopment have been set out in the report for planning application 13/AP/1767.

#### **Other matters**

- 24 CIL is not payable on this application as it relates to the demolition of existing buildings.

#### **Conclusion on planning issues**

- 25 The proposed demolition is considered acceptable in terms of the visual amenity of the area and the context of the replacement development and complies with all relevant saved policies of the Southwark Plan 2007 (July) and the Core Strategy 2011 (April). Given the above it is recommended that conservation area consent be granted subject to conditions.

#### **Community impact statement**

- 26 In line with the council's community impact statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.
- 27 The impact on local people is set out above.
- 28 There are no issues relevant to particular communities/groups.
- 29 There are no likely adverse or less good implications for any particular communities/groups.

#### **Consultation**

- 30 Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.

#### **Consultation replies**

- 31 Details of consultation responses received are set out in Appendix 2.

32 Summary of consultation responses

As part of the parent application 13/AP/0767, 12 letters of objection and a response from English Heritage have been received. None of the letters of objection or the response from English Heritage raise any objection to the loss of the existing buildings on site.

**Human rights implications**

33 This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions' rights. The term 'engage' simply means that human rights may be affected or relevant.

34 This application has the legitimate aim of providing housing. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

**SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

35 Advice sought from other officers is summarised in the body of the main report and reported in Appendix 2.

**BACKGROUND DOCUMENTS**

Background Papers	Held At	Contact
Site history file: TP/2522-E	Chief executive's department	Planning enquiries telephone: 020 7525 5403
Application file: 13/AP/1768	160 Tooley Street	Email: planning.enquiries@southwark.gov.uk
Southwark Local Development Framework and Development Plan Documents	London SE1 2QH	Case officer telephone: 020 7525 5365 Council website: www.southwark.gov.uk

**APPENDICES**

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Recommendation

**AUDIT TRAIL**

<b>Lead Officer</b>	Gary Rice, Head of Development Management	
<b>Report Author</b>	Terence McLellan, Team Leader Strategic Applications	
<b>Version</b>	Final	
<b>Dated</b>	22 August 2013	
<b>Key Decision</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments sought</b>	<b>Comments included</b>
Strategic Director of Finance and Corporate Services	No	No
Strategic Director, Environment and Leisure	No	No
Strategic Director, Housing and Community Services	No	No
Director of Regeneration	No	No
<b>Date final report sent to Constitutional Team</b>		<b>22 August 2013</b>

## APPENDIX 1

## Consultation Undertaken

**Site notice date:** 04/07/2013

**Press notice date:** 27/06/2013

**Case officer site visit date:** 04/07/2013

**Neighbour consultation letters sent:**27/06/2013

**Internal services consulted:**

Design and Conservation - No objections

**Statutory and non-statutory organisations consulted:**

English Heritage

**Neighbours and local groups consulted:**

27/06/2013	102 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	101 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	100 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	105 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	104 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	103 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	223 GORDON ROAD LONDON	SE15 3RT
27/06/2013	34 MONTEAGLE WAY LONDON	SE15 3RS
27/06/2013	33 MONTEAGLE WAY LONDON	SE15 3RS
27/06/2013	229 GORDON ROAD LONDON	SE15 3RT
27/06/2013	227 GORDON ROAD LONDON	SE15 3RT
27/06/2013	225 GORDON ROAD LONDON	SE15 3RT
27/06/2013	106 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	115 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	114 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	113 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	93 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	91 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	116 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	109 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	108 SCYLLA ROAD NUNHEAD LONDON	SE15 3RZ
27/06/2013	107 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	112 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	111 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	110 SCYLLA ROAD LONDON	SE15 3RZ
27/06/2013	THE OLD NUNS HEAD 15 NUNHEAD GREEN LONDON	SE15 3QQ
27/06/2013	9 BASSWOOD CLOSE LONDON	SE15 3QP
27/06/2013	8 BASSWOOD CLOSE LONDON	SE15 3QP
27/06/2013	19 MONTEAGLE WAY LONDON	SE15 3RS
27/06/2013	18 MONTEAGLE WAY LONDON	SE15 3RS
27/06/2013	5 NUNHEAD GREEN LONDON	SE15 3QQ
27/06/2013	4 BASSWOOD CLOSE LONDON	SE15 3QP
27/06/2013	3 BASSWOOD CLOSE LONDON	SE15 3QP
27/06/2013	2 BASSWOOD CLOSE LONDON	SE15 3QP
27/06/2013	7 BASSWOOD CLOSE LONDON	SE15 3QP
27/06/2013	6 BASSWOOD CLOSE LONDON	SE15 3QP
27/06/2013	5 BASSWOOD CLOSE LONDON	SE15 3QP
27/06/2013	20 MONTEAGLE WAY LONDON	SE15 3RS
27/06/2013	29 MONTEAGLE WAY LONDON	SE15 3RS
27/06/2013	28 MONTEAGLE WAY LONDON	SE15 3RS
27/06/2013	27 MONTEAGLE WAY LONDON	SE15 3RS
27/06/2013	32 MONTEAGLE WAY LONDON	SE15 3RS
27/06/2013	31 MONTEAGLE WAY LONDON	SE15 3RS
27/06/2013	30 MONTEAGLE WAY LONDON	SE15 3RS
27/06/2013	23 MONTEAGLE WAY LONDON	SE15 3RS
27/06/2013	22 MONTEAGLE WAY LONDON	SE15 3RS

27/06/2013 21 MONTEAGLE WAY LONDON SE15 3RS  
 27/06/2013 26 MONTEAGLE WAY LONDON SE15 3RS  
 27/06/2013 25 MONTEAGLE WAY LONDON SE15 3RS  
 27/06/2013 24 MONTEAGLE WAY LONDON SE15 3RS  
 27/06/2013 95 SCYLLA ROAD LONDON SE15 3RZ  
 27/06/2013 NUNHEAD GREEN COMMUNITY CENTRE 56 NUNHEAD LANE LONDON SE15 3QR  
 27/06/2013 32 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 36 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 219 GORDON ROAD LONDON SE15 3RT  
 27/06/2013 2-4 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 CONSORT ROAD CLINIC 221 CONSORT ROAD LONDON SE15 3SB  
 27/06/2013 4 BEER AND WINE TRADE HOMES NUNHEAD GREEN LONDON SE15 3QG  
 27/06/2013 3 BEER AND WINE TRADE HOMES NUNHEAD GREEN LONDON SE15 3QG  
 27/06/2013 2 BEER AND WINE TRADE HOMES NUNHEAD GREEN LONDON SE15 3QG  
 27/06/2013 66 NUNHEAD LANE LONDON SE15 3QE  
 27/06/2013 6 BEER AND WINE TRADE HOMES NUNHEAD GREEN LONDON SE15 3QG  
 27/06/2013 5 BEER AND WINE TRADE HOMES NUNHEAD GREEN LONDON SE15 3QG  
 27/06/2013 221 GORDON ROAD LONDON SE15 3RT  
 27/06/2013 FIRST FLOOR FLAT 8 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 UPPER FLAT 32A NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 26A NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 SITE OF 58 NUNHEAD LANE LONDON SE15 3QE  
 27/06/2013 18 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 16 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 SALVATION ARMY CITADEL 217A GORDON ROAD LONDON SE15 3RT  
 27/06/2013 FIRST FLOOR AND SECOND FLOOR FLAT 64 NUNHEAD LANE LONDON SE15 3QE  
 27/06/2013 38B NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 38A NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 20B NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 20A NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 12C NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 1 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 27/06/2013 20D NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 20C NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 99 SCYLLA ROAD LONDON SE15 3RZ  
 27/06/2013 98 SCYLLA ROAD LONDON SE15 3RZ  
 27/06/2013 97 SCYLLA ROAD LONDON SE15 3RZ  
 27/06/2013 12B NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 12A NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 60A NUNHEAD LANE LONDON SE15 3QE  
 27/06/2013 10 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 27/06/2013 8 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 27/06/2013 7 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 27/06/2013 6 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 27/06/2013 1 BEER AND WINE TRADE HOMES NUNHEAD GREEN LONDON SE15 3QG  
 27/06/2013 17 MONTEAGLE WAY LONDON SE15 3RS  
 27/06/2013 9 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 27/06/2013 2 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 27/06/2013 12 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 27/06/2013 11 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 27/06/2013 5 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 27/06/2013 4 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 27/06/2013 3 CITRON TERRACE NUNHEAD LANE LONDON SE15 3QR  
 27/06/2013 12 BASSWOOD CLOSE LONDON SE15 3QP  
 27/06/2013 2 CHABOT DRIVE LONDON SE15 3LA  
 27/06/2013 5 CHABOT DRIVE LONDON SE15 3LA  
 27/06/2013 4 CHABOT DRIVE LONDON SE15 3LA  
 27/06/2013 3 CHABOT DRIVE LONDON SE15 3LA  
 27/06/2013 1A LINDEN GROVE LONDON SE15 3JY  
 27/06/2013 1 LINDEN GROVE LONDON SE15 3JY  
 27/06/2013 7 CANDLE GROVE LONDON SE15 3JP  
 27/06/2013 6 CHABOT DRIVE LONDON SE15 3LA  
 27/06/2013 FLAT 1 152 GORDON ROAD LONDON SE15 3RP  
 27/06/2013 FLAT 4 146 GORDON ROAD LONDON SE15 3RP  
 27/06/2013 FLAT 3 146 GORDON ROAD LONDON SE15 3RP  
 27/06/2013 FLAT 1 156 GORDON ROAD LONDON SE15 3RP  
 27/06/2013 FLAT 3 152 GORDON ROAD LONDON SE15 3RP  
 27/06/2013 FLAT 2 152 GORDON ROAD LONDON SE15 3RP  
 27/06/2013 154 GORDON ROAD LONDON SE15 3RP  
 27/06/2013 FLAT 2 146 GORDON ROAD LONDON SE15 3RP  
 27/06/2013 FLAT 1 146 GORDON ROAD LONDON SE15 3RP  
 27/06/2013 FLAT 2 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 FLAT 1 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 FLAT 5 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 FLAT 4 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 FLAT 3 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 1 CANDLE GROVE LONDON SE15 3JP  
 27/06/2013 30A NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 4 CANDLE GROVE LONDON SE15 3JP



27/06/2013 3 CANDLE GROVE LONDON SE15 3JP  
 27/06/2013 2 CANDLE GROVE LONDON SE15 3JP  
 27/06/2013 FLAT 6 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 FLAT 15 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 FLAT 14 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 FLAT 13 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 6 CANDLE GROVE LONDON SE15 3JP  
 27/06/2013 FLAT 17 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 FLAT 16 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 FLAT 9 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 FLAT 8 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 FLAT 7 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 FLAT 12 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 FLAT 11 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 FLAT 10 5 CANDLE GROVE LONDON SE15 3JW  
 27/06/2013 FLAT 2 156 GORDON ROAD LONDON SE15 3RP  
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 27/06/2013 93 NUNHEAD LANE LONDON SE15 3QE  
 27/06/2013 91 NUNHEAD LANE LONDON SE15 3QE  
 27/06/2013 10 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 99 NUNHEAD LANE LONDON SE15 3QE  
 27/06/2013 97 NUNHEAD LANE LONDON SE15 3QE  
 27/06/2013 62 NUNHEAD LANE LONDON SE15 3QE  
 27/06/2013 60 NUNHEAD LANE LONDON SE15 3QE  
 27/06/2013 5 NUNHEAD GROVE LONDON SE15 3LZ  
 27/06/2013 89 NUNHEAD LANE LONDON SE15 3QE  
 27/06/2013 87 NUNHEAD LANE LONDON SE15 3QE  
 27/06/2013 64 NUNHEAD LANE LONDON SE15 3QE  
 27/06/2013 14 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 8 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 6 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 38 NUNHEAD GREEN LONDON SE15 3QF  
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 27/06/2013 10 BASSWOOD CLOSE LONDON SE15 3QP  
 27/06/2013 1 BASSWOOD CLOSE LONDON SE15 3QP  
 27/06/2013 28 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 26 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 24 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 34 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 30 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 29 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 FLAT B 28 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 36B NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 LIVING ACCOMMODATION THE OLD NUNS HEAD 15 NUNHEAD GREEN LONDON SE15 3QQ  
 27/06/2013 LIVING ACCOMMODATION 2-4 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 FLAT 5 156 GORDON ROAD LONDON SE15 3RP  
 27/06/2013 FLAT 4 156 GORDON ROAD LONDON SE15 3RP  
 27/06/2013 FLAT 3 156 GORDON ROAD LONDON SE15 3RP  
 27/06/2013 FLAT A 28 NUNHEAD GREEN LONDON SE15 3QF  
 27/06/2013 17 NUNHEAD GREEN LONDON SE15 3QQ  
 27/06/2013 FLAT 6 156 GORDON ROAD LONDON SE15 3RP  
 27/06/2013 6 NUNHEAD GROVE LONDON SE15 3LY  
 27/06/2013 16 NUNHEAD GROVE LONDON SE15 3LY  
 27/06/2013 14 NUNHEAD GROVE LONDON SE15 3LY  
 27/06/2013 3 NUNHEAD GROVE LONDON SE15 3LZ  
 27/06/2013 1 NUNHEAD GROVE LONDON SE15 3LZ  
 27/06/2013 8 NUNHEAD GROVE LONDON SE15 3LY  
 27/06/2013 FLAT 1 219 GORDON ROAD SE15 3RT  
 27/06/2013 FLAT 2 231 GORDON ROAD SE15 3RT  
 27/06/2013 FLAT 1 231 GORDON ROAD SE15 3RT  
 27/06/2013 12 NUNHEAD GROVE LONDON SE15 3LY  
 27/06/2013 10 NUNHEAD GROVE LONDON SE15 3LY  
 27/06/2013 FLAT 2 219 GORDON ROAD SE15 3RT  
 20/06/1837 108 Scylla Road Nunhead London SE15 3RZ  
 20/06/1837 by email

### Re-consultation:

Re-consultation not required.

**APPENDIX 2****Consultation Responses Received****Internal services**

Design and Conservation – No objections

**Statutory and non-statutory organisations**

English Heritage – No objections

**Neighbours and local groups**

See application report 13/AP/0767

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## RECOMMENDATION

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This document shows the case officer's recommended decision for the application referred to below.  
This document is not a decision notice for this application.

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<b>Applicant</b>	Mr S. Platts Southwark Council	<b>Reg. Number</b>	13/AP/1768
<b>Application Type</b>	Conservation Area Consent	<b>Case Number</b>	TP/2522-E
<b>Recommendation</b>	Grant permission		

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### Draft of Decision Notice

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**Conservation Area Consent was GIVEN to demolish the following:**

Demolition of the existing Nursery building at 5 Nunhead Green and demolition of the existing Nunhead Green Community Centre comprising 13-14 Basswood Close and 56/a Nunhead Lane.

**At:** LAND BOUNDED BY SCYLLA ROAD, NUNHEAD GREEN AND NUNHEAD LANE AND LAND BOUNDED BY NUNHEAD LANE, LINDEN GROVE AND CANDLE GROVE, LONDON SE15

**In accordance with application received on** 03/06/2013

**and Applicant's Drawing Nos.** 132\_A\_GA\_000 B, Design and Access/Heritage Statement as submitted for 13/AP/1767.

**Subject to the following three conditions:**

**Time limit for implementing this permission and the approved plans**

- 1 The development hereby permitted shall be begun before the end of three years from the date of this permission.

Reason:

As required under Section 18 of the Planning (Listed Buildings & Conservation Areas) Act 1990 as amended.

- 2 The development hereby permitted shall not be carried out otherwise than in accordance with the following approved plans:132\_A\_GA\_000 B

Reason:

For the avoidance of doubt and in the interests of proper planning.

**Commencement of works above grade** - the details required to be submitted for approval by the condition(s) listed below must be submitted to and approved by the council before any work above grade is commenced. The term 'above grade' here means any works above ground level.

- 3 Prior to any demolition works taking place, a landscaping plan to show the treatment of the site in the interim period between demolition and construction shall be submitted to and approved in writing by the Local Planning Authority. The landscaping scheme approved shall be implemented and retained as such until construction works commence.

Reason

To minimise the impact of the demolition on the local area and to prevent the sites becoming gap sites in accordance with The National Planning Policy Framework 2012, Strategic Policy 11 Open spaces and wildlife and Strategic Policy 12 Design and Conservation of The Core Strategy 2011 and Saved Policies 3.12 Quality in Design and 3.13 Urban Design in the Southwark Plan 2007.

<b>Item No.</b> 7.	<b>Classification:</b> Open	<b>Date:</b> 3 September 2013	<b>Meeting Name:</b> Planning Committee
<b>Report title:</b>		Approval for transfer of £160,000 from the S106 Affordable Housing Fund to provide 2 new affordable housing units at 1 - 2 Wade House, Dickens Estate, SE1	
<b>Ward(s) or groups affected:</b>		Cathedral, Grange and Riverside	
<b>From:</b>		Regeneration Initiatives Manager	

## RECOMMENDATION

That the Planning Committee authorises:

1. The expenditure of £160,000 from the S106 affordable housing fund being monies collated from the following s106 Planning Obligations:
  - £82,500 from Sarsons Vinegar Works, 169 Tower Bridge Road, SE1 01/AP/0970 a/n AFFHSG1
  - £13,014 from Part of Jacobs Island Site, Jacob Street SE1 97/AP/1131 AFFHSG7
  - £3,388 from 96/AP/0220 Springalls Wharf, Bermondsey Wall West, SE1 a/n 047
  - £61,098 from 97/AP/1082 18-20 New Globe Walk, SE1SE1 a/n 111

towards the provision of two new affordable housing units, 1 x 2 bed and 1 x 3 bed, at Wade House, Parker Row, Dickens Estate, SE1 2DN.

## BACKGROUND INFORMATION

2. Approval in respect of s106 funds over £100,000 for matters of strategic importance is a matter reserved to planning committee. Planning obligations under s106 of the Town and Country Planning Act 1990 are used to address the negative impacts caused by a development and contribute to providing infrastructure and facilities necessary to achieve sustainable communities. The council can enter into a legal agreement with a developer whereby the developer agrees to provide planning obligations. These obligations can take the form of financial contributions and can cover a range of facilities including the provision of affordable homes.
3. The council expects affordable housing to be provided by developers on-site. In exceptional circumstances where a developer has justified, in accordance with both the council's planning policy requirements and the London Plan, that the affordable housing cannot be built on-site, the affordable housing should be provided off-site. If this is not possible then the Council may allow a contribution to be secured by way of an in-lieu payment. All in-lieu payments received by the council in this way are combined to form the Affordable Housing Fund. This fund is ring-fenced to help finance social housing providers build new affordable housing schemes in the borough. The council's Housing Regeneration and Delivery team manages this fund and identifies appropriate schemes. The

funding of the units at Wade House are part of the council's commitment to provide new homes from existing assets through its Hidden Homes Programme.

#### **KEY ISSUES FOR CONSIDERATION**

4. This scheme referenced 12-AP-1402 which would be developed by Southwark council received planning consent on the 25 July 2012 and comprises of two properties, namely a 2 bed and a 3 bed for social rent.
5. The social rented units would be funded by the £160,000 from the Affordable Housing Fund. These units will be made available for social rent, and will contribute to the commitment to build 1000 new council homes by 2020.
6. These two units will be provided from non residential space within an existing housing block previously utilised as a GP surgery prior to its relocation to larger premises. The refurbishment works will be completed as part of a planned major works programme to the entire block. The scheme will be managed by the council's housing major works team who will manage the building timetable, standard of works and phasing of payments.
7. On completion these units will be made available for letting to households registered on the council's housing register.
8. An application for funding to The Mayor's Housing Covenant – building in the pipeline has secured indicative funding of £54,275 for the Wade House site subject to contract and certain conditions being met. It is anticipated that this process is likely to be concluded by the end of September 2013 at the latest.
9. The full amount of £160,000 is sought from the S106 Affordable Housing Fund to ensure the development of these units should the funds from the GLA not be forthcoming. In the event that these monies are made available for the scheme by the GLA, Members will be notified in a further report of the reallocation of the surplus S106 funds.
10. If Members do not approve the release of funds they will be retained in the Affordable Housing Fund until such time as approval is sought for the funding of future schemes.

#### **Policy implications**

11. The LPA seeks to secure, a provision of at least 35% affordable housing for all new housing within private developments in the Urban Density Zone in relation to schemes of 10 units or more or on sites larger than 0.5 hectares. The allocation of funds the subject of this report would secure a provision over and above the required 35% level.
12. Paragraph 3.10 of the Affordable Housing SPD provides that all in-lieu payments received by the council are pooled together to form an Affordable Housing Fund (AHF). This fund is ring-fenced to help fund the provision of affordable housing by social housing providers in the borough.

#### **Community impact statement**

13. As well as providing two new family homes for social rent, the units at Wade House will provide two new family homes for letting to residents in priority need

as well as utilising redundant space with the block reducing the risk of anti social behaviour or criminal damage.

14. The provision of this housing is in line with community needs and will create stronger communities. This in turn will improve the quality of life of people in Southwark and encourage community cohesion.

### **Resource implications**

15. The proposed expenditure of £160,000 from the AHF would be financed from the developers' s106 Agreement contributions.
16. These amounts have been paid into the affordable housing fund and the project is fully funded from this allocation. Officer time will be met from existing resources and commitments.
17. It is proposed to fund elements of this affordable housing scheme through S106 contributions already received from developers. This contribution to the scheme will form part of and be monitored through the Housing General Fund capital programme, and will form the council's only financial commitment to the scheme. There are no wider implications for the Housing Investment Programme.

### **Consultation**

18. The proposed scheme at Wade House has been subject to the normal planning consultation process. The Chair and the Vice Chair of the Bermondsey and Rotherhithe and Borough, Bankside and Walworth Community Council have been consulted, no response has been received.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Director of Legal Services**

19. Paragraph 12 of Part 3F of the council's Constitution provides that the planning committee will consider the expenditure of funds over £100,000.
20. The council is obliged to utilise any monies paid by a developer under the terms of each individual agreement. It would be unlawful for the council to spend monies on any other purpose than specifically provided for.
21. The section 106 manager has set out in the following paragraph of this report the references to the appropriate section 106 Agreements. It is confirmed that these Agreements contain such provisions and accordingly the proposal set out within this report is a lawful use of the monies.

### **Section 106 Manager**

22. The development at Sarsons Vinegar Works, 169 Tower Bridge Road, SE1 01/AP/0970 a/n AFFHSG1 secured £82,500 towards the provision of affordable housing. This payment has been received by the Council and is available from the AHF. This proposed allocation would provide acceptable new off-site affordable housing.

23. The development at Part of Jacobs Island Site, Jacob Street SE1 97/AP/1131 AFFHSG7 secured £263,014.00 towards the provision of affordable housing. This payment has been received by the Council and is held in the AHF. £250,000 has been spent leaving £13,014 available. This proposed allocation would provide acceptable new off-site affordable housing.
24. The development at 96/AP/0220 a/n 047 Springalls Wharf, Bermondsey Wall West, SE1 secured £43,500 towards the provision of affordable housing. This payment has been received along with a further £3,388.31 in interest. The £43,500 has been spent and the £3,388.31 interest is available. This proposed allocation would provide acceptable new off-site affordable housing.
25. The development at 97/AP/1082 18-20 New Globe Walk, SE1SE1 a/n 111 secured £245,000 towards the provision of affordable housing. This payment has been received by the Council and the £61,098 is available. This proposed allocation would provide acceptable new off-site affordable housing.

### Strategic Director of Finance and Corporate Services

26. This report is requesting the planning committee to authorise the release of £160,000 of S106 Affordable Housing funds secured via several legal agreements as detailed in paragraph 1 towards the provision of two new affordable housing units at Wade House, Parker Row, Dickens Estate.
27. It is noted that the S106 funds from the specified agreements have been received by the council and are available towards the cost of providing new affordable housing units.
28. Any staffing and other costs connected with this recommendation to be contained within existing departmental budgets.

### AUDIT TRAIL

<b>Lead Officer</b>	Maurice Soden, Housing Regeneration Initiatives Manager	
<b>Report Author</b>	Sonia Esnard, Housing Investment Strategy Manager	
<b>Version</b>	Final	
<b>Date</b>	24 July 2013	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Director of Legal Services	Yes	Yes
Strategic Director of Finance and Corporate Services	Yes	Yes
S106 Manager	Yes	Yes
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team</b>	22 August 2013	

<b>Item No.</b> 8.	<b>Classification:</b> Open	<b>Date:</b> 3 September 2013	<b>Meeting Name:</b> Planning Committee
<b>Report title:</b>		Draft Blackfriars Road Supplementary Planning Document	
<b>Ward(s) or groups affected:</b>		Cathedrals ward	
<b>From:</b>		Director of Planning	

## RECOMMENDATIONS

That Planning Committee:

1. Provide comments on the draft Blackfriars Road Supplementary Planning Document (SPD) (Appendix A).
2. Note the supporting documents: the draft sustainability appraisal (Appendix B), the draft equalities analysis (Appendix C) and the consultation plan (Appendix D).

## BACKGROUND INFORMATION

3. The Draft Blackfriars Road SPD covers an area of approximately 56 hectares, taking in all of Blackfriars Road, running from Blackfriars Bridge to St George's Circus, and some of the surrounding streets. The boundary covers part of the Cathedrals ward. Figure 1 shows its proposed boundary.
4. The proposed SPD area lies mostly within the Bankside, Borough and London Bridge Opportunity Area, which is identified in the London Plan as having the potential to provide around 25,000 jobs and a minimum of 1,900 new homes. A very small part of the southern end of Blackfriars Road around St George's Circus lies within the Elephant and Castle Opportunity Area. There is already an adopted supplementary planning document/opportunity area planning framework for Elephant and Castle. Once adopted the Blackfriars Road SPD will replace any overlapping guidance within the Elephant and Castle SPD.
5. We previously prepared a draft SPD for Bankside, Borough and London Bridge in conjunction with the Greater London Authority, which was consulted upon in 2010. This Blackfriars Road SPD will update the guidance for the Blackfriars Road area. A review is being carried out regarding the need for updated guidance for the rest of the opportunity area.
6. A lot of change is happening on and around the Blackfriars Road, with many large sites under construction or about to start construction. There is also a lot of potential for further change with a number of development sites likely to come forward within the next five years. The SPD will provide a strategic framework and detailed guidance to coordinate growth and ensure the development takes place in a coherent way. It will help the council to make Blackfriars Road a destination where people want to live, work and play.



Figure 1: The proposed SPD boundaries



7. This is the first full stage of consultation on the draft SPD. Following 12 weeks consultation on the SPD, officers will review the responses received, and a report will be brought back to Cabinet in December 2013 to formally adopt the SPD.
8. The draft SPD was submitted to the Cabinet Member for Regeneration and Corporate Strategy, for Individual Decision Maker agreement for formal consultation in June 2013.

## **KEY ISSUES FOR CONSIDERATION**

### *Scope of the SPD*

9. The SPD will be used to make decisions on planning applications alongside policies and guidance in existing policy documents. It provides more detailed guidance on the policies within the Core Strategy (2011) and the saved Southwark Plan (2007). It does not set new policy. This is set out clearly within the draft SPD to ensure applicants and the community understand the scope of the SPD and that it must be read alongside other policy documents.

### *The vision for Blackfriars Road*

10. The first main section of the SPD sets out the existing visions for the Bankside, Borough and London Bridge Opportunity Area. The Mayor of London already has a vision for the area within his London Plan, setting out that there is considerable potential for intensification. His vision is repeated in the draft SPD.
11. Southwark developed its own vision for the opportunity area through the preparation of the Core Strategy. The SPD sets out the agreed Core Strategy vision, which includes paragraphs on the Blackfriars Road, including setting out that it will continue to have a mix of shops, services and offices, and that there will be a cluster of tall buildings around the northern end of the road.
12. Since these visions were prepared much has changed including changes in national planning policy as well as many applications and proposals for significant development. Whilst a SPD cannot set a new vision as it cannot create new policy, it can highlight aspirations for change. Later in 2013 the council will be preparing a new planning policy document called the New Southwark Plan, which will replace the policies in the Core Strategy and the saved Southwark Plan. The New Southwark Plan will set out new updated visions for the borough. The draft SPD therefore sets out ideas for a vision for Blackfriars Road, which will be taken forward through the preparation of the New Southwark Plan. The ideas include aspirations such as:
  - Blackfriars Road having its own distinct identity and identifiable character, becoming an exciting place where people want to work, live and visit.
  - Continuing to work with the many stakeholders to enhance the area.
  - Continuing to offer a mix of offices, services and shops.
  - Maximising opportunities to increase the amount and type of development.
  - Encouraging cultural, leisure, arts and entertainment uses.
  - Improved social and community infrastructure.
  - Ensuring a range of building heights with the tallest buildings at the northern end.

- Through working with Transport for London, improving the road to make it safe, easier and more enjoyable for pedestrians and cyclist.
- Improving the look and feel of the streets and public spaces
- Maximising opportunities to improve open spaces.

### *The strategies and guidance*

13. The draft SPD set out six key strategies to manage change.
14. SPD 1 sets out the approach to business space. It says that we will encourage the generation of jobs and businesses to help consolidate and expand the existing business services cluster. Already there are many businesses on and around Blackfriars Road, and this guidance will help to reinforce its locations as a strategic office location and encourage other businesses to set up offices here. SPD 1 requires existing business floorspace to be retained or replaced if a site comes forward for development, in line with existing policies in the Core Strategy and saved Southwark Plan. It says that any additional floorspace on sites already in business use can be used for other town centre uses including retail, leisure and entertainment facilities. SPD 1 also says that we support a range of uses in the railway arches, to build on the existing regeneration of the many arches, encouraging uses such as small businesses, creative and cultural industries, and retail uses.
15. SPD 2 sets out the approach to creating a mixed use town centre. The area is already designated as a town centre, although there are currently limited town centre uses, particularly evening and weekend uses in parts of the SPD boundary. SPD 2 seeks to encourage a balanced mix of town centre uses alongside business uses to increase the amount of activity and encourage a wide range of occupiers and visitors. It supports proposals for new hotels, encourages a mix of arts, cultural and leisure uses, whilst ensuring that the impact of proposals are carefully considered, due to the close proximity to homes in much of the SPD area. It also supports the provision of new social and community infrastructure as part of mixed use development.
16. SPD 3 seeks to improve the public realm and open spaces by working with our many partners to provide a high quality design of public squares, streets and spaces. It sets out principles for all of the SPD area to include principles such as requiring public realm to create clearly defined streets, enhance its local distinctiveness and to provide new links for pedestrians and cyclists. It also sets out additional principles for Blackfriars Road, the Thames Path and St George's Circus.
17. SPD 4 sets out more detailed guidance on built form and heritage to ensure a high quality design and architecture, reinforcing the area's character and distinctiveness. This includes guidance on enhancing the historic environment and ensuring inclusive design principles are applied.
18. SPD 5 provides further guidance on building heights. It says that development should reinforce the civic character of Blackfriars Road, Stamford Street, Southwark Street and the river front. It establishes a general principle of appropriate heights of up to 30 metres along these main routes, with heights on streets off these main routes generally needing to be lower to fit in with their surroundings. It also identifies places along Blackfriars Road where taller buildings will be encouraged. The guidance says that the tallest buildings should be at the north end of Blackfriars road, with the tallest heights being set back from the river, and focused around the junctions of Blackfriars Road,

Stamford Street and Southwark Street. It sets out that a tall building of up to 70 metres should provide a focal point at Southwark tube station, and similarly a tall building of up to 70 metres should provide a focal point at St George's Circus, being set back from the Circus itself. SPD 5 also provides detailed guidance on the design principles that all tall buildings must meet, as well as meeting the criteria in saved Southwark Plan policy 3.20.

19. SPD 6 provides guidance on active travel, setting out the many groups we will work with to encourage active travel by making the area more attractive and safer, with better connections. It says that improvements will be made to key walking and cycling routes, specifically through working with TfL to make significant improvements to Blackfriars Road itself. It also sets out aspirations to increase east-west linkages.

### *Implementation*

20. The final section of the SPD sets out information and guidance on how the aspirations and vision for Blackfriars Road will be delivered. It contains information on partnership working, business involvement and community involvement, setting out a commitment to continue to work with all the different groups.
21. It also provides guidance on how change will be managed through mechanisms such as management plans during and post construction to ensure the development is coordinated and has minimal impact on residents.
22. It also sets out the need to continue to improve infrastructure, cross referring to the Community Infrastructure Levy and section 106 planning obligations.

### **CONSULTATION**

23. The Planning and Compulsory Purchase Act 2004 (amended 2008) and The Town and Country Planning (Local Planning) (England) Regulations 2012 sets out the consultation requirements for planning documents. The council's Statement of Community Involvement (SCI) (2008) also set out the consultation requirements.
24. The Regulations and SCI set out the specific consultation required to be carried out when preparing SPDs. The SCI encourages consultation to be informal and ongoing as well as the formal consultation required by the regulations.
25. The area covered by the draft Blackfriars Road SPD lies mostly within part of the Bankside, Borough and London Bridge Opportunity Area. A small part of the SPD area falls within the Elephant and Castle Opportunity Area. The council consulted on a draft Bankside, Borough and London Bridge SPD in 2010, which set out draft guidance for the whole of the Bankside, Borough and London Bridge Opportunity area. The council also consulted on a draft Elephant and Castle Opportunity Area SPD/Opportunity Area Planning Framework, which was adopted in 2012. We have reviewed feedback received on both these documents in preparing the draft SPD for Blackfriars Road.
26. We also consulted on a sustainability appraisal scoping report in October 2012 for the whole of the Bankside, Borough and London Bridge Opportunity Area. Comments received on the scoping report have fed into the preparation of this SPD and the draft sustainability appraisal. Officer comments on all the comments received are set out with the draft sustainability appraisal (Appendix B).

27. Consultation has also been carried out informally throughout 2013, including developing many links with local residents, groups and business. Walking talks and consultation at pop up cafes have taken place in the Blackfriars Road area. More detail on this wider consultation can be viewed at:

[www.southwark.gov.uk/blackfriarsroad](http://www.southwark.gov.uk/blackfriarsroad)

28. This is the first formal stage of consultation on a SPD for Blackfriars Road. The consultation plan (Appendix D) sets out the consultation we are carrying out. This includes publishing the draft SPD on our website, writing to everyone on our planning policy mailing list and making the document available in the local library. We are sending a four page leaflet summarising the SPD to every address within the SPD boundary. We are also carrying out two consultation workshops, as well as offering to attend meetings held by local groups.

### **Community impact statement**

29. The purpose of the SPD is to provide a strategic framework and detailed guidance to coordinate growth along and around the Blackfriars Road. This SPD will ensure that development occurs in an appropriate and desirable way, making Blackfriars Road a destination where people want to live, work and visit.
30. A draft equalities analysis (Appendix C) has been carried out to assess the impact of the draft SPD on the nine protected characteristics. It is recognised that the SPD guidance may have many similar impacts on these different group of people who have protected characteristics, and that the overall impact of the SPD will be positive on all residents and people who work in and visit the borough. For example, a key aspect of the guidance is the creation of an enhanced public realm that is safe, well-lit and inclusive. This would improve accessibility for those with a physical disability and also promote wider community inclusion.
31. We also carried out equalities analysis for the guidance in the draft Bankside, Borough and London Bridge SPD (2010) and the adopted Elephant and Castle SPD/OAPF (2012), which the Blackfriars Road SPD area falls partly or completely within. The findings of both of these analyses has help inform the guidance that we have prepared in the draft Blackfriars Road SPD.
32. A draft sustainability appraisal (Appendix D) has also been prepared that assesses the impact of the draft SPD on social, economic and environmental sustainability. The preparation of a scoping report was the first stage of the sustainability appraisal to assist in the preparation of the SPD and its sustainability appraisal. The SA for the Blackfriars Road SPD follows on from the scoping report that was carried out for the Borough, Bankside and London Bridge Opportunity Area. We consulted on the scoping report in November 2012 and the comments received on this have fed into the preparation of the draft Blackfriars Road SA and SPD. This scoping report set out the sustainability objectives and indicators that will be used to measure the impacts of future guidance upon sustainable development. Baseline information was gathered to draw attention to key environmental, social and economic issues facing the borough, which may be affected by development along and around Blackfriars Road.
33. The results of the appraisal showed that the overall impact of the guidance set out in the draft SPD was more positive in terms of promoting a more distinctive and varied a

mix of uses which in the long term would help promote sustainable communities. The guidance will help to ensure there is a more balanced approach to the redevelopment of the area by focusing on providing employment opportunities, improvements to the public realm and high quality new homes. While this growth will increase demand for energy, water and generate more waste and traffic these impacts can all be mitigated by other measures which seek to reduce car parking, set energy guidance and design guidance.

34. The SA informed the draft guidance within the SPD. For every topic, the positive impacts outweighed the negative impacts when assessed across the whole range of sustainability objectives. In some cases the policies have no significant impact with the sustainable objectives. Where the SA identified potential shortcomings of particular policies, mitigation measures are proposed to help off-set the negative impacts. Many of these mitigation measures are policy requirements in either the Core Strategy or saved Southwark Plan. For example: Strategic Policy 13 in the Core Strategy, which sets out the council's targets for development to minimise their impacts upon climate change.

### Resource implications

35. There are no immediate resource implications arising from this report as any additional work required to complete the work will be carried out by the relevant policy team staff and budgets without a call on additional funding.

### SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

#### Strategic Director of Finance and Corporate Services

36. The strategic director of finance and corporate services notes that there are no new financial implications as a result of accepting the recommendations of this report. Officer time to implement this decision can be contained within existing resources

### BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
London Plan 2011	<a href="http://www.london.gov.uk/priorities/planning/londonplan">http://www.london.gov.uk/priorities/planning/londonplan</a>	planningpolicy@southwark.gov.uk
Southwark Statement of Community Involvement 2008	<a href="http://www.southwark.gov.uk/info/856/planning_policy/1238/statement_of_community_involvement_sci">http://www.southwark.gov.uk/info/856/planning_policy/1238/statement_of_community_involvement_sci</a>	planningpolicy@southwark.gov.uk
Saved Southwark Plan 2007	<a href="http://www.southwark.gov.uk/info/856/planning_policy/1241/the_southwark_plan">http://www.southwark.gov.uk/info/856/planning_policy/1241/the_southwark_plan</a>	planningpolicy@southwark.gov.uk
The Core Strategy 2011	<a href="http://www.southwark.gov.uk/info/200210/core_strategy">http://www.southwark.gov.uk/info/200210/core_strategy</a>	planningpolicy@southwark.gov.uk

**APPENDICES**

<b>No.</b>	<b>Title</b>	<b>Held at</b>
Appendix A	Draft Blackfriars Road supplementary planning document	Copies circulated separately to members of the committee
Appendix B	Draft sustainability appraisal	Available on the web at: <a href="http://www.southwark.gov.uk/blackfriarsroadspd">www.southwark.gov.uk/blackfriarsroadspd</a>
Appendix C	Draft equalities analysis	Available on the web at: <a href="http://www.southwark.gov.uk/blackfriarsroadspd">www.southwark.gov.uk/blackfriarsroadspd</a>
Appendix D	The consultation plan	Available on the web at: <a href="http://www.southwark.gov.uk/blackfriarsroadspd">www.southwark.gov.uk/blackfriarsroadspd</a>

**AUDIT TRAIL**

<b>Lead Officer</b>	Simon Bevan, Director of Planning	
<b>Report Author</b>	Alison Squires, Planning Policy Team Leader	
<b>Version</b>	Final	
<b>Dated</b>	August 2013	
<b>Key Decision?</b>	Non key	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Director of Legal Services	No	No
Strategic Director of Finance and Corporate Services	Yes	Yes
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team</b>	22 August 2013	

**OPEN**

**MUNICIPAL YEAR 2012/13**

**COMMITTEE: PLANNING COMMITTEE**

**NOTE:** Original held in Constitutional Team; all amendments/queries to Kenny Uzodike, Constitutional Team,  
Tel: 020 7525 7236.

**OPEN**

<b>COPIES</b>		<b>COPIES</b>	
<b>COUNCILLORS</b>		<b>CHIEF EXECUTIVE'S DEPARTMENT</b>	
Councillor Nick Dolezal	1	Simon Bevan	1
Councillor Darren Merrill	1	Bridin O'Connor	1
Councillor Mark Williams	1	Julie Seymour	1
Councillor Rebecca Lury	1	Yvonne Lewis	1
Councillor Mark Gettleson	1		
Councillor Nick Stanton	1	<b>ENVIRONMENT &amp; LEISURE</b>	
Councillor Adele Morris	1	Environmental Protection Team	1
<b>Total</b>	<u>7</u>		
<b>RESERVES</b>		<b>COMMUNICATIONS</b>	
Councillor Chris Brown	1	Robin Campbell	1
Councillor Kevin Ahern	1	<b>Total</b>	<u>7</u>
Councillor Martin Seaton	1		
Councillor Catherine Bowman	1		
Councillor James Barber	1		
<b>Total</b>	<u>5</u>		
<b>LEGAL SERVICES</b>			
Jonathan Gorst	1		
<b>Total</b>	<u>1</u>		
<b>CONSTITUTIONAL TEAM</b>			
Kenny Uzodike	19		
<b>Total</b>	<u>20</u>		
		<b>Total Print Run: 39</b>	
		List Updated: 24 June 2013	