Open Agenda

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# **Planning Committee**

Tuesday 12 July 2016 5.30 pm Ground Floor Meeting Room G01A - 160 Tooley Street, London SE1 2QH

## Membership

## Reserves

Councillor Nick Dolezal (Chair) Councillor Lorraine Lauder MBE (Vice-Chair) Councillor Samantha Jury-Dada Councillor Hamish McCallum Councillor Michael Mitchell Councillor Darren Merrill Councillor Jamille Mohammed Councillor Adele Morris Councillor Catherine Dale Councillor Helen Dennis Councillor Ben Johnson Councillor Eleanor Kerslake Councillor Sarah King

# INFORMATION FOR MEMBERS OF THE PUBLIC

## 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**

If you are a resident of the borough and have paid someone to look after your children, an elderly dependant or a dependant with disabilities so that you could attend this meeting, you may claim an allowance from the council. Please collect a claim form at the meeting.

## Access

The council is committed to making its meetings accessible. Further details on building access, translation, provision of signers etc for this meeting are on the council's web site: <u>www.southwark.gov.uk</u> or please contact the person below.

## Contact

Victoria Foreman on 020 7525 5485 or email: victoria.foreman@southwark.gov.uk

Members of the committee are summoned to attend this meeting **Eleanor Kelly** Chief Executive Date: 4 July 2016



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# **Planning Committee**

Tuesday 12 July 2016 5.30 pm Ground Floor Meeting Room G01A - 160 Tooley Street, London SE1 2QH

# **Order of Business**

Item No.

Title

Page No.

**PART A - OPEN BUSINESS** 

## PROCEDURE NOTE

## 1. APOLOGIES

To receive any apologies for absence.

## 2. CONFIRMATION OF VOTING MEMBERS

A representative of each political group will confirm the voting members of the committee.

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

In special circumstances, an item of business may be added to an agenda within five clear days of the meeting.

# 4. DISCLOSURE OF INTERESTS AND DISPENSATIONS

Members to declare any personal interests and dispensation in respect of any item of business to be considered at this meeting.

5	DEVELOPMENT MANAGEMENT	3	- 6
5.		J	- 0

- 5.1. SKIPTON HOUSE, 80 LONDON ROAD, PERRY LIBRARY, 250 7 86 SOUTHWARK BRIDGE ROAD AND KEYWORTH STREET HOSTEL, 10 KEYWORTH STREET, LONDON SE1
- 5.2. VINOPOLIS, 1 BANK END (INCLUDING RAILWAY ARCHES 87 149 BOUNDED BY STONEY STREET, CLINK STREET AND PARK STREET), 16 PARK STREET, 18 PARK STREET (THAMES HOUSE) & WINE WHARF, STONEY STREET SE1
- 5.3. FRIARS BRIDGE COURT, 41-45 BLACKFRIARS ROAD, 150 189 LONDON SE1 8NZ
- 6. RELEASE OF £136,464 S106 MONIES TOWARDS IMPROVING THE 190 195 PLAY SPACE WITHIN BRUNSWICK PARK

## 7.DRAFT OLD KENT ROAD AREA ACTION PLAN196 - 321

# 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."

Date: 4 July 2016

Cothwart

## 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 the 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.
- 8. Members of the public are welcome to film, audio record, photograph, or tweet the public proceedings of the meeting; please be considerate towards other people in the room and take care not to disturb the proceedings.

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

Contacts: General Enquiries Planning Section, Chief Executive's Department Tel: 020 7525 5403

> Planning Committee Clerk, Constitutional Team Finance and Governance Tel: 020 7525 5485

<b>Item No.</b> 5.	Classification: Open	Date:	Meeting Name: Planning Committee
Report title:		Development Management	
Ward(s) or groups affected:		All	
From:		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 Law and Democracy**

- 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

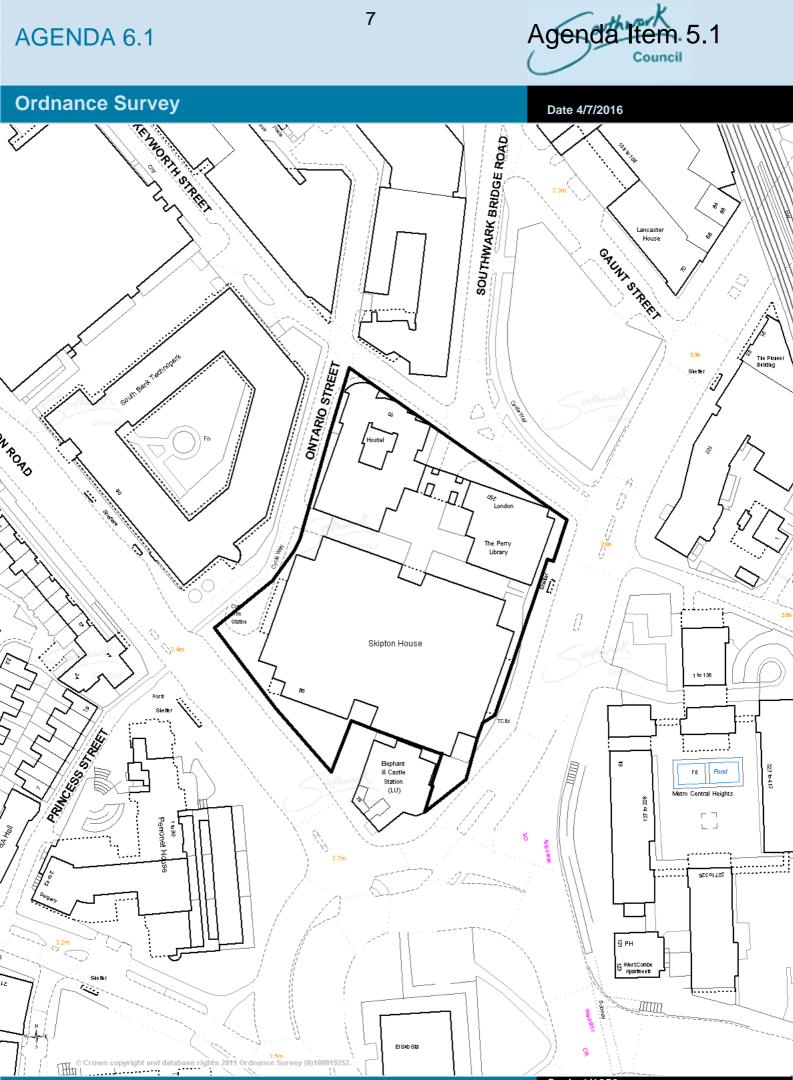
Background Papers	Held At	Contact
Council assembly agenda 23 May 2012	Constitutional Team 160 Tooley Street London SE1 2QH	Victoria Foreman 020 7525 5845
Each planning committee item has a		The named case
separate planning case file	Management, 160 Tooley Street, London SE1 2QH	officer as listed or General Enquiries 020 7525 5403

## APPENDICES

No.	Title
None	

## AUDIT TRAIL

Lead Officer	Ian Millichap, Constitutional Manager			
Report Author	Victoria Foreman, Constitutional Officer			
	Jonathan Gorst, Head of Regeneration and Development			
Version	Final			
Dated	4 July 2016			
Key Decision	No			
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET				
MEMBER				
Officer Title		Comments sought	Comments included	
Director of Law and Democracy		Yes	Yes	
Director of Planning		No	No	
Cabinet Member		No	No	
Date final report sent to Constitutional Team			4 July 2016	



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<b>Item No.</b> 5.1	Classification: Open	Date: 12 July 2016	Meeting Name: Planning Committee
Report title:	Development Management planning application: Application 15/AP/5125 for: Full Planning Permission		
	Address: SKIPTON HOUSE, 80 LONDON ROAD, PERRY LIBRARY, 250 SOUTHWARK BRIDGE ROAD; and KEYWORTH STREET HOSTEL, 10 KEYWORTH STREET, LONDON SE1		
	<b>Proposal:</b> Demolition of the existing buildings and creation of 2 levels of basement (plus mezzanines) and the erection of buildings ranging from Ground Floor plus 7 to ground floor plus 39 stories (maximum building height of 146.3m AOD) comprising retail uses (Use Classes A1/A3/A4) at ground floor, multifunctional cultural space (Use Classes D1/D2/Sui Generis) and flexible retail/fitness space (Uses Classes A1/A3/A4 and D2) below ground, and office use (Use Class B1) and 421 residential units (Use Class C3) on upper levels, new landscaping and public realm, a publically accessible roof garden, ancillary servicing and plant, cycle parking and associated works.		
	The application is accompanied by an Environmental Statement submitted pursuant to the Town and Country Planning (Environmental Impact Assessment) 2011.		
Ward(s) or groups affected:	Cathedrals		
From:	Director of Planning		
Application St	Application Start Date 14/01/2016 Application Expiry Date 05/05/2016		
Earliest Decis	Earliest Decision Date 27/02/2016		

## RECOMMENDATIONS

- 1. a) That planning permission be granted, subject to conditions and referral to the Mayor of London, and the applicant entering into an appropriate legal agreement by no later than 16 December 2016.
  - b) That environmental information be taken into account as required by Regulation 3(4) of the Town and Country Planning (Environmental Impact Assessments) Regulations 2011.
  - c) That following issue of the decision, the Director of Planning place a statement on the Statutory Register pursuant to Regulation 24 of the Town and Country Planning (Environmental Impact Assessments) Regulations 2011 which contains the information required by Regulation 21, and that for the purposes of Regulation 24(1)(c) the main reasons and considerations on which the planning committee's decision is based are as set out as in the report.
  - d) In the event that the requirements of (a) are not met by 16 December 2016 the Director of Planning be authorised to refuse planning permission for the reasons set out under paragraph 271 of the report.

## BACKGROUND INFORMATION

## Site location and description

- 2. The site has an area of 0.87ha and forms the northern edge of the emerging Elephant Square, a busy trafficked area and the confluence of a number of main roads including Newington Butts, St Georges Road, London Road, Newington Causeway and the New Kent Road. The site is currently occupied by three buildings, a 6 8 storey office building situated behind the Bakerloo tube station with elevations fronting onto Newington Causeway, London Road and Ontario Street, and two neighbouring four storey buildings, the Perry Library for London South Bank University and adjoining Keyworth Street Hostel which front onto Southwark Bridge Road and Keyworth Street.
- 3. The office building is currently occupied by NHS administrative services and provides 20, 254sqm of office floor space. The Perry Library is the main university library for the London South Bank University. The Keyworth Street Hostel is a 35 bed hostel which provides temporary accommodation for single homeless men with a connection to London Borough of Southwark.
- 4. The area is characterised by a mix of uses and building types, including residential, education, office and retail uses. The surrounding existing building heights range from 3 to 18 Storeys. While the neighbouring development at Eileen House, which is currently under construction will have a maximum height of 40 storeys. To the north of Eileen House is the location of the Ministry of Sound venue and night club.
- 5. The site has the following designations:
  - Central Activity Zone (CAZ)
  - Air Quality Management Area
  - Elephant and Castle Major Town Centre
  - Elephant and Castle Opportunity Area.
- 6. There are no listed buildings or structures within the application site, however there are a number of heritage assets within the local area. The closest of these are:
  - Metro Central Heights, Newington Causeway (Grade II listed building)
  - Michael Faraday Memorial, Elephant and Castle (Grade II listed building).
- 7. While there are other heritage assets in the wider setting namely:
  - Inner London Crown Court, Newington Causeway (Grade II listed building)
  - Metropolitan Tabernacle, Newington Butts (Grade II listed building)
  - Elliot's Row; St George's Circus and West Square Conservation Areas.

#### Details of proposal

8. The proposed development involves the erection of two adjoining blocks (Blocks A and C) along Ontario Street and a further block (Block B) along Newington Causeway with the introduction of new pedestrian street running parallel to Ontario Street and Newington Causeway between the two sets of blocks. The proposed buildings are comprised of the following uses:

Use	Area (GIA m <sup>2</sup> )
Residential (C3)	43,547
Office (B1)	48,892
Cultural (D1, D2)	1794
Gym (D2)	800
Retail (A1, A3 and A4)	1533
Back of House/Storage	9975

## Block A

9. A part 8/part 28/part 39 storey block with retail and performance venue on ground floor, office space floors 1 to 7 and residential above. The building steps up from 8 storeys to 28 to 39 on the junction of Ontario Street with Keyworth Street reaching a maximum height of 147m AOD (above ordnance datum). The roof space is utilised as amenity space for the prospective residents.

## Block B

10. A part 15/part 21/part 28 storey block with retail and servicing on the ground floor. The upper floors have office and residential uses. The office use occurs on floors 1 - 14 on the southern end of the block and floors 1 - 7 in the northern end of the block. Residential is proposed from floors 7 to 28 and occurs in the northern end of the block. A public garden with retail is proposed on floor 15 at the southern end of the block this will be accessed from public lift on Skipton Gardens.

## Block C

- 11. A 12 storey block fronting onto London Road and Ontario Street which adjoins Block A. This comprises a fitness use on the ground floor and office use above. The roof of this building is used for amenity space for office and plant.
- 12. A single level basement with a mezzanine level is proposed across the entire site. This provides space for waste storage, bike storage for both the residential and office uses and space for Combined Heat and Power Unit (CHP) and other plant storage.
- 13. The residential accommodation comprises 408 residential units with the following mix:

Unit Type	Quantity	Percentage
Studio	18	4
1-bed	134	33
2-bed	212	52
3-bed	44	11
Total	408	100

14. The accommodation provided on site will be fully private but an off site contribution has been put forward which would equate to 20% affordable housing of all the habitable rooms delivered on and off the site.

## 15. Planning history

09/AP/2333 Application type: Full Planning Permission (FUL) Installation on footway of cycle hire docking station measuring 17.8m long and 2m wide, for the Transport for London Cycle Hire Scheme containing a maximum of 16 docking points for scheme bicycles plus a terminal.

Decision date 08/12/2009 Decision: Granted (GRA)

15/AP/4257 Application type: Scoping Opinion (EIA) (SCP) Scoping opinion in respect of an environmental impact assessment

Decision date 23/12/2015 Decision: Scoping Opinion - EIA Regs (SCP)

15/EQ/0364 Application type: Pre-Application Enquiry (ENQ) Mixed-use development with 431 hew homes, offices, shopping, leisure facilities and cultural activities

Decision date 28/01/2016 Decision: Pre-application enquiry closed (EQC)

## Planning history of adjoining sites

## Eileen House

- 16. 09/AP/0343 demolition of existing building and erection of a 41 storey (128.7m AOD) building and separate 8 storey (35.60m AOD) building incorporating 270 private flats (16 x studio, 126 x 1-bed, 92 x 2-bed and 36 x 3-bed), 65 intermediate flats (17 x 1-bed, 44 x 2-bed and 4 x 3-bed), 4,785sq.m. of office (Use Class B1) and 287 sq.m. of retail (Use Class A1-A5), together with 34 disabled car parking spaces, 44 motorcycle spaces and 411 cycle spaces within 2 basement levels, plus associated servicing facilities (4,626sq.m.) and public realm improvements including creation of a residents' garden (458sq.m.) and University Square (2,768sq.m.). Granted 01/12/2011.
- 17. This site is currently under construction.

## **KEY ISSUES FOR CONSIDERATION**

## Summary of main issues

- 18. The main issues to be considered in respect of this application are:
  - a) Principle of the proposed development in terms of land use and conformity with strategic policies
  - b) Environmental impact assessment
  - c) Density
  - d) Dwelling mix
  - e) Affordable housing
  - f) Quality of residential accommodation
  - g) Design issues, including layout height and massing
  - h) Impact on strategic and local views and the setting of listed buildings and/or conservation areas
  - i) Neighbouring amenity
  - j) Impact of adjoining and nearby uses on occupiers of the proposed development
  - k) Transport

- I) Trees and landscaping
- m) Ecology and biodiversity
- n) Wind
- o) Archaeology
- p) Land contamination
- q) Water resources and flood risk
- r) Socio-economic implications
- s) Equalities
- t) Energy and sustainability
- u) Planning obligations.

# **Planning policy**

# 19. National Planning Policy Framework (the Framework)

Section 1 'Building a strong, competitive economy"

Section 2 'Ensuring the vitality of town centres'

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'

- 20. London Plan July 2015 consolidated with alterations since 2011
  - Policy 2.13 Opportunity areas and intensification areas
  - Policy 2.14 Areas for regeneration
  - Policy 2.15 Town centres

Policy 3.2 – Improving health and addressing health inequalities

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 3.12 – Negotiating affordable housing

Policy 3.16 - Protection and enhancement of social infrastructure

Policy 4.1 – Developing London's economy

Policy 4.6 – Support for and enhancement of arts, culture, sport and entertainment

- Policy 4.7 Retail and town centre development
- Policy 5.1 Climate change mitigation
- Policy 5.2 Minimising carbon dioxide emissions
- Policy 5.3 Sustainable design and construction
- 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 5.12 Flood risk management
- Policy 5.13 Sustainable drainage
- Policy 5.15 Water use and supplies
- Policy 5.21 Contaminated land
- Policy 6.2 Providing public transport capacity and safeguarding land for transport
- Policy 6.3 Assessing effects of development on transport capacity
- Policy 6.4 Enhancing London's transport connectivity
- 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 7.7 Location and design of tall and large buildings
- Policy 7.8 Heritage assets and archaeology
- Policy 7.11 London view management framework
- Policy 7.14 Improving air quality
- Policy 7.18 Protecting open space and addressing deficiency
- Policy 7.19 Biodiversity and access to nature
- Policy 7.21 Trees and woodlands
- Policy 8.2 Planning obligations
- 21. Core Strategy 2011

Strategic Policy 1 – Sustainable development
Strategic Policy 2 – Sustainable transport
Strategic Policy 3 – shopping, leisure and entertainment
Strategic Policy 4 – Places for learning, enjoyment and healthy lifestyles
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 businesses
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

- 22. The council's cabinet on 19 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.
  - Policy 1.1 Access to employment opportunities
  - Policy 1.7 Development within town and local centres
  - Policy 1.11 Arts, culture and tourism uses
  - Policy 2.2 Enhancement of community facilities
  - 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 3.12 Quality in design
- Policy 3.13 Urban design
- Policy 3.14 Designing out crime
- Policy 3.19 Archaeology
- Policy 3.20 Tall buildings
- Policy 3.28 Biodiversity
- Policy 4.1 Density of residential development
- Policy 4.2 Quality of residential accommodation
- Policy 4.4 Affordable housing
- Policy 5.2 Transport impacts
- Policy 5.3 Walking and cycling
- Policy 5.6 Car parking

## 23. Southwark Supplementary Planning Documents (SPDs)

Residential Design Standards with Technical Update 2015 Draft Affordable Housing SPD 2011 Elephant and Castle SPD and Opportunity Area Planning Framework 2012 Development Viability SPD 2015

24. The site has a Public Transport Accessibility Level (PTAL) of 6b which is the highest accessibility level. Newington Causeway and London Road form part of the Transport For London (TfL) Road Network while Ontario Street and Keyworth Street form part of the Cycle Super Highway 7.

#### Principle of development

- 25. The NPPF promotes sustainable development which means improving the built and natural environment while creating jobs, improving the design and function of places and providing a wide choice of good quality homes. This site is within the Elephant and Castle Opportunity Area, a major town centre with excellent public transport accessibility where a mix of uses and intensification is encouraged. The vision for the Elephant and Castle Opportunity Area identifies the area as having the potential of redevelopment into an attractive central London destination that provides new homes and employment as well as excellent shopping and leisure facilities. There is also a desire to develop the evening economy and cultural activities.
- 26. The proposed development would provide a number of key benefits which would help meet the objectives of this vision and have the potential to contribute to the establishment of Elephant and Castle as a major town centre destination. The key benefits that the proposed development would deliver are:
  - A new destination office building providing 48,892sqm of office floor space (28,638sqm uplift more than double the existing) and potential for permanent jobs in a highly accessible location
  - 408 new homes
  - New cultural facility with ancillary retail
  - A new public pedestrian street improving connections between Elephant and

Castle town centre and sites to the north, including the London South Bank University campus

- A new publically accessible roof garden
- Contribution towards the delivery of affordable housing.

#### Business floorspace

27. The council's Core Strategy supports the provision of additional business floor space within major town centres and action area cores. The Elephant and Castle SPD sets an indicative target of 25000 - 30000sqm of business floor space while the more recent London Plan update sets a indicative employment capacity of 5000 jobs. The proposed development would result in the provision 46500sqm of office floorspace which would exceed the indicative capacity of the business floor space in the SPD and provide space for a significant increase in the number of jobs within the local area. This represents an increase of 23 000sqm in excess of the existing provision.

#### Housing

28. The Core Strategy and Opportunity Area SPD set a target for the provision of 4000 new homes. The proposed development would provide 408 new homes in a very well connected and sustainable location. This level of provision is welcomed. Further discussion of affordable housing provision and the mix is set out in the housing section below.

#### Cultural/leisure offer

- 29. The Elephant and Castle SPD 6 policy states that 'proposals involving arts, cultural, leisure and entertainment uses which contribute towards consolidating Elephant and Castle and Walworth Road as a major town centre will be supported.' The provision of a 350 seat auditorium and ancillary cultural space will be in accordance with the intentions of this policy and would help support the consolidation of the area as a major town centre. The proposed facility would be a new performance venue arranged over two levels (ground floor and basement) complement the existing and prospective cultural provision within the town centre. It would also increase footfall into the area as a particularly to support the night time economy while also raising the profile of the area as a destination.
- 30. It is recognised in the London Plan policy 4.6 that culture plays a valuable role in place shaping, especially by engaging younger people in wider community activity. In the absence of a community use strategy, the council would welcome additional information with regard to the preferred occupier of the cultural space and how their programme will provide engagement with young people and other groups within the area. This strategy would be secured through a legal agreement and would set out the strategy for how the occupier will work to engage, support, educate and provide training for young people and local residents wanting to get involved in the creative industries. This will be required to ensure that the local community benefits from securing this facility

<u>Retail</u>

31. The Opportunity Area SPD supports the provision of retail activities along the main roads leading into the main town centre. Newington Causeway and London Road are both identified as main routes into the town centre. The proposal includes the provision of retail space on the ground floor which will have frontages onto both main roads and onto Skipton Street. A total area of 1628sqm of retail space is proposed at

the ground floor level. This is arranged in 9 separate retail units ranging in size from the smallest at 20sqm to the largest at 368sqm.These would have a flexible use of A1 (retail)/A3 (restaurant/cafe)/A4 (drinking establishments) use classes. Another commercial unit is proposed at the 15<sup>th</sup> floor of building B adjacent to the public sky garden. This will have a gross internal area of 488sqm.

32. This level and arrangement of retail provision should complement the proposed cultural use and retail provision proposed for other sites within the Opportunity Area as well as strengthening links to town centre from surrounding areas.

## Loss of community facilities

## **Keyworth Street hostel**

33. The existing Keyworth Street Hostel is a 35-bed facility which provides bed spaces for homeless men over the age of 18 years with a connection to Southwark that is managed by Southwark Council Housing Services, and is currently fully occupied. The hostel use is classed *sui generis* and there is no current policy requirement to reprovide this use. However policy DM7 of the emerging Southwark Plan does not permit the loss of hostels where they meet an identified local housing need. The emerging Southwark Plan has been subject to two rounds of consultation and has some weight as a material consideration. The council have identified a site within the Opportunity Area that has the potential for use as a similar sized hostel albeit will have to be subject to planning.

## Library education

- 34. The existing site also contains the Perry Library, which is the main library for the London South Bank University, which has an area 8107sqm (GEA). The library use will not be re-provided in the completed development. Policy 2.3 of saved Southwark Plan states that planning permission for a change of use from D class educational establishments will not be granted unless:
  - Similar or enhanced provision within the catchment area is secured; and
  - Opportunities are taken wherever possible to ensure that that provision is made to enable the facility to be used by all members of the community.
- 35. The applicants have advised that London South Bank University have plans to relocate the library to another building within the campus. Council and GLA officers have sought assurances from the applicants to provide greater certainty with regard to the re-provision. No comment has been provided from London South Bank University. The GLA have confirmed that this has been discussed with London South Bank University who have advised that a more advanced library and electronic resource facility will be provided at another site within the campus. The proposed development is therefore considered to be in accordance with policy 2.3 Saved Southwark Plan and London Plan policy 3.15.

#### Conclusion on land use matters

36. The proposed development would provide a significant increase in the quantum of employment space on site, more than double the existing, which would go a significant way towards meeting the vision of providing 25000 - 30000sqm of business floor space within the Opportunity Area. The provision of a mixed use development including office, residential, cultural and ancillary retail is supported in policies set out in EACOA SPD.

## Environmental impact assessment

- 37. Applications where an Environmental Impact Assessment (EIA) is required will either be mandatory or discretionary depending on whether the proposal constitutes Schedule 1 (mandatory) or Schedule 2 (discretionary) development of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (the 'EIA Regulations' – as amended in 2015). The proposed development falls within Schedule 2, Category 10(b) 'Urban Development Project' of the EIA Regulations and constitutes EIA development having regard to its potential for likely significant environmental effects.
- 38. Prior to the submission of the planning application, a formal scoping pinion (reference 15/AP/4257) was submitted to the council under Regulation 13 of the EIA Regulations to ascertain what information the local planning authority considered should be included within an environmental statement (ES).
- 39. The EIA Regulations preclude the granting of planning permission unless the council has first taken the 'environmental information' into consideration. The 'environmental information' means an environmental statement, including any further information, any representations made by consultation bodies and any other person, about the environmental effects of the development. The ES should identify and assess the likely magnitude and significance of environmental impacts at each stage of the development programme, including impacts arising from the demolition and construction phases as well as those arising from the completed and operational development.
- 40. It is not necessarily the case that planning permission should be refused if a development has the potential to have significant adverse effects. It has to be decided whether any of the identified adverse impacts are capable of being mitigated, or at least reduced, to a level where the residual impact would not be so significant or adverse as to warrant a refusal of permission, or else would be outweighed by other factors.
- 41. In accordance with the EIA Regulations, an ES accompanies the planning application. It comprises:

Volume 1 – Main text and figures Volume 2 – Townscape, built heritage and Visual Impact Assessment Volume 3 – Transport assessment Volume 4 – Technical appendices Non-technical summary – A summary of the information contained with volumes 1-4 of the ES.

42. Additional environmental information or 'further information' to support the ES was submitted in March 2016 following revisions made to the proposed development. A further round of consultation was undertaken on the ES addendum in accordance with Regulation 22 of the EIA Regulations. Information on the potential environmental impacts of the scheme and mitigation (where required) is included in the various sections of this report.

## <u>Alternatives</u>

43. The EIA Regulations requires the ES to provide information on the alternative options considered by the applicant. The 'do nothing' alternative would leave the application site in its current state (i.e. the existing buildings in active economic use). This scenario is considered in the ES to have no environmental benefits compared with the proposed redevelopment of the site.

- 44. The ES also describes the design evolution of the scheme which has been influenced by environmental factors, particularly the acoustic environment, daylight and sunlight and wind microclimate. Other key factors that have informed the design rationale and land use distribution includes the protected London View Management Framework (LVMF) view 23A.1 from the Serpentine Bridge on the building heights and massing across the site, as well as how the proposal responds to 'Elephant Square' or newly reconfigured gyratory, and inclusion of a pedestrian link through the site. As such, the final iteration of the scheme is the culmination of a series of design options which has taken account of the constraints and opportunities presented by the site as well as issues raised by key stakeholders during the process.
- 45. Officers are satisfied that the ES adequately demonstrates that other alternatives would not be viable or supported in planning terms. While the existing buildings are in active use, they occupy a prominent position at the heart of the Elephant and Castle Opportunity Area where such sites are fundamental to achieving the overall regeneration of the area in line with Southwark's vision for the Elephant and Castle. To not develop the site in the manner proposed would lead to a missed opportunity to secure a high density, mixed use scheme delivering new jobs, homes and cultural facilities in addition to significant improvements to public realm and north-south permeability in the borough.

#### Cumulative impacts

- 46. The ES takes into account the cumulative effects of the scheme and considers the following types of impact:
  - the combined effects of individual impacts, such as the interaction between noise and dust exposure during construction; and
  - the combined effects from several development schemes.
- 47. In terms of the combined effect of individual impacts from the proposed development on nearby receptors, the cumulative impacts arising during the demolition and construction phases and the magnitude of the impacts would vary depending on the different stages of the works. Such impacts are likely to arise from construction traffic, dust/air quality, noise and vibration, and visual amenity. However, the combined impacts would be temporary and transient in nature and, while adverse, mitigation measures would be in place through a Construction Environmental Management Plan (CEMP) to minimise the impacts and ensure there would be no significant residual cumulative effects upon people or the environment that would warrant planning permission being refused.
- 48. The combined impacts of the proposal alongside other committed developments have also been considered. During demolition and construction, the localised construction cumulative impacts caused by works on other nearby development sites, the closest of which is Eileen House to the north, would be temporary in nature and can be minimised through the implementation of a CEMP. Once operational, the cumulative effects of the development with other schemes were found to be negligible, but predicted to be of significant benefit in terms of housing and employment generation at a local and borough-wide level.
- 49. Officers acknowledge that there will be adverse impacts resulting from the demolition and construction of the proposed scheme and this also needs to be considered alongside the construction of other schemes in the area. However, such impacts will be reduced as far as possible and any short-term or temporary nuisance arising has to be balanced with the long-term significant regenerative benefits that the scheme

would deliver to the site and the wider Elephant and Castle.

#### Conclusion on environmental impact assessment

50. A detailed assessment of the likely potential and residual impacts of the scheme is provided in the relevant sections of this report, taking into account the ES and the material planning policy considerations. In summary, officers are satisfied that the ES is adequate to enable a fully informed assessment of the environmental effects of the proposal.

## Density

- 51. London Plan policy 3.4 states that taking into account local context and character, the design principles of chapter 7 and public transport capacity, development should optimise housing output for different types of location. With central areas located within a major town centre identified as the most appropriate for highest density development. Core Strategy policy 5 states that developments above the density range for Central Activities Zone will be permitted where the development has an exemplary standard of design.
- 52. The Mayor's Housing SPD provides guidance where density ranges may be exceeded in justified exceptional circumstances. It states that development at densities outside these ranges will require particularly clear demonstration of exceptional circumstances. The key considerations when assessing appropriate levels of density include 'liveability', relating to proposed dwelling mix, design and quality, physical access to services, long term management of communal areas and the wider context of the proposal including its contribution to local 'place shaping' as well as concerns over 'place shielding. It is important to take account of the developments impact in terms of massing, scale and character in relation to nearby uses.
- 53. The proposed development is situated in the core of the Elephant and Castle Opportunity Area. The character of this area is defined by the scale and massing of recently approved developments (both completed and under construction) such as Eileen House (251 The Elephant), Elephant One, Strata and the emerging proposals for the Shopping Centre as well as existing tall buildings such as those at Perronet House, Metro Central Heights and London Communications College. The scale and massing of the proposed development should therefore be viewed in the context of this existing and emerging character. The quality of accommodation/'liveability' of the proposed development is demonstrated by the quality of public realm around the development with specific contribution from Skipton Street and improvements to public realm on Ontario Street and on Southwark Bridge Road and the high quality amenity space provision and large unit sizes of the proposed development. It is in an area which has been identified as appropriate for tall buildings. The site also has 'excellent' public transport accessibility.
- 54. The density of the development is clearly above Southwark and London Plan density ranges but there are exceptional circumstances relating to the character of the area, quality of accommodation and excellent public transport accessibility which would permit a development that exceeds the relevant density ranges. The development would be significantly above London Plan maximum density of 1150 habitable rooms per hectare. However this is considered acceptable as the development provides an exceptional quality of accommodation, is situated within a major town centre and adjacent to a public transport hub with excellent accessibility to public transport and local services and facilities. The site is also within an area where tall buildings are considered to be appropriate.

## **Dwelling mix**

55. Strategic policy 7 'Family Homes' of the Core Strategy 2011 prioritises the development of family homes. The policy sets out differing requirements for provision of family sized units depending upon the geographical area in which developments of 10 or more units are located. Developments of 10 or more units in the CAZ must provide at least 60% of units with 2 or more bedrooms. The Elephant and Castle Opportunity Area SPD requires that at least 10% of units have 3, 4 or 5 bedrooms. Policy SP7 does not permit anymore than 5% studio provision.

Unit Type	Quantity	Percentage
Studio	18	4.4
1-bed	134	32.8
2-bed	212	52
3-bed	44	10.8
Total	408	100

56. This table demonstrates that the proposed development provides a policy compliant mix of dwellings with appropriate provision of family units and the number of studios below 5%. The development is considered to provide a good mix of accommodation and complies with Core Strategy SP7.

#### Wheelchair accommodation

57. The London Plan policy sets out that in major residential developments, 10% of new homes should be accessible for wheelchair users. The wheelchair units and communal areas should be designed to comply with the relevant building regulations and the guidelines set out in the technical update to Southwark's Residential Design Standards. The applicants have confirmed that all units will comply with building regulations M4(2) while the proposed wheelchair accommodation will comply with building regulations M4(3).

## Affordable housing

## Policy context

- 58. The NPPF requires local planning authorities to plan for a mix of housing based on the different groups in the community and that the size, type and tenure reflect local demand. Where affordable housing is required this should be provided on-site unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified and the agreed approach contributes to the objective of creating mixed and balanced communities.
- 59. London Plan policy requires that the maximum reasonable amount of affordable housing should be sought having regard to a range of matters including the need to encourage rather than restrain residential development, the need to promote mixed and balanced communities, the specific circumstances of individual sites and the resources available to fund affordable housing to maximise affordable housing output. Development viability should be taken into account together with provisions for reappraising the viability of schemes prior to implementation. The London Plan also specifies the need for on-site provision other than in exceptional circumstances where it can be provided off-site. In lieu payments should only be accepted where this would have demonstrable benefits in furthering the affordable housing and other policies. Such contributions should be ring-fenced to secure additional housing either on identified sites or as part of an agreed programme for provision of affordable housing.

- 60. Strategic Policy 6 of the Core Strategy 'Homes for people on different incomes' requires, in the Elephant and Castle Opportunity Area, a minimum of 35% of the residential units to be affordable and a minimum of 35% to be private. With regard to tenure, saved policy 4.4 of the Southwark Plan requires a split of 70% social rented: 30% intermediate. All of the affordable units should be provided on site and a mix of housing types and sizes for the affordable units would be required; saved policy 4.3 of the Southwark Plan advises that studio flats are not suitable for meeting affordable housing need.
- 61. The council's adopted Affordable Housing SPD 2008 (section 3.6) together with the draft Affordable Housing SPD 2011 (section 6.3) clarifies the Southwark Plan and Core Strategy policy framework. They set out the sequential tests for the delivery of affordable housing which can be summarised as follows:
  - **On site provision** All housing, including affordable housing should be located on the development site
  - Off site provision in exceptional circumstances, where affordable housing cannot be provided on site or where it can be demonstrated that significant benefits will be gained by providing units in a different location in the local area, the affordable housing can be provided on another site
  - In lieu payment In very exceptional circumstances where it is accepted that affordable housing cannot be provided on-site or off-site, a delivery towards the delivery of affordable housing will be required.

## **Development Viability SPD**

- 62. The council has recently adopted a Development Viability SPD which sets out the requirements for Viability Appraisals (VA) that are submitted with applications where affordable housing is required by policy. The SPD was formally adopted on 15 March 2016 and apart from stipulating the information required with such appraisals the SPD also secures transparency of this process whereby the VA is published prior to consideration by the planning committee. An executive summary is required at the outset before an application can be validated and registered.
- 63. The application under consideration was submitted in December 2015 prior to the adoption of the SPD hence none of the viability information was published at that stage. However in June the applicants provided an executive summary in line with what is now required in line with the SPD. A full VA will be published in advance of the committee meeting.

#### Affordable housing proposal

64. As submitted, all the residential units (408) on site would be for market sale and the proposal does not include any on-site affordable housing. The reasons for this, as submitted by the applicant, are set out below and in addition a VA has been provided in further support of this position.

#### Consideration of on-site provision

65. In considering on-site provision the applicant points to difficulties in providing separate cores, within the residential towers, that would be required for social rented accommodation on site. While this would be physically possible it would be costly in terms of reduced floor areas at every level, reducing the viability further. There would be a reduction in the overall value of the scheme reducing the affordable provision further. On–going service charges associated with the residential terraces would also

militate against on-site provision. Off-site provision can be demonstrated to deliver a greater quantum of affordable housing than would be the case on-site. A higher level of provision would be feasible.

- 66. Consideration was also given to providing affordable housing on-site in a separate building. At pre-application stage the provision of affordable housing in 'building C', the 13 storey office building which fronts London Road. Ultimately this was considered inappropriate as it would have failed to maximise the commercial (office) content of the scheme on a prime office site within the Opportunity Area where there is an aspiration to generate significant employment. The provision of a stand-alone office building which could be attractive to a single anchor tenant would help meet the objectives of the Opportunity Area in becoming an established office location. Its proximity to major transport facilities underlines its role in meeting this objective. The estimated number of jobs that could be provided is in the order of 1,363.
- 67. In addition the location of this building on the busy London Road and Elephant and Castle peninsula coupled with the potential provision of residential uses on lower floors would have been problematic. Exemplary standards of residential design in this context would have been difficult to achieve. The balance between securing affordable housing on site and the delivery of employment on a key site in the centre core of the Opportunity Area was considered to be in favour of office provision.
- 68. On that basis it is considered that there are exceptional circumstances which indicate off-site provision as being appropriate in line with policy. It is concluded that the provision of off-site affordable housing will maximise the number of units that can be delivered.

#### Off-site affordable housing

- 69. To this end the applicant has been involved in a site search both with registered providers and the council. Opportunities to provide off-site affordable housing on a number of council sites, part of the SRPP and direct delivery programmes have been identified. Within the Elephant and Castle Opportunity Area sites at Salisbury Close (Chatham Street), Manor Place and Braganza Street are being explored. The estimated capacity on the identified sites:
  - Salisbury Close 193 habitable rooms 49 units
  - Manor Place 111 habitable rooms 30 units
  - Braganza Street 37 habitable rooms 10 units.
- 70. The combined capacity therefore is 341 habitable rooms equating to 89 units. To secure this a s106 obligation would require the applicant/developer to construct and/or fund these developments transferring the completed units back to the council as appropriate and depending on the applicant's ability to secure the construction contract.
- 71. The Salisbury Close development will be entirely affordable and likely to be social rent (notwithstanding a Core Strategy requirement for 35% private with emerging policy in the New Southwark Plan removing this requirement). A preliminary scheme for Manor Place includes both affordable and private. The applicant's off-site proposal would be to provide the affordable housing within this scheme which would be a minimum of 111 affordable habitable rooms. At Braganza Street a further 37 affordable habitable rooms would be provided.
- 72. The identified sites are within a programme which targets application submissions

over the next few months. However in the event that one or any of these sites, or both, failed to come forward there are numerous sites within the Council's programme which could be substituted on the same basis. Obligations in the s106 would be phrased to allow for alternative equivalent sites to be developed for this purpose but the affordable housing requirement will be expressed in terms of the number of habitable rooms to be provided.

#### Level of affordable housing to be provided off-site

73. Combining the 1,366 habitable rooms provided on site at Skipton House, with the 341 habitable rooms as off-site provision, the affordable housing provision would equate to 19.97% (341/1707). The policy requirement is for 35% or the maximum reasonable level, so the proposal is below this level.

## Viability justification

- 74. Policy requires as much affordable housing as is reasonably possible and financially viable. The applicant has provided a viability appraisal which demonstrates that where they apply the most optimistic conditions the scheme cannot viably support the policy required level of affordable housing i.e. 35%. Their best case scenario produces a profit surplus of £16m which could deliver in the region of 20% affordable housing depending on the method of delivery.
- 75. The applicant has provided a VA which has been assessed by consultants on behalf of the council. Although there is broad agreement on the assessment and most variables within the assessment are considered to be acceptable, on one significant matter build costs there is a difference of opinion. The applicants estimate is higher by about 14%. That is not to say either of these views is right or wrong –simply the parties have different estimates and either could be proved correct, or more accurate, once actual costs are known. A viability review can verify the real position.
- 76. A number of different scenarios have been looked at based on different profit levels and different office yields. The latter is quite significant as the value of the offices is considerable so small differences in estimated yields result in big differences in profit surpluses available to support the provision of affordable housing.
- 77. Put simply the view the applicant takes, depending of which profit level and office yield is set, ranges from a deficit of £52.3m to a profit surplus of £16m.
- 78. By contrast, the council's consultants conclude that the profit surplus will range from a deficit of £1.2m to a profit surplus of £67.1m. This latter sum is based on a low profit level and very optimistic (but not necessarily unrealistic) view of office yields.
- 79. The difference in outcomes between the two parties is consistent and is attributable to the different view as to build costs.
- 80. A further significant factor in the viability of the scheme relates to the very high existing use value (EUV) of the site of which the largest part is an office building. This has been let to the NHS for a considerable time. In valuation terms a fully let office building with a government tenant commands a very high EUV. The profit/value arising from any new development in such circumstances will therefore be less than a comparable development where a lower EUV applies. This is a key factor in limiting the viability of the scheme so that it can support a level of affordable housing.
- 81. Notwithstanding this situation where the applicant argues that the scheme cannot viably support affordable housing the applicant proposes off-site provision to the value of £16.88m. In effect this offer assumes a low level of profit at 10% where the industry

norm, arguably, is in the region of 17.5%. Initial costings have been calculated in relation to the sites mentioned above to demonstrate that the level of affordable housing that can be delivered in this way equates to 20% (rounded up).

- 82. The applicant has made the affordable housing offer based on what the applicant believes to be an achievable future office rent taking into account the regenerative effect, critical mass, current market conditions and wider improvements in the area. Normally these factors are not taken into account until a review stage but the approach being taken here by the applicant is to take that risk up front. The applicant's most optimistic conclusion on the viability of the scheme based on the VA, as outlined above, supports this position.
- 83. Advice from the council's consultants suggests that the estimated construction costs are high and that the lower construction costs they have suggested would add support to the argument that the development could support the level of affordable housing being proposed by the applicant at 20%.

#### Viability review

- 84. Given that the affordable housing proposal falls below 35%, the applicant accepts the requirement for a Viability review, as set out in the recently adopted SPD and this will be secured in the s106 legal agreement. The SPD requires this to occur following 'substantial implementation' of the scheme.
- 85. The review will establish whether there is any improvement in the scheme's viability at this point relative to the date of consent so that any uplift can secure further financial contributions towards increasing the affordable housing provision. This would be capped to a maximum of 35% the policy compliant level. The SPD includes a formula which effectively splits the uplift at 50% to the developer and 50% to the council. While it is recognised that the off-site affordable housing can be viewed as un-viable nevertheless it is being provided and this needs to be factored into any review.
- 86. A baseline level, to include a number of variables such as sales values etc. will need to be agreed which accounts for this together with an appropriate basis for apportioning any uplift between the developer and the council for the purposes of providing additional affordable housing. Any funds secured in this way would be similarly tied to funding council schemes or those by registered housing providers within the opportunity area or adjacent. This allows for the habitable rooms to be valued in relation to real costs. Regardless of the outcome of any review the 20% off-site provision will not be reduced.
- 87. It should be noted that a fall-back position for an in-lieu payment is not being proposed in this case.
- 88. The provision of off-site affordable housing is considered acceptable in this case for the reasons set out above and that the proposal satisfies the sequential test. Officers consider that the level proposed, at 20%, is supported by the submitted viability assessment notwithstanding the difference in opinion regarding construction costs. With a s106 obligation that secures a review on substantial implementation which will be based on actual costs and other variables, it is considered that the development will provide the maximum reasonable level of affordable housing and consequently the affordable housing proposed is considered acceptable.

## Design and impact on townscape views and heritage assets

#### Policy context

- 89. The NPPF at paragraph 56 stresses the importance of good design, considering it to be a key aspect of sustainable development. Chapter 7 of the London Plan deals with design related matters. In particular, policy 7.1 sets out the design principles required for new development and policy 7.6 requires architecture to make a positive contribution to the public realm, streetscape and cityscape. Policy 7.8 asserts that development affecting heritage assets and their settings should conserve their significance by being sympathetic in their form, scale, materials and architectural detail.
- 90. The relevant Southwark design and conservation policies are strategic policy 12 of the Core Strategy and saved policies 3.12, 3.13, 3.18 and 3.20 of the Southwark Plan. These policies require the highest possible standards of design for buildings and public spaces. The principles of good urban design must be taken into account in all developments including height, scale and massing, consideration of local context including historic environment, its character, and townscape strategic and local views.

#### Site context

- 91. The proposal seeks to replace Skipton House, a 1980s office building, the London South Bank University Perry Library and London Borough of Southwark Hostel with a substantial mixed use development incorporating cultural, commercial and residential uses within two stepped blocks. A key aspect of the scheme is the inclusion of a new thoroughfare (the reinstated 'Skipton Street') at the centre of the Elephant and Castle. The site forms the northern edge of the new peninsula, a heavily trafficked area being at the confluence of a number of main roads.
- 92. The site does not include any listed buildings and is not located within a conservation area. There are, however, a number of designated heritage sites in the vicinity including (but not limited to) the Grade II listed Metro Central Heights (former Alexander Fleming House) and Michael Faraday Memorial as well as Elliot's Row and West Square Conservation Areas.
- 93. The Bakerloo ine underground station building abuts the site to the south. This is a modest building constructed in 1906 which formed the original entrance to the Elephant and Castle underground station. Although an undesignated heritage asset, it is considered to be an important building of townscape merit. Other nearby undesignated heritage assets the railway viaducts that bisect the area. The spaces either side of the railway routes, described in the draft Southwark Plan as the 'Low line', are key walking routes which will facilitate economic growth and improve permeability along the viaducts.

#### Urban structure, space and movement

- 94. The proposed site layout responds positively to the specific opportunities and constraints presented by the urban grain and development patterns in this area. In particular, officers welcome the proposal to reinstate the historic Skipton Street to provide a north-south pedestrian route through the centre of the site thereby creating a visual and physical link from the peninsula to Keyworth Street and Southwark Bridge Road beyond. The increased permeability offered would be in marked contrast to the publically impermeable blocks existing on the site.
- 95. The proposed development is divided into two parts or linear blocks arranged either side of the new public route. The two separate elements would be unified in the

basement where the required plant and service areas would be located in order to ensure that the development can optimise the amount of active street frontage, including along the new Skipton Street. The blocks would be arranged on a northsouth alignment with key frontages onto Newington Causeway (east) and Ontario Street (west). The narrow ends of the two parts face onto Keyworth Street (north) while the main frontage is onto the peninsula. This is an important civic space from where the two separate parts of the development would be most prominent.

96. Each block is then sub-divided into triangular-shaped extrusions (four on Ontario Street and three on Newington Causeway) which rise to varying heights. The lowest parts of the development are generally located on the peninsula with each extrusion stepping up, the tallest being located on the Keyworth/Ontario Street junction (north-west). On Newington Causeway, the extrusions step up naturally while on Ontario Street the pattern is interrupted by a gap at the second extrusion, set deliberately lower than the frontage building and dedicated to the cultural venue. In this way, the Ontario Street building has been carefully designed to reduce the bulk and mass of the development on this prominent flank which would be highly visible from London Road.

## Tall buildings

97. The development rises up to 40-storeys (146.3m AOD) and as such must be assessed against a number of design-led criteria set out in saved policy 3.20 as well as other environmental considerations, such as overshadowing and impact on the micro-climate. An assessment of the proposal against saved policy 3.20 design criteria is set out below. Environmental implications of the development are dealt with elsewhere in the relevant sections of the report.

Criterion (i): Makes a positive contribution to the landscape

- 98. The landscape and public realm are important elements of any tall building proposal. They not only create a setting for the tower, allowing it to 'land' appropriately, but also provide an opportunity to exploit the benefits that arise from expanding vertically in this way, by freeing up more public space at grade in dense urban locations such as the Elephant and Castle.
- 99. The landscape proposal has been developed in tandem with the architecture and is an integral aspect of the scheme. From the outset, the focus on landscape has been to maximise the public realm on the street as well as create new landscaped open spaces (both public and private) on the various rooftops. The key features of the landscape proposal are described below.

## The new Skipton Street

- 100. This is an essential feature of the development which offers the opportunity to create a generous (circa 19m wide) pedestrianized thoroughfare through the site. The new street opens up the heart of the site, aligning with Southwark Bridge Road to the north, and offers direct public access to and from the peninsula at the heart of the Opportunity Area.
- 101. The street has been carefully designed to ensure it is a genuinely open and inviting public space. It would be lined by active uses either side, including the new cultural auditorium and access point to the roof-top public garden. The street would be carefully landscaped to encourage pedestrians to filter across and dwell within the new route as well as facilitate a new event space. A lightweight structure is proposed at fourth floor level to span the street to provide protection from the weather. It is not designed as a continuous element so as not to detract from the generosity or sense of

openness of the street. Wind and micro-climate will be key considerations for the success of this space and this is discussed paragraph 242 of this report.

#### Elephant Square

- 102. The site fronts onto the peninsula which is a focus of the area, including two underground stations. This is not only a busy trafficked area but also a destination for residents and visitors alike. The key frontage onto the square defined by Perronet House and Metro Central Heights is also the main façade onto the peninsula and has an axial relationship with Newington Butts to the south.
- 103. The proposed landscape has been designed to reinforce the concept of Elephant Square as well as to complement the surviving buildings in it. The entrance to Skipton Street from the south is an important gateway to the site. This is signalled by mature landscaping, including trees, to act as visual clues and encourage permeability.

#### Relationship with Eileen House Square

104. This is an important aspect of the design. The re-introduction of Skipton Street would link the peninsula with the new public space at the foot of the Eileen House scheme (known as Two Five One), at the entrance to Keyworth Street. This key focal point will be defined by landscaping and mature planting to ensure the sequence of new public open spaces are generous and open, to encourage permeability, and enhance the public realm network of the area.

#### Elevated public garden and communal terraces

- 105. The public garden is an exciting element of the landscape proposal which will offer the unique opportunity in the Elephant and Castle for a new public 620 sqm roof-top garden and viewing terrace with fantastic views across London. Access to the garden, located at level 15 (building B), would be via two glazed scenic lifts. The operational requirements of the public garden, including opening hours, will be secured by legal agreement to ensure it remains publically accessible at all times and at no cost to the general public. The proposed design of the garden has risen to the challenge of creating a viable landscape on the 15<sup>th</sup> floor, the details of which will be reserved by appropriate landscape condition.
- 106. In addition to the public garden, a series of residential terraces at varying heights across the development would provide high quality residential communal and private amenity, including play space, for future occupiers of the development. A separate roof terrace (circa 408 sqm) for the office element will be provided at level 12 of building C.
- 107. SPD 15 of the Elephant and Castle SPD sets out design guidance in respect of new public realm. New developments are required to help transform the public realm by, among other things, contributing towards the delivery of a hierarchy of different types of streets and spaces and create high quality places where people will want to linger, and which feel safe at all times. The proposal seeks to deliver this and is entirely consistent with the approach to public realm advocated in the SPD. In particular, the re-introduction of Skipton House and the manner in which circa. 60% of the application site (including rooftop public garden) would be devoted to public realm are important, highly desirable features of the scheme.

Criterion (ii): Is located at a point of landmark significance

108. For the purposes of saved policy 3.20, the Southwark Plan defines a 'point of landmark significance' as 'where a number of important routes converge, where there

is a concentration of activity and which is or will be the focus of views from several directions.' Furthermore, SPD 17 of the Elephant and Castle SPD details the key locational criteria for building heights within the Opportunity Area. Tall buildings will help signal the regeneration of the area where tall buildings should act as focal points in views along main roads to strengthen gateways into the central area. At the confluence of a number of important routes at the centre of the Elephant and Castle as well as the focus of many views, the application site fully complies with the locational criteria set out in the SPD and saved policy 3.20. As such, it is a highly appropriate location for tall buildings.

109. In determining height, an important consideration is the LVMF view 23A.1 from the Serpentine Bridge in Hyde Park to the Palace of Westminster. The southern part of the site is within the geometrically defined backdrop of this view which should be protected. This necessitates that buildings on the site within the protected vista have to stay below the threshold of around 65m. The tallest element of the proposal has therefore been sited on the north-western corner which is outside the backdrop of the protected vista. The impact of the development on townscape and protected views is discussed in detail elsewhere in this report.

Criterion (iii): Is of the highest architectural standard

- 110. Buildings of the height and scale proposed must demonstrate their contribution towards the appearance of the wider area. The highest architectural standard is needed, requiring an elegance of proportion, innovation in design, and a demonstrable exemplary standard of accommodation.
- 111. The main challenge for the proposal has been to break down the bulk of the development into a series of buildings. This has been done successfully with the use of a confident triangulated geometry and variety in the height to each triangular extrusion. This has transformed the design from what could have been a large monolithic mass into a highly articulated block that will be experienced differently as one travels around it in the area.

## Active base of the buildings

- 112. The base of the buildings will interact directly with the street and hence it is important that the buildings are designed to ensure that active uses predominate. The base is also an important element of the composition of any tall building and plays a key role in 'grounding' the building. It is important that the base is appropriately proportioned, active all round, and legible with clear addresses for each of its distinctive land use functions.
- 113. A number of revisions to the scheme have been made which include relocating the cultural space and fitness use to the ground floor which gives greater visibility and prominence to these uses and helps better activate the frontages on all sides of the development. The detailed design of the scheme has also developed to make the active base an integral part of the buildings while ensuring it is well defined through large double height glazed retail spaces.

## Materiality

114. Two different finishes are proposed for the façade of each triangular extrusion. In the main, the buildings are clad in a stone-like vertical ribbed design with the ribs angled and sculpted into fins as they rise to accommodate the range of uses including balconies, windows and rooftop gardens. Such a design gives the extrusions an elegant soaring verticality as well as a complex texture and articulation that will reveal itself as one gets closer to the buildings. On the exposed 'prow-like' edges of the

triangular extrusions, the façade opens up to become a frameless glazed slot that not only breaks up the form, but also creates special spaces (i.e. winter gardens and spectacular angled views). Subtle variations in the colour of the ribs gives each building its distinctive character and ranges from darker hues to the lower commercial blocks lighter hues in the residential towers.

115. The proposed façade design uses a reconstituted stone vertical ribbed design with glass infill to form the main cladding of the towers. Within the simple palette, the design of the façade is proposed to be highly articulated with ribs that turn into vertical fins which begin as perpendicular to the façade at the base, then twist through 90 degrees at the offices and again through 90 degrees at the residential upper floors. This subtle twist in the ribbed design has been used by designers to accommodate features such as balconies and rooftop gardens which give the buildings an elegant crown-like finish. The subtle change in the colouration of the reconstituted stone fins distinguishes each extruded tower from the other and reflects their function. Darker tones are proposed for the commercial buildings facing onto the peninsula and lighter tones for the residential towers behind. In this way, the buildings won't be dominated by glass facades but rather have a strong textural character that reflects their urban setting.

Tower top

- 116. The top of the tower is an important feature of a building. This is not simply to give it a distinctive capping but also to demonstrate how it would appear in the views. Similar to The Shard, this proposal attempts to mark the top of the tower with a crown of angled glass planes between vertical fins.
- 117. In summary, officers are satisfied that the proposal is of the highest architectural standard and fully complies with this aspect of the policy. Ultimately, the quality will however rely heavily on the choice of cladding materials and the architectural detailing which must demonstrate how the sculpted residential fins, the public roof-top garden and other amenity outdoor terraces and winter gardens, the cultural venue, the active edges, including the double height shops and entrance lobbies will be constructed. Officers therefore recommend that these details are reserved by condition requiring: full scale mock-ups of typical bays within the commercial and residential towers; samples of all cladding materials presented on site; and 1:5/1:10 and 1:20 scale architectural details of the construction drawings.

Criterion (iv): Relates well to its surroundings, particularly at street level

- 118. In terms of its contribution to the street scene, the proposal considers all four flanks and seeks to activate all its street frontages as well as activate the re-instated Skipton Street. This would significantly enhance the degree of pedestrian activity and natural surveillance to the surrounding public realm.
- 119. When the Design Review Panel (DRP) reviewed earlier iterations of the scheme, the panel raised concerns about the depth of the ribbed glazed design which could obscure oblique views of the development at its base. The panel asked for the design to be amended to ensure that the lower two or even three floors be considered as an active frontage avoiding obstructions to clear views of the glazed frontages. In addition, questions were raised about the then proposed deep recesses at the reentrant corners of the scheme, particularly at ground level where these deep recesses could potentially feel unsafe and/or prove difficult to keep clean.
- 120. These matters have been addressed in the current proposal. The deep rib design has been changed at the lower two floors of the buildings to ensure clear views of the shop fronts and the recessed areas activated to ensure these benefit from natural

surveillance.

Criterion (v): Contributes positively to the London skyline as a whole consolidating a cluster within the skyline or providing a key focus within views

- 121. Part of the site is located in the background wider setting consultation area of the protected vista of the Palace of Westminster World Heritage Site (WHS) in Townscape View 23A.1 from the Serpentine Bridge in Hyde Park, as identified in the LVMF SPG 2012 which relates to the management of important London views. The proposed development would also be potentially visible in a number of London panoramas.
- 122. In respect of LVMF View 23A.1, the LVMF SPG states: Development in the background of the view should not undermine the relationship between the predominantly parkland landscape composition in the foreground and the landmark buildings at the focus of the view in the middle ground (including the Palace of Westminster and Westminster Abbey). New buildings in the background of the view must be subordinate to the World Heritage Site.' Further, 'Buildings that exceed the threshold plane of the Wider Setting Consultation Area in the background should preserve or enhance the viewer's ability to recognise and appreciate the Palace of Westminster.'
- 123. The potential impact on townscape and views has been considered in a Townscape, Built Heritage and Visual Impact Assessment which forms volume 2 of the ES. This details the long-term impact of the proposal on 32 viewing locations (agreed with the local planning authority). The proposal has also been considered in relation to its cumulative impact along with other tall buildings, including other significant committed developments, on the London skyline. A further three unverified views were also tested (from the Millennium Bridge and Camberwell Road) to ensure that where it was predicted that the impacts of the proposal would be negligible, this was indeed the case.
- 124. The ES demonstrates that the proposed development would not intrude into the strategic vista and would not exceed the threshold plane of the Wider Setting Consultation Area in the background. The detailed visualisations submitted chart the dynamic view of the World Heritage Site from the northern end of the Serpentine Bridge to the south. These have been provided in addition to the strategic view which is at the centre of the bridge. These additional dynamic views demonstrate that the proposal will be visible at certain locations on the bridge over the canopy of the trees surrounding the lake but always remains outside the defined strategic vista.
- 125. In this location, the viewer would be able to see the angled 'crown' of the top-most 4/5 storeys of the development over the trees and may be able to discern the simple ribbed design and glazed filigree of the roof-top gardens. While this would be the closest incursion into the view from this northern edge, it is considered that this would not affect the viewer's ability to recognise and appreciate the Outstanding Universal Value (OUV) of the Westminster WHS which remains separated from the proposed tower by the existing tree canopy. The height of the proposal has been carefully designed to ensure it does not exceed the visual height of the Victoria Tower from this location. The design of the crown would be angled to echo the form of the tree canopy to ensure it remains subservient to the Westminster WHS. In addition, from this location, a number of modern buildings are visible over the tree canopy in the near, middle and distant backdrop. However, they do not detract from the parkland enclosure and Serpentine Lake which dominate the setting and this proposal, being nearly 5 km away from this view, is unlikely to affect that experience.
- 126. Officers consider that the views of city-wide importance in the ES, including those

from the LVMF, show the proposal to have a minimal impact and one that is very much subordinate to heritage assets including Hyde Park, the Serpentine, and the Palace of Westminster World Heritage Site.

- 127. Historic England have however raised an objection to the impact of the proposal on the LVMF view from the Serpentine Bridge stating that in their opinion the proposed tower would harm the significance of the listed buildings within the Westminster WHS by reducing their visual primacy. Furthermore, they suggest that the tower would have a harmful impact upon the setting of the nearby heritage assets, particularly from West Square and Trinity Church Square Conservation Areas. As such, they consider the cumulative impact of the proposal on the historic environment causes harm that has not been justified.
- 128. The Twentieth Century Society has also objected to the proposal, raising concerns about the impact on Metro Central Heights (Grade II listed). The society consider that the proposal would cause significant harm to the architectural significance of Metro Central Heights due to its height, design and massing. In particular, the long distant views show the proposed development to appear as an extension to Metro Central Heights, thereby diminishing its landmark status and visually competing and overwhelming the building.
- 129. For the reasons mentioned above, officers are satisfied that the proposal does not affect the viewer's ability to recognise and appreciate the Westminster WHS or its OUV. The tallest element of the development is located well outside the strategic vista of the protected view and is set at a height that ensures it would remain subservient to the Westminster WHS. Its angled silhouette and distance (some 5 km or 3 miles when viewed from the Serpentine Bridge) would further ensure it would be deferential to the WHS.
- 130. The long distance view of Metro Central Heights raised by the Twentieth Century Society is from within the Rockingham Estate. This is not a special or protected view, rather it is an incidental view and shown in a worst case scenario (i.e. only part of Metro Central Heights is visible). In this view, the proposed new development clearly distinguishes itself from Metro Central Heights. Its glassy character, different geometry and articulation serve to contrast with the listed building and therefore officers consider there is no harmful impact to Metro Central Heights.
- 131. With regard to the impact on the nearby conservation areas and other listed buildings, officers acknowledge that the top of the tower would be prominent in some local views from nearby conservation areas and the curtilage of listed buildings. However, where it is visible, the development is always in the distant backdrop and generally seen in conjunction with other significant buildings (including views of other committed developments) which cumulatively contribute positively to the urban setting of these important heritage assets. As such, officers consider that the effect on local views would range from negligible and, in some instances, would be beneficial.
- 132. In relation to any possible perceived harm to heritage assets, consideration must be given to the substantial public benefits that the proposal would deliver, including the creation of the new public route and enhancement of the surrounding public realm, the provision of a public roof-top garden and new cultural venue for the Elephant and Castle together with the new office space, employment opportunities and new housing. Taken together, these public benefits mean that, notwithstanding, the special regard which must be given to any perceived harm to the OUV of the WHS and other heritage assets due to the modest incursions into the wider view from the Serpentine Bridge or views out of nearby conservation areas, officers consider that the public interests of the development would significantly outweigh any perceived harm.

- 133. Historic England also requested that the council notify the Department of Culture, Media and Sport (DCMS) and referred to the World Heritage Sites Committee under section 172 of the UNESCO guidelines. Accordingly, the DCMS has been notified of the application but to date no response has been received. Westminster City Council has also not submitted comments on the application proposal.
- 134. The GLA confirmed that in response to the historic environment, the proposal provides an appropriate response to context and would not harm the character or setting of the conservation areas or listed buildings identified in the ES. Furthermore, they are satisfied that the proposal would not harm the OUV of the Westminster WHS when viewed from the Serpentine Bridge.
- 135. Royal Parks also raised objections to the scheme but in relation to its impact on St. James's Park. Firstly, that the new development would sit within the corridor of the protected vista at the Blue Bridge, St James's Park (view 26 of the London Plan). Secondly, the proposed height of the tallest element (146.30m AOD) would be 71.30m over the 75m AOD they accept as a maximum height for new developments at the distance from the park interiors. As such, Royal Parks deem the impact of the development to be unacceptable and an invasion of the protected vista and sky space of St. James's Park.
- 136. The applicant will be providing a view to demonstrate that the scheme will not be visible from the Blue Bridge within St. James's Park and this will be included in an addendum for planning committee. The LVMF SPG defines view 26 from St. James's Park to Horse Guards Road as a townscape view and does not include a protected vista. The SPG doesn't therefore define a protected height but the guidance does highlight that the view is sensitive to buildings that may appear in the backdrop. The view submitted will show that the proposal will not be visible in this important townscape view.

#### Relationship with adjacent Bakerloo line building

- 137. The configuration of the proposed development would allow pedestrian movement all the way around the station building with new public realm improvements proposed to the rear to encourage permeability through to the new Skipton Street. The GLA, while satisfied that the alignment of the proposed scheme responds well to the orientation of the existing station building, felt it raised some challenges in terms of delivering a coherent and activated piece of townscape in this location. In particular, the station building has a blank flank wall and poor quality rear elevation which could detract from the quality and function of this space.
- 138. The applicant is proposing to screen the blank façade of the station building in some way and this is being discussed with TfL. Such screening could be in the form of lighting or public art/living wall strategy. The GLA have agreed that this is an acceptable approach in principle and recommend that the details of the strategy are reserved by condition.

#### Comments of the Design Review Panel

139. Southwark's Design Review Panel reviewed earlier iterations of the scheme on two occasions (6 July and 16 November 2015). The Panel raised concerns about the significant bulk of the proposal, the singular architectural approach taken to the development and the detailed design of the ground floor. These concerns have been addressed in the application scheme with darker tones proposed for the commercial buildings fronting the peninsular and lighter shades proposed to the residential towers behind. More emphasis has been made of the active frontages that encircle the building with double-height shop fronts and entrance lobbies proposed at street level.

Finally, the proposed public access to the public roof top garden has been integrated into the design of the new Skipton Street frontage.

#### Impacts from demolition and construction

- 140. The likely significant impacts on townscape character and visual amenity would vary over time depending on the nature of the demolition and construction works. Such activities would have the greatest visual impact in the areas adjoining the site, including the setting of built heritage assets, and would reduce further away from the site. The impacts would however be short to medium term and temporary in nature.
- 141. Visual adverse impacts of short to medium term duration during the demolition and construction phases are inevitable on a scheme of this size and scale. It is however considered that given their nature and duration the adverse impacts are acceptable in order to secure the comprehensive redevelopment of this prominent site, thus contributing towards the regeneration of the Elephant and Castle.

#### Trees and landscaping

142. Saved policy 3.13 of the Southwark Plan requires a high quality streetscape and landscaping to be delivered. A detailed landscaping strategy has been submitted which proposes a significant amount of new public realm as well as residential amenity space.

#### Public realm

- 143. At ground floor level, a key feature of the proposal is the new public thoroughfare 'Skipton Street'. The street would be designed to cater for a range of activities with café terraces, informal seating areas, as well as a new cultural event space. The surrounding public realm on all the frontages would be enhanced through high quality paving and setts, new street lighting, street trees and planting, seating, and signage at key nodes around the site.
- 144. 12 existing trees would be removed to facilitate the development (2 x category B; 9 x category C; and 1 x category U) with 25 new trees proposed along the new Skipton Street as well as Ontario Street, Keyworth Street and Newington Causeway. Details of the tree planting on TfL and Southwark routes will need to be submitted for approval in consultation with the relevant highway authority. Should it not be technically feasible to provide the proposed new trees in the locations shown on the submitted landscaping plan, then the trees will be required to be provided elsewhere on the highway. Tree planting and other public realm improvements will be secured through s278 and s106 Agreements.
- 145. A further area of new public amenity would be the proposed roof-top public garden and viewing terrace created at Levels 14 and 15 of building B. The garden would be laid out with a variety of trees, planting and level changes and would offer the opportunity for panoramic views of London to the west. The garden would be accessed via two dedicated scenic lifts from Skipton Street with a platform lift connecting the main garden and lower viewing terrace. The roof-top garden would be a public facility with no admission fee or requirement to book in advance. The management arrangements for this space will be secured in the s106 legal agreement.

#### Amenity space

146. A series of roof-top landscaped amenity spaces would be provided across the development for future occupiers of the building. The terraces will include a variety of

multi-functional spaces which allow for areas of doorstep and incidental play opportunities as well as open and private terraced space. A dedicated landscaped amenity terrace (408 sqm) would be available for users of the office space.

#### **Conclusion**

147. Officers are satisfied that the details show a high quality landscape strategy but appropriate detailed design details for hard and soft landscaping, including the new areas of public realm, will be required in order to ensure the quality of the landscape aspired to. In particular, it will need to be demonstrated that sufficient soil volumes to sustain the proposed planting are provided.

#### Quality of residential accommodation

- 148. Saved policy 4.2 of the Southwark Plan asserts that planning permission will be granted provided the proposal achieves good quality living conditions, and includes high standards of accessibility, privacy and outlook, natural light, ventilation, space, safety and security, and protection from pollution. This policy is reinforced by the Residential Design Standards with Technical Update SPD (RDS 2015). Section 2.2 of the SPD sets out the criteria required to be met for high density schemes which include:
  - Significantly exceed minimum floorspace standards (both flats and rooms)
  - Provide for bulk storage
  - Include a predominance of dual aspect units in the development
  - Exceed the minimum ceiling height of 2.3 metres required by the building regulations
  - Have natural light and ventilation in kitchens and bathrooms
  - Exceed amenity space standards
  - Meet good sunlight and daylight standards
  - Have excellent accessibility within dwellings including meeting approved document M of the building regulations (M4(2) standard for all non wheelchair homes
  - Minimise corridor lengths by having increased number of cores.

#### 149. Internal unit sizes

Unit	Overall unit sizes proposed (sqm)	SPD minimum sqm	Amenity space proposed sqm	SPD minimum sqm
1-bed	50-70	50	3-10	10
2-bed	64-99	61 (3p)/71 (4p)	3-10	10
3-bed	93-195	74 (4p)/ 85 (5p)/95 (6p)	3-10	10

150. The proposed residential units would all equal or exceed minimum requirements set out in the council's RDS. The design of the proposed building results in many of the

residential units with irregularly shaped room layouts. However there will be an acceptable impact as a large proportion of these would significantly exceed the minimum floor space by over 10sqm.

#### Aspect and outlook

151. The applicants have suggested that the proposed development would provide 71% dual aspect units as this proportion of units will have windows facing in different directions. However this would not comply with the council's definition of dual aspect windows as it would include windows with the wedge shaped recess with windows inverted towards each other. Using the council's approach which would exclude these units the proposed development would provide 63% dual/triple aspect units and 37% single aspect units. There will be no single aspect north facing units. This would deliver a predominance of dual aspect units which is a key requirement of exemplary residential quality.

#### Privacy and overlooking

- 152. The RDS states that there should be a minimum distance of 12m at the front of the building and any elevation that fronts onto a highway and 21m between developments at the rear. The proposed buildings, in total, have five frontages. The frontages onto existing streets Ontario Street, Keyworth/Southwark Bridge Road, Newington Causeway and towards Elephant and Castle major junction all have sufficient distances away from neighbouring buildings to maintain privacy levels and ensure not significant levels of overlooking. Within Skipton Street there is a minimum distance of 19.2m between facing habitable rooms and 18m from the closest projecting balcony on block B to nearest habitable room in block A. The RDS states that there should be a minimum of 21m between developments at the rear. This distance is considered to be sufficient as the Skipton Street is effectively a frontage elevation for the units concerned. Therefore the 21m distance between rear habitable room windows does not apply.
- 153. The proposed building layout includes some wedge shaped recesses and projecting elements. Within building B on floors 8 13 there are office windows on facing residential windows across the wedge. To ensure that adequate levels of privacy are retained for prospective residents the office glazing in these areas will be translucent.

#### Internal daylight, sunlight and overshadowing

- 154. A daylight and sunlight report based on the Building Research Establishment (BRE) Guidance has been submitted which considers light to the proposed dwellings using the Average Daylight Factor (ADF). ADF determines the natural internal light or day-lit appearance of a room and the BRE guidance recommends an ADF of 1% for bedrooms, 1.5% for living rooms and 2% for kitchens. This also adopts an ADF of 2% for shared open plan living room/kitchens/dining. The report has been updated to take into account the replacement of residential units on the seventh floor with office floor space.
- 155. The report advises that 93.9% of all habitable rooms will meet or exceed the levels of ADF recommended by the BRE. Of those that fail 55 are within building A (taller western block fronting Ontario Street) and 12 are within building B (lower eastern block fronting Newington Causeway). Of those which would not meet the requirement, they would achieve levels ranging from 0.5% to 1.6% for LKDs, 0.61% to 1.45% for living rooms, 1.31% to 1.53% for kitchens and 0.71% to 0.93% for bedrooms. The worst affected units are those in block A facing east towards block B.
- 156. The least well lit units within the development are three 1 bed units located on floors 8

- 10 of block A where the lowest ADF value of 0.5% for open plan living space occurs. These units have projecting balconies. The affected living rooms will have very low daylight distribution figures and a proposed VSC of 5.05. The shortfall occurs due to their situation facing east towards Skipton Street and block B, and the proposed inset balcony provided on the floor above. While the living rooms within the three affected units would not comply with the BRE guidelines the bedrooms do. In the context of the development as a whole and the quality of accommodation and daylight levels to almost all the units within the scheme this shortfall is considered acceptable.

157. There are no single aspect north facing residential units where sunlight levels would be a concern. The Daylight and Sunlight Report includes a section on Annual Probable Sunlight Hours (APSH) and concludes that 65 living rooms within block A and 6 within block B would fail recommended APSH. In most cases where the worst values are found this is as a result of units on lower floors facing into Skipton Street with living room windows situated below the inset balcony of the unit above. It is considered that the requirement to provide some outdoor amenity space for each unit and the benefits that this provides for prospective residents offsets the lower levels of sunlight to a small number of rooms within the development. The report concludes that in all other respects the proposed development performs very well on sunlight.

#### Amenity space

- 158. Section 3 of the Residential Design Standards SPD sets out the council's amenity space requirements for residential developments and states that all flat developments must meet the following minimum standards and seek to exceed these where possible:
  - 50 sqm communal amenity space per development
  - For units containing three or more bedrooms, 10 sqm of private amenity space
  - For units containing two or less bedrooms, 10 sqm of private amenity space should ideally be provided. Where it is not possible to provide 10 sqm of private amenity space, as much space as possible should be provided as private amenity space, with the remaining amount added towards the communal amenity space requirement
  - Balconies, terraces and roof gardens must be a minimum of 3 sqm to count towards private amenity space.
- 159. The proposed development would provide 408 residential units. The development should therefore provide a minimum of 4130sqm of amenity space. All of the residential units have private amenity space in the form of balconies or roof terraces ranging in size from 3sqm to 112sqm. The total shortfall of amenity space is calculated by the total amount of amenity space by which each unit falls short of 10sqm. This calculation gives a shortfall of 660.3sqm within block A and 280.5sqm within block B. This shortfall and the requirement for a minimum of 50sqm of amenity space would be offset by the provision of 989.33sqm of communal roof terraces in block A 711.98sqm of communal roof terraces within block B. The level of amenity space provision represents a provision well in excess of the minimum amenity requirement.
- 160. The communal roof terraces are spaces available for all residents and will be appropriately landscape as set out in the landscape section below. Access arrangements will be secured through the legal agreement with residents of each block being able to access all communal terraces within their respective residential blocks.

#### Child play space

161. The proposed development has a child yield of 38 children and child play space requirement of 380sqm. 230sqm of this is required for under-5s and 90sqm for 5 - 11 age groups. This will be provided on site. The communal gardens will provide a total of 590sqm of dedicated play space. A financial contribution has been agreed with regard to the provision of play space for over 12s which cannot be accommodated on site.

#### Conclusion on residential quality

- 162. The proposed development provides accommodation that in the majority is considered to be of an exemplary standard. Of particular note is:
  - The proportion of over-sized units
  - The quality and size of private and communal amenity space which is south facing and would receive good levels of daylight and sunlight
  - The predominance of dual aspect units with no single aspect north facing units
  - The limited number of units access from each core.

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

- 163. Strategic policy 13 of the Core Strategy sets high environmental standards and requires developments to avoid amenity and environmental problems that affect how we enjoy the environment. Saved policy 3.2 of the Southwark Plan states that planning permission for development will not be granted where it would cause a loss of amenity, including disturbance from noise, to present and future occupiers in the surrounding area or on the application site. Furthermore, there is a requirement in saved policy 3.1 to ensure that development proposals will not cause material adverse effects on the environment and quality of life.
- 164. A development of the size and scale proposed will clearly have potential significant impacts on the amenities and quality of life of occupiers of properties both adjoining and in the vicinity of the site. The proposal has required an EIA in order to ascertain the likely associated environmental impacts and how these impacts can be mitigated. The accompanying ES and ES addendum deals with the substantive issues raised by local residents. An assessment then needs to be made as to whether the residual impacts, following mitigation, would amount to such significant harm as to justify the refusal of planning permission.

#### Outlook and privacy of neighbouring properties

- 165. Paragraph 2.8 of the residential design standards SPD states that a minimum separation distance of 12m should be secured at the front of the building and any elevation which fronts onto a highway, to ensure that there will be no detrimental impact in terms of loss of privacy and outlook. The SPD states that where the minimum distances cannot be met, the applicants must provide justification through the design and access statement.
- 166. The site is bounded by roads on all elevations. The nearest residential uses will be those situated within the Eileen House development currently under construction to the north on the opposite side of Southwark Bridge Road. The proposed development

would be 25m at its closest point to the Eileen House development. The other neighbouring residential developments at Metro Central Heights are situated over 40m away while Perronet House on the opposite side of London Road is 48m from the nearest windows of the proposed development. The proposed elevations are situated closer to neighbouring buildings to the north west on Ontario Street and north east on Keyworth Street. At the closest point they are 12.17m and 11.8m apart respectively. However as these neighbouring buildings are not in residential use the issue of harm to residential amenity does not arise.

167. The proposed development exceeds all the minimum distances set out in the council's Residential Design Standards. The development is considered to be appropriately situated away from neighbouring residential windows so as to maintain acceptable levels of outlook and privacy for neighbouring residents.

Impact on daylight received by neighbours

- 168. An assessment of the likely significant impacts of the development on daylight and sunlight is contained in the ES. Local residents have expressed concern that the proposed development will have a negative impact in terms of daylight and sunlight to neighbouring properties. The impacts on levels of daylight received by neighbouring properties have been assessed in line with best practice guidance produced by the Building Research Establishment (BRE). The report prepared by Delva Patman Redler, which forms part of the ES, uses three methods to assess the impact of the proposed development on neighbours: the Vertical Sky Component (VSC) test and the No Sky Line (NSL) or Daylight Distribution analysis and Average Daylight Factor (ADF).
- 169. The BRE Guidance (2011) provides a technical reference for the assessment of amenity relating to daylight, sunlight and overshadowing. The guidance within it is not mandatory and the advice within the guide should not be seen as an instrument of planning policy. The guidance notes that within an area of modern high rise buildings, a higher degree of obstruction may be unavoidable to match the height and proportion of existing buildings. Elephant and Castle town centre has been identified as an area where tall buildings are appropriate and there are existing buildings or those under construction with heights of 18 storeys (Metro Central Heights), 22 storeys (Signal Building) and 42 storeys (Eileen House), within close proximity to the site.
- 170. The VSC test considers the angle of visible sky that falls on a window taking account of local obstructions. The BRE sets out that a 27% VSC indicates a good level of daylight. Further, the guidance advises that if a proposed development results in the VSC of neighbouring buildings falling by more than 20% this would result in a noticeable impact, with a breakdown as follows:

0 - 20%	Negligible
20 - 29.99%	Minor
30 - 39.99%	Moderate
40% +	Major

- 171. This is supplemented by the NSL or Daylight Distribution method, a simple test that considers the proportion of a room from which the sky is visible. Again, if a 20% reduction occurs then this would indicate a noticeable impact as a result of the development.
- 172. The ADF test is a measure of the actual likely natural diffuse daylight in a room taking account of various matters influencing this such as the reflectivity of surfaces and the glazing in the window. This can only be used to assess the impact on daylight to neighbouring windows where the layouts and windows sizes of neighbouring

properties are known. In this case it is possible to use this to assess the impact on the residential units of Eileen House as the building is currently under construction and there are detailed plans showing the layout of each floor. A room may be adversely affected if the ADF is less than 1% for a bedroom, 1.5% for a living room or 2% for a kitchen. The daylight and sunlight analysis also includes ADF results for all neighbouring buildings. These results are based assumptions of neighbouring layouts made from sales particulars for units based within those buildings. As these do not provide accurate layouts for every unit within these buildings there could be some variation as to the room the window serves and the assumptions of the ADF results.

- 173. In considering the impact upon sunlight, the test is based upon a calculation of annual probable sunlight hours (APSH) for all window faces within 90 degree of due south. BRE guidelines require that a window should receive a minimum of 25% of the annual probable sunlight hours, of which, 5% should be received in winter months. Where window sunlight levels fall below this recommendation, the window should not lose more than a 20% loss of its former value.
- 174. The report considers the impact on the following neighbours:
  - Eileen House development (consented scheme)
  - Metro Central Heights north building
  - Metro Central Heights south building
  - Metro Central Heights west building
  - Metro Central Heights east building
  - Metro Central Heights vantage building
  - Elephant and Castle public house
  - Perronet House
  - 1 19 Princess Street (odds)
  - 8 22- Gaywood Street (evens)
  - Gaywood housing estate
  - Laurie House.

#### Vertical sky component

175. <u>Number of rooms experiencing daylight impacts as a result of the development (VSC method) per property</u>

Property	No. of windows tested	No. retaining at least 80% of their baseline value	No. with minor adverse impact of up to 29.99% reduction in VSC	No. with moderate adverse impact of between 30% - 39.99% reduction in VSC	No. with major adverse impact of over 40% reduction in VSC
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Eileen House	410	259	46	30	75
MCH north	136	6	41	31	58
MCH south	159	156	3	0	0
MCH west	154	60	43	33	18
MCH east	77	77	0	0	0
MCH Vantage House	113	113	0	0	0
Elephant and Castel PH	31	29	2	0	0
Perronet House	177	127	37	9	4
11-19 Princess Street (odd)	21	16	5	0	0
8-22 Gaywood Street (even)	48	45	3	0	0
Gaywood Housing Estate	76	35	33	7	1
Laurie House	35	35	0	0	0

176. <u>Number of rooms experiencing daylight impacts as a result of the development (NSL method) per property</u>

Property	No. of windows tested	No. retaining at least 80% of their baseline value	No. with minor adverse impact of up to 29.99%	No. with moderate adverse impact of between 30% - 39.99%	No. with major adverse impact of over 40% reduction
Eileen House	410	379	3	2	26

40

MCH north	136	116	7	5	8
MCH south	159	159	0	0	0
MCH west	154	154	0	0	0
MCH east	77	77	0	0	0
MCH Vantage House	113	113	0	0	0
Elephant and Castle PH	31	29	1	0	1
Perronet House	177	177	0	0	0
11-19 Princess Street (odd)	21	19	1	0	1
8-22 Gaywood Street (even)	48	46	2	0	0
Gaywood Housing Estate	76	71	0	0	5
Laurie House	35	35	0	0	0

#### Eileen House

- 177. This building is situated directly north of the site with windows facing directly towards the proposed development. As can be seen from the tables above there will be a considerable number of rooms on the south side of the development which will be affected by loss of daylight. The layout of this development is such that there is a single aspect south facing 1-bed unit on each floor from 3<sup>rd</sup> floor to the 30<sup>th</sup> floor. Each of these units has an inset balcony which is situated directly above the windows of the same unit below. This unit is referred to as Unit 2 within the daylight and sunlight report. This level of loss of daylight is regrettable but it is partly a result of the layout of the Eileen House development which includes 26 single aspect south facing one bedroom units with splayed projecting balconies.
- 178. On VSC 151 rooms out of 410 tested will experience reductions of more than 20% above baseline. Of these 31 would experience a loss of daylight over 20% below the baseline in terms of NSL. The Daylight and Sunlight analysis identifies the rooms with a major adverse impact as those experiencing over 40% reduction below baseline. These rooms are all bedrooms within the single aspect, south facing, one bedroom

units.

179. The rooms have also been tested for impact on ADF using the approved unit layouts from the consented scheme (09/AP/0343). From the three tests there are 28 rooms out of 410 that fall short of BRE criteria for each of the three tests. 23 of these are bedrooms in flat 2 on floors 3 to 26 and a bedroom in unit 6 on floors 3 to 5. These failures are due to the presence of splayed balcony situated directly above the windows of flat 2 and the small size of window and existing low levels of light through to the bedroom window of flat 6. Therefore the scale of the impact on these windows while regrettable is not sufficient to outweigh the positive aspects that the proposed development would provide.

#### Metro Central Heights North

180. Within Metro Central Heights north block 136 rooms were assessed. A total of 20 rooms would fail the criteria for acceptable impact on both VSC and NSL. Of these 10 are identified as kitchens, 5 are identified as bedrooms and 5 as living rooms. The rooms which fail are predominantly located below existing projecting balconies or are situated in south east corner where daylight levels are already low so that even a small reduction results in large percentage fall. Each of these units has been assessed in relation to ADF based on internal layouts received from sales particulars. This analysis shows that only three of these rooms would fail ADF test (1 bedroom, 1 kitchen and 1 living room). This level of impact is not to the same extent as that at Eileen House and while there will be some moderate loss of light to these units it will not outweigh the benefits of the proposed development.

#### Metro Central Heights south

181. There is negligible impact on daylight levels to MCH south block. 3 rooms out of 159 tested would experience reductions of more than 20% above baseline for VSC while none of the rooms would experience NSL reductions within 20% of baseline.

#### Metro Central Heights west

182. 154 rooms were assessed for impacts on daylight levels. 60 of these would experience reductions of more than 20% above baseline in terms of VSC while none of the rooms would experience NSL reductions within 20% of baseline. There will be a negligible impact in terms of daylight on rooms within this block.

#### Metro Central Heights east block and Vantage building

183. 190 rooms have been tested in these two blocks and it is found to be fully compliant with BRE guidelines with no detrimental impact in terms of VSC and NSL.

#### Elephant and Castle public house

184. 31 rooms were tested. One rooms situated on the first floor would experience more than 20% reduction in VSC and NSL. In this instance the room is a bedroom and experiences an existing VSC of 7.27 which would fall to 5.14 following the proposed development. This reduction would not result in a significant perceived reduction in daylight from the existing situation.

#### Gaywood Housing Estate London Road

185. This building is situated to the south west of the site on London Road. 76 rooms were tested and 5 of these would experience a 20% reduction from baseline in terms of VSC and NSL. Four of these are bedrooms located on ground to third floor directly adjacent to a projecting four storey element on the same building while the other is a bedroom window at the third floor which is smaller than others on the floors below. The impact is not considered to be significant.

#### Perronet House

186. 177 rooms were tested. 50 rooms would experience a reduction of 20% VSC over baseline figures. However when these rooms were tested against NSL they would have an impact within 20% of baseline figure. The impact on these units is considered to be negligible. The proposed development is expected to have an acceptable impact on the residential units in Perronet House.

#### Princess Street

187. 3 rooms from 21 tested would experience a 20% reduction from baseline in terms of VSC and NSL. Two of these rooms are bedrooms and the other is a bedroom. It should be noted that all of these rooms are shown to retain acceptable ADF levels.

#### Gaywood Street and Gaywood Housing Estate

188. All the rooms tested on this street are considered to have acceptable daylight impacts.

#### Conclusion on daylight

189. The daylight analysis submitted within the Daylight and Sunlight Report demonstrates that the proposed development will have a noticeable impact on the daylight levels through to some rooms of neighbouring properties, predominantly within Eileen House development and to the lower levels of Metro Central Heights north block. Within Eileen House it is the same one bed unit affected on floors 3 to 26 with the bedroom worst affected. This situation arises as the units are single aspect south facing directly opposite the Skipton House Site and they also have projecting balconies situated directly above the bedroom windows. To ensure a fully compliant level of light for all these windows would significantly limit the development potential on the Skipton House site and would not allow a building of any significant height. The rooms affected on Metro Central Heights which have a noticeable impact on both VSC and NSL include 10 kitchens, 5 bedrooms and 5 living rooms. The impact is particularly bad to these rooms as a result of existing overhanging balconies or return elevations restricting the sky visibility.

#### Impact on sunlight received by neighbours

- 190. The impact of the scheme on sunlight to neighbouring properties has been assessed using the Annual Probable Sunlight Hours (APSH) test. The test follows the same methodology that is outlined above for VSC, with guidance advising that if a reduction in sunlight is 20% or less of its original value then the retained sunlight received is adequate. Only rooms with windows facing within 90 degrees of due south are assessed.
- 191. 433 neighbouring rooms are served by windows which have been identified as sensitive receptors and habitable rooms that have a southern orientation and qualify for sunlight analysis. The results of this are summarised below.

192. <u>Number of rooms experiencing sunlight impacts as a result of the development (APSH</u> method) per property

Property	No. of windows tested	No. retaining at least 80% of their baseline value	No. with minor adverse impact of up to 29.99%	No. with moderate adverse impact of between 30% - 39.99%	No. with major adverse impact of over 40% reduction
Eileen House	84	34	0	0	50
MCH north	69	30	7	12	20
MCH south	66	66	0	0	0
MCH west	47	45	2	0	0
MCH east	44	44	0	0	0
MCH Vantage House	62	62	0	0	0
Elephant and Castle PH	22	22	0	0	0
11-19 Princess Street (odd)	15	14	1	0	0
Gaywood Housing Estate	4	4	0	0	0
Laurie House	20	20	0	0	0

- 193. The above table demonstrates that there will be a total 92 rooms that will experience a reduction of over 20% above baseline in terms of Annual Probable Sunlight Hours. 70 of these will experience a major adverse impact (a reduction of 40%+ below baseline) and these are situated in Eileen House (50) and Metro Central Heights north block (20), There are a further 12 rooms with moderate impacts in MCH north block and 10 rooms with minor adverse impact within MCH north block (7), MCH west block (2) and at 19 Princess Street (1).
- 194. The windows principally affected on Eileen House are south facing windows which serve the living rooms of just two flats out of nine on each floor. These rooms are largely affected by being situated below a deep projecting balcony on the floor above. The windows principally affected in Metro Central Heights are those that open out onto an inset balcony or are situated below or beside a projecting element of the existing building. In addition to this the windows on MCH north block have an orientation just below the east west line which results in the having very low baseline

APSH figures.

195. Therefore while these units will experience a decline in annual probable sunlight hours it should be noted that these are predominantly as a result of the design of their respective buildings and when considered in the context of the wider benefits of the development and the location within Central Activities Zone (where development should be optimised), it is recommended that the impacts be noted but that on balance permission should be granted.

#### Noise and vibration (construction/operational impacts)

- 196. The noise and vibration impacts from the site would be highest during the demolition of the existing buildings and substructure works (which would include excavation and piling works) and lowest during the internal fit out and landscaping. Traffic noise from construction would increase noise levels, particularly along Southwark Bridge Road and Newington Causeway. A Construction Environmental Management Plan (CEMP) would be prepared to reduce excessive noise as far as is possible. The noise impacts from demolition and construction would be temporary in nature and it is not envisaged that any long term disturbance would be caused.
- 197. There would be an increase in the number of residents, visitors and workers as a result of the new homes, retail and cultural attractions and new offices. However, it is unlikely that there would be any demonstrable harm caused to residential amenities from their comings and goings. The site is located within a busy major town centre environment and adjacent to a busy transport hub where some noise should be expected.

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

<u>Noise</u>

- 198. The NPPF states that planning decisions should avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development. It also states that planning decisions should recognise that development will often create some noise and existing business wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established.
- 199. The nearest noise generating neighbour is the Ministry of Sound nightclub situated on Gaunt Street. The Ministry of Sound (MoS) have raised objection to the proposed development on the grounds that the proposed glazing system would be inadequate as it would fail to sufficiently attenuate low frequency sound within the proposed residential rooms. A report prepared by acoustic consultants, Vanguardia Consulting, on behalf of MoS, has been submitted to support the objection. This report suggests that the applicants have failed to consider the impact of noise and disturbance as a result of the Garden Party events that take place in the courtyard area during the summer months and that as a result the window specifications would not be sufficient to protect prospective residents from noise disturbance from the operation of the night club.
- 200. In order to respond to the issues raise by MoS, the applicant's acoustic consultants (ARUP) prepared a summary document which provides summary results of further analysis they have undertaken, compares the results to those of MoS's consultants, and details of how the designs have considered the Garden Party operations.
- 201. The noise survey submitted by the applicant with the planning application provides

guidance on the sound insulation measures that would be required for the facades such that appropriate internal noise levels can be met. This is not however an unusual scenario for a city location and while sound levels on balconies may cause annoyance to some residents, this must be balanced against the substantial benefit of private outdoor space and openable windows.

202. The council's Environmental Protection Officers have reviewed the relevant chapter of the Environmental Statement and both noise reports. They recommend that any residential rooms that could be affected by entertainment noise from the existing MoS be required to meet the same internal noise conditions that are required of neighbouring development as Eileen House. Accordingly appropriately worded conditions will be attached to ensure that the proposed development would be appropriately sound proofed to ensure that there will be no disturbance to prospective residents.

#### Transport issues

- 203. The NPPF states that planning decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised (paragraph 34).
- 204. Core Strategy strategic policy 2 encourages walking, cycling and the use of public transport rather than travel by car. Saved policy 5.1 of the Southwark Plan states that major developments generating a significant number of trips should be located near transport nodes. Saved policy 5.2 advises that planning permission will be granted for development unless there is an adverse impact on transport networks; and/or adequate provision has not been made for servicing, circulation and access; and/or consideration has not been given to impacts of the development on the bus priority network and the Transport for London (TfL) road network.
- 205. EACAAP SPD 14 states that a transport assessment is required for all major applications. This should detail the likely impact on all the transport networks, including walking, and demonstrate how development can mitigate those impacts.
- 206. An assessment of the likely significant environmental impacts of the development on transport is included within the ES. A framework Travel Plan and Service Management Plan have also been submitted. A technical transport note addendum was submitted during the course of the application to address comments raised by the GLA in the stage I report and from Southwark's Transport Planning Team.
- 207. The application site has excellent levels of public transport accessibility which is reflected in the PTAL rating of 6b which is the highest possible level. London Road, Elephant peninsula and a part of Newington Causeway all form part of the Transport for London Road Network (TLRN) where Transport for London is the Highway Authority. There is also a Cycle Super Highway (CS7) which crosses London Road and runs along Ontario Street onto Keyworth Street.

#### Vehicle trip movements

208. The existing building is currently fully occupied and in use and includes predominantly office floor space as well as London South Bank University Library and Keyworth Street Hostel. The current service vehicle demand is estimated at 46 vehicle two way trips. As the proposed development is car free the principal generators of traffic movement for the proposed development would be service vehicle traffic. The submitted transport assessment estimates that the site will generate around 137 two-way trips for deliveries and servicing.

- 209. The proposed development includes a servicing point accessed from Southwark Bridge Road within building block B. The servicing yard will contain 4 loading bays and a turntable to allow servicing vehicles to enter and exit the site in forward gear. Servicing vehicle movements have the potential to cause significant problems on the local road network particularly if this is not managed appropriately and vehicles back up onto surrounding road network. In order to avoid this issue occurring the applicants are proposing a servicing management plan that will involve a pre-booking system for the loading bays during the proposed servicing hours of 07:00 - 22:00 each day. This will limit servicing vehicle movements to and from the site to a maximum of 16 per hour and a level which will have an acceptable impact on local highway network. Further discussion on the servicing and access arrangements is set out in the relevant sections below.
- 210. Officers are satisfied that, subject to a comprehensive and robust delivery and servicing plan being secured, vehicular trip generation from the proposed development would not have a negative impact on traffic movements in the opportunity area.

#### Impacts on the public transport

- 211. The development site is located within immediate proximity to Elephant and Castle underground station and in close proximity to Elephant and Castle Network Rail system. The proposed development would result in an increase in the resident and working population in the local area leading to an increase in the number of journeys undertaken on the public transport network. The Transport Assessment concludes that there would be no adverse impact on public transport capacity.
- 212. TFL have noted that the proposed development would change the street presence of the Bakerloo line ticket hall and could have an impact on the operation of the current Bakerloo line ticket hall. The applicants have entered into dialogue with TFL to respond to this and have agreed to a section 106 obligation requiring the submission of a planning application for details of the Bakerloo line entrance façade works. TFL have also London Underground (LU) advice that the site is situated close to underground tunnels and infrastructure and therefore a condition is recommended to secure further details of foundations and basements to ensure there will be no impact on existing LU infrastructure.

#### Pedestrian and cycle movements

- 213. Elephant and Castle SPD policy 11 relates to walking and cycling within the action area. This states that among other matters proposed development should:
  - Make pedestrian and cycle connections in the surrounding area
  - Link new and existing public and open spaces creating a network of space that act as a focus for activity and draw people through the area
  - Use existing an new landmarks and views to help direct pedestrians to key locations such as transport interchanges, public spaces and major roads, as well as provided good quality way finding signs that follow the principles of Legible London.
- 214. The proposed development would provide a new 24 hour accessible street in the form of 'Skipton Street' which would provide a pedestrian connection between the Elephant and Castle public transport interchange and the London South Bank University buildings to the north. The introduction of this new pedestrian route will significantly improve permeability through the area while the proposed active uses at the ground

floor level will provide increased informal surveillance for pedestrians using the area. The applicants have also agreed to a s106 contribution towards 'Legible London' signage.

- 215. Cycle Super Highway 7 (CS7) runs immediately west and north of the site along Ontario Street and Keyworth Street onto Southwark Bridge Road. This route provides a link from Merton to the City via Clapham Road, Kennington Park Road and across Southwark Bridge. There is also a London Cycle Hire docking station on Ontario Street which currently provides 15 docking stations.
- 216. The proposed development would result in an increase in cycle movements to and from the site particularly within peak hours. The increase in movements is predominantly associated with the increase in office space within the new development. The applicants have agreed to a s106 contribution of £200,000 towards the construction of a new cycle hire docking system with approximately 34 docking points as well as providing sufficient cycle storage and changing facilities.
- 217. It is considered that the proposed development will result in significant improvements for pedestrian movements around the and through the site and into the wider Elephant and Castle Opportunity Area. In addition to this the removal of vehicular and servicing traffic from Ontario Street and Keyworth Street should improve cycle movements around the site while the contribution towards extension of cycle hire docking station will help mitigate any increased demand for public transport while improving cycle facilities within the opportunity area.

#### Access

- 218. A new vehicular access will be provided from Southwark Bridge Road adjacent to the junction with Newington Causeway. This is recognised as the least problematic location for an access point to the site given that both London Road and Newington Causeway form part of the TLRN and Ontario Street and Keyworth Street contain important cycle infrastructure. The existing site access from Ontario Street will be removed and Ontario Street will effectively become closed to vehicular traffic.
- 219. This allows for servicing vehicles to access the site from a left turn from Newington Causeway. Servicing vehicles leaving the site would have to turn right onto Southwark Bridge Road and then onto Newington Causeway. The existing traffic signals at the junction of Southwark Bridge Road will have to be altered to allow access onto Newington Causeway from the site. Whether this is in the form of a left turn or right turn onto Newington Causeway will require further work to assess the impact on signal timings and the potential impact of northbound trips on existing road network around Elephant and Castle. Details of this will be secured through an appropriately worded condition/section 278 clause.

#### Car parking

- 220. The proposed development would be a car free development with no parking provision. This is considered suitable given the very high level of public transport accessibility in the local area as well as the mixed use nature of the development in proximity to services and amenities within Elephant and Castle town centre.
- 221. The proposed development would also not provide any disabled parking on site. TFL have noted the lack of disabled parking is contrary to London Plan requirements. However it is considered that this is appropriate given the excellent public transport accessibility in the surrounding area (PTAL 6b) and the improvements, already delivered and further proposed, to pedestrian routes to public transport nodes and other amenities in the Opportunity Area. In addition to this the only appropriate on site

location for additional parking would be at the basement level which would have subsequent implications in terms of viability and design at the ground floor level.

#### Cycle parking

- 222. Given the car-free aspect of the development and its location on the apex of existing and planned strategic cycle routes, officers have asked that the cycle parking facilities should be an exemplar for development in London. The development proposes 1221 long stay spaces and 52 short stay spaces which are calculated according to London Plan standards. The 1273 spaces proposed are to be accommodated within the basement accessed via a ramp from Ontario Street which will be largely restricted to pedestrians and cyclists.
- 223. The proposed development would provide dedicated shower and changing facilities, with lockers for officer workers arriving by cycle. A dedicated lift to bring cyclists to Skipton Street is proposed although its location adjacent to a refuse area for office waste is not ideal.
- 224. Officers have sought further clarity on the submitted information on cycle parking included a scaled plan showing the proposed cycle parking locations, the type of stands proposed to be used and the spaces between the stands. The applicants have provided this and the details are considered to be sufficient.

#### Refuse and servicing

- 225. As noted above the limited space and complex location within the immediate proximity of the site to the busy Elephant and Castle roundabout and underground station, a busy bus corridor on Newington Causeway and CS7 on Ontario Street the only feasible location for the delivery and servicing access point is on the north-east corner of the site. The size of this is limited to four loading bays with access to these from a turntable. The mixed-use nature of the development, high pedestrian and cycle activity, and the site's obvious constraints means that a high level of service and waste management is needed and scheduling of slots needs to be robust to ensure that there will be servicing vehicles backing up onto Newington Causeway.
- 226. The scale of the uses proposed will require daily refuse and recycling collection. The location of the proposed bin stores adjacent to the cores in each building is appropriate and would provide sufficient space for the Eurobins required. However considerable manoeuvring will be necessitated to execute all refuse collection. The logistics for managing the waste collection are complex and would require a high degree of co-ordination and robust management.
- 227. As other loading bays will be required for storage of bins ahead of collection the servicing area will be closed to all other deliveries and servicing during waste collection. The applicants have assessed similar operations and are confident that such an operation could be carried out within one hour but have confirmed that 90 minutes will be allocated each day to ensure that there is sufficient resilience within the daily schedule.
- 228. The turntable provided to turn vehicles so that they can safely enter and exit the site in forward gear will require a high level of continuous maintenance as breakdowns are possible. Consequently the on-going maintenance of the turntable will need to be addressed within the detailed servicing plan.
- 229. The transport assessment identifies a total of 23 residential deliveries a day which is considered to be an under-estimate. Such deliveries are to be centralised into the loading area and transferred to the relevant residential core by the service yard

manager. This is acceptable although there is some concern that this may conflict with the delivery arrangements for the other uses. In addition there is concern that home deliveries may be less certain to follow the booking system.

- 230. The transport assessment does not detail how this will be managed and what measures will be in place to ensure there is no on street impact should one or two home deliveries arrive at the same time as the loading area is busy. This is particularly pertinent with stresses already in place at the junction with Newington Causeway and CSH 7.
- 231. It is recommended that any approval will be conditional on the submission and approval of a detailed Delivery and Servicing Plan (DSP) to include an annual review mechanism. The first review should take place 6 months after occupation of the development and be reviewed thereafter on an annual basis. All costs associated with the DSP formation, review and any remedial or reconfiguration works to the site or highway (if needed) will be borne by the developer.
- 232. To reduce the risk of vehicles waiting and potentially blocking the footway and highway space on Southwark Bridge Road, it is recommended that a planning condition or s106 legal agreement to prevent vehicles parking, loading or waiting on the adjoining streets to the development is required.
- 233. There is a concern that vehicles could back up and be waiting across the junction with Southwark Bridge Road and Newington Causeway. This would have significant impacts on bus journey times and the safety of cyclists using Newington Causeway. It is therefore advised that this junction should be marked with a yellow hashed box that prevents any vehicle waiting in the junction and this should be an obligation within the legal agreement.
- 234. The Transport Assessment and DSP suggest that the site will be serviced by 10m trucks and smaller vans. The proposed turntable has a diameter of 9m and can support a vehicle of maximum of 10m in length with overhang. A condition to restrict the size of the vehicles servicing the development to 10m is considered appropriate.

#### Travel plan

- 235. A framework travel plan has been submitted by the applicants. The design, nature location and layout of the development generally favours sustainable travel by occupants, workers and visitors to the site. A more detailed and robust Travel Plan (incorporating deliveries and servicing) will be required and secured by s106 agreement.
- 236. Most of the vehicle movements will be associated with deliveries and servicing of the development. The Travel Plan must be delivered in conjunction with delivery, servicing and waste management arrangements. The plan should look to reduce vehicular movements to the site e.g. methods and incentives to reduce the overall trips to the site, use of cargo bikes to replace smaller motorised transport trips. Reviews will be required after the initial 6 months of occupation and on an annual basis thereafter. Other measures for the occupants of the development will include 3 years membership of a council approved.

#### Demolition and construction traffic impacts

237. The applicants have submitted a Construction and Development Programme within the Environmental Statement and a draft Construction Logistics Plan (CLP) in the Transport Assessment. The applicants envisage that construction will take place in a single phase over 45 months encompassing demolition and construction to completion. The demolition is scheduled to run for 8 to 9 months and construction is anticipated to be approximately 36 months. The access to the site would be from Southwark Bridge Road at the junction of Keyworth Street, with vehicles accessing the site from Newington Causeway. In order to secure this access it will be necessary to re-locate the existing bus stop.

238. There are no detailed figures of vehicular movements during construction, as these will not be finalised until the appointment of the principal contractor. A draft Construction Logistics Plan has been provided and this anticipates that approximately 18 - 30 two-way vehicle movements per day during demolition, 40 - 60 during construction of sub and superstructure and 15 - 25 during fit out. More robust information will be provided following appointment of the principal contractor and will be presented in the Construction Environment Management Plan and CLP prepared prior to construction.

#### Conclusion on transport matters

239. The proposed development provides a level of development that would generate significant movement and therefore is located is an area where the need to travel will be minimised and the use of sustainable transport modes can be maximised. The development will also improve pedestrian and to a lesser extent cycle routes in the opportunity area with the provision of a fully pedestrianized Skipton Street and the removal of service vehicles from Ontario Street. There are issues with regard to the logistics of delivery and servicing particularly in relation to the collection of refuse and recycling which require a comprehensive and robust delivery and servicing plan to be secured as part of s106 with built in review. The cycle parking facilities meet the current London Plan standards.

#### Ecology and biodiversity

- 240. Saved policy 3.28 of the Southwark Plan requires that biodiversity is taken into account in all planning applications and encourages the inclusion of features which enhance biodiversity. It also states that developments will not be permitted which would damage the nature conservation value of sites of importance for nature conservation and local nature reserves and/or damage habitats or priority species. The proposal has no such effect. Strategic Policy 11 concerning open spaces and wildlife requires new development to avoid harming protected and priority plants and animals to help improve and create habitat. Section 40(1) of the Natural Environment and Rural Communities Act 2006 provides that: '(1) Every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity.'
- 241. The council's Ecology Officer has reviewed the ecology chapter within the ES and considers the assessment to be acceptable. The site currently has a low ecological value when considering the footprint of the existing buildings, the extent of hard-standing and intensively managed amenity landscape being present on the site. The proposed development has the potential to enhance biodiversity with the inclusion of features such as bio-diverse living roofs and green walls which are beneficial for wildlife. The retention of street trees is particularly welcome. Natural England declined to comment on the proposals.

#### Wind (microclimate)

242. The ES has assessed the implications of the proposal on wind conditions within and immediately surrounding the site, and the suitability of these in relation to pedestrian comfort and safety. For the completed development, all tested locations on the ground and elevated levels are predicted to be suitable for their intended use (i.e. sitting,

standing, and walking) with the exception of one ground floor entrance which would be marginally too windy. This could be improved if the entrance were recessed. With hard and soft landscaping in place, the rooftop amenity areas, including public garden, are predicted to be suitable for general recreational use. Overall, the results of the assessment demonstrate that the residual impact on wind conditions around the site would be negligible.

#### Air quality

- 243. The majority of the borough, including the application site, is within an Air Quality Management Zone due the significant presence of traffic generated pollutants. As a result, developments are required to take account of any impacts upon air pollution as a result of, and during construction of, a proposed development. An Air Quality Assessment has been prepared and submitted as part of the ES.
- 244. There are potential adverse impacts upon local air quality during the construction phase, particularly from dust generation and additional construction traffic vehicle movements. However, these would be temporary in nature and can be mitigated as far as possible through measures secured as part of the Construction Environmental Management Plan. During this phase it is not expected that that the volume of construction traffic from this development, or combined with other construction sites, would have a significant adverse impact upon local air quality when compared with existing traffic flows in the area. The mitigation measures proposed to offset the generation of dust include procedures such as vehicle wheel washing, screens, water spraying and regular monitoring. These measures would be implemented as part of the Construction Environmental Management Plan (CEMP).
- 245. Local air quality could be affected by the service traffic generated by the development and the assessment has also considered the effect of the proposed combined heat and power (CHP) and centralised boiler plan on air quality. Extremely small changes to air quality are predicted along streets around the development due to service traffic and the emissions from CHP and boiler plant associated with the development. But these emissions are considered to have a negligible of very minor impact on local air quality. The AQMA has also demonstrated that the air quality for prospective residents is considered to be acceptable.

#### **Electronic interference**

- 246. Developments which include tall buildings have the potential to disrupt local radio and TV reception (digital terrestrial and satellite format) as the buildings can block the signals. The ES includes an assessment of the proposed development upon potential impacts to radio and TV reception.
- 247. During demolition and construction, the use of equipment such as cranes and scaffolding could affect radio and TV reception but signal disruption would be temporary and intermittent depending on the type of plant in use and stage of construction. As such, the resultant magnitude of impact would be minimal and of negligible significance.
- 248. There is the potential for the completed development to interfere with TV reception as a result of terrestrial TV transmission shadowing to the north and is predicted to be of minor significance without mitigation in place. However, this is worst case and subject to uncertainty as to the actual degree of interference that may be experienced. The ES therefore recommends appropriate surveys to be carried out before and after the development to assess the likely impacts. If any interference is shown to be caused by the development, then appropriate mitigation measures can be put in place on completion. With mitigation in place, the long-term residual impacts to radio and TV

reception are predicted to be negligible. Such mitigation can be appropriately secured through conditions.

249. Heathrow Airport and NATS Safeguarding Office have raised concerns about the potential impact of the proposal on the radar located at Heathrow Airport. This radar (known as Heathrow H10 PSR/SSR) provides data to the NATS London Terminal Control Centre as well as to a number of other users, including Heathrow and City Airport. They are concerned that false radar targets could be generated due to reflections of the radar signal from the tall building. This can however be mitigated through modifications to the radar system. Heathrow Airport and NATS have therefore advised that an aviation condition should be imposed on any grant of planning permission to secure details of a Radar Mitigation Scheme (RMS).

#### Archaeology

- 250. Policy 3.19 of the Southwark Plan requires an archaeological assessment and evaluation to be submitted for planning applications affecting sites within the Archaeological Priority Zones (APZ). The eastern half of the application site lies within the Kennington Road and Elephant and Castle APZ and, accordingly, a desk-based archaeological assessment of the site has been undertaken. This provides the baseline data for the archaeological chapter within the ES.
- 251. The ES demonstrates that the site has a low to moderate potential to contain localised archaeological remains, particularly at the edges of the site which are unaffected by the existing basements associated with the current buildings. Officers are satisfied that appropriate archaeological mitigation measures can be secured by conditions. With such measures in place, the residual impacts of the proposed development both during demolition, construction and when operational are considered to have a negligible impact on archaeological remains.

#### Ground conditions and contamination

- 252. An assessment of soil and ground conditions has been undertaken in order to establish the potential for significant ground contamination to exist at the site and the likely risk to a range of sensitive receptors, including humans, aquifers and flora. The ES advises that there is little evidence of potentially contaminative uses on the site in the past. Moreover, the redevelopment of the site for the current buildings involved extensive basement excavation which is likely to have removed potential contamination.
- 253. Measures would be secured as part of the Construction Environmental Management Plan to prevent spillage of construction materials, oils or chemicals to groundwater and soil. The completed development is predicted to have negligible impacts for future occupiers on the site as well as for groundwater and soil quality.
- 254. The Environment Agency and the council's Environmental Protection Team are satisfied with the submitted details but consider that further investigations are required to fully assess the sub-surface conditions. Officers therefore recommend that further details of potential site contamination and remediation are secured by condition.

#### Water resources and flood risk

255. Strategic policy 13 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. The policy further requires major development to reduce surface water run-off by at least 50%.

- 256. The ES and accompanying Flood Risk Assessment (FRA) considers the likely impacts of the development on water resources and flood risk. The site is located within Flood Zone 3 which is defined as having a high probability of tidal and fluvial flooding with a greater than 0.5% chance of flooding in any given year due to the proximity of the River Thames. However, the site is in an area which benefits from Thames tidal flood defences.
- 257. During construction, there is the potential for impacts to ground and surface water resources but such impacts would be short-term and protective measures would be incorporated into the Construction Environmental Management Plan to minimise the impacts. Once operational, measures to reduce water runoff from the site and control the rate of discharge of this water to the local sewer network, including a sustainable urban drainage scheme (SUDs), would allow for future increases in rainfall arising from climate change.
- 258. The residential accommodation would be located above ground level (floor 8 upwards) and will be protected from flooding in the unlikely event of the river defences being breached. Floor resilience measures to protect the cultural uses in the basement are also proposed. The ES concludes that the development would not result in an increased risk of flooding either on site or beyond the site boundary.
- 259. The Environment Agency, Thames Water and the council's Flood and Drainage Team have raised no objections to the proposal subject to the imposition of appropriate conditions. The residual impacts of the development are therefore considered to be negligible.

#### Equalities

- 260. The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics namely; age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs, and sex and sexual orientation. It places the local planning authority under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. Officers have taken this into account in the assessment of the application and members must be mindful of this duty, inter alia, when determining all planning applications. In particular, members must pay due regard to the need to:
  - Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act
  - Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
  - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 261. An Equalities Impact Assessment has been submitted which in particular draws on information presented in various chapters of the ES. The assessment concludes that the development would make a significant contribution towards the regeneration of the Elephant and Castle and, as such, it would have a positive impact on the local area and would not have a negative impact on equalities.
- 262. During the demolition and construction phase there are no specific equalities impacts in that all potentially adverse construction impacts would be evenly distributed and as such do not disadvantage any particular group. It is acknowledged that there will be some disruption during construction but this would be temporary and the impacts minimised through a CEMP.

- 263. The current uses on the site support up to 1,700 FTE jobs but the completed development would create 3,375 FTE jobs resulting in a net gain of 1,675 FTE jobs. Furthermore, about 63 FTE jobs would be created during construction. The proposed new housing would be built to a Lifetime Homes standard and 10% of the units would be designed to be easily adaptable for a wheelchair user. The improved physical environment, including areas of new public realm and publically accessible roof garden, will ensure greater accessibility and movement through the site. Officers consider that these are positive aspects of the scheme which people within all the protected characteristic groups could benefit from.
- 264. The completed development would increase the demand on local infrastructure such as health and education provision. However, monies would be secured through the payment of the Southwark Community Infrastructure Levy (CIL) which would mitigate the impacts of this increased demand. The provision of new areas of open amenity space, including play space, and landscaped public realm would provide recreational opportunities for existing and future local residents which in turn would generate associated health benefits for all the target groups.
- 265. Officers therefore consider that the proposed scheme and the wider regeneration of the area brought about by the development, which aims to deliver a mixed and balanced community, is compatible with its equalities duties and will have some beneficial impact on protected groups, the advancement of equality of opportunity and the fostering of good relations between persons who share a relevant protected characteristic and persons who do not share it.

#### Planning obligations (s106 undertaking or agreement)

- 266. Saved policy 2.5 'Planning Obligations' 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. Core Strategy 14 and saved policy 2.5 of the Southwark Plan state that planning obligations will be sought to reduce or mitigate the impacts of the development. These local policies are reinforced by the council's s106 Planning Obligations/Community Infrastructure Levy SPD.
- 267. The following financial contributions will be secured in the legal agreement:
  - Cycle hire scheme contribution: £200,000
  - Archaeology contribution: £11,171
  - Legible London contribution: £10,000
  - Contribution towards children's play space (12+): £9060

Total: £230,231

Admin charge (2% of total) £4604

#### Overall Total: £ 234,835

- 268. In addition, the following non-financial contributions would be secured within the s106 agreement:
  - Off-site affordable housing contribution
  - Review mechanism for affordable housing contribution

- Employment in construction/completed development provisions including fall-back contribution if targets not met
- Submission of an application for works to Bakerloo line entrance façade
- Provision of affordable retail space
- Car free development
- Marketing strategy for the wheelchair adaptable units funding and 3 years free car club membership
- 3 year membership of London Cycle Hire Scheme
- Submission of dynamic Event Management Plan for the proposed cultural space
- Travel Plan
- Demolition and Construction Environmental Management Plans
- Delivery and Servicing Management Plan
- Public garden access
- Future Connection to District CHP
- Compliance with Energy Strategy public realm improvements
- Provision of new public street (Skipton Street)
- Skipton Street Event Strategy
- Tree Planting Strategy to secure provision of new trees in and around the new site.

269. S278 agreement to secure (but not limited to) the following:

- Footways fronting the development on London Road, Ontario Street, Keyworth Street and Newington Causeway with a minimum 2.4m passing width
- Footways must be repaved using Yorkstone on London Road to match the TfL surface and silver grey granite stone paving slabs and kerbs on other streets as per SSDM 'town centre' palette
- All pedestrian and vehicular crossovers to be constructed to the relevant SSDM standards
- All external doors opening inwards or sliding doors used
- Adoption of strips of land on London Road, Ontario Street, Keyworth Street, Southwark Bridge Road and Newington Causeway
- Re-location of existing bus stands on Southwark Bridge Road
- Junction/Signal works to Newington Causeway/Southwark Park Road Junction

- Cycle Super Highway alterations.
- 270. Any damage caused to the highway during construction works would need to be repaired by the developer.
- 271. In the event that the legal agreement has not been signed by 16 December 2016, it is recommended that the Director of Planning be authorised to refuse planning permission, if appropriate, for the following reason:

In the absence of a signed s106 legal agreement there is no mechanism in place to secure adequate provision of affordable housing and mitigation against the adverse impacts of the development through contributions and it would therefore be contrary to saved policy 2.5 planning obligations of the Southwark Plan 2007, strategic policy 14 Delivery and Implementation of the Core Strategy (2011) policy 8.2 planning obligations of the London Plan (2015) and the Southwark section 106 planning obligations and Community Infrastructure Levy SPD (2015).

#### Southwark CIL and Mayoral CIL

272. Section 143 of the Localism Act states that any financial contribution received as community infrastructure levy (CIL) is a material 'local financial consideration' in planning decisions. The requirement for payment of the Mayoral or Southwark CIL is therefore a material consideration. However, the weight attached is determined by the decision maker. The Mayoral CIL is required to contribute towards strategic transport invests in London as a whole, primarily Crossrail. While Southwark's CIL will provide for infrastructure that supports growth in Southwark. In this instance a Mayoral CIL payment of £3,328,092 and a Southwark CIL payment of £7,355,679 are due.

#### Sustainable development policy context

- 273. This section concerns the environmental role of planning in ensuring sustainable development. The NPPF defines this role as contribution to protecting and enhancing our natural, built and historic environment; and as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.
- 274. The London Plan policy 5.2 sets out that development proposals should make the fullest contribution to minimising carbon dioxide emissions in accordance with the energy hierarchy Be lean: use less energy; Be clean: supply energy efficiently; Be green: use renewable energy. This policy requires development to have a carbon dioxide improvement of 35% beyond Building Regulations Part L 2013 as specified in the Mayor's Sustainable Design and Construction SPG.
- 275. Policy 5.3 states that developments should demonstrate that sustainable design standards are integral to the proposal, including its construction and operation, and ensure that they are considered at the beginning of the design process. LP5.7 Within the framework of the energy hierarchy major development proposals should provide a reduction in expected carbon dioxide emissions through the use of on-site renewable energy generation, where feasible.
- 276. Strategic policy 13 of Core Strategy states that development will help us live and work in a way that respects the limits of the planet's natural resources, reduces pollution and damage to the environment and helps us adapt to climate change.
- 277. The applicants have submitted an energy statement and a sustainability statement for the proposed development which seek to demonstrate compliance with the above

policy.

<u>Energy</u>

278. An energy statement has been submitted which provides an initial assessment of the energy demand and carbon dioxide ( $CO_2$ ) emissions from a baseline building and estimates the expected energy and  $CO_2$  emissions savings associated with the proposed development. This sets out that the proposed development will have total  $CO_2$  emissions of 1105 tonnes per annum and a 35% improvement beyond Buildings Regulations Part L 2013.

The 'be clean' (use less energy)

- 279. The measures proposed include:
  - Low fabric u-values and air permeability rates to reduce heat loss
  - User friendly thermal, time and zone controls
  - Mechanical ventilation with heat recovery
  - High efficiency boilers
  - Solar shading from balconies with low G-values to reduce overheating and reduce excessive solar gain and overheating
  - Low energy lighting and low water use fittings.
- 280. These measures would reduce carbon dioxide emissions by 23% (398 tonnes) when compared to a scheme compliant with building regulations.

#### The 'be clean' measures (supply energy efficiently)

- 281. Policy 5.5 states that LPAs should require developers to prioritise connection to existing or planned decentralised energy networks where feasible. LP5.6 states that development proposals should evaluate the feasibility of CHP systems and where a new CHP system is appropriate also examine opportunities to extend the system beyond the boundary to adjacent sites.
- 282. Major development proposals should select energy systems in accordance with the following hierarchy:
  - 1. Connection to existing heating or cooling networks
  - 2. Site wide CHP network
  - 3. Communal heating and cooling.
- 283. The applicants have held initial discussions with Lend Lease and EON about opportunities for connection to a district heating network served by the forthcoming Energy Centre at Elephant Park. The outcome of these discussions suggest that it would be more practical and viable to connect to other developments closer to Elephant Park prior to connecting to Skipton House, but that there is still an option to connect to Skipton. An appropriately worded s106 clause will be used to secure a future connection to the District Wide Heating Network should it arise.
- 284. In the absence of secure connection it is proposed that low temperature hot water

boilers are installed within the development in conjunction with a Combined Heat and Power (CHP) unit with suitably sized thermal stores to provide primary heating to the Development. The CHP unit would be sized to for 75% of annual residential heating requirements plus 100% of commercial buildings domestic hot water requirements and would be situated at the basement level in the south west corner of the site. The onsite CHP would result in 6% (97 tonnes of  $CO_2$  per annum) reduction in  $CO_2$  emissions over Part L 2013 emissions.

The 'be green' measures (use renewable energy)

285. A renewable energy assessment has been submitted with the application information. This identified photovoltaic (PV) and ground source cooling as the most feasible technologies. Provision of 300sqm of PV panels is proposed on the roof of the office building fronting onto London Road and on the roof of the tower elements. The ground source cooling would provide chilled water at a temperature suitable for chilled beam or chilled ceiling applications and is proposed for base load cooling of office space. The applicants have show that this would result in 6% (100 tonnes of CO<sub>2</sub> per annum) reduction in CO<sub>2</sub> emissions over part L 2013 emissions. This would be short of the 20% target but this would be difficult to achieve given the measures proposed for the 'be clean' and 'be lean' measures referred to above. The applicants have explored providing additional panels on the roof however this is the maximum extent considered possible without result in loss of communal amenity space or shared public garden.

#### Other sustainability matters

- 286. A BREEAM pre-assessment has been submitted for the non-residential elements of the proposed development. This demonstrates how the proposed office space, retail space and cultural space will meet the BREEAM 'excellent' standard, in accordance with Core Strategy policy 13 and incorporates a range of sustainable measures as set out in the applicant sustainability strategy. This will be secured by condition.
- 287. Policy 5.9 of London Plan states that major development proposals should reduce potential overheating and reliance on air conditioning systems and demonstrate this in accordance with the cooling hierarchy:
  - 1. Minimise internal heat generation through energy efficient design
  - 2. Reduce the amount of heat entering a building in summer through orientation, shading, albedo, fenestration, insulation and green roofs and walls
  - 3. Manage the heat within the building through exposed internal thermal mass and high ceilings
  - 4. Passive ventilation
  - 5. Mechanical ventilation
  - 6. Active cooling systems (ensuring they are the lowest carbon options).
- 288. The applicants have stated that they have undertaken design development in accordance with the cooling hierarchy for each of the separate uses on site. This is states that acceptable overheating control will be achievable without the need for cooling. However the thermal modelling has not been undertaken in accordance with the GLA guidance and data sets using 1976, 1989 and 2003 design weather years and the London Weather Dataset. Therefore does not demonstrate that the building will not overheat. This is a matter which has been raised by GLA and council policy

officers. To address this, the applicants have agreed to a condition requiring the submission of revised thermal modelling in accordance with the GLA guidelines.

#### Conclusion on planning issues

- 289. The proposed redevelopment of the site would provide a high density, mixed use development with commercial, residential, cultural and retail uses, and would support the council's objective of consolidating the Elephant and Castle as a major town centre. In particular, the proposed significant increase in the quantum of employment space on site, more than double the existing, which would go a significant way towards meeting the vision of providing 25000 30000sqm of business floor space within the Opportunity Area. In addition the proposed development, with the introduction of 'Skipton Street' and improvements to surrounding streets, would result in improved connectivity and a significant enhancement to public realm within the Opportunity Area. The provision of a new publicly accessible roof garden is a particularly positive benefit of the scheme for existing and future residents.
- 290. The principle of providing an off-site affordable housing solution is acceptable in the specific circumstances of this case and satisfies the sequential test. Officers consider that the level proposed, at 20%, is supported by the submitted Viability Assessment notwithstanding the difference in opinion regarding construction costs. With a s106 obligation that secures a review on substantial implementation which will be based on actual costs and other variables, it is considered that the development will provide the maximum reasonable level of affordable housing and consequently the affordable housing proposed is considered acceptable.
- 291. The development is in a highly appropriate location for a tall building being centrally located at the heart of Elephant and Castle Opportunity Area. Officers are satisfied that the proposal is of the highest architectural standard and will provide exemplary form of residential accommodation including outdoor amenity space. The proposal provides an appropriate response to context and would not harm the character or setting of the nearby conservation areas or listed buildings. Furthermore careful consideration has been given to the impact of the proposal on townscape views including the Westminster World Heritage Site. Although the proposal would be visible from a number of vantage points, this does not cause harm.
- 292. It is recognised that the development of this size and scale, including its demolition and construction, has the potential for significant environmental impacts and therefore an Environmental Statement has been submitted. In arriving at their recommendation, officers had full regard to the Environmental Statement, further information and other information and all submissions relating to considerations contained in this statement. This includes an assessment of possible alternative options and why these were not feasible as well as an assessment of the cumulative impacts of this and other nearby developments. Following mitigation measures, there are likely to be some adverse impacts association with the demolition and construction phases but these impacts would be short term. The development would however result in some adverse impacts to the daylight and sunlight of a number of windows of properties closest to the site. Whilst any resultant adverse impact to neighbouring properties is regrettable, the impacts would not amount to such significant harm that would justify the refusal of planning permission on those grounds.
- 293. Other policies have also been considered but, as set out in the report, no impacts and/or conflicts with planning policy have been identified that couldn't adequately be dealt with by planning obligation or condition. Having regard to all the policies considered and any other material planning considerations it is recommended that planning permission is granted subject to conditions and the completion of a legal agreement.

#### Community impact statement

- 294. 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.
- 295. A Statement of Community Involvement has been submitted which details the public consultation and engagement process undertaken by the applicant prior to submission of the planning application. Public engagement included a series of meetings with key stakeholders, a three day public consultation exhibition (held on 8 10 October 2015), and set up of a dedicated project website.
- 296. The proposal was presented to the Design Review Panel (DRP) on 6 July and 16 November 2016. A summary of the panel's comments are provided at paragraph 139 of this report.

#### Consultations

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

#### **Consultation replies**

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

#### Summary of consultation responses

299. Please see Appendix 2 attached below.

### BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/1399-80	Chief Executive's	Planning enquiries telephone:
	Department	020 7525 5403
Application file: 15/AP/5125	160 Tooley Street	Planning enquiries email:
	London	planning.enquiries@southwark.gov.uk
Southwark Local Development	SE1 2QH	Case officer telephone:
Framework and Development		020 7525 3920
Plan Documents		Council website:
		www.southwark.gov.uk

#### APPENDICES

No.	Title		
Appendix 1	Consultation undertaken		
Appendix 2	Consultation responses received		
Appendix 3	Human rights		
Appendix 4	Computer generated images		

Note: Recommendation document will be supplied at the meeting in the addendum.

## AUDIT TRAIL

Lead Officer	Simon Bevan, Directo	Simon Bevan, Director of Planning				
Report Author	Robin Sedgwick, Sen	Robin Sedgwick, Senior Planning Officer				
Version	Final	Final				
Dated	30 June 2016					
Key Decision?	No					
CONSULTATION W	ITH OTHER OFFICE	RS / DIRECTORATES /	CABINET MEMBER			
Officer Title	Comments sought Comments included					
Strategic Director of Finance and Governance		No	No			
Strategic Director, Environment and No Leisure			No			
Strategic Director of Housing and No Modernisation			No			
Director of Regenera	ctor of Regeneration No No					
Date final report se	Date final report sent to Constitutional Team30 June 2016					

## **APPENDIX 1**

#### **Consultation undertaken**

Site notice date: 28/01/2016

Press notice date: 28/01/2016

Case officer site visit date: n/a

Neighbour consultation letters sent: 28/01/2016

#### Internal services consulted:

Ecology Officer Economic Development Team Elephant and Castle Special Projects Environmental Protection Team Formal Consultation [Noise/Air Quality/Land Contamination/Ventilation] Flood and Drainage Team Highway Development Management Housing Regeneration Initiatives Waste Management

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

Argiva - digital communications BAA - Safeguarding City Of London City of Westminster EDF Energy **Environment Agency** Greater London Authority Historic England Historic Royal Palaces (Tower of London) London Borough of Haringey London Borough of Islington London Borough of Lambeth London City Airport London Fire and Emergency Planning Authority London Underground Limited Metropolitan Police Service (Designing out Crime) National Planning Casework Unit Natural England - London Region and South East Region Network Rail (Planning) Thames Water - Development Planning The Roval Parks The Theatres Trust Transport for London (referable and non-referable app notifications and pre-apps)

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#### Neighbour and local groups consulted:

378 Metro Central Heights 119 Newington Causeway SE1 6DX Po Box 36614 375 Metro Central Heights 119 Newington Causeway SE1 6DX 91 Peronnett House Princess Street SE1 6JS 376 Metro Central Heights 119 Newington Causeway SE1 6DX 6 Cartwright House County Street SE1 381 Metro Central Heights 119 Newington Causeway SE1 6DX 7 Orient Street London SE11 4SR 382 Metro Central Heights 119 Newington Causeway SE1 6DX Unit 233 Elephant and Castle Shopping Centre SE1 6TE 379 Metro Central Heights 119 Newington Causeway SE1 6DX 28 Sutherland Square London 380 Metro Central Heights 119 Newington Causeway SE1 6DX Flat 5 Metro Central Heights SE1 6BA Via Email x Flat 12 Wardroper House SE1 6ET Flat 13 Wardroper House SE1 6ET Flat 10 Wardroper House SE1 6ET 191 Metro Central Heights 119 Newington Causeway SE1 Flat 11 Wardroper House SE1 6ET 6BW 192 Metro Central Heights 119 Newington Causeway SE1 Unit 2a06 South Bank Technopark SE1 3UZ 6BW 189 Metro Central Heights 119 Newington Causeway SE1 Flat 14 Wardroper House SE1 6ET 6BW 190 Metro Central Heights 119 Newington Causeway SE1 Flat 15 Wardroper House SE1 6ET 6BW 196 Metro Central Heights 119 Newington Causeway SE1 Flat 4 Wardroper House SE1 6ET 6BW 197 Metro Central Heights 119 Newington Causeway SE1 Flat 5 Wardroper House SE1 6ET 6BW 194 Metro Central Heights 119 Newington Causeway SE1 Flat 2 Wardroper House SE1 6ET 6BW 195 Metro Central Heights 119 Newington Causeway SE1 Flat 3 Wardroper House SE1 6ET 6BW Flat 8 Wardroper House SE1 6ET 182 Metro Central Heights 119 Newington Causeway SE1 6BT 183 Metro Central Heights 119 Newington Causeway SE1 Flat 9 Wardroper House SE1 6ET 6BT 180 Metro Central Heights 119 Newington Causeway SE1 Flat 6 Wardroper House SE1 6ET 6BT 181 Metro Central Heights 119 Newington Causeway SE1 Flat 7 Wardroper House SE1 6ET 6BT 187 Metro Central Heights 119 Newington Causeway SE1 Unit 2a22 South Bank Technopark SE1 6LN 6BT 188 Metro Central Heights 119 Newington Causeway SE1 Unit 2b22 South Bank Technopark SE1 6LN 6RT 184 Metro Central Heights 119 Newington Causeway SE1 Unit 2a07 South Bank Technopark SE1 6LN 6BT 185 Metro Central Heights 119 Newington Causeway SE1 Unit 2a13 South Bank Technopark SE1 6LN 6BT 209 Metro Central Heights 119 Newington Causeway SE1 Unit 2b06 South Bank Technopark SE1 6LN 6BW 210 Metro Central Heights 119 Newington Causeway SE1 Unit 2b08 South Bank Technopark SE1 6LN 6BW 207 Metro Central Heights 119 Newington Causeway SE1 Unit 2d21 South Bank Technopark SE1 6LN 6BW 208 Metro Central Heights 119 Newington Causeway SE1 Unit 2b01 South Bank Technopark SE1 6LN 6BW 213 Metro Central Heights 119 Newington Causeway SE1 Unit 2b03 South Bank Technopark SE1 3UZ 6BW 214 Metro Central Heights 119 Newington Causeway SE1 Unit 2b04 South Bank Technopark SE1 3UZ 6BW Unit 2a31 South Bank Technopark SE1 3UZ 211 Metro Central Heights 119 Newington Causeway SE1 6BW 212 Metro Central Heights 119 Newington Causeway SE1 Unit 2a35 South Bank Technopark SE1 3UZ 6BW 201 Metro Central Heights 119 Newington Causeway SE1 Unit 2c09 South Bank Technopark SE1 3UZ 6BW 202 Metro Central Heights 119 Newington Causeway SE1 Unit 2d27 South Bank Technopark SE1 3UZ 6BW 198 Metro Central Heights 119 Newington Causeway SE1 Unit 2b07 South Bank Technopark SE1 3UZ 6BW 199 Metro Central Heights 119 Newington Causeway SE1 Unit 2c07 South Bank Technopark SE1 3UZ 6BW 205 Metro Central Heights 119 Newington Causeway SE1 Flat 8 West Combe Apartments SE1 6BN 6BW 206 Metro Central Heights 119 Newington Causeway SE1 10a Gaywood Street London SE1 6HG 6RW 203 Metro Central Heights 119 Newington Causeway SE1 Flat 6 West Combe Apartments SE1 6BN 6BW 204 Metro Central Heights 119 Newington Causeway SE1 Flat 7 West Combe Apartments SE1 6BN 6BW 156 Metro Central Heights 119 Newington Causeway SE1 Unit 2 5-9 Rockingham Street SE1 6PD

65

6BT 157 Metro Central Heights 119 Newington Causeway SE1 6BT 154 Metro Central Heights 119 Newington Causeway SE1 6BT 155 Metro Central Heights 119 Newington Causeway SE1 6BT 160 Metro Central Heights 119 Newington Causeway SE1 6BT 161 Metro Central Heights 119 Newington Causeway SE1 6BT 158 Metro Central Heights 119 Newington Causeway SE1 6BT 159 Metro Central Heights 119 Newington Causeway SE1 6BT 148 Metro Central Heights 119 Newington Causeway SE1 6BT 149 Metro Central Heights 119 Newington Causeway SE1 6BT 145 Metro Central Heights 119 Newington Causeway SE1 6BT 146 Metro Central Heights 119 Newington Causeway SE1 6BT 152 Metro Central Heights 119 Newington Causeway SE1 6BT 153 Metro Central Heights 119 Newington Causeway SE1 6BT 150 Metro Central Heights 119 Newington Causeway SE1 6BT 151 Metro Central Heights 119 Newington Causeway SE1 6BT 173 Metro Central Heights 119 Newington Causeway SE1 6BT 174 Metro Central Heights 119 Newington Causeway SE1 6BT 170 Metro Central Heights 119 Newington Causeway SE1 6BT 172 Metro Central Heights 119 Newington Causeway SE1 6BT 177 Metro Central Heights 119 Newington Causeway SE1 6BT 179 Metro Central Heights 119 Newington Causeway SE1 6BT 175 Metro Central Heights 119 Newington Causeway SE1 6BT 176 Metro Central Heights 119 Newington Causeway SE1 6BT 164 Metro Central Heights 119 Newington Causeway SE1 6BT 165 Metro Central Heights 119 Newington Causeway SE1 6BT 162 Metro Central Heights 119 Newington Causeway SE1 6BT 163 Metro Central Heights 119 Newington Causeway SE1 6BT 168 Metro Central Heights 119 Newington Causeway SE1 6BT 169 Metro Central Heights 119 Newington Causeway SE1 6BT 166 Metro Central Heights 119 Newington Causeway SE1 6BT 167 Metro Central Heights 119 Newington Causeway SE1 6BT 262 Metro Central Heights 119 Newington Causeway SE1 6BX 263 Metro Central Heights 119 Newington Causeway SE1 6BX 260 Metro Central Heights 119 Newington Causeway SE1 6BX 261 Metro Central Heights 119 Newington Causeway SE1 6BX 266 Metro Central Heights 119 Newington Causeway SE1 6BX 267 Metro Central Heights 119 Newington Causeway SE1 6BX 264 Metro Central Heights 119 Newington Causeway SE1 6BX 265 Metro Central Heights 119 Newington Causeway SE1 Flat 32 Pioneer Building SE1 6BN 6BX

10b Gaywood Street London SE1 6HG Unit 1 5-9 Rockingham Street SE1 6PD Unit 6d 10 Keyworth Street SE1 6NG Unit 6e 10 Keyworth Street SE1 6NG Unit 6b 10 Keyworth Street SE1 6NG Unit 6c 10 Keyworth Street SE1 6NG Flat 3 West Combe Apartments SE1 6BN Flat 5 West Combe Apartments SE1 6BN Unit 6f 10 Keyworth Street SE1 6NG Flat 4 West Combe Apartments SE1 6BN Unit 2d06 South Bank Technopark SE1 3UZ Unit 2d07 South Bank Technopark SE1 3UZ Unit 2d02 South Bank Technopark SE1 3UZ Unit 2d03 South Bank Technopark SE1 3UZ Flat 1 Wardroper House SE1 6ET Unit 2d41 South Bank Technopark SE1 3UZ Unit 1a03 South Bank Technopark SE1 6LN Office 10 Keyworth Street SE1 6NG Unit 2a24 South Bank Technopark SE1 3UZ Unit 2d01 South Bank Technopark SE1 3UZ Unit 1a04 South Bank Technopark SE1 3UZ Unit 1d06 South Bank Technopark SE1 3UZ Flat 16 Pioneer Building SE1 6BN Flat 17 Pioneer Building SE1 6BN Flat 14 Pioneer Building SE1 6BN Flat 15 Pioneer Building SE1 6BN Flat 20 Pioneer Building SE1 6BN Flat 21 Pioneer Building SE1 6BN Flat 18 Pioneer Building SE1 6BN Flat 19 Pioneer Building SE1 6BN Flat 8 Pioneer Building SE1 6BN Flat 9 Pioneer Building SE1 6BN Flat 6 Pioneer Building SE1 6BN Flat 7 Pioneer Building SE1 6BN Flat 12 Pioneer Building SE1 6BN Flat 13 Pioneer Building SE1 6BN Flat 10 Pioneer Building SE1 6BN Flat 11 Pioneer Building SE1 6BN

254 Metro Central Heights 119 Newington Causeway SE1 Flat 33 Pioneer Building SE1 6BN 255 Metro Central Heights 119 Newington Causeway SE1 Flat 30 Pioneer Building SE1 6BN 251 Metro Central Heights 119 Newington Causeway SE1 Flat 31 Pioneer Building SE1 6BN 252 Metro Central Heights 119 Newington Causeway SE1 Flat 36 Pioneer Building SE1 6BN 258 Metro Central Heights 119 Newington Causeway SE1 Flat 37 Pioneer Building SE1 6BN 259 Metro Central Heights 119 Newington Causeway SE1 Flat 34 Pioneer Building SE1 6BN 256 Metro Central Heights 119 Newington Causeway SE1 Flat 35 Pioneer Building SE1 6BN 257 Metro Central Heights 119 Newington Causeway SE1 Flat 24 Pioneer Building SE1 6BN 279 Metro Central Heights 119 Newington Causeway SE1 Flat 25 Pioneer Building SE1 6BN 280 Metro Central Heights 119 Newington Causeway SE1 Flat 22 Pioneer Building SE1 6BN Flat 23 Pioneer Building SE1 6BN 276 Metro Central Heights 119 Newington Causeway SE1 278 Metro Central Heights 119 Newington Causeway SE1 Flat 28 Pioneer Building SE1 6BN 283 Metro Central Heights 119 Newington Causeway SE1 Flat 29 Pioneer Building SE1 6BN 285 Metro Central Heights 119 Newington Causeway SE1 Flat 26 Pioneer Building SE1 6BN 281 Metro Central Heights 119 Newington Causeway SE1 Flat 27 Pioneer Building SE1 6BN 282 Metro Central Heights 119 Newington Causeway SE1 Fourth Floor Lancaster House SE1 6DG 270 Metro Central Heights 119 Newington Causeway SE1 Unit 2b25 South Bank Technopark SE1 6LN 271 Metro Central Heights 119 Newington Causeway SE1 Kiosk Outside 21 St Georges Road SE1 6ES 268 Metro Central Heights 119 Newington Causeway SE1 Second Floor Lancaster House SE1 6DG 269 Metro Central Heights 119 Newington Causeway SE1 Unit 2b11 Unit 2b15 And Unit 2b21 South Bank Technopark SE1 6LN 274 Metro Central Heights 119 Newington Causeway SE1 Unit 2b12 South Bank Technopark SE1 6LN 275 Metro Central Heights 119 Newington Causeway SE1 Unit 2b09 South Bank Technopark SE1 6LN 272 Metro Central Heights 119 Newington Causeway SE1 Unit 2b10 South Bank Technopark SE1 6LN 273 Metro Central Heights 119 Newington Causeway SE1 Unit 2b18 South Bank Technopark SE1 6LN 226 Metro Central Heights 119 Newington Causeway SE1 Unit 2b20 South Bank Technopark SE1 6LN 227 Metro Central Heights 119 Newington Causeway SE1 Unit 2b14 South Bank Technopark SE1 6LN 223 Metro Central Heights 119 Newington Causeway SE1 Unit 2b16 South Bank Technopark SE1 6LN

Flat 1 Pioneer Building SE1 6BN

Flat 4 Pioneer Building SE1 6BN

Flat 5 Pioneer Building SE1 6BN

Flat 2 Pioneer Building SE1 6BN

Flat 3 Pioneer Building SE1 6BN

Sixth Floor Lancaster House SE1 6DF

Unit 1 Metro Central Heights SE1 6BN

First Floor Lancaster House SE1 6DF

Unit 2d35 South Bank Technopark SE1 6LN

Book And Latte 100-116 London Road SE1 6LN

6DF

Excluding Second Fourth And Sixth Floor Lancaster House SE1

Fifth Floor Lancaster House SE1 6DF

Third Floor Lancaster House SE1 6DF

66

6BX

6<sub>BX</sub>

6BX

6DB

6BX

6BW

6BX

6BW

6BW

6BX

6BX

6BX

6BX

6BW

6BW

6BW

6BW

6BW

6BW

6BW

225 Metro Central Heights 119 Newington Causeway SE1

230 Metro Central Heights 119 Newington Causeway SE1

232 Metro Central Heights 119 Newington Causeway SE1

228 Metro Central Heights 119 Newington Causeway SE1

229 Metro Central Heights 119 Newington Causeway SE1

217 Metro Central Heights 119 Newington Causeway SE1

218 Metro Central Heights 119 Newington Causeway SE1

215 Metro Central Heights 119 Newington Causeway SE1

216 Metro Central Heights 119 Newington Causeway SE1

221 Metro Central Heights 119 Newington Causeway SE1

222 Metro Central Heights 119 Newington Causeway SE1

219 Metro Central Heights 119 Newington Causeway SE1

220 Metro Central Heights 119 Newington Causeway SE1

6BW 244 Metro Central Heights 119 Newington Causeway SE1 6<sub>BX</sub> 245 Metro Central Heights 119 Newington Causeway SE1 6BX 242 Metro Central Heights 119 Newington Causeway SE1 6BX 243 Metro Central Heights 119 Newington Causeway SE1 6BX 249 Metro Central Heights 119 Newington Causeway SE1 6BX 250 Metro Central Heights 119 Newington Causeway SE1 6BX 247 Metro Central Heights 119 Newington Causeway SE1 6BX 248 Metro Central Heights 119 Newington Causeway SE1 6<sub>BX</sub> 235 Metro Central Heights 119 Newington Causeway SE1 6BX 236 Metro Central Heights 119 Newington Causeway SE1 6BX 233 Metro Central Heights 119 Newington Causeway SE1 6BX 234 Metro Central Heights 119 Newington Causeway SE1 6BX 240 Metro Central Heights 119 Newington Causeway SE1 6BX 241 Metro Central Heights 119 Newington Causeway SE1 6BX 237 Metro Central Heights 119 Newington Causeway SE1 6BX 238 Metro Central Heights 119 Newington Causeway SE1 6BX 51 Metro Central Heights 119 Newington Causeway SE1 6BA 52 Metro Central Heights 119 Newington Causeway SE1 6BA 49 Metro Central Heights 119 Newington Causeway SE1 6BA 50 Metro Central Heights 119 Newington Causeway SE1 6BA 55 Metro Central Heights 119 Newington Causeway SE1 6BA 56 Metro Central Heights 119 Newington Causeway SE1 6BA 53 Metro Central Heights 119 Newington Causeway SE1 6BA 54 Metro Central Heights 119 Newington Causeway SE1 6BA 43 Metro Central Heights 119 Newington Causeway SE1 6BA 44 Metro Central Heights 119 Newington Causeway SE1 6BA 41 Metro Central Heights 119 Newington Causeway SE1 6BA 42 Metro Central Heights 119 Newington Causeway SE1 6BA 47 Metro Central Heights 119 Newington Causeway SE1 6BA 48 Metro Central Heights 119 Newington Causeway SE1 6BA 45 Metro Central Heights 119 Newington Causeway SE1 6BA 46 Metro Central Heights 119 Newington Causeway SE1 6BA 68 Metro Central Heights 119 Newington Causeway SE1 6BA 69 Metro Central Heights 119 Newington Causeway SE1 6BA 65 Metro Central Heights 119 Newington Causeway SE1 6BA 66 Metro Central Heights 119 Newington Causeway SE1 6BA 72 Metro Central Heights 119 Newington Causeway SE1 6BA 73 Metro Central Heights 119 Newington Causeway SE1 6BA 70 Metro Central Heights 119 Newington Causeway SE1 6BA

430 Metro Central Heights 119 Newington Causeway SE1 6DT 431 Metro Central Heights 119 Newington Causeway SE1 6DT 428 Metro Central Heights 119 Newington Causeway SE1 6DT 429 Metro Central Heights 119 Newington Causeway SE1 6DT 434 Metro Central Heights 119 Newington Causeway SE1 6DT 435 Metro Central Heights 119 Newington Causeway SE1 6DT 432 Metro Central Heights 119 Newington Causeway SE1 6DT 433 Metro Central Heights 119 Newington Causeway SE1 6DT 422 Metro Central Heights 119 Newington Causeway SE1 6DT 423 Metro Central Heights 119 Newington Causeway SE1 6DT 420 Metro Central Heights 119 Newington Causeway SE1 6DT 421 Metro Central Heights 119 Newington Causeway SE1 6DT 426 Metro Central Heights 119 Newington Causeway SE1 6DT 427 Metro Central Heights 119 Newington Causeway SE1 6DT 424 Metro Central Heights 119 Newington Causeway SE1 6DT 425 Metro Central Heights 119 Newington Causeway SE1 6DT 446 Metro Central Heights 119 Newington Causeway SE1 6DT 447 Metro Central Heights 119 Newington Causeway SE1 6DT 444 Metro Central Heights 119 Newington Causeway SE1 6DT 445 Metro Central Heights 119 Newington Causeway SE1 6DT 450 Metro Central Heights 119 Newington Causeway SE1 6DT 451 Metro Central Heights 119 Newington Causeway SE1 6DT 448 Metro Central Heights 119 Newington Causeway SE1 6DT 449 Metro Central Heights 119 Newington Causeway SE1 6DT 438 Metro Central Heights 119 Newington Causeway SE1 6DT 439 Metro Central Heights 119 Newington Causeway SE1 6DT 436 Metro Central Heights 119 Newington Causeway SE1 6DT 437 Metro Central Heights 119 Newington Causeway SE1 6DT 442 Metro Central Heights 119 Newington Causeway SE1 6DT 443 Metro Central Heights 119 Newington Causeway SE1 6DT 440 Metro Central Heights 119 Newington Causeway SE1 6DT 441 Metro Central Heights 119 Newington Causeway SE1 6DT South Bank University 21 Keyworth Street SE1 6NG Elephant Kiosk Outside Underground Station Elephant And Castle SE1 6LW Adjacent 74 London Road London Road SE1 6LW

Elephant And Castle Underground Station Elephant And Castle SE1 6LW London College Of Printing And Graphic Art Elephant And Castle SE1 6SB Second Floor Left 21 St Georges Road SE1 6ES

Second Floor Right 21 St Georges Road SE1 6ES

71 Metro Central Heights 119 Newington Causeway SE1 Unit 3 Metro Central Heights SE1 6BN 6BA 59 Metro Central Heights 119 Newington Causeway SE1 Unit 4 Metro Central Heights SE1 6BN 6BA 60 Metro Central Heights 119 Newington Causeway SE1 414 Metro Central Heights 119 Newington Causeway SE1 6DT 6BA 57 Metro Central Heights 119 Newington Causeway SE1 6BA 58 Metro Central Heights 119 Newington Causeway SE1 6BA 63 Metro Central Heights 119 Newington Causeway SE1 6BA 64 Metro Central Heights 119 Newington Causeway SE1 6BA 61 Metro Central Heights 119 Newington Causeway SE1 6BA 62 Metro Central Heights 119 Newington Causeway SE1 6BA 16 Metro Central Heights 119 Newington Causeway SE1 6BA 17 Metro Central Heights 119 Newington Causeway SE1 6BA 14 Metro Central Heights 119 Newington Causeway SE1 6BA 15 Metro Central Heights 119 Newington Causeway SE1 6BA 20 Metro Central Heights 119 Newington Causeway SE1 6BA 21 Metro Central Heights 119 Newington Causeway SE1 6BA 18 Metro Central Heights 119 Newington Causeway SE1 6BA 19 Metro Central Heights 119 Newington Causeway SE1 6BA 8 Metro Central Heights 119 Newington Causeway SE1 6BA Unit 2f 10 Keyworth Street SE1 6NG 9 Metro Central Heights 119 Newington Causeway SE1 6BA 6 Metro Central Heights 119 Newington Causeway SE1 6BA 7 Metro Central Heights 119 Newington Causeway SE1 6BA 12 Metro Central Heights 119 Newington Causeway SE1 6BA 13 Metro Central Heights 119 Newington Causeway SE1 6BA 10 Metro Central Heights 119 Newington Causeway SE1 6BA 11 Metro Central Heights 119 Newington Causeway SE1 6BA 34 Metro Central Heights 119 Newington Causeway SE1 6BA 35 Metro Central Heights 119 Newington Causeway SE1 6BA 32 Metro Central Heights 119 Newington Causeway SE1 6BA 33 Metro Central Heights 119 Newington Causeway SE1 6BA 39 Metro Central Heights 119 Newington Causeway SE1 6BA 40 Metro Central Heights 119 Newington Causeway SE1 6BA 36 Metro Central Heights 119 Newington Causeway SE1 6BA 38 Metro Central Heights 119 Newington Causeway SE1 6BA 25 Metro Central Heights 119 Newington Causeway SE1 6BA 26 Metro Central Heights 119 Newington Causeway SE1 6BA 22 Metro Central Heights 119 Newington Causeway SE1 6BA 24 Metro Central Heights 119 Newington Causeway SE1 6BA 29 Metro Central Heights 119 Newington Causeway SE1 6BA 31 Metro Central Heights 119 Newington Causeway SE1 6BA 27 Metro Central Heights 119 Newington Causeway SE1 6BA 28 Metro Central Heights 119 Newington Causeway SE1 Unit 4e 10 Keyworth Street SE1 6NG 6BA 120 Metro Central Heights 119 Newington Causeway SE1

415 Metro Central Heights 119 Newington Causeway SE1 6DT Flat 1 West Combe Apartments SE1 6BN Flat 2 West Combe Apartments SE1 6BN 418 Metro Central Heights 119 Newington Causeway SE1 6DT 419 Metro Central Heights 119 Newington Causeway SE1 6DT 416 Metro Central Heights 119 Newington Causeway SE1 6DT 417 Metro Central Heights 119 Newington Causeway SE1 6DT 10 Keyworth Street London SE1 6NG Unit 2d 10 Keyworth Street SE1 6NG Unit 2e 10 Keyworth Street SE1 6NG Unit 2b 10 Keyworth Street SE1 6NG Unit 2c 10 Keyworth Street SE1 6NG Unit 3b 10 Keyworth Street SE1 6NG Unit 3c 10 Keyworth Street SE1 6NG Unit 3a 10 Keyworth Street SE1 6NG Unit 1a 10 Keyworth Street SE1 6NG Unit 1b 10 Keyworth Street SE1 6NG Wetherspoons Metro Central Heights SE1 6DQ Flat 9 West Combe Apartments SE1 6BN Unit 1e 10 Keyworth Street SE1 6NG Unit 2a 10 Keyworth Street SE1 6NG Unit 1c 10 Keyworth Street SE1 6NG Unit 1d 10 Keyworth Street SE1 6NG Unit 5b 10 Keyworth Street SE1 6NG Unit 5c 10 Keyworth Street SE1 6NG Unit 4f 10 Keyworth Street SE1 6NG Unit 5a 10 Keyworth Street SE1 6NG Unit 5f 10 Keyworth Street SE1 6NG Unit 6a 10 Keyworth Street SE1 6NG Unit 5d 10 Keyworth Street SE1 6NG Unit 5e 10 Keyworth Street SE1 6NG Unit 3f 10 Keyworth Street SE1 6NG Unit 4a 10 Keyworth Street SE1 6NG Unit 3d 10 Keyworth Street SE1 6NG Unit 3e 10 Keyworth Street SE1 6NG Unit 4d 10 Keyworth Street SE1 6NG

Unit 4b 10 Keyworth Street SE1 6NG

6BB 121 Metro Central Heights 119 Newington Causeway SE1 6BB 117 Metro Central Heights 119 Newington Causeway SE1 6BB 119 Metro Central Heights 119 Newington Causeway SE1 6BB 124 Metro Central Heights 119 Newington Causeway SE1 6BB 126 Metro Central Heights 119 Newington Causeway SE1 6BB 122 Metro Central Heights 119 Newington Causeway SE1 6BB 123 Metro Central Heights 119 Newington Causeway SE1 6BB 111 Metro Central Heights 119 Newington Causeway SE1 6BB 112 Metro Central Heights 119 Newington Causeway SE1 6BB 109 Metro Central Heights 119 Newington Causeway SE1 6BB 110 Metro Central Heights 119 Newington Causeway SE1 6BB 115 Metro Central Heights 119 Newington Causeway SE1 6BB 116 Metro Central Heights 119 Newington Causeway SE1 6BB 113 Metro Central Heights 119 Newington Causeway SE1 6BB 114 Metro Central Heights 119 Newington Causeway SE1 6BB 138 Metro Central Heights 119 Newington Causeway SE1 6BT 139 Metro Central Heights 119 Newington Causeway SE1 6BT 136 Metro Central Heights 119 Newington Causeway SE1 6BB 137 Metro Central Heights 119 Newington Causeway SE1 6BT 143 Metro Central Heights 119 Newington Causeway SE1 6BT 144 Metro Central Heights 119 Newington Causeway SE1 6BT 141 Metro Central Heights 119 Newington Causeway SE1 6BT 142 Metro Central Heights 119 Newington Causeway SE1 6BT 129 Metro Central Heights 119 Newington Causeway SE1 6BB 130 Metro Central Heights 119 Newington Causeway SE1 6BB 127 Metro Central Heights 119 Newington Causeway SE1 6BB 128 Metro Central Heights 119 Newington Causeway SE1 6BB 134 Metro Central Heights 119 Newington Causeway SE1 6BB 135 Metro Central Heights 119 Newington Causeway SE1 6BB 131 Metro Central Heights 119 Newington Causeway SE1 6BB 132 Metro Central Heights 119 Newington Causeway SE1 6BB 86 Metro Central Heights 119 Newington Causeway SE1 6BB 87 Metro Central Heights 119 Newington Causeway SE1 6BB 84 Metro Central Heights 119 Newington Causeway SE1 6BB 85 Metro Central Heights 119 Newington Causeway SE1 6BB 91 Metro Central Heights 119 Newington Causeway SE1 6BB 92 Metro Central Heights 119 Newington Causeway SE1 6BB 88 Metro Central Heights 119 Newington Causeway SE1 6BB 90 Metro Central Heights 119 Newington Causeway SE1

6BB

462 Metro Central Heights 119 Newington Causeway SE1 6DT 463 Metro Central Heights 119 Newington Causeway SE1 6DT 460 Metro Central Heights 119 Newington Causeway SE1 6DT 461 Metro Central Heights 119 Newington Causeway SE1 6DT 466 Metro Central Heights 119 Newington Causeway SE1 6DT 467 Metro Central Heights 119 Newington Causeway SE1 6DT 464 Metro Central Heights 119 Newington Causeway SE1 6DT 465 Metro Central Heights 119 Newington Causeway SE1 6DT 454 Metro Central Heights 119 Newington Causeway SE1 6DT 455 Metro Central Heights 119 Newington Causeway SE1 6DT 452 Metro Central Heights 119 Newington Causeway SE1 6DT 453 Metro Central Heights 119 Newington Causeway SE1 6DT 458 Metro Central Heights 119 Newington Causeway SE1 6DT 459 Metro Central Heights 119 Newington Causeway SE1 6DT 456 Metro Central Heights 119 Newington Causeway SE1 6DT 457 Metro Central Heights 119 Newington Causeway SE1 6DT 478 Metro Central Heights 119 Newington Causeway SE1 6DT 479 Metro Central Heights 119 Newington Causeway SE1 6DT 476 Metro Central Heights 119 Newington Causeway SE1 6DT 477 Metro Central Heights 119 Newington Causeway SE1 6DT 480 Metro Central Heights 119 Newington Causeway SE1 6DT 481 Metro Central Heights 119 Newington Causeway SE1 6DT 470 Metro Central Heights 119 Newington Causeway SE1 6DT 471 Metro Central Heights 119 Newington Causeway SE1 6DT 468 Metro Central Heights 119 Newington Causeway SE1 6DT 469 Metro Central Heights 119 Newington Causeway SE1 6DT 474 Metro Central Heights 119 Newington Causeway SE1 6DT 475 Metro Central Heights 119 Newington Causeway SE1 6DT 472 Metro Central Heights 119 Newington Causeway SE1 6DT 473 Metro Central Heights 119 Newington Causeway SE1 6DT Flat 38 Pioneer Building SE1 6BN Flat 35 Perronet House Gaywood Estate SE1 6JR Flat 36 Perronet House Gaywood Estate SE1 6JR

Flat 33 Perronet House Gaywood Estate SE1 6JR

- Flat 34 Perronet House Gaywood Estate SE1 6JR
- Flat 39 Perronet House Gaywood Estate SE1 6JR

Flat 4 Perronet House Gaywood Estate SE1 6JR

Flat 37 Perronet House Gaywood Estate SE1 6JR

Unit 4c 10 Keyworth Street SE1 6NG

77 Metro Central Heights 119 Newington Causeway SE1 6BB 78 Metro Central Heights 119 Newington Causeway SE1 6BB 74 Metro Central Heights 119 Newington Causeway SE1 6BA 76 Metro Central Heights 119 Newington Causeway SE1 6BB 81 Metro Central Heights 119 Newington Causeway SE1 6BB 83 Metro Central Heights 119 Newington Causeway SE1 6BB 79 Metro Central Heights 119 Newington Causeway SE1 6BB 80 Metro Central Heights 119 Newington Causeway SE1 6BB 103 Metro Central Heights 119 Newington Causeway SE1 6BB 104 Metro Central Heights 119 Newington Causeway SE1 6BB 101 Metro Central Heights 119 Newington Causeway SE1 6BB 102 Metro Central Heights 119 Newington Causeway SE1 6BB 107 Metro Central Heights 119 Newington Causeway SE1 6BB 108 Metro Central Heights 119 Newington Causeway SE1 6BB 105 Metro Central Heights 119 Newington Causeway SE1 6BB 106 Metro Central Heights 119 Newington Causeway SE1 6BB 95 Metro Central Heights 119 Newington Causeway SE1 6BB 96 Metro Central Heights 119 Newington Causeway SE1 6BB 93 Metro Central Heights 119 Newington Causeway SE1 6BB 94 Metro Central Heights 119 Newington Causeway SE1 6BB 99 Metro Central Heights 119 Newington Causeway SE1 6BB 100 Metro Central Heights 119 Newington Causeway SE1 6BB 97 Metro Central Heights 119 Newington Causeway SE1 6BB 98 Metro Central Heights 119 Newington Causeway SE1 6BB 286 Metro Central Heights 119 Newington Causeway SE1 6DB 40 London Road London SE1 6JW 41 London Road London SE1 6JW

38 London Road London SE1 6JW 39 London Road London SE1 6JW Flat 1 22 London Road SE1 6JW Flat 2 22 London Road SE1 6JW 42 London Road London SE1 6JW 43 London Road London SE1 6JW 32 London Road London SE1 6JW 33 London Road London SE1 6JW 30 London Road London SE1 6JW 31 London Road London SE1 6JW 36 London Road London SE1 6JW 37 London Road London SE1 6JW 34 London Road London SE1 6JW 35 London Road London SE1 6JW Flat 1 44 London Road SE1 6JW Flat 2 44 London Road SE1 6JW Flat 11 22 London Road SE1 6JW Flat 12 22 London Road SE1 6JW Flat 5 44 London Road SE1 6JW Flat 6 44 London Road SE1 6JW Flat 3 44 London Road SE1 6JW Flat 4 44 London Road SE1 6JW Flat 5 22 London Road SE1 6JW Flat 6 22 London Road SE1 6JW Flat 3 22 London Road SE1 6JW Flat 4 22 London Road SE1 6JW

Flat 9 22 London Road SE1 6JW

Flat 38 Perronet House Gaywood Estate SE1 6JR Flat 28 Perronet House Gaywood Estate SE1 6JR Flat 29 Perronet House Gaywood Estate SE1 6JR Flat 26 Perronet House Gaywood Estate SE1 6JR Flat 27 Perronet House Gaywood Estate SE1 6JR Flat 31 Perronet House Gaywood Estate SE1 6JR Flat 32 Perronet House Gaywood Estate SE1 6JR Flat 3 Perronet House Gaywood Estate SE1 6JR Flat 30 Perronet House Gaywood Estate SE1 6JR Flat 45 Perronet House Gaywood Estate SE1 6JS Flat 46 Perronet House Gaywood Estate SE1 6JS Flat 43 Perronet House Gaywood Estate SE1 6JS Flat 44 Perronet House Gaywood Estate SE1 6JS Flat 49 Perronet House Gaywood Estate SE1 6JS Flat 50 Perronet House Gaywood Estate SE1 6JS Flat 47 Perronet House Gaywood Estate SE1 6JS Flat 48 Perronet House Gaywood Estate SE1 6JS Flat 6 Perronet House Gaywood Estate SE1 6JR Flat 7 Perronet House Gaywood Estate SE1 6JR Flat 40 Perronet House Gaywood Estate SE1 6JR Flat 5 Perronet House Gaywood Estate SE1 6JR Flat 41 Perronet House Gaywood Estate SE1 6JS Flat 42 Perronet House Gaywood Estate SE1 6JS Flat 8 Perronet House Gaywood Estate SE1 6JR Flat 9 Perronet House Gaywood Estate SE1 6JR Flat 6 Laurie House Gaywood Estate SE1 6HQ Flat 7 Laurie House Gaywood Estate SE1 6HQ Flat 4 Laurie House Gaywood Estate SE1 6HQ Flat 5 Laurie House Gaywood Estate SE1 6HQ Flat 1 Perronet House Gaywood Estate SE1 6JR Flat 10 Perronet House Gaywood Estate SE1 6JR Flat 8 Laurie House Gaywood Estate SE1 6HQ Flat 9 Laurie House Gaywood Estate SE1 6HQ Flat 14 Laurie House Gaywood Estate SE1 6HQ Flat 15 Laurie House Gaywood Estate SE1 6HQ Flat 12 Laurie House Gaywood Estate SE1 6HQ Flat 13 Laurie House Gaywood Estate SE1 6HQ Flat 2 Laurie House Gaywood Estate SE1 6HQ Flat 3 Laurie House Gaywood Estate SE1 6HQ Flat 16 Laurie House Gaywood Estate SE1 6HQ Flat 17 Laurie House Gaywood Estate SE1 6HQ Flat 20 Perronet House Gaywood Estate SE1 6JR Flat 21 Perronet House Gaywood Estate SE1 6JR Flat 19 Perronet House Gaywood Estate SE1 6JR Flat 2 Perronet House Gaywood Estate SE1 6JR Flat 24 Perronet House Gaywood Estate SE1 6JR Flat 25 Perronet House Gaywood Estate SE1 6JR Flat 22 Perronet House Gaywood Estate SE1 6JR Flat 23 Perronet House Gaywood Estate SE1 6JR Flat 13 Perronet House Gaywood Estate SE1 6JR Flat 14 Perronet House Gaywood Estate SE1 6JR Flat 11 Perronet House Gaywood Estate SE1 6JR

Flat 12 Perronet House Gaywood Estate SE1 6JR

Flat 17 Perronet House Gaywood Estate SE1 6JR

Flat 10 22 London Road SE1 6JW

- Flat 7 22 London Road SE1 6JW
- Flat 8 22 London Road SE1 6JW
- 292 Metro Central Heights 119 Newington Causeway SE1 6DB
- 299 Metro Central Heights 119 Newington Causeway SE1 6DB
- 277 Metro Central Heights 119 Newington Causeway SE1 6BX
- 284 Metro Central Heights 119 Newington Causeway SE1 6DB
- 337 Metro Central Heights 119 Newington Causeway SE1 6DQ
- 345 Metro Central Heights 119 Newington Causeway SE1 6DQ
- 306 Metro Central Heights 119 Newington Causeway SE1 6DB
- 330 Metro Central Heights 119 Newington Causeway SE1 6DQ
- 200 Metro Central Heights 119 Newington Causeway SE1 6BW
- 224 Metro Central Heights 119 Newington Causeway SE1 6BW
- 186 Metro Central Heights 119 Newington Causeway SE1 6BT
- 193 Metro Central Heights 119 Newington Causeway SE1 6BW
- 246 Metro Central Heights 119 Newington Causeway SE1 6BX
- 253 Metro Central Heights 119 Newington Causeway SE1 6BX
- 231 Metro Central Heights 119 Newington Causeway SE1 6BX
- 239 Metro Central Heights 119 Newington Causeway SE1 6BX
- 24 London Road London SE1 6JW
- 25 London Road London SE1 6JW
- 101 Newington Causeway London SE1 6BN
- 23 London Road London SE1 6JW
- 28 London Road London SE1 6JW
- 29 London Road London SE1 6JW 26 London Road London SE1 6JW
- 26 London Road London SET 6JW
- 27 London Road London SE1 6JW
- 383 Metro Central Heights 119 Newington Causeway SE1 6DX
- 390 Metro Central Heights 119 Newington Causeway SE1 6DX
- 352 Metro Central Heights 119 Newington Causeway SE1 6DQ
- 359 Metro Central Heights 119 Newington Causeway SE1 6DQ
- 412 Metro Central Heights 119 Newington Causeway SE1 6DX
- Flat 56 Prospect House Gaywood Estate SE1 6HF
- 398 Metro Central Heights 119 Newington Causeway SE1 6DX
- 405 Metro Central Heights 119 Newington Causeway SE1
- 6DX First Floor 21 St Georges Road SE1 6ES
- Unit 5 Metro Central Heights SE1 6BN
- Basement To Seventh Floors Eileen House SE1 6EF
- Student Union Satellite Library Shop Southwark Bridge Road Flat 64 Perronet House Gaywood Estate SE1 6JS SE1 6NJ
- Basement And Part Ground Floor 21 St Georges Road SE1 Flat 53 Perronet House Gaywood Estate SE1 6JS 6ES
- Unit 5 Perronet House Gaywood Estate SE1 6JR
- 9 Rockingham Street London SE1 6PD
- 409a Metro Central Heights 119 Newington Causeway SE1 6DX
- Unit 1 Newington Court Business Centre SE1 6DD
- 398a Metro Čentral Heights 119 Newington Causeway SE1 6DX
- 399a Metro Central Heights 119 Newington Causeway SE1 6DX
- Unit 5 Newington Court Business Centre SE1 6DD
- Unit 6 Newington Court Business Centre SE1 6DD Unit 2 To 3 Newington Court Business Centre SE1 6DD
- Unit 4 Newington Court Business Centre SE1 6DD
- 348a Metro Central Heights 119 Newington Causeway SE1

- Flat 18 Perronet House Gaywood Estate SE1 6JR Flat 15 Perronet House Gaywood Estate SE1 6JR
- Flat 16 Perronet House Gaywood Estate SE1 6JR
- Flat D 60 St Georges Road SE1 6ET

Elephant And Castle Public House 121 Newington Causeway SE1 6BN

- Flat C 60 St Georges Road SE1 6ET
- Flat D 58 St Georges Road SE1 6ET
- Flat 85 Perronet House Gaywood Estate SE1 6JS
- Flat 86 Perronet House Gaywood Estate SE1 6JS
- Flat 83 Perronet House Gaywood Estate SE1 6JS
- Flat 84 Perronet House Gaywood Estate SE1 6JS
- 64-66 Newington Causeway London SE1 6DD
- Flat A 58 St Georges Road SE1 6ET
- 233 Southwark Bridge Road London SE1 6NP
- Flat B 60 St Georges Road SE1 6ET
- Flat C 58 St Georges Road SE1 6ET
- Flat A 60 St Georges Road SE1 6ET
- Flat B 58 St Georges Road SE1 6ET
- Students Union Building South Bank University SE1 6NG

Flat 3 Metro Central Heights SE1 6BA Flat 4 Metro Central Heights SE1 6BA 1 Metro Central Heights 119 Newington Causeway SE1 6BA 2 Metro Central Heights 119 Newington Causeway SE1 6BA Flat 89 Perronet House Gaywood Estate SE1 6JS Flat 90 Perronet House Gaywood Estate SE1 6JS Flat 87 Perronet House Gaywood Estate SE1 6JS Flat 88 Perronet House Gaywood Estate SE1 6JS 237 Southwark Bridge Road London SE1 6NP 235 Southwark Bridge Road London SE1 6NP 103 Gaunt Street London SE1 6DP 250 Southwark Bridge Road London SE1 6NJ Flat 61 Perronet House Gaywood Estate SE1 6JS Flat 62 Perronet House Gaywood Estate SE1 6JS Flat 59 Perronet House Gaywood Estate SE1 6JS Flat 60 Perronet House Gaywood Estate SE1 6JS Flat 65 Perronet House Gaywood Estate SE1 6JS Flat 66 Perronet House Gaywood Estate SE1 6JS Flat 63 Perronet House Gaywood Estate SE1 6JS Flat 54 Perronet House Gaywood Estate SE1 6JS Flat 51 Perronet House Gaywood Estate SE1 6JS Flat 52 Perronet House Gaywood Estate SE1 6JS Flat 57 Perronet House Gaywood Estate SE1 6JS Flat 58 Perronet House Gaywood Estate SE1 6JS Flat 55 Perronet House Gaywood Estate SE1 6JS

Flat 56 Perronet House Gaywood Estate SE1 6JS Flat 77 Perronet House Gaywood Estate SE1 6JS Flat 78 Perronet House Gaywood Estate SE1 6JS Flat 75 Perronet House Gaywood Estate SE1 6JS Flat 76 Perronet House Gaywood Estate SE1 6JS

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377 Metro Central Heights 119 Newington Causeway SE1 6DX

#### Re-consultation: n/a

Flat 9 Prospect House Gaywood Estate SE1 6HF Flat 63 Prospect House Gaywood Estate SE1 6HF

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- Flat 58 Prospect House Gaywood Estate SE1 6HF
- Flat 59 Prospect House Gaywood Estate SE1 6HF
- Flat 55 Prospect House Gaywood Estate SE1 6HF
- Flat 57 Prospect House Gaywood Estate SE1 6HF

# **APPENDIX 2**

### Consultation responses received

Summary of consultation responses

Representations from the occupiers of 42 properties have been received objecting to the proposals, together with three general comments. This includes representations received following a 21 day re-consultation on the revisions to the application, with the responses advising that previous comments had not been addressed. Many objections cite support for the principle of redeveloping the site, but raise concerns regarding the specific nature of the proposals.

## Letters of support

2 letters of support have been received from residents of the local area. They support the proposals on the following grounds:

- The proposed development will benefit community and improve the area
- Tall buildings in this central area are appropriate
- The proposal will improve facilities in the area.

# Objections

Principle/land uses

- The proposed development would result in the loss of local library
- The loss of the hostel
- Proposed commercial space not sustainable
- Loss of existing office space will result in loss of jobs
- Affordable business opportunities should be given to local people
- Proposal does not provide adequate replacement for Coronet.

## Design

- The mixed use of the scheme would harm the special historic and architectural character of Metro Central Heights
- Adverse impact on setting of the Bakerloo tube entrance building
- The proposed building will have an adverse impact on height, scale and massing of proposal/out of character with the area/harmful to conservation areas and listed buildings in the local area
- Over-development of site/proposal overly dense
- The proposed development will result in wind tunnelling
- The cumulative visual impact of this and neighbouring buildings would be

overbearing/too many tall buildings in this area

- The publically accessible park should be provided at the ground floor level.

# Amenity

- Loss of daylight, sunlight and overshadowing to Metro Central Heights, Gaywood Street, Peronnet House and other buildings on London Road
- Noise and disturbance during construction
- Loss of privacy and overlooking towards Metro Central Heights
- Social upheaval due to additional residents and impact on local services such as public transport, doctors surgeries and parks
- Loss of view from Metro Central Heights and Gaywood Street (Officer response this is not a material planning consideration and cannot be taken into account).

## Transport

- Increased traffic and increased demand for parking
- The proposed development would adversely affect highway/pedestrian safety
- Construction traffic and junction capacity
- Proposal fails to resolve access and design issues faced by the transport network in the area surrounding the development.

## Affordable housing

- Lack of affordable housing
- Lack of clarity over the affordable housing offer and the viability appraisal should be made public
- Housing will end up in overseas ownership with detrimental impact on area.

## Sustainability

- Insufficient renewable energy
- Not sustainable development
- Insufficient ecological provision is made.

## Telecommunications

- The proposed will result in telecommunication problems.

## Consultation

- Consultation did not encompass a wide enough area.

# Ministry of Sound

Objection on grounds that the noise impact assessment has not correctly modelled the impact from lower frequency dance music. A noise assessment accompanies the objection which states that the noise impact occurs from the use of the courtyard for events. This recommends that windows are non-opening with additional secondary glazing and that the scheme is re-orientated to place the residential in a part of the site such as London Road or Newington Causeway.

The following comments have been received from statutory consultees:

# CAAG

The proposed development would fail to acknowledge the prevailing character of the area. Southwark should refuse if this is not going to be considered.

# Ecology Officer

Have reviewed this application with regard to ecology. The ecological assessment is acceptable and its findings are agreed; no further surveys are required.

# Environment Agency

No objections subject to conditions.

# Environmental Protection Team

Approval with conditions.

# Flood and Drainage Team

Further details should also be provided of the drainage strategy; this could be dealt with by condition once the discharge rates are agreed.

# GLA

London Plan policies on CAZ, Opportunity Area, mix of uses, housing, urban design, strategic views, inclusion, sustainable development and transport are relevant to this application. Whilst the scheme is generally acceptable in strategic planning terms the application does not yet fully comply with the London Plan as set out below:

- Principle of development: The principle of the proposed mixed use redevelopment is strongly supported in accordance with London Plan Policies 2.11 and 2.13
- Mix of uses: The proposal includes an excellent mix of CAZ uses in accordance with London Plan policies 2.10, 2.11, 3.3, 4.2 and 4.3
- Housing: The proposal to provide a high quality high density residential component to this scheme would increase housing supply and is strongly supported in accordance with London Plan policy 3.3. However, the position on scheme viability must be independently verified so that the maximum reasonable amount of affordable housing may be secured in line with London Plan policy 3.12
- Urban design: The proposed design is well considered and would successfully accommodate the proposed uses within a scheme which would optimise development potential and deliver high quality public realm. Furthermore, GLA officers are of the view that the proposal would provide an appropriate response in

townscape terms, and would not cause harm to designated heritage assets. Notwithstanding this, GLA officers strongly encourage a revised approach to the interface between block B and the retained Bakerloo line

- Strategic views: The scheme would preserve the viewer's ability to recognise and appreciate the Palace of Westminster in views for Serpentine Bridge; and, would not compromise the Outstanding Universal Value of the World Heritage Site. The application therefore accords with London Plan policies 7.10 and 7.12
- Inclusion: The response to access and inclusion is broadly supported in line with London Plan policy 7.2. However, further discussion is sought with respect to the approach to disabled parking
- Sustainable development: The proposed energy strategy and climate change adaptation measures are broadly supported in strategic planning terms. Following the conclusion of discussions on the energy strategy, the Council is encouraged to secure associated energy and adaptation details by way of planning condition in accordance with London Plan policies 5.2, 5.10, 5.11, 5.13, 7.19 and 7.21
- Transport: The applicant should address the matters raised in the transport section of this report with respect to: access and car parking; public realm; walking and cycling; interaction with the Bakerloo line station,; public transport capacity impacts; and travel plan, demolition/construction impacts, deliveries and service plan in line with London Plan policies. 6.3, 6.6, 6.9, 6.10 and 6.14.

## Highways Development Management

If consent is granted the developer must enter into a s278 agreement to complete the following works:

- 1. The footways fronting the development on London Road, Ontario Street, Keyworth Street and Newington Causeway must have a minimum of 2.4m passing width
- The footways must be repaved using Yorkstone on London Road to match the TfL surface and silver grey granite natural stone paving slabs and kerbs on the other streets as per SSDM 'Town Centre' palette
- 3. All pedestrian and vehicle crossings should be according to current SSDM details
- 4. There are external doors shown opening outwards on to footways, on London Road and Ontario Street; these should either open inwards or sliding doors used. Even if the footway area in those sections is 2.4m or more, there is need for a physical barrier to protect pedestrian
- 5. Further to item 4 above, an exception could be made if columns effectively prevent a continuous route such as the columns on Keyworth Street. However, some columns near the junction of Keyworth Street and Ontario Street are shown located within current highway land, these needs to be revised
- 6. To facilitate maintenance, London Borough of Southwark would like to adopt as highway the areas hatched green on the attached drawing.

## Historic England

Objection. The proposed tower would harm the significance of the listed buildings within the Westminster World Heritage site by reducing the visual primacy of the historic buildings. This is particular evident in the LVMF view from the Serpentine Bridge.

In addition, we note that the proposed tower will have a harmful impact upon the settings of conservation areas and listed buildings in other views, particular from West Square and Trinity Church Square.

In our view, the cumulative impact of the proposals on the historic environment causes harm that has not been justified. In that regard, we do not believe the proposals represent sustainable development as required by the NPPF, and we therefore object to them.

We would also expect your council to notify the DCMS regarding the impact on the Westminster World Heritage site as set out under Section 172 of the UNESCO guidelines.

# Local Economy Team

Welcomes the increase in employment space. Notes the office space is designated as high quality with emphasis on the corporate market. Flexible layouts. Supports draft employment land review to accommodate more CAZ type activities.

Development broadly complements current and planned retail activity. 1550sqm of retail triggers need for affordable business space. 97% increase in jobs 1700FTE to 3375FTE.

London Borough of Lambeth (no further comments following re-consultation)

No objection but have requested detailed views to assess the impact on Grade 1 listed Lambeth Palace.

# London Fire and Emergency Planning Authority

The proposed development will need to comply with relevant building regulation standards regarding fire safety.

## London Heathrow Airport Limited

The proposed development has been examined from an aerodrome safeguarding perspective and could conflict with safeguarding criteria unless any planning permission granted is subject to the conditions detailed below:

No Development can take place until mitigation has been agreed and put in place to ensure that the proposed development will have no impact on the H10 radar at Heathrow Airport.

Reason: To ensure the development does not endanger the safe movement of aircraft or the operation of Heathrow Airport through interference with communication, navigational aids and surveillance equipment.

We, therefore, have no aerodrome safeguarding objection to this proposal, provided that the above condition is applied to any planning permission.

## London Underground

No objections subject to conditions requiring detailed design and method statements for all of the foundations, basement and ground floor structures and any other structures below ground level to ensure no detrimental impact on London Underground infrastructure.

# **National Air Traffic Services**

NATS wishes to raise an objection due to the anticipated technical impact on its radar located at Heathrow Airport.

This radar, known as Heathrow H10 PSR/SSR, provides data to the NATS London Terminal Control Centre located in Swanwick, Hampshire as well as to a number of other users including Heathrow and London City airports.

The impact on the radar is anticipated to manifest itself in the form of the generation of false radar targets due to reflections of the radar signal from the building. This is due to the height of the building and the fact that this is significantly greater than that of surrounding buildings, together with a clear line of sight between the H10 radar and the proposed development.

Notwithstanding the above, the resultant effect of reflected energy, i.e. false aircraft targets appearing on air traffic radar displays, can normally be mitigated through a modification to the radar system.

As such, NATS requires mitigation measures to be implemented in order to address this impact. This mitigation solution, referred to as a 'radar mitigation scheme' or 'RMS' mitigates the impact of the development through a modification to the radar system to address the generation of false targets.

While the implementation of the mitigation solution is dependent on the applicant entering into an agreement with NATS, NATS is confident that the technical solution is a tangible and realistic one which can be delivered at this location within the lifetime of the planning consent (3 years).

Accordingly, NATS is satisfied that should the planning authority be minded to grant the application, it would be willing to withdraw its objection subject to the imposition of aviation conditions on the consent.

## Natural England

Natural England has no comments to make on this application.

# **Network Rail**

The developer/applicant must ensure that their proposal, both during construction and after completion of works on site, does not:

- encroach onto Network Rail land
- affect the safety, operation or integrity of the company's railway and its infrastructure
- undermine its support zone
- damage the company's infrastructure
- adversely affect any railway land or structure
- over-sail or encroach upon the air-space of any Network Rail land
- cause to obstruct or interfere with any works or proposed works or Network Rail development both now and in the future.

I give below my comments and requirements for the safe operation of the railway and the protection of Network Rail's adjoining land.

## Plant and Materials

All operations, including the use of cranes or other mechanical plant working adjacent to Network Rail's property, must at all times be carried out in a 'fail safe' manner such that in the event of mishandling, collapse or failure, no plant or materials are capable of falling within 3.0m of the boundary with Network Rail.

### Scaffolding

Any scaffold which is to be constructed within 10 metres of the railway boundary fence must be erected in such a manner that at no time will any poles over-sail the railway and protective netting around such scaffold must be installed. The applicant/applicant's contractor must consider if they can undertake the works and associated scaffold/access for working at height within the footprint of their property boundary.

### Secure By Design

In a development this size which has a mix of office, residential and commercial spaces as well as community areas, in a busy London area which has in the past had above average crime rate I would expect continued consultation with the design out crime unit Therefore if there is not already I would seek to have a secured by design condition for the commercial and office space to achieve SBD Commercial 2015.

The residential areas of the development for the residential now has building regulations ADQ but this does not prevent from the development from achieving Secured by Design design and lay out incorporating lighting, secure cycle storage, digital surveillance CCTV and the applicant actually achieving SBD accreditation if they wish to submit an application to my office. There is no reason why with the correct tested, accredited and third party certificated products and continued consultation that this development should not achieve SBD accreditation.

## Thames Water

No objections subject to conditions in relation to waste water infrastructure, surface water drainage, piling and groundwater risk management.

## Theatres Trust

The Trust welcomes the provision of a new cultural facility within this mixed use development, further enhancing the cultural provision within the Elephant and Castle Opportunity Area. Nevertheless, it is important that all operational issues are taken into consideration at this planning stage to ensure the venue is viable and will deliver the expected cultural benefits for the local community and to the development itself.

In the absence of a venue operator, what is unclear is the rationale in the revised plans which has led to the radical change in design and layout, and the reduction in capacity of the venue to 350-seats with no little income generating support space (as the 3-screen cinema venue and associated basement concessions no longer feature), and if these significant changes will still create a financially viable venue.

This radical change without the involvement of an end user suggests there needs to be a clear vision developed about the purpose of this cultural facility or how it will be used. Performance venues are technically complex facilities and if not designed correctly from the outset, can be costly to retro fit. We strongly recommend a venue operator is involved in this design and planning phase to determine what the venue will be used for, and the appropriate layout, access and technical needs for that purpose. This needs to be incorporated in to the final permitted design to not compromise its viability.

In addition to the specific design needs of the venue operator, the Trust has raised some of the broader design issues with the applicant that need further consideration. These issues include:

- The provision of an appropriate and accessible retail unit at ground level to provide essential income generating bar/café functions for the venue
- ensuring there is sufficient column free space in the basement to provide a suitable and accessible layout for the dressing rooms and other back of house functions, and provision of necessary servicing
- Ensuring appropriate circulation for both audiences, and staff and performers, particularly the connections between the back of house areas and the stage; and
- Provision of suitable access/stage lift to allow sets, musical instruments, and technical equipment to be efficiently delivered to the stage.

If the application proceeds before a venue operator can be involved, there must be sufficient flexibility within the confines of the dedicated cultural space to allow for the detailed design and fit out of the venue to reflect the specific needs of the end user. The Trust recommends:

- Council and the applicant work together to develop a clear vision about the purpose of this cultural facility, what it is to be used for, and how it will be used. This should then inform the design and capacity of the space
- There is a planning condition/s106 requirement for the preparation of a Cultural Management Plan to detail the programme and minimum number of public facing performances, to ensure reasonable publically accessible cultural use
- There is a s106 requirement to tender for a suitable arts organization to operate the performance venue once permission is granted, and the obligations to manage the venue primarily for cultural purposes, in accordance with the Cultural Management Plan. This was the method adopted by Lambeth Council to ensure the viable operation of a new community theatre space currently under construction in Streatham Hill
- There is a planning condition/s106 requirement stating that prior to the commencement of the fit out of the ground and basement level layouts relating to the cultural space, a detailed schedule of works and specification for the performance venue (including back and front of house facilities as well as an ancillary areas) together with technical and electrical installations, fixtures, fittings and seating shall be prepared in conjunction with the selected venue operator and be approved in writing by the local authority and the Theatres Trust
- The s106 ensures provision of suitable funding by the developer for the fit-out of the venue including necessary technical facilities
- The s106 provides clarification on the provision of an appropriate retail unit at ground level to provide essential bar/café functions
- The s106 provides clarification of the type of lease to be offered to the venue

operator e.g. peppercorn or a genuinely affordable rent for both the cultural facility and the associated retail/bar space.

The Theatres Trust does welcome and support the development of this new cultural facility, and in the best interests of all parties, provides this advice to ensure the delivery of a genuinely viable cultural venue that supports the cultural needs of Southwark and the wider area.

# Transport for London

TfL has a number of fundamental concerns with the development proposals, in particular the potential loss of bus standing on Southwark Bridge Road and the interaction with the Bakerloo line station, and potentially public transport capacity impacts. Until these issues, and others identified in the Stage 1 report are addressed, TfL cannot support the application. As such, we would welcome the opportunity to discuss further with the council and the applicant.

# Twentieth Century Society

We have major concerns about the impact of the proposed development. In our view it will cause significant harm to the architectural significance of Metro Central Heights by virtue of its considerable height, design and massing. This is particularly relevant when seen in longer distant views which show the proposed development appear as an extension to Metro Heights, diminishing its current landmark status and visually competing with and overwhelming the existing building. We consider that this harm to the setting of Metro Central House has not been justified and we therefore recommend refusal to the proposals in their current form.

# **APPENDIX 3**

## Human Rights Considerations

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.

This application has the legitimate aim of providing additional residential accommodation 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.







# AGENDA 6.2

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Item No.	Classification:	Date:	Meeting Name:	
5.2	Open	12 July 2016	Planning Committee	
Report title:	<b>Development Management planning application:</b> Application 15/AP/3066 for: Full Planning Permission			
	Address: VINOPOLIS, 1 BANK END (INCLUDING RAILWAY ARCHES BOUNDED BY STONEY STREET, CLINK STREET AND PARK STREET), 16 PARK STREET, 18 PARK STREET (THAMES HOUSE) & WINE WHARF, STONEY STREET SE1			
	<b>Proposal:</b> Redevelopment of Thames House behind retained façade for retail use (either Classes A1 shops, A2 professional services, A3 cafes/restaurants or A4 drinking establishments) on ground floor and offices above, demolition of two storey Thames House side addition; erection of a 6 storey building on land between railway viaduct and 28 Park Street (max. building height 27.4m AOD) to provide retail on ground and part first floors (either Classes A1, A2, A3 and A4) and offices above; remodelling of Wine Wharf building on Stoney Street, replacement of existing two storey Vinopolis Plaza at 16 Park Street with a two storey retail building, refurbishment of railway arches and change of use to retail (either Classes A1, A2, A3 or A4); creation of a basement to provide a cinema (Class D2 use) cycle parking spaces and refuse and recycling; together with the formation of a new north-south route alongside the railway arches and a new east-west retail arcade.			
Ward(s) or groups affected:	Cathedrals			
From:	Director of Planning			
Application Start Date 19/08/2015		15 Applicat	Application Expiry Date 18/11/2015	
Earliest Decisi	ion Date 03/10/201	15 PPA Dat	PPA Date: 01/12/2016	

# RECOMMENDATIONS

- 1. a) That planning permission be granted, subject to conditions and referral to the Mayor of London and the applicant entering into a satisfactory legal agreement.
  - b) That in the event that a satisfactory legal agreement is not entered into by 1 December 2016 that the Director of Planning refuses planning permission, if appropriate, for the reason set out in paragraph 185 of the officer report.

## BACKGROUND INFORMATION

# Site location and description

2. The site is a complex and irregular shaped site that straddles the railway viaducts. It includes Thames House on Park Street and its associated car parking area and the

existing Vinopolis site which is located in the railway arches.

- 3. It is bound by Park Street to the west and south, Stoney Street to the east and the railway arch and Clink Street to the north.
- 4. Thames House is a five storey building, with a later two storey addition which is occupied as offices. It has a car park area to the rear. Also forming part of the site are the arches which are occupied by Vinopolis. Vinopolis comprises a mix of uses including shops, restaurants, bars, offices, commercial space for hire and wine tour space. It also includes Wine Wharf, a bar and restaurant, which fronts Stoney Street. No.16 Park Street, known as Vinopolis Plaza, is a two storey building which has Umbrella Alley, an open space, running alongside it.
- 5. The surrounding area contains a mix of land uses including residential, commercial, cultural spaces, restaurants, cafes and public houses and a hotel. Borough Market lies to the east and south of the site, and contains a number of restaurants, cafes, public houses as well as the market itself. To the west, at 28 30 Park Street, is an eight storey building providing offices at ground to fifth floor levels and residential at sixth and seventh floor levels. No.'s 20 26 Park Street are a terrace of four houses, which are Grade II listed.



# **Details of proposal**

6. The proposals are for a mix of uses including retail, restaurants and bars, offices, a cinema and a gallery.



- 7. The scheme is described in the application as comprising of five buildings/elements:
- 8. Building 1 (Thames House): Facade retention with demolition of the remainder of the building to provide offices and flexible retail at ground floor, entrance to a new two screen cinema at rear, creation of a new route (George Street) from Park Street to a small public space (Clink Yard). The existing two storey side addition belonging to Thames House would be removed, to create a pedestrian and vehicle access.

Building 2: A six storey linear office block constructed between the railway and the existing office/residential building at 28 - 30 Park Street, with flexible retail/restaurant use on the ground and part first floor fronting a new lane (Dirty Lane) from Clink Yard alongside the railway and continuing through the railway arches out on to Clink Street.

Building 3 (Vinopolis Plaza, 16 Park Street): New two storey building constructed following demolition of existing building at 16 Park Street, extending into the adjacent railway arches. The new building would fill in what is known as Umbrella Alley, and provide new retail shops.

Building 4 (Wine Wharf, Stoney Street): Retention of facade of the building and erection of a three storey building behind for retail use.

Building 5 (Vinopolis): Retail use including restaurants, bars and a gallery within the railway arches fronting Stoney Street and Bank End.

- 9. The proposal would provide for a new north-south route through the development, from Park Street to Clink Street, through spaces that would be known as George Street, Clink Yard and Dirty Lane.
- 10. A retail arcade would also be provided, in the form of a parade of small units/stalls linking Bank End with Stoney Street.

- 11. Servicing would take place from Clink Yard and Soap Yard, which would be accessed from Stoney Street.
- 12. <u>Table of floorspaces</u>

Land use	Existing area (GIA)	Proposed area (GIA)
Offices: Thames House (Class B1) Thames House and new build offices	2,685sqm	5,761sqm
Retail (Classes A1, A3 & A4)	1,983sqm	10,369sqm
Assembly and Leisure (Class D2): Vinopolis (including ancillary and associated space) Cinema and gallery	12,099sqm	1,053sqm
Ancillary space: Storage, cycle parking, plant		1,192sqm
Total	16,767sqm	18,375sqm

# Revised plans received

13. On 23 May 2016, the council received revised plans to address a number of comments made by officers, consultees and residents. In summary, the revised plans lowered the height of the office building by 0.5m and introduced a set back so as to reduce the day-lighting impacts for the neighbours at 20 - 26 Park Street. An east-west retail arcade and a gallery were introduced and more space within the site was provided for servicing. A series of design changes were also submitted. The revised plans were subject to a 14 day re-consultation.

# Planning history

# Pre-application advice

14. Pre-application advice was provided in advance of the application. A number of meetings were held with the applicant prior to the submission of this application. The discussions centred around the height of the office building, the design detail of the replacement Thames House building, the provision and nature of the retail and cultural uses, servicing and construction impacts and daylight/sunlight impacts (references 14/EQ/0164 & 15/EQ/0068).

## Screening opinion

15. A request for a screening opinion was made in relation the provision of a mixed use development comprising retail, office, residential and leisure uses, up to six storeys with two basement levels. It was agreed, in a response dated 13 April 2015 that the nature, scale and location of the development would not give rise to environmental

effects of more than local significance and accordingly that an environmental impact would not be required (reference 15/AP/0806). It should be noted that since the opinion was issued, the residential element was omitted from the scheme and replaced with offices. However, this change would not cause additional significant impacts which would affect the conclusion that this development would not require an environmental impact assessment.

# Vinopolis permission, at the railway arches at Stoney Street and Clink Street

16. On 28 May 1998, planning permission was granted with a legal agreement for the conversion to a wine museum including a restaurant and bar, alterations to outbuilding and erection of a new building at Bank End (reference 97/AP/1425). This permission has been the subject of a number of minor amendments, for instance to conditions controlling hours of operation.

# Vinopolis Yard

17. On 10 June 2013, planning permission was granted for the use of the yard for outdoor seating, in association with restaurant and bakery uses, including 12 tables, 50 seats and a landscaping scheme comprising brick and wooden planters and three umbrella canopies (reference 13/AP/0640).

# At Brew Wharf Yard including railway arches 192 - 195 Park Street, SE1

18. Planning permission was granted with a legal agreement on 1 April 2010 for the reuse of existing railway arches for a new restaurant, retail units, bakery and associated plant - the restaurant to extend into a new two storey building to the rear/side of 12/14 Park Street. Erection of four single storey retail units and ancillary stores/W.C. on existing yard. Creation of a new pedestrian link off Park Street connecting through Brew Wharf Yard to Stoney Street; alterations to building on west side of viaduct to facilitate access to service yard and formation of toilets/technical room on second floor (reference 08/AP/1650). This permission was implemented.

# Planning history of adjoining sites

19. At Flat 28, 28 Park Street

Planning permission was granted on 3 February 2015 for a single storey extension to the two-storey residential property on the sixth floor of this building, with associated green roof (reference 14/AP/4218).

## At 38 Stoney Street

20. Planning permission was granted on 24 September 2014 for a new six storey building providing retail use (A1) at ground floor and nine residential units on the upper four floors; 6x2bed, 2x1bed & 1x3bed (reference 13/AP/1123). This development has been completed and is now occupied.

# KEY ISSUES FOR CONSIDERATION

# Summary of main issues

- 21. The main issues to be considered in respect of this application are:
  - a) principle of the proposed development in terms of land use, including the loss of Class D2 floorspace
  - b) design issues, including site layout, height and massing and heritage impact
  - c) impact on the amenities of occupiers of adjoining properties
  - d) traffic issues, including servicing and construction management
  - e) sustainable development implications
  - f) other matters including archaeology, flood risk and CIL
  - g) planning obligations.

# Planning policy

- 22. The statutory development plans for the borough comprise the National Planning Policy Framework 2012, London Plan 2015, Southwark Core Strategy 2011, and saved policies from The Southwark Plan (2007). The council is currently reviewing the Core Strategy and the saved policies of the Southwark Plan and is undertaking to prepare a new Local Plan called the New Southwark Plan. The preparation of the New Southwark Plan has now reached the 'Preferred Option' stage (October 2015). The weight to be attached to any emerging policies will be discussed in the report, where relevant.
- 23. The site is located within the:
  - Central Activities Zone (CAZ)
  - Bankside, Borough and London Bridge Opportunity Area
  - Borough High Street Conservation Area
  - Borough, Bermondsey and Rivers Archaeological Priority Zone
  - Air Quality Management Area
  - Borough and Bankside District Town Centre
  - Bankside, Borough and London Bridge Strategic Cultural Area.
- 24. It has a Public Transport Accessibility Level (PTAL) of 6b where 1 is the lowest level and 6b the highest, indicating excellent access to public transport.
- 25. There are no listed buildings within the site but the site is adjacent to the Grade II listed terrace of four houses at 20 26 Park Street. Also nearby are the Grade I listed

Southwark Cathedral, Grade II listed Floral Hall Portico at Borough Market, No's 1 - 11, 21 and 23 Park Street and the Grade II listed Anchor Public House which is to the south-west of the site and fronts onto the Thames.

- 26. Number 16 Park Street, 20 26 Park Street, Thames House and Wine Wharf fall within the Borough High Street Conservation Area. No other parts of the site are located within a conservation area. The Thrale Street and Union Street Conservation Areas are also nearby.
- 27. The site is located 50m to west of the 'Remains of Winchester Palace, Clink Street and Waterfront', a Scheduled Monument.
- 28. The site sits within the background assessment area for protected view 3A.1 (Kenwood to St Paul's Cathedral) and river prospect view 12 of the London View Management Framework.
- 29. In addition, the site falls within the indicative routing of the 'Low Line' cycle and walking route as identified in the emerging New Southwark Plan (policy DM16).
- 30. National Planning Policy Framework (The Framework)

The NPPF came into effect on 27 March 2012 and is a material planning consideration. Relevant sections are:

Section 1: Building a strong, competitive economy Section 2: Ensuring the vitality of town centres Section 4: Promoting sustainable development Section 7: Requiring good design Section 8: Promoting healthy communities Section 10: Meeting the challenge of climate change, flooding and coastal change Section 12: Conserving and enhancing the historic environment

31. London Plan July 2015

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 2.13 Opportunity areas and Intensification areas Policy 2.15 Town centres Policy 4.1 Developing London's economy Policy 4.2 Offices Policy 4.6 Support for enhancement of arts, culture, sport and entertainment Policy 4.7 Retail and town centre development Policy 4.8 Supporting a successful and diverse retail sector and related facilities and services 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 5.9 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 5.15 Water use and supplies

Policy 5.18 Construction, excavation and demolition waste

Policy 5.21 Contaminated land

Policy 6.1 Strategic approach (transport)

Policy 6.2 Providing public transport capacity and safeguarding land for transport

Policy 6.3 Assessing transport capacity

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.11 Smoothing traffic flow and tackling congestion

Policy 6.12 Road network capacity

Policy 6.13 Parking

Policy 7.1 Lifetime neighbourhoods

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 7.11 London View Management Framework

Policy 7.12 Implementing the London View Management Framework

Policy 7.14 Improving air quality

Policy 7.15 Reducing noise and enhancing soundscapes

Policy 7.21 Trees and woodlands

Policy 7.29 The River Thames

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy

32. Core Strategy 2011

The relevant policies of the Core Strategy are:

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 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

33. The Council's cabinet on 19 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.

- Policy 1.1 Access to employment opportunities
- Policy 1.4 Employment sites
- Policy 1.7 Development within town and local centres
- Policy 1.11 Arts, culture and tourism uses
- 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 3.28 Biodiversity
- Policy 3.31 Flood defences
- 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

34. <u>Supplementary Planning Documents</u>

Section 106 Planning Obligations and CIL SPD 2015 Sustainability Assessment 2009 Sustainable Design and Construction SPD February 2009 Sustainable Transport Planning SPD September 2010 London View Management Framework (2012, SPD to the London Plan) Town Centres (SPD to the London Plan) Bankside, Borough and London Bridge (consultation draft) SPD 2010 (currently on hold pending the preparation of the Bankside Neighbourhood Plan)

35. Other relevant documents

Borough High Street Conservation Area Appraisal 2006 Union Street Conservation Area Appraisal 2010 Thrale Street Conservation Area Appraisal 2012

36. The Lowline: A new direction through the heart of Bankside, prepared by Better Bankside.

# Principle of development

### Relevant policy designations

- 37. The National Planning Policy Framework (NPPF) was published on 27 March 2012. 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, building a strong competitive economy and ensuring the vitality of town centres.
- 38. The NPPF also encourages the effective use of land by reusing land that has been previously developed and also promotes mixed use developments. It states that permission should be granted for proposals unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole.

### Opportunity Area

- 39. The London Plan designates Bankside, Borough and London Bridge as one of a number of Opportunity Areas in the London South Central area. The London Plan notes that such areas are the capital's major reservoir of brownfield land with capacity to accommodate new housing, commercial and other types of development.
- 40. Strategic Targets policy 2 of the Core Strategy underpins the London Plan in terms of Opportunity Areas and states as Southwark's vision for Bankside and Borough:

"We are working with the local community, land owners, Better Bankside and the Cross River Partnership to enhance the area's mix of culture, history and business in a way that is sensitive to its residential communities. There will be new businesses, shops, housing and cultural facilities that will benefit local residents as well as raise the profile of Southwark".

Central Activities Zone (CAZ) and Borough and Bankside District Town Centre

- 41. The site is located within the CAZ which covers a number of central boroughs and covers London's geographic, economic, and administrative core. Strategic Targets Policy 2 Improving Places of the Core Strategy states that development in the CAZ will support the continued success of London as a world-class city as well as protecting and meeting the more local needs of the residential neighbourhoods. It also states that within the CAZ there will be new homes, office space, shopping and cultural facilities, as well as improved streets and community facilities.
- 42. In addition, the site is part of the Borough and Bankside District Town Centre where saved policy 1.7 of the Southwark Plan states that within the centre, developments will be permitted providing a range of uses, including retail and services, leisure, entertainment and community, civic, cultural and tourism, residential and employment uses. Strategic policy 3 of the Core Strategy advises that the network of town centres will be maintained and that at Borough and Bankside District Town Centre, the council will support the provision of new shopping space.

# Bankside, Borough and London Bridge Strategic Cultural Area

43. The Strategic Cultural Area recognises the concentration of existing attractions within the north of the borough and links in with other attractions in Lambeth, Westminster, the City and Tower Hamlets. The area has been designated to protect and enhance the provision of arts, culture and tourism.

# Land use proposals

# Loss of Vinopolis

- 44. The proposal involves the loss of the Vinopolis complex, which comprises a tourist attraction (wine tasting) as well as retail, restaurants, bars, venue hire and ancillary offices. Much of the floorspace is on the upper floors of the railway arches which consists of space available for corporate hire as well as vacant floorspace but only 2,595sqm of the space was the actual wine tasting Vinopolis attraction. Vinopolis closed at the end of 2015 since it was no longer viable to run. Saved policy 1.11 Arts, culture and tourism uses of the Southwark Plan states that changes of use from arts, culture and tourism uses will not be permitted unless the applicant demonstrates a lack of requirement for the facility and either:
  - a) The site's use for an alternative arts, culture and tourist activity is not possible; or
  - b) A facility with similar or enhanced provision is provided locally.
- 45. In addition, London Plan Central Activities Zone policy 2.11 seeks to sustain the CAZ visitor attractions and extend the offer of strategic cultural areas along the South Bank.
- 46. As such the loss of Vinopolis as a tourist attraction would conflict with this policy objective. It is noted that there is no evidence that Vinopolis was marketed for an alternative tourism use or evidence provided in relation to its financial position.
- 47. As referred to above, only a small proportion of Vinopolis comprised of the wine tasting attraction, with the rest comprising of ancillary offices and storage spaces which were under-used. Its operations, including corporate events, had caused some conflict with nearby residents over the years, and any similar large scale attraction may give rise to similar conflicts. Accordingly, its loss does not raise any strategic concern, however, it is important that the replacement cultural offer can mitigate its loss, and support the wider cultural and visitor offer in the area. The replacement cultural provision consists of a boutique two screen cinema at basement level and a ground floor gallery space. The gallery space was added as an amendment to the application, as described in paragraph 13 above. Its main entrance would from Clink Street with the layout suggesting that it would be appropriate for a gallery use. The cinema would add to the mix of uses in the town centre. In floorspace terms, these uses fall far short of the class D2 floorspace currently provided by Vinopolis. Therefore it is necessary to consider the benefits provided by the overall scheme, in terms of the uses, the permeability and new routes, and the opening up of the street frontages, and assess how far these support the wider objectives for the Strategic Cultural Area. It is concluded that these benefits, including opening up a new street through an area which is currently inaccessible, and re-using the magnificent vaulted arches in a way which will allow access for all, are significant benefits of the development. The reduction in D class floorspace is acceptable in the context of the overall benefits of the scheme.

### Offices

- 48. Core Strategy Strategic policy 10 Jobs and Businesses states that the council will increase the number of jobs in Southwark and create an environment in which businesses can thrive. The policy goes on to state that existing business floorspace would be protected and the provision of around 400,000sqm-500,000sqm of additional business floorspace would be supported over the plan period in the Bankside, Borough and London Bridge Opportunity Area to help meet central London's need for office space.
- 49. The proposal would involve uplift in office floorspace which is a positive benefit of the scheme, with 2,685sqm as existing and 5,761sqm as proposed representing an increase of 3,076sqm. The new office floorspace would be located on the upper floors of the rebuilt Thames House and on the upper floors of the new six storey building. The office space would be modern, high quality and more efficiently laid out when compared to the existing offices in Thames House and would suit small to medium enterprises.
- 50. In terms of job creation, the existing offices on the site currently provide approximately 150 full time jobs. The redevelopment could provide for 576 full time office jobs. The development, assuming that the office accommodation is constructed and occupied, would therefore provide higher levels of employment than the existing and the increase in jobs as well as floorspace is welcomed and is a positive factor.

### Retail use

- 51. The development would include new retail units (classes A1 to A4) at ground floor level of the new six storey building, within the railway arches and also the ground floor of Thames House. In total 10,369sqm of retail floorspace is proposed. The provision of new retail uses is supported by saved Southwark Plan policy 1.7 since the site lies in a town centre.
- 52. The retail units would activate the ground floor of the development, and contribute to the vitality and viability of the town centre. However, it is important that the retail offer reflects and enhances the unique character of retail in the area around Borough Market, which is popular and distinctive for its range of small and independent retailers which distinguish it from the mainstream generic 'High Street' or shopping centre environment.
- 53. London Plan policy 4.9 Local Shops states that boroughs should consider imposing conditions or seeking contributions through planning obligations where appropriate, feasible and viable to provide or support affordable shop units suitable for small or independent retailers and service outlets and/or to strengthen and promote the retail offer, attractiveness and competitiveness of centres. Accordingly, it is recommended that provisions be included in the legal agreement to ensure that a minimum of 60% of the retail floorspace would be secured for smaller companies who currently have no more than three retail outlets, so as to ensure they would be recognisably independent, with a marketing strategy to attract these smaller independent retailers. This would ensure that the retail space would not be dominated by High Street brands, reinforcing the reputation of the area as one with a distinctive retail character. These provisions would be set out in the legal agreement.

54. It is also important that the new units could be available to start-up businesses that can benfit from the high footfall and spending power in the area, but might be priced out by high market rents. It is therefore recommended that 15% of the retail floorspace be available of affordable terms for incoming independent retailers, giving them discounted rents whilst their business becomes established. It is recommended that the following discounted terms apply for any new tenant within the affordable units:

Year 1: rent free

Year 2: 40% below market rental levels

Year 3: 30% below market rental levels

Year 4: 20% below market rental levels

Year 5: 10% below market rental levels

- 55. These terms would be available for new lettings within the designated units for a period of at least 40 years, so as to ensure that incoming tenants continue to benefit from the affordable terms, and to ensure the area can continue to attract independent retailers. In addition to the rental terms as set out above, the applicant has agreed to construct the units to an enhanced shell and core form including service heads, to reduce the set-up costs for small retailers. These provisions would also be included in the legal agreement.
- 56. These provisions would ensure that the retail units would be appropriate and complement the unique and special character of the existing retail offer.
- 57. The applicant has also agreed to accept a condition to prevent high street supermarkets from occupying the retail spaces, again to protect the special character of the area. In order to protect the amenities of the area, it is recommended that a cap be placed on the amount of floorspace that could be used for class A3 and class A4 uses (restaurants and drinking establishments). A cap of 30% of the total floorspace has been agreed by the applicant, which is in line with the suggestion from the Borough Market Trustees. The applicant has also agreed a plan showing the location of the potential class A3 and A4 units, in order to allay the concerns of residents in Clink Street about the impact of these uses on residential amenity. Conditions will also be attached to control opening and servicing hours for the retail units, and to prevent units from being combined to create larger retail or bar formats which could affect the character of the area. Visitor management and service management plans would be required through the s106 agreement to address concerns expressed by residents and other neighbours, including the Borough Market Trustees, about the wider impacts of the scale of the development if it is not properly managed and controlled.

## Conclusion on land use

58. As well as the provision of the replacement cultural uses, the proposal also involves the provision of new office and retail space. In combination, the proposed mix of uses is in general conformity with the aspirations of the Opportunity Area, Central Activity Zone, Town Centre and Strategic Cultural Area which support the range of uses proposed. The retail and cultural uses would reinforce the character of the area, and by creating new street frontages within the site, perhaps take some pressure off the congested Borough Market area. The provisions for independent units and affordable

retail space are welcomed, and will ensure that the area maintains its reputation as a distinctive and diverse retail environment.

# Design issues including site layout, height and massing and heritage impact

59. 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".

- 60. The site is currently dominated by the arched railway viaduct. It also contains a number of buildings of different ages ranging from mid 19<sup>th</sup> century to early 21<sup>st</sup> century. Although none of these buildings are listed, Thames House (building 1) and the railway arches (building 5) are considered to be of sufficient heritage value to be treated as 'non designated heritage assets'.
- 61. The former is identified as an 'unlisted building that makes a positive contribution' to the Borough High Street Conservation Area in the adopted Appraisal Statement. It is described as an *"early 20th century brick commercial building, which reinforces the building line of the northern side of the street to the railway arch."* It is worth noting that the submitted material suggests it could be an earlier building, as it is shown in the 1872 Ordnance Survey map and its architectural style, with gables and gothic details, is characteristic of a style popular in the 1870s.
- 62. 16 Park Street, the Vinopolis Piazza (building 3) is also listed as a positive contributor to the conservation area and this building would be demolished under the proposals. However, it would appear that this reference is to a previous building on the site since the current building was built following a permission granted in 2010 (site visits confirm that it is clearly a recent contraction). Whilst the Victorian Society has raised concerns about the loss of the building, it is not considered to have any significant heritage value and its loss would not result in any substantial harm to the conservation area. Its replacement is considered to be appropriate in its scale, massing and detailing.
- 63. It is also considered that Wine Wharf (building 4) is of historical value, although it is not identified as a key unlisted building in the Conservation Area Appraisal Statement.
- 64. The site sits within the background assessment area for protected view 3A.1 from Kenwood viewing gazebo to St Paul's Cathedral as well as being visible within river prospect view 12 of the London View Management Framework.
- 65. Much of the site is not publicly accessible, and is a largely hidden site at the edge of Borough Market. The Stoney Street elevation has a long inactive frontage, Clink Street has limited activity and there modern interventions to the Vinopolis entrance at Band End. The railway viaduct contains handsome arches which are particularly under exploited. So the opportunity exists to create a more open environment which is welcoming and attractive and to remove later, less well-designed additions such as the Vinopolis entrance.

## Site layout

66. The proposed site layout would improve pedestrian routes in the area, in particular providing two new routes as referred to above in paragraphs 9 and 10. The first route would be a new north-south pedestrian and cycle route linking Park Street to Clink Street, alongside the rail arches, facilitated by the demolition of the Thames House

two storey side addition. This route has been incorporated so as to follow the aspirations of the 'Low Line' initiative which are a series of routes to achieve permeability and improved access along the rail viaducts south of the Thames as well as bringing new commercial and employment opportunities. The proposed north-south route would help achieve these aspirations, improving connectivity and creating a new street frontage.



- 67. The Bankside Neighbourhood Forum and Better Bankside have commented that the route would not follow the indicative 'Low Line' route starting off behind The Hop Exchange and through Umbrella Alley. However, no formal routing has been agreed with the New Southwark Plan providing only a very broad indicative alignment. The proposed alignment would provide for a more direct route alongside the arches and would still allow for wider connections to the Thames and London Bridge. In the absence of a firm agreed route within the New Southwark Plan, this proposed route is considered acceptable in meeting the aspirations of the 'Low Line' project.
- 68. The legal agreement would require the route to be delivered as well as kept open during daytime hours, and safeguarded for public access; subject to being closed so as to accommodate servicing (refer to paragraph 143 below).
- 69. The second route would be a new east-west pedestrian route proposed to link Stoney Street with Bank End. The route would be in the form of a retail arcade, with a series of stalls and small shops lining the route. The provision of this route particularly responds to the comments of the Design Review Panel (refer paragraph 100 below) where they felt that the scheme would benefit from east-west permeability. The provision of these two routes is a very positive benefit of the scheme.
- 70. Thames House (building 1) would be redeveloped behind the retained Park Street façade. This is acceptable in principle, subject to the detailed design of the new build, which is further discussed below. The side addition is identified as a positive contributor in the conservation area appraisal, but it is assumed this must be either an error or to relate the building that was on the site prior to recent redevelopment. It

would be demolished to provide for the new north-south route as described above and accordingly would improve the permeability of the area. The public benefits of demolishing this small infill building would significantly outweigh the limited harm that it would cause to the Conservation Area.

- 71. The new office building (building 2) is positioned along the new north-south route, in an area of the site currently comprising of hardstanding/car parking. It would infill the gap between 28 30 Park Street and the railway arches. The building would provide an active frontage to the route, but it is noted that it would have a very tight relationship with its neighbour at 28 30 Park Street. Issues relating to the amenity impacts of this building are discussed later in the report.
- 72. A new two storey plus mezzanine retail building (building 3) would replace the existing two storey Vinopolis Piazza building, so as to continue the streetscene along Park Street with a new active frontage.
- 73. Wine Wharf (building 4) would be remodelled; its façade would be retained with modern interventions behind to encourage pedestrian access through the railway arch.
- 74. The railway arches (building 5) would be better integrated into the development providing active frontages and opportunities to deliver new retail spaces. The existing modern brick infills to the arches would be opened up and replaced with lightweight structural glazing which would enhance the pedestrian experience. Whilst the Victorian Society and Conservation Area Advisory Group did query the opening up of the brick infills to the arches, it is felt that their removal would create a more vibrant street scene and better reveal the grandeur of the structure. However, as suggested by Historic England, it is felt appropriate that a condition be imposed requiring some of the existing arch features to be retained, such as the loading bays, hoists, piers and bullnose brickwork. The retention of these industrial features would help to address the concerns raised by the Victorian Society and Conservation Area Advisory Committee.
- 75. In conclusion, the proposed site layout and arrangement of buildings within the site would improve accessibility as well as creating active frontages which would enhance the pedestrian environment.

### Height, scale and massing

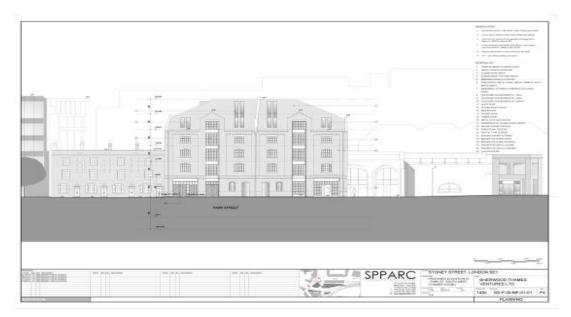
- 76. The tallest element of the proposal is the new linear office (building 2), which is six storeys. Its height would be almost two storeys lower than the existing adjacent eight storey office/residential block at 28 30 Park Street and would not appear over dominant in views towards the site. However, the proximity of the two buildings is challenging, particularly at the upper two levels where 28 30 Park Street is residential. In recognition of short distance between the two buildings, the applicant lowered the height of the offices by 0.5m which has led to some improvement in the relationship with the residential. The reduction also helps to address the concerns of the Victorian Society who considered the height to be challenging. In addition, and as referred to in paragraph 119 there would be no impacts on the day-lighting to the residential units.
- 77. The long (77.9m) eastern elevation of the new office that would run alongside the railway viaduct would have a 'folded' or modulated appearance, breaking up what

could otherwise be a rather monolithic appearance. This is welcomed. It would be divided into nine vertical bays, articulated with alternating paired mono-pitched roofs and flat roofs. The resultant vertical articulation and perception of narrow plot width is welcomed as an appropriate response to the character of the surrounding townscape.

- 78. The rear (west) elevation would be simple in design and composition and would be completely obscured in views from public areas since it faces the rear of 28 30 Park Street. It would feature 'blanked out windows' across the majority of the elevation, with real openings only wrapping around the corners. This is driven more by the desire to avoid overlooking between the two buildings than any other architectural intent.
- 79. On the Stoney Street elevation, the existing façade of Wine Wharf (building 4) would be retained, with a contemporary addition built to the rear and extending one storey higher. This approach is welcomed as, whilst Wine Wharf is not identified as a making a positive contribution to the conservation area in the adopted appraisal statement, it is an attractive building that works well in the street scene. The proposals would have the potential to deliver a good piece of well mannered contemporary architecture that would integrate well into the historic townscape.

### **Detailed design and materials**

- 80. The existing Vinopolis entrance on Bank End was added following planning permission granted for Vinopolis in 1998. It is considered incongruous, and accordingly its removal is welcomed; this would result in a more open approach along Bank End, with a wider footpath and some limited opportunities for planting. Not only would this create a slightly more generous public realm, it would also better reveal the heritage significance of the viaduct.
- 81. The proposed refurbishment and rebuilding of Thames House (building 1) would result in a number of enhancements to the existing building. For example, the existing windows on the front elevation are believed to have been installed in the mid 1990's. They are not particularly sensitive to the host building and would be replaced with slender 'Crittal' type windows and reinstate the original window opening sizes. Subject to the detailed design of the windows (which should be secured by condition), this is considered acceptable.



- 82. Internally, the raised upper ground floor level would be removed to create a level entrance from street level and to increase the height of the ground floor to a level suitable for retail use. Upper ground floor windows would have their cills lowered to street level. Whilst generally supportive of the approach taken to Thames House, Historic England raised concerns in relation to the ground floor alterations, as they felt that the loss of the gothic arches and dentil coving would be regrettable. Revised drawings were submitted to retain these elements, thereby addressing the comments made.
- 83. The existing roof would be replaced at a similar pitch to the existing, but a slightly higher ridge level. The existing extract fans and plant would be removed and the reconstructed roof, which would include new rooflights, would be finished in a Welsh slate.
- 84. A section of the east elevation of Thames House would be retained, but largely it would be rebuilt using, where possible, existing brick from the demolished parts of the building. New windows would be introduced to this elevation, again of a simple warehouse style, with the same slim 'Crittall' style windows proposed for the front elevation. The sensitive introduction of windows into this currently blank eastern elevation is welcomed.
- 85. The palette of materials for the scheme consists of:
  - 'Traditional' brick to match existing surfaces
  - Profiled precast concrete panels with brick motif
  - Bronze coloured metal panels and frames
  - Patterned colours of glazed brick
  - Low iron clear glass
  - 'Crittal' style windows.
- 86. In principle, these materials are considered an appropriate response to the surrounding townscape context.
- 87. One aspect which is less successful are the brick motifs of the names of the new streets. They have the sense of a permanent advertisement and their size appears disproportionate to other features. Conditions could be attached to reduce their extent and size. A condition is also attached to require a signage strategy to be approved, in line with the Borough Market Trustee's request.

## Setting of listed buildings and conservation areas

88. Saved Policy 3.18 states that permission will not be granted for developments that would not preserve or enhance the immediate or wider setting of a listed building; important views of a listed building; the setting of a Conservation Area; or views into or out of a Conservation Area.

- 89. In general, the proposals would have an acceptable impact on the settings of the surrounding heritage assets. As discussed above, the opening up of the railway viaduct and the reuse of the arches (building 5) is welcomed as better revealing the heritage significance of the area.
- 90. As described above, only a small area of the application site is within a conservation area (Sub Area 3, 'Riverside' of the Borough High Street Conservation Area). Thames House (building 1), located within this sub area, is identified as making a positive contribution. In compliance with saved policy 3.16, Thames House would be retained and rebuilt as discussed above.
- 91. No.16 Park Street (building 3), located adjacent to the railway line, would be demolished and rebuilt under the proposals. As referred to above, this building is also identified as a positive contributor but it is assumed this is an error since the building is a recent building built following the 2010 planning permission. The replacement is of a sufficient quality and would integrate appropriately into the conservation area.
- 92. Due to the proposed scale of the development, the new office building would be visible in a number of views from the surrounding townscape and heritage assets. In the existing townscape, the building at 28 - 30 Park Street presents an undesirable visual impact in a number of key views. The proposed six storey office building (Building 2) would screen many views of this building, improving the impact on the Borough High Street Conservation Area. The submitted material demonstrates to the satisfaction of officers that the proposed development would not have a harmful impact on the setting of the Borough High Street Conservation Area, nor to the nearby conservation areas of Union Street and Thrale Street since the development would be obscured by existing foreground buildings.
- 93. The submitted visual impact assessment also confirms that there would be no impact on views of the Grade I listed Southwark Cathedral; with the proposal either not visible or representing an enhancement because it would screen 28 30 Park Street.
- 94. The impact of the proposals on the setting of the listed Georgian terrace at 20 26 Park Street has been considered. The six storey office building would step down to two storeys in height at the rear of these buildings, mitigating the impact to their setting.
- 95. The removal of the existing Vinopolis entrance would enhance the setting of the Grade II listed Anchor Pub which is to the south-west of the site.
- 96. The proposed office building (building 2) would be visible in the backdrop of the view towards the Grade II listed Floral Hall Portico at Borough Market, but it would not unduly dominate it. The varied roofline and use of materials are considered appropriate for the area and would not result in any harm to the setting of the listed building.

# Strategic views

97. Strategic River Prospect 12B1 (as designated by the London View Management Framework) from Southwark Bridge looks towards the application site. The submitted view confirms that whilst the proposed office building (building 2) would be visible from within the view, it would not be located within the central and significant part of the view and accordingly does not raise any concern.

98. Much of the site sits within the background assessment area for the protected view 3A.1 from Kenwood viewing gazebo to St Paul's Cathedral. However, the proposal would not breach the threshold height of 52.1m AOD established for the background assessment area and therefore the office building would not be visible.

#### Landscaping

99. Saved policy 3.13 of the Southwark Plan requires a high quality of design and materials for the street environment including street furniture, planting and public art. There are no trees being lost, and whilst the development maintains the existing pattern of tight streets and hard surfaces, some tree and low level shrub planting would be provided at street level as well as green roofs and green wall planting. The new paving and street design would need to accord with the council's Streetscape Design Manual and this can be enforced by the legal agreement.

#### **Design Review Panel**

- 100. An earlier version of the scheme was presented to the Design Review Panel in February 2015. The panel broadly supported the proposal to reuse the railway arches and to create a new north-south street through the block. However, some concern was expressed in relation to the quantum of retail proposed and the general size of the units. It was felt that this did not match the aspiration to create a bespoke retail offer that would compliment Borough Market and the character of the wider area. The panel considered that the scheme would benefit substantially from greater connectivity in terms of an east-west movement, accommodating desire lines between Borough Market and Park Street; it was acknowledged that the surrounding land is outside of the control of the applicant but encouraged the designers to allow for the potential of such connections to be realised in the future. The panel were concerned that the curved open space outside the six storey office building was too formally laid out. The panel also expressed concern about the strong horizontal expression above the retail units and the resulting separation of the upper levels from the ground floor. The large cantilevers between ground and upper floors were questioned, as was the detailed design of the shop fronts. The back elevation to the proposed office building was queried and it was stated that it should be treated with equal rigour to the other elevations. The panel also requested that the nature of the space between the proposed office building and the existing office on Park Street should be considered. In conclusion, the panel were broadly supportive but felt further work in relation to connectivity, urban grain, public realm, the relationship between ground and upper floors and materiality was needed.
- 101. As referred to in paragraph 13 above, revised drawings were submitted to address some of these concerns. Specifically, independent retail units have been secured, an east-west retail arcade introduced, the curved open space replaced with a more natural layout and the office building re-designed. It is considered that the changes made have successfully addressed the comments and that it did not need to be reviewed by the panel again.

# Conclusion on design

102. This proposal would introduce new pedestrian links and would improve the street frontages by opening up the grand arches The comments of Historic England, the Victorian Society and the Conservation Area Advisory Group have been responded to

with design amendments secured. The overall approach to the design, including the height and impact on heritage assets is considered appropriate and should achieve a very high quality appearance, subject to the attachment of detailed design conditions as set out on the draft decision notice.

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

<u>Daylight</u>

- 103. A daylight and sunlight report has been submitted as part of the application, based on the Building Research Establishments (BRE) guidelines on daylight and sunlight.
- 104. The BRE sets out three detailed daylight tests. The first is the Vertical Sky Component test (VSC), which is the most readily adopted. This test 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 the daylight can be reduced by about 20% of their original value before the loss is noticeable.
- 105. The second method is the No Sky Line (NSL) or Daylight Distribution (DD) method 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 more than 20% in the area of sky visibility, daylight may be affected.
- 106. Another method of calculation is the Average Daylight Factor (ADF) which is a more detailed assessment and considers the amount of sky visibility on the vertical face of a window, but also the window size, room size and room use. The recommendations for ADF in dwellings are 2% for kitchens, 1.5% for living rooms and 1% for bedrooms.
- 107. The BRE recommends that whilst ADF is an appropriate measure for new buildings and master planned areas, VSC/NSL should be principally used to assess impact on existing buildings. Therefore, the scheme has been assessed primarily in relation to the VSC and NSL forms of assessment.
- 108. The submitted report has taken into account the daylight and sunlight impacts for the following buildings which are in residential use, or partly in residential use:
  - 20 Park Street
  - 22 Park Street
  - 24 Park Street
  - 26 Park Street
  - 12 & 13 Stoney Street
  - 6, 8, 10 Park Street.

109. The remaining surrounding properties are either too far away to be affected by the proposed development or are in commercial use.

# 20 Park Street

- 110. This property is located to the south-west of the site. It fronts onto Park Street and has a rear elevation that faces onto the site. It has two windows on its rear elevation that serve habitable accommodation. The remaining windows are stair and bathroom windows. A bedroom window located at second floor level would meet both the VSC and NSL forms of assessment with losses of 16.8% and 2.3% respectively, both of which are within the 20% tolerance.
- 111. The remaining kitchen window would experience a VSC reduction of 24.5%, which would be beyond the 20% referred to in the BRE and therefore could have a noticeable impact. However, the window, being located at ground floor level, already experiences a low VSC of 16.6%. In addition, the NSL analysis confirms that the room would only experience a reduction of 2.3% which would be well within the 20% accepted by the BRE and therefore should be imperceptible to the occupants. In conclusion, the impacts to this property are considered acceptable.

#### 22 Park Street

- 112. This property is also located to the south west of the site and has a rear elevation that faces onto the site. It has two habitable room windows on its rear face, the first is a ground floor conservatory and the second is a second floor bedroom. The bedroom meets both the VSC and NSL tests with reductions of under 20% at 16% under VSC and no reduction at all under NSL.
- 113. In relation to the conservatory window, five of its six windows breach the VSC criteria in that they experience more than a 20% reduction from the existing values. The reductions range from 26.5% to 27.9%. With regard to the NSL, the analysis shows that there will be no change to the distribution of light, because of the large amount of glazing serving the room. It is therefore considered that the room would continue to receive good levels of natural light with the development in place.

#### 24 Park Street

- 114. This property is another property located to the south west of the site with a rear elevation that faces the site. It also has two windows serving habitable accommodation which are a ground floor kitchen and a second floor bedroom. The bedroom meets both the VSC and NSL form of assessment with reductions of 15% under VSC and 6.6% under NSL.
- 115. The ground floor kitchen would see a technical breach in the VSC reduction, in that there would be a 23% loss from the existing value taking it to a VSC of 22%. The NSL result shows compliance with the guidance with a 18.9% reduction. Therefore the impact to the property should be negligible.

# 26 Park Street

116. This property forms the last in the short terrace of properties on Park Street, and also has a rear elevation that faces onto the site. It has a ground floor kitchen and a second floor bedroom which are the only two habitable windows that would be

affected by the proposal. The bedroom comfortably meets the VSC and NSL forms of assessment with reductions of 12% and 11% each.

117. The ground floor kitchen window would experience a 21% reduction which is very close to the guidelines and is considered acceptable. The NSL result shows that there would be a 23% change in the distribution of light within the room which again is only slightly beyond the guidance. Overall, the impacts are not materially beyond the guidance and are considered acceptable and accordingly should not result in notable reductions in daylight.

# 21, 23, 25 & 27 Park Street

118. These are a group of four buildings to the south west of the site, immediately opposite Thames House. The results show full compliance with both the VSC and NSL forms of assessment with only small losses experienced which would be no more than 1.9%. These properties would therefore not be adversely affected by the proposal.

# 28 - 30 Park Street

119. This building is an eight storey building which has two levels of residential accommodation on the top two floors. It is located to the immediate west of the site, and would be 4m away from the proposed six storey office building. The VSC and NSL analysis confirms that none of the windows to the residential flats would experience a reduction because the height of the new office building would be 5m lower than 28 - 30 Park Street. Accordingly, the residential units in this building would not experience any noticeable reduction in their daylight. The objection received from residents of this building in relation to daylight is noted, but the report does conclude that their daylight would not be adversely affected.

# 6, 8 & 10 Park Street

120. These are a terrace of buildings located to the south west of the site, on the other side of the railway viaduct. Residential accommodation can be found on the upper floors. The results show that the development would have very little impact on the accommodation, with passes in both the VSC and NSL criteria. The extent of losses are small, with a maximum of 2.5% in VSC and 1.5% in NSL. The impact to these properties would therefore be negligible.

# 12 & 13 Stoney Street

121. Theses are a terrace of two buildings located to the east of the site, on the other side of the railway viaduct, which contain residential accommodation on their upper floors. The results show that the residential accommodation would continue to experience good levels of daylight, with reductions of no more than 10% under the VSC assessment and 2.3% under the NSL assessment. Accordingly, the impacts to these properties would be acceptable.

# Sunlight

122. The BRE guide states that if a window can receive 25% of the available annual sunlight, including at least 5% of winter sunlight between the hours of 21 September and 21 March, then the room would be adequately sunlight. Only windows that are orientated to face within 90 degrees of due south need to be considered.

123. There are a total of 40 windows which face within 90 degrees of due south. The results of the assessment highlight that all 40 windows satisfy the BRE guidelines and accordingly there would be no noticeable reduction in the amount of sunlight received.

## Sun on ground

- 124. The BRE suggests that no more than half of the garden area should be prevented by buildings from receiving two hours of sunlight on the 21 March. If, as a result of new development the area which can receive some sun on that date is less than 0.8 times its former value than the loss of sunlight is likely to be noticeable.
- 125. The sunlight analysis shows that there would be no change in the sun on ground in the existing and proposed situations, and therefore the scheme would be acceptable in this regard.

#### Conclusion on daylight and sunlight

126. In conclusion, the results of the daylight assessment reveal that there should not be any significant reductions to the daylight experienced by surrounding properties. Apart from some minor impacts to the terrace of buildings at 20 - 26 Park Street, all other residential properties would comply with the BRE guidelines. The extent of reductions to 20 - 26 Park Street would not be significant and not so noticeable that it would materially harm the living conditions. Some weight should be given to the amendments received during the course of the application in order to mitigate its impacts, through the setting back of the office building (Building 2) from its boundary; this has led to some improvements to the daylight impact on 20 - 26 Park Street. The scheme would not have any impact on sunlight. Accordingly, it is considered that the scheme would be acceptable in relation to daylight and sunlight.

# Overlooking/outlook

- 127. In order to prevent harmful overlooking, the Residential Design Standards SPD 2011 requires developments to achieve a separation distance of 12m at the front of the building and any elevation that fronts a highway and a minimum of 21m at the rear.
- 128. To the immediate west of the office building (building 2), there would be a distance of 4m to the office and residential building at 28 30 Park Street. Whilst the gap is very close, there would be no opportunities for overlooking because the western face of the offices would be blank with no windows. The submitted section diagram also demonstrates that the gap would not be overbearing on the residential occupiers at sixth and seventh floor level, since it would be adjacent to an internal corridor rather than any habitable room windows. Whilst the outlook for the residents, particularly on the lower residential floor (6<sup>th</sup> floor), would alter, their view would be across the top of the new building and the outlook would not be significantly compromised. The absence of glazing on the office face means that the relationship is acceptable in terms of overlooking.
- 129. To the south-west are 20 26 Park Street, a terrace of houses, located 12m away from the rear ground floor of the proposed office building (building 2). Again this elevation of the office building does not include any windows, preventing opportunities for overlooking to occur. The first floor of the office building deliberately steps away from these buildings creating a gap of 30m, ensuring that no demonstrable harm by

way of loss of outlook or privacy would occur. The first floor setback would ensure that the office would not be overbearing or give rise to a sense of enclosure to the houses.

- 130. Across Stoney Street, there would be a minimum gap of 6m to residential occupiers on the opposite side of Stoney Street. Residential neighbours located at 15 Winchester Walk and 36 Stoney Street, both of which have windows facing onto the site have raised concerns regarding overlooking to their flats, which start at first floor level. The overlooking would be as a result of the opening up of the brick arches along Stoney Street. The revised plans submitted indicate that obscure glazing would be installed at first floor level, which would address the concerns raised in terms of direct overlooking. The obscure glazing can be secured by condition.
- 131. The remaining surrounding properties are either too far away to be affected by the proposed development or are in commercial use.

<u>Noise</u>

- 132. An environmental noise survey was undertaken to determine the existing noise levels affecting the site. Noise levels were found to be dominated by train movements on the railway viaduct with runs through the middle of the site. This noise intrusion can be controlled by the use of thermal glazing and appropriate sound insulation. A vibration survey was also carried out, the results of which confirm that despite the site's proximity to an existing railway viaduct, it is not subject to significant levels of vibration. Conditions would be imposed in relation to noise levels from plant.
- 133. Potential noise break-out from the development has also been considered, which concludes that noise break out from the proposed retail and cultural uses should not have any significant adverse impacts on existing adjoining dwellings or commercial units in the vicinity of the site. It is noted that there would be an increase in the number of workers and visitors as a result of the new retail units, offices and cultural offer. However it is unlikely that there would be any demonstrable harm caused to residential amenities from their comings and goings because of the site's location in a busy central London environment. The food and drink units would be subject to individual lease agreements to prevent noise nuisance to the residential neighbours. Conditions are recommended in relation to hours of operation of these units which should further ensure the protection of their amenities. It is recommended that an appropriate closing time for the food and drink units and cultural units would be midnight, balancing the proximities to residential occupiers, current hours of other users, and the historic (longer) opening hours of Vinopolis.
- 134. The development would result in a large number of service vehicle movements, including deliveries and refuse collection. As discussed in paragraph 142 below, servicing and deliveries would be limited to 07:00 to 10:00 hours on Mondays to Saturdays and 08:00 to 10:00, which should help to reduce the impact upon neighbouring amenities. Conditions are also recommended to ensure appropriate noise limits for plant and machinery.
- 135. It is therefore considered that the proposal is acceptable in relation to the noise impacts, subject to the attachment of conditions in relation to opening hours, service hours and noise limits for plant and machinery.

Lighting

136. Details of any external lighting should be submitted by condition. This is to ensure that any of the surrounding residential properties do not experience any unreasonable light pollution. As requested by the council's ecology officer, the bird and bat bricks/nesting features should not be illuminated.

<u>Wind</u>

137. A resident has raised concerns over the creation of a wind tunnel effect between No. 28 Park Street and the new office building. The distance between the two buildings would be very close at approximately 4m. Whilst the resident is correct in stating that no assessment has been carried out, it is unlikely that any demonstrable harm would be caused. The ground level space between the buildings is unlikely to be used for any amenity purpose in terms of sitting out and whilst there are residential terraces at the top floor of the building, the lower height of the offices (which would be 5m lower) when compared to the terrace would ensure it would not affect the wind conditions.

# Transport issues

138. Saved policy 5.1 of the Southwark Plan seeks to ensure that development is located near transport nodes, and sustainable transport is promoted. Saved policy 5.2, requires that provision is made for servicing through the site. In addition, saved policy 5.6 of the Southwark Plan requires development to minimise the number of car parking spaces provided taking into account the site Public Transport Accessibility Level (PTAL).

#### Local highway network

- 139. The surrounding area is very congested in terms of vehicular movements as well as pedestrian and cycle movements and typical peaks correlate with Borough Market opening times (Thursday/Friday and Sat 11 19:00). The streets are very narrow, with narrow footways, and have extensive parking controls and accordingly there are moves towards further restrictions to traffic to give clear priority to pedestrians, such as the implementation of a traffic management scheme to forbid vehicles to use Stoney Street, Winchester Walk and Clink Street between 10:00 and 18:00 daily.
- 140. Park Street operates in a broadly north-east direction between Stoney Street to the south and Bank End to the north with a speed limit of 20mph. Park Street continues westward from Bank End towards Sumner Street and operates in a one-way system in a western direction between Stoney Street and Redcross Way. The road also operates a cycle contraflow lane between these two roads. The site and the surrounding area is located within a controlled parking zone, where permits to park on the surrounding streets are required. There are extensive parking (yellow line) controls.

#### Public transport accessibility

141. The site has a public transport accessibility level of 6B (on a scale where 1 represents low accessibility and 6B the highest accessibility) and therefore benefits from an excellent level of public transport accessibility. It is located within a short walk of London Bridge station which connects to the Southern, South Eastern and Thameslink services and the Northern and Jubilee Lines. The site is also well served by bus

#### routes.

## Servicing

- 142. The servicing impacts of the development have been a key consideration in coming to a recommendation on the application. There has been extensive dialogue and negotiation with the applicants to ensure that the servicing impacts of the development are acceptable and would not result in adverse impacts on the surrounding pedestrian and highway network. In line with saved policy 5.2 of the Southwark Plan, servicing would take place from within the site, to avoid additional congestion on the highway. The servicing period would be controlled to avoid the main pedestrian peaks, with bollards used to enforce the hours. Vehicles would enter via the Stoney Street access into the service area of the development, and exit onto Park Street, and then onto Redcross Way.
- 143. The proposal involves a significant uplift in retail floorspace, with a large number of individual retail units each having their own servicing requirements. Office and cultural floorspace is also proposed. A key aspect of the servicing strategy is to keep the majority of the servicing activity to between the hours of 07:00 10:00 daily (or 08:00 to 10:00 on Sundays. This would enable vehicle movement to be kept to a minimum during the peak times of pedestrian and cycle movement associated with Borough Market and the immediately surrounding area. After 10:00 hours, bollards would raised to prevent vehicles from entering the site, with the bollards set back from the highway so that in the unlikely event of a vehicles trying to service after 10:00 hours, the vehicle can pull into the site off the highway and not obstruct Stoney Street.
- 144. Upon completion of the development, 80 servicing trips per day are estimated as outlined in the table below. This estimate has been based on data collected from other similar sized retail and office developments in London.

Land use	Vehicles per day
Class A1	22
Class A3	40
Office	16
Cinema	2
Total	80

145. <u>Table: Daily servicing trips</u>

- 146. Vehicles would arrive at the site from Stoney Street and load from one of the seven loading bays available within the development. The loading bays would accommodate a range of different sizes of vehicles, from light goods vehicles to refuse vehicles. A delivery manager/banksman would be present throughout the servicing times to supervise servicing activity with pedestrians and cycle access managed by temporary concertina gates.
- 147. Each delivery is anticipated to take up to 15 minutes, with an online delivery booking system to ensure vehicles arrive at an agreed time. If a vehicle is delayed due to traffic or an unforeseeable incident, then the driver would need to phone to the delivery manager to see if there is a slot to deliver later that morning.
- 148. Occasional deliveries such as couriers to the offices would use the parking bays on

Park Street which allow vehicles to park for 20 minutes.

149. It is recognised the servicing arrangements would need careful management and accordingly, it is recommended that detailed service management provisions are included in the legal agreement, which should also ensure that the obligations form part of the individual lease agreements of the retail units. Subject to the servicing operating in this very controlled manner, the development would be acceptable in relation to the impact on the surrounding highway network.

# Road safety audit

- 150. A Stage 1 road safety audit of the impact of the development proposals on the surrounding highway has been undertaken. The audit has suggested that the number of vehicles and servicing and construction proposals are suitable and would not adversely impact on the safety of the highway network or its road users.
- 151. Swept path diagrams have been provided for all vehicles, with fully occupied service bays, each vehicle can enter and exit without having its passage obstructed by vehicle in any other loading bay. All vehicles could pass under the railway arches without obstruction.

# <u>Refuse</u>

- 152. Each retail unit would have refuse storage provided. In addition to the daily storage, communal office and retail refuse and recycling stores would be provided at basement level and would include a waste compactor to reduce the volume of the waste. Refuse vehicles would enter the service area on a daily basis within the 07:00 to 10:00 period to collect bins with a private company contracted to collect the refuse.
- 153. Bins would be brought up to the service area by onsite staff via the refuse lift to two refuse holding areas within the service area. It is considered that refuse collection could be adequately managed and therefore would be acceptable.

# Demolition and construction management

- 154. The demolition and construction process will be challenging, because of the limited amount of space on site to accommodate large construction vehicles with space for tipper lorries only. Materials, however, could be stored on site, within the arches.
- 155. The construction process would be split into three phases; i) demolition and piling, ii) excavation and iii) construction. At the peak construction period, a total of 65 vehicles per day would be arriving at the site.
- 156. In order to facilitate the delivery and collection of construction materials, it is proposed to create a loading bay on Park Street, immediately outside Thames House, dimensions of which would be 3.5m wide and 21.5m long. With the loading bay in place, the remaining carriageway would be reduced to 4.1m.
- 157. The council's highway team is confident that the loading bay can be accommodated with minimal disruption to the highway. To facilitate the on street construction loading bay there are a number of temporary alterations which need to be made to the highway. A number of parking bays would need to be suspended around the junction of Park Street and Redcross Way (these will be relocated where possible with

locations currently being considered). The footway outside Thames House on Park Street will also be closed however safe pedestrian access would continue to be provided. Temporary alterations may also be needed to the kerb line at the junction with Park Street and Redcross Way.

# Network Rail

158. Network Rail is freeholder of the arches and accordingly would need to be party to the legal agreement to ensure deliverability of the scheme. They have provided a letter of support with the application which details that the applicant would also need to enter into an Asset Protection Agreement with them.

# Car parking

159. The proposal does not include any car parking. A car free development is proposed which is supported although it is noted that there is no provision for disabled parking which was an issue raised by Transport for London. It is felt that the development's immediate proximity to the London Bridge public transport hub would not warrant the provision of an off street disabled space in this instance.

# Cycling

- 160. Cycle parking for staff would be located at basement level with lift access, with a street-pod system proposed. A total of 103 spaces would be provided. Visitor cycle parking would be provided at ground level in three locations within the site; outside the pedestrian access on Bank End, along the east-west route and to the south on Soap Yard. A total of 114 spaces would be provided. The level of provision would meet the latest London Plan standards and is therefore acceptable. Shower and change facilities for staff would be located at basement level.
- 161. Transport for London initially requested that a 30 cycle docking station should be provided on site as part of the development, and that £200,000 be secured from the applicant to deliver it. However, they later advised that instead, £100,000 should be secured for maintenance of the existing docking stations nearby in lieu of the £200,000 and the on site provision. The applicant is currently in discussions with Transport for London regarding the requested payment.

# Local highway works

- 162. In the event that permission is granted, the applicant would be required to enter into a s278 agreement with the council's highway section to secure a series of highway improvements involving the reconstruction of footways and the reconstruction of the carriageway of Stoney Street from Winchester Walk to Clink Street (to include a natural stone finish in accordance with the Southwark Streetscape Design Manual).
- 163. In addition, a loading ban would be required for the northern end of Bank End, to stop vehicle loading and unloading from the road. A change to the traffic management order would be required to secure this. This would ensure that service vehicles use the on site provision rather than stop on Bank End.

# Travel plan

164. A framework travel plan has been submitted with the application. Given the location

and commercial nature of the development it is considered that visitors and staff would travel to and from the site using sustainable modes, with the use of the private car being minimal. It is recommended that the travel plan be secured by condition, and should include monitoring and review at regular periods.

# Conclusion on transport

165. Subject to securing detailed servicing and construction provisions in the legal agreement, the development would not generate a significant negative impact on the performance and safety of the surrounding highway network or its users. Servicing would be controlled within set hours, and the construction process would be capable of being managed carefully, as confirmed by the submitted Road Safety Audit. Conditions are recommended in relation to securing cycle and refuse provision and travel plans.

# Sustainable development implications

166. The applicant has broadly followed the energy hierarchy as set out in the London Plan and sufficient information has been provided to understand the proposals as a whole. Some additional information was submitted following comments made by the Greater London Authority.

#### Passive design, demand reduction measures and cooling

- 167. A range of passive design features and demand reduction measures are proposed to reduce the carbon emissions of the proposed development, including air permeability and low energy lighting. The demand for cooling would be minimised through solar control glazing and external shading.
- 168. The development is estimated to achieve a reduction of 25% in regulated carbon dioxide emissions compared to a part L 2013 methodology as set out in the building regulations, through design measures.

# District heating

169. Whilst there are no existing or planned district heating networks within the vicinity of the development, the applicant has committed to ensuring that the development is designed to allow future connection to a district heating network should one become available. The applicant is proposing to install a site heat network and has confirmed that all building users would be connected to the network. A 50KwE gas fired CHP network is proposed to be installed to provide the hot water load as well as a proportion of the space heating. This would result in a further 3% improvement over part L of the building regulations, taking the carbon saving to 28%.

#### Renewable energy

170. The applicant is proposing to install roof mounted photovoltaic panels on the new office building. This would amount to a 250sqm array on the office roof and would provide a further 7% improvement over part L 2013. Overall, the carbon saving would achieve a 35% improvement over part L 2013, which would be in line with the requirements of the London Plan and the Core Strategy.

#### <u>BREEAM</u>

171. The development would achieve a BREEAM "excellent" rating for the new offices and new retail units. This meets the policy requirement for commercial uses and is therefore acceptable. The refurbished retail units within the arches however, would achieve a "very good" rating, falling short of the expected "excellent" standard. In this instance this is considered acceptable since there is more limited scope for achieving higher standards for existing spaces that are proposed for re-use.

## Ecology

172. An ecological assessment was submitted with the application. It notes that a survey was undertaken to identify the presence of any protected or rare species. No evidence of any protected species, including bats was found or recorded, and accordingly, no further surveys are required. The development has good potential to provide an enhancement in biodiversity and the inclusion of bird and bat bricks/nesting features, as suggested in the submitted report is welcomed. The biggest gain would be from the green walls and bio-diverse roofs, which would work with photovoltaic panels. Conditions to request further details of the nesting and roosting features, the green wall and bio-diverse are recommended.

#### Other matters

#### Archaeology

- 173. A desk-based assessment was submitted with the application. Much of the site has been previously excavated revealing the significant Roman archaeology to the rear of Thames House in the form of settlement evidence and what has been interpreted as a Roman military trench. There is archaeological potential below the level of the basement at Thames House and in the area of the viaduct arches.
- 174. The archaeological works for this site were discussed in detail with the applicant's archaeologist. An archaeological watching brief has started, which will continue during the demolition and construction process. Within the railway viaducts the monitoring of site investigation works will inform the archaeological response.
- 175. Conditions to secure the archaeological works, building recording and the submission of an assessment report are recommended.

#### Flood risk

- 176. The site is located in flood zone 3 which is defined as having a 'high probability' of river and sea flooding and accordingly the applicant has submitted a flood risk assessment. The Environment Agency noted some of the information included in the assessment namely the information on modelled flood extents has been superseded, but have adopted a pragmatic approach and have not objected since they consider that an updated assessment would not impact on their recommendation. Accordingly they have not objected but have recommended the attachment of conditions relating to contamination and surface water drainage. They also recommend that a flood warning and evacuation plan is requested by condition which should be reviewed by the council's flood team.
- 177. The council's Flood and Drainage Team have reviewed the submitted basement

impact assessment and consider that the basement would not have an adverse impact on surface flooding and ground water flows. Accordingly, the development would be acceptable in relation to flood risk.

# De-stabilisation of surrounding properties

178. Some neighbours have raised concerns about the impact that the new basement would have on the structure of the existing properties. The submitted basement impact assessment has reviewed this matter and considers that it would not have any impact on the infrastructure of the existing properties. A condition is recommended that the basement be constructed in accordance with the submitted assessment.

# Mayoral and Southwark Community Infrastructure Levy (CIL)

- 179. Section 143 of the Localism Act states that any financial contribution received in terms of community infrastructure levy (CIL) is a material "local financial consideration" in planning decisions. The requirement for payment of the Mayoral or Southwark CIL is therefore a material consideration. However, the weight attached is determined by the decision maker. The Mayoral CIL is required to contribute towards strategic transport investments in London as a whole, primarily Crossrail, while Southwark's CIL will provide for infrastructure that supports growth in Southwark.
- 180. In this instance a Mayoral CIL payment of £69,490 and a Southwark CIL payment of £1,374,862 are due.

# Planning obligations (S.106 undertaking or agreement)

- 181. Saved policy 2.5 'Planning obligations' of the Southwark Plan and policy 8.2 of the London Plan advise that local planning authorities should 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 adopted planning obligations and CIL SPD. A s106 agreement is currently being drafted which should include clauses to secure the following:
  - Provision of clauses to require independent and affordable retail space
  - Definition of high street retail to be excluded
  - Delivery of 'low line' route and times to remain open
  - Re-provision of Clink Street arch lighting (currently located in the existing railway arches but would need to be relocated to a new location in the development)
  - Employment and training provisions during construction and in the completed development
  - Public realm improvements to Stoney Street
  - An amendment to the traffic management order to ensure 'no loading' restrictions on Bank End

- Detailed servicing and construction provisions.
- 182. In addition, Transport for London have requested the following two contributions:
  - £6,266 for Legible London signage in the site and in the vicinity of the site, to provide for a finger post in the centre of the public access route with 4 additional signs
  - £100,000 for maintenance and re-distribution of cycles at existing cycle docking stations at Park Street and Southwark Street.
- 183. As referred to in paragraph 158, Network Rail would need to be party to the legal agreement.
- 184. Neighbours and other local groups have provided suggestions for improvements to the local area and have also requested terms that should be secured in the legal agreement. Many of these have already been secured such as landscaping along Stoney Street, the provision of bollards, service and construction management plans and a way finding strategy. Other suggestions would be reviewed and considered as part of the boroughs Community Infrastructure Levy.
- 185. In the event that an agreement has not been completed by 1 December 2016, the Committee is asked to authorise the Director of Planning to refuse permission, if appropriate, 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 public realm, transport network or employment and the proposal would therefore be contrary to saved policy 2.5 'Planning obligations' of the Southwark Plan and policy 14 - 'Implementation and delivery' of the Southwark Core Strategy, the Southwark Supplementary Planning Document 'Section 106 planning obligations' 2015, and policy 8.2 Planning obligations of the London Plan."

# Conclusion on planning issues

- 186. The closure of Vinopolis has allowed for a re-use and redevelopment of this large and enclosed site. The provision of office and retail uses would be appropriate given the town centre location and would support up to 1,100 new jobs as well as providing a diverse range of retail uses which would complement Borough Market. Importantly, the majority of the new retail floorspace would be secured as independent units, with a smaller proportion secured as affordable retail space. Conditions would be attached limiting the amount of Class A3 and A4 uses, as well as opening times which should satisfactorily protect neighbouring amenities as well as the character of the area. Overall, the mix of uses would add to the vibrancy of the area, and reinforce its character as a distinctive and interesting retail and visitor destination.
- 187. The proposal would provide for new north-south and east-west routes which would provide permeability and connectivity in the area, opening up a previously inaccessible site. The north-south route would follow the aspirations of the Low Line, which seeks to introduce access along the rail viaducts.
- 188. The proposed design, including the new office building as well as the rebuilding of

Thames House should achieve a good quality of design, and would not have any adverse impacts on the surrounding heritage assets. The opening up of the grand railway arches will enliven Stoney Street, and the retail environment will benefit from the drama and quality of the arch spaces. The submitted views analysis confirms that there would be no harm to the protected views of the London View Management Framework.

- 189. The impacts of the scheme in relation to daylight and sunlight are considered acceptable. Conditions are recommended to ensure there would be no adverse impacts in relation to overlooking of surrounding residential properties.
- 190. Servicing and construction management would be strictly controlled through the legal agreement; the broad framework and principles are considered acceptable and should not result in any adverse highway or pedestrian impacts.
- 191. It is therefore recommended that permission be granted, subject to conditions as set out on the draft decision notice, completion of an s106 agreement on the terms set out above, and referral to the Mayor.

# Statement of community involvement

- 192. 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.
- 193. A Statement of Community Involvement has been submitted with the application. The document sets out the pre-application consultation that has been carried out with neighbouring properties and members of Southwark Council as well as community groups such as the Bankside Residents Forum, Better Bankside, Clink Street Residents Group and Borough Market Traders. The consultation consisted of individual meetings with each of the respective groups. The scheme was also presented informally to Ward Members and Members of the planning committee in May 2016 (Councillors Nick Dolezal, Adele Morris and David Noakes).
- 194. In addition, a public exhibition was carried out on Saturday 13 June 2015 and 15 June 2015, publicised through the sending of individual letters to 1,152 local residents and businesses. The applicant continued to meet with residents after the application was submitted.
- 195. The key issues raised were in relation to the following; servicing and congestion impacts, the impact on pedestrian footfall and flows, impact on views from surrounding residential properties and queries about the type of retail units and their signage.
- 196. The submitted statement has summarised the responses received during consultation and has set out how it has responded to the issues and concerns raised. Revisions made include the creation of a larger servicing area, the provision of new pedestrian routes through the development, greater information on the type of retail units and the development of a signage strategy. More information was presented in relation to impacts to the surrounding residents. The extent of the consultation and engagement by the applicant was significant and helped to shape the final form of the proposal.

# Consultations

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

# Consultation replies

- 198. Details of consultation responses received are set out in Appendix 2.
- 199. Summary of responses to the initial consultation

13 objections received, raising the following issues:

- Concern over the scale of development
- Height of the new office building is excessive and should be two storeys lower
- The new office building is flat and featureless
- Concern over fabric of nearby listed buildings
- Object to loss of brick columns and walls which infill the railway arches on Stoney
   Street
- Impacts on daylight and sunlight (from residential occupiers at 28 30 Park Street, and 20 - 26 Park Street)
- Overshadowing of rear gardens (to 20 26 Park Street)
- Sense of enclosure (to residential units at 28 Park Street)
- Overlooking (to 15 Winchester Walk, flats in Pontifex Wharf (36 Stoney Street) and 24 Park Street, 28 - 30 Park Street); with some suggestion for obscure glazing
- Increase in noise from plant, restaurants, bars and cinema
- Condition should be imposed to ensure no plant is located on the roof of the office
- De-stabilisation of 20 26 Park Street
- Light pollution from office building
- Concerns over creating a wind tunnel effect between 28 Park Street and the new building, no assessment has been made of this impact
- Concern over anti social behaviour and need for 24 hour security at night
- Do not consider that fashion retail will work here
- Concerns over servicing and impact on surrounding highway

- Increase in traffic
- An agreement is required to make Redcross Way two-way from 7am to 10am for deliveries, or Park Street becomes two way, or both, so as to accommodate service vehicles
- Concerns over construction management because of the tight site
- Each retail unit needs its own refuse storage facilities
- The area of public realm will instead by used for deliveries, disposals rather than for pedestrians
- Need to see that the amenity area will be trolley and motor free, and how this will be secured as presently could become a safety issue
- Condition needed to ensure 30% A2/A3/A4 uses will be at the south of the site, away from Clink Street
- Condition needed for diverting cinema leavers away from residential streets or alternatively the provision of a steward
- Condition needs to be added limiting access to Clink Street after 10pm.

# 200. One letter of support:

More and varied shopping, drinking and cultural space is welcomed. A new cinema would be great.

# 201. In addition, neighbours have made the following suggestions for S106

- An electronic bollard system at corner of Winchester Walk and Stoney Street to ensure residential amenity is not destroyed at night
- Aural alert system for opening of Clink Wharf garages to alert pedestrians to move
- Moving the Umbrella Alley installation to another part of the site rather than removing it
- Fixing the dangerous footpath around Monmouth Coffee, Elliots, Neal Yard Dairy
- A GP surgery
- Landscaping of Stoney Street.

# Statutory consultees

#### 202. Greater London Authority

Stage 1 report issued with comments made. Support the principle of the intensification of the site. However the replacement cultural offer needs re-considering. The design does not raise any strategic concern. Further work is required to address delivery and

servicing needs. Additional energy information is required. In conclusion, whilst the application does not comply with the London Plan, remedies such as securing additional culture uses with more consideration given to deliveries, servicing and energy could address the deficiencies.

#### 203. Transport for London

Comments made. A car free development is proposed and is supported however at least one on street parking bay for blue badge holders, equipped with electric vehicle charging points should be secured. Further information is required in relation to short and long term cycle provision with lockers, showers and change facilities also secured. £200,000 should be secured for a 30 dock cycle docking station, including an appropriate area of land because of the additional demand arising from the cinema and leisure facilities. Support the new public access route however raise concern with the quality of its environment as parts of the route would be used by service and refuse vehicles. The route should be compliant with London Cycling Design Standards. Request delivery and servicing plans, as well as travel and construction management plans. A contribution of  $\pounds$ 6,266 should be made to Legible London signage for a finger post and 4 new directional signs.

#### 204. Network Rail

Comments made. A number of issues need to be carefully considered on this development. These include cranes and scaffolding adjacent to Network Rail infrastructure, loadings that will have an effect on Network Rail adjacent assets and the effects of piling foundations on the adjacent viaduct. Acknowledge that Network Rail is already working with the developer on the progression of this proposal. It is important due to its proximity and scale that the developer continues to liaise with Network Rail through an Asset Protection Agreement.

205. Subsequent letter of support received from Network Rail supporting the proposal and subject to agreeing an Asset Protection Agreement, are confident that the scheme would not have any detrimental impact on the operation of the railways. Support the reuse of the arches which will greatly increase the amount of active frontage and vibrancy in the area. Pleased to see the opening up of arches in the new street which would tie in with the 'low line' principles to offer greater permeability.

#### 206. Metropolitan Police

Comments made. This is a great project which will enhance the area. Security measures must be considered for the safety of the public. The crime rate in this area at times is above average and this can be reduced by taking measures into consideration at the design stage. At night, the new route could become a honey pot for robbers, urinaters etc. One of the ways to stop this is to secure the area with gates from the three access/egress points at Stoney Street, Clink Street and Park Street. Another alternative is the use of night time security personnel. External shutters to individual units are not advised as this reduces light from the unit displays and acts as a graffiti blanket. Internal collapsible grilles are aesthetically better and allow light through and the retail displays to be show. These measures should enable the development to conform to the Secured By Design commercial 2015 standards and a condition should be attached requiring approval.

#### 207. Victorian Society

Object on basis of harm to the setting and appearance of the Borough High Street Conservation Area.

- 208. The application proposes the substantial demolition of Thames House building, and the retention, with alterations, of its façade. The loss of much of this locally important building, including both its NW and SE return elevations, would harm the character of the conservation area. Furthermore, the proposed treatment of the building's façade would result in the loss of some attractive detailing, such as the dentil cornicing and arched windows in the ground floor. In order to reduce harm to the conservation area, not only should the building's south-eastern return elevation be retained, but a more scholarly restoration of the front façade is required.
- 209. The application concludes that the early twentieth-century brick warehouse to the west of the railway line is not a non-designated heritage asset. The society disagrees with this assessment and object to its demolition. Its appearance suggests that it was constructed at the very beginning of the twentieth century and it was no doubt associated with the railway, beside which it sits, and with the industrial activities that defined the area. It is an imposing structure, with robust blank elevations that possess a great deal of character and it contributes positively to the setting of the conservation area.
- 210. Also object to the opening-up and glazing-in of the railway arches along Stoney Street. The glazing in of the railway arches would entail a significant and unjustified loss of historic fabric and would harm the industrial character and appearance of the area. Furthermore, the introduction of large expanses of structural glazing would be incongruous and would considerably and detrimentally alter the fundamental character of the street.
- 211. Finally, the proposed new six storey building would be too tall and would harm important views of Borough Market and the local roofscape, particularly when viewed from the railway line itself. At the very least, and in order to minimise its detrimental impact, it should be reduced in height by at least a storey.
- 212. Health and Safety Executive

No comments.

213. Natural England

No comments.

214. Historic England

Comments made. The six storey office building would create a significant impact in a number of views within the conservation area. However its design and materials evoke the industrial character of the conservation area and by screening the uncharacteristic modern office behind, will help enhance its setting. The information indicates that there would be no significant impact on other designated heritage assets in the area such as Winchester Palace or Southwark Cathedral. Although the significant changes to the rear of Thames House are undesirable, it is appreciated that the changes are required to facilitate the new public routes and central public realm. However the loss

of the gothic arches and dentils at ground level would be regrettable and therefore recommend that the ground floor elevation is amended to retain more of these Victorian features characteristic of the conservation area.

## 215. Council for British Archaeology

No objections, proposals being viewed as an enhancement of the area.

#### 216. Environment Agency

No objection subject to the attachment of conditions.

#### 217. London Underground

No comments.

#### 218. Thames Water

No comments subject to the attachment of an impact piling method statement.

#### Local groups

#### 219. Borough Market Trustees

Comments made. Overall, the development has the potential to make a valued and positive contribution to the area. However, there are areas of concern and clarification needed on general principles and specific elements. Servicing impact - the transport assessment states that the site could accommodate 28 - 40 deliveries per hour with 90 trips a day predicted. There is no consideration of the impact of these extra trips alongside the markets existing servicing needs, as well as those of other developments in the area. The development will cause gueuing and congestion in the streets and create hazard and safety issues. Suggest that an infrastructure strategy addresses future servicing needs for the area. Request provision of a service delivery plan which we can be party to. In relation to construction, concern that without careful consideration, market trading will be impacted on to an unacceptable degree. Need confirmation that construction vehicles are routed via Bank End and Redcross Way and not circle Borough Market. Request that two-way access and management of Redcross Way be formalised. Construction and waste management plans should be submitted. The applicant has suggested that 30% of the total retail floorspace be for A3 and A4. This seems reasonable, suggest a condition to control this. Welcome introduction of artisan/independent retailer and small scale cafes. Concerned that commercial pressures may come to bear or if the development changed hands, other secondary retailers may creep in. Suggest that a tenant mix strategy which specifically prevented high street chains be requested and secured. This has been done at alternative historic London markets, such as Spitalfields (PA/11/00602). The Trustees are against a concentration of destination A3 or A4 bar uses occupying these arches as they can cause disruption to the area and out of character with small scale nature and uses. A condition should be attached preventing linking of the units, unless permission is sought. Support the lack of supermarket on the site but need provisions to enforce this. Condition to prevent A5 takeaways. Need conditions to guide design of individual shop units. Need provision for public toilets. Need way finding and signage strategy.

- 220. Summary of s106 suggestions:
  - Strategic Infrastructure Strategy
  - Service Delivery Plan
  - Waste Management Plan
  - Construction Logistics Plan
  - Wayfinding strategy
  - Clause on two way access and management of Redcross Way during construction including provision for the demolition of existing buildings prior to works commencing
  - Clause on requirement for tenant mix to be linked to special character of the Conservation Area.
- 221. Summary of suggested conditions:
  - Management Plan to control use split and location of retail uses across site
  - Confirm use of large units in arches and prevent occupation by large scale destination A3 restaurants or A4 uses
  - Prevent A1 supermarkets occupying the site
  - Prevent A5 uses occupying the site
  - Design guidelines for shopfronts and adverts across site
  - Provision of toilets.

# 222. Bankside Neighbourhood Forum

Comments made. Generally supportive of this application in principle. It is obviously very important for us as it kicks off the Low Line from Borough Market. However it fails to open up the favoured route south of the viaduct starting off behind The Hop Exchange. At present the Vinopolis redevelopment scheme blocks up 'Umbrella Alley' and fills it with retail. Umbrella alley is the natural start for the Low Line. This is a real lost opportunity. It feels that this part of the scheme is a little greedy. The ratio of retail space to servicing and pedestrian access appears too high.

# 223. United St Saviours Charity

Comments made. Support on-going improvement of the area and the intention to create a retail and leisure space which complements the unique nature of the area with small independent retail and restaurant businesses, rather than occupied by chains. A4 and A5 uses should be restricted. Concern over the access issues, limited turning space for large vehicles, and high volumes of pedestrians. Concern over traffic congestion on Park Street during construction. Would impact on the council's intention

to pedestrianize Stoney Street from Southwark Street to Park Street. The development could be an exemplar for older person's retail and leisure through good seating, toilets, design of public realm and landscaping.

#### 224. Better Bankside

Comments made. Need further cycle provision and further details of numbers and the design of visitor and short stay parking at ground level. Need further modelling of pedestrian footfall, the documents say no more than 20% but query this. Concern over freight and delivery arrangement. Total of 88 per day which is a high number in a constricted street pattern. Need commitment to use zero emission vehicles. Need a site or facility for off site consolidation of deliveries reducing the number or van and lorry trips per day and to work with neighbouring sites. Could waste storage be consolidated with neighbouring businesses? Travel patterns are based on out of date census information. A delivery and service management plan is required. More info needed on green infrastructure. Low Line - resist the loss of the existing pedestrian access along the viaduct through Vinopolis piazza. Retaining this would align with proposals being forward by Better Bankside for a route along the viaduct behind the Hop Exchange linking with development at Landmark Court on Southwark Street. Request membership of the Bankside and London Bridge Logistics Group.

#### Internal consultees

225. Ecology

The ecology survey and its findings are acceptable. No further surveys are required. The development has good potential to provide enhancement for biodiversity in an area lacking in habitat. The inclusion of bird and bat bricks/nesting features is welcome. These features must not be illuminated.

#### 226. Flood and Drainage team

Comments made. The development is to include a basement (two levels), at a depth of approximately 4.8m per level. Given the shallow groundwater levels, no assessment has been undertaken of the effect of the proposed basement on groundwater flow paths, groundwater levels and flooding and surface water flooding. This should be undertaken.

- 227. Section 6.2 of the FRA states that "the LBS recommend that if feasible, runoff should be restricted to 50% of the existing rates." Whereas this may have been the requirement in the past, we now expect that the pluvial runoff rates are limited to the equivalent greenfield rate where possible, with an allowance for the effects of climate change. The FRA does state that reducing the flow to 50% is not likely to be possible. We recommend that the drainage strategy is further developed to allow for a full assessment. This can be dealt with via condition.
- 228. A section on maintenance/adoption is included in the FRA. No details are provided on who will be responsible for maintaining the site drainage.
- 229. The FRA is generally of good quality and contains many recommendations which should be included in the final design. This should also be dealt with via condition, again see below.

- 230. Request conditions in relation to a surface water drainage strategy and ensuring the development in accordance with the submitted flood risk assessment.
- 231. Design Review Panel

The panel broadly supported the proposal to reuse the railway arches and to create a new north south street through the block. However, some concern was expressed in relation to the quantum of retail proposed and the general size of the units. It was felt that this did not match the aspiration to create a bespoke retail offer that would compliment Borough Market and the character of the wider area. The panel considered that the scheme would benefit substantially from greater connectivity in terms of an east-west movement, accommodating desire lines between Borough Market and Park Street; it was acknowledged that the surrounding land is outside of the control of the applicant but encouraged the designers to allow for the potential of such connections to be realised in the future. The panel were concerned about the curved open space outside the six storey office building and was too formal. The panel also expressed concern about the strong horizontal expression above the retail units and the resulting separation of the upper levels from the ground floor. The large cantilvers between ground and upper floors were questioned, as was the detailed design of the shop fronts. The back elevation to the proposed office building was queried and it was stated that it should be treated with equal rigour to the other elevations. The panel also requested that the nature of the space between the proposed office building and the existing office on Park Street should be considered. In conclusion, the panel were broadly supportive but felt further work in relation to connectivity, urban grain, public realm, the relationship between ground and upper floors and materiality was need. They recommended that the scheme be reviewed by the panel again once revisions had been made.

#### 232. Conservation Area Advisory Group

Concerns raised. The new pedestrian route through the site was welcomed. There was some discussion of whether or not opening up the railway arches by replacing solid walls with glazing was an acceptable strategy; there would be positives and negatives. There was some discussion of the new brick offices on top of the railway viaduct. It was thought that the brick structure was more in keeping with the surrounding area than glass would have been, although the new brickwork should be distinguished in some way from the old.

233. The mono-pitch roofs of this building had perhaps been intended to empathise with the Victorian industrial heritage around them by suggesting traditional north light factory spaces. However this is not the industrial aesthetic of this area, which favours steeply pitched dormer roofs at the heads of the staircases as in Park Street. It was thought that Brew Yard should be preserved with its red umbrellas. The retention of the blind brick arches was welcomed, but the glazed elevation above them should be set back to acknowledge the precedence of the old.

#### 234. Highways Management

See main report.

235. Archaeology

See main report.

## 236. Urban Forester

Comments made. The proposed green roofs and tree planting are welcome, although no details are provided to show how feasible these are. A landscape and green roof condition would therefore be necessary should the application be recommended for approval. No existing trees are affected.

#### 237. Environmental protection

Recommend approval with conditions attached in relation to plant noise and the submission of a construction management plan.

#### **Re-consultation**

#### 238. Three objections received, raising the following matters:

- Revised scheme does not address previous concerns regarding the loss of privacy and amenity impact on the residential units at 28 Park Street
- Building is too high in relation to 28 Park Street, will block morning light, feel oppressive and enclosing
- Height and design does not preserve setting of the conservation area
- Excessive amount of floorspace multiple occupiers will significantly increase servicing pressures
- Noise impact access to yard and public spaces need to be controlled, particularly at night
- Plant extract may affect residents of 28 Park Street through noise, fumes and appearance should have green roofs
- Need construction management plan to protect amenity
- Daylight loss to 20 26 Park Street
- Larger cinema entrance with create more noise
- Instability to 20 26 Park Street
- Increase in pollution
- Loss of privacy to 20 26 Park Street.
- 239. Three letters of comment received:
  - Request obscure glazing to the top half of the infill to the east facing railway arches on Stoney Street so as to prevent overlooking to the residential apartments on the other side of Stoney Street

- Concern of the loss of resident's parking during the construction period could temporary parking for residents be provided inside the sheltered or social housing estates on Park Street, or failing that reallocating pay and display bays further down Park Street
- Consider that the new drinking establishments could create further anti social behaviour incidents.
- 240. <u>A detailed letter of comment has been submitted by a group of 25 residents of Clink</u> <u>Street, raising the following matters:</u>
  - Proposal will be good for the area's economy, welcome the increase in jobs
  - Cinema, gallery and landscaping supported
  - Commends extent of consultation with local community
  - Class A3 and A4 units should be relocated away from Clink Street, Stoney Street and Park Street
  - 24-hour CCTV is required for monitoring and staff available to respond to late night noise, including staff presence to divert customers away from residential streets at the end of the evening
  - Public toilets should be made available
  - Servicing from Stoney Street could increase congestion and increase public safety as well as harm heritage assets
  - Need to prevent the servicing vehicles from gaining access or egress via northern Stoney Street and Clink Street
  - Unclear how deliveries from DPD, Royal Mail, Yodel, DHL, Fedex etc would be accommodated
  - Vital that service vehicles do not stray into residential streets
  - What happens to the vehicles that arrive outside their allocated time slot and are sent away? Concern that they would drive around until a service bay becomes available adding to congestion
  - How will pedestrians be protected from vehicles? If removal barriers are to be used, what form will they take and where will they be stored? Banksmen will be required
  - Request retail units use refuse storage facilities, with strong penalties for non compliance
  - Bollards welcome
  - Trolleys with rubber vehicles should be used for internal deliveries

- Request a condition that the exits, along with the Clink arch exit, are locked after 10pm at night. This means that the three northern exits should be gated both at the point of access from Dirty Lane and also at the Clink arch, Stoney Street and Park Street ends
- Welcome a 'resident liaison forum' as suggested by the applicant
- Need conditions set about corporate events taking place at the gallery
- Request a condition that the applicant provides an aural alert system for opening of Clink Wharf garages to alert pedestrians to get out of the way
- Details of signage needed including reminding all customers using the north end of Dirty Lane that they are about to enter a densely residential area where people live and a busy garage operates
- Welcome landscaping of Stoney Street but it needs to retain its industrial character.

# Statutory consultees

241. Natural England

No comments.

242. London Underground Infrastructure

No comments.

243. Environment Agency

No objection subject to conditions.

244. Transport for London

Comments made. Delivery and servicing plan - swept path analysis drawings have been submitted which show that vehicles will be able to enter and exit the site and the seven loading bays. Pedestrian and cyclist safety barriers are proposed at three locations during delivery and servicing to ensure pedestrian and cyclist safety, this is welcomed.

- 245. Construction management plan (CMP) swept paths have been submitted to show that vehicles can enter and exit Redcross Way from Southwark Street in turn. The CMP would need to be agreed by TfL as temporary signals are proposed on Southwark Street which forms part of the Transport for London Road Network (TLRN).
- 246. Cycle parking has been increased and is now London Plan (2015) compliant. The contribution towards updating the Legible London signage in the vicinity has been accepted by the applicant which is welcomed by TfL this should be secured within the s106 agreement.

247. A cycle hire contribution of £100,000 is sought towards the maintenance and redistribution of existing docking stations. The reason that we are requesting the contribution is because of the increase in demand, linked with peak time issues with nearby docking stations becoming full and/or empty.

# 248. <u>Historic England</u>

Comments made. Previously Historic England raised concerns about the proposed alterations to Thames House and strongly advised that more of its Park Street façade is retained, in particular its Victorian architectural features which are considered to be characteristic of the conservation area. The revised scheme appears to retain some of the window arches of the ground floor, and this is welcomed. It is unclear from the submitted drawings, but hope that this also includes the retention of the dentil cornice.

249. The revised submission also contains further details on the proposed Stoney Street elevation which includes the alterations to the railway arches. Although the arches are located outside the conservation area, the proposed alterations will clearly have an impact on its setting. In particular, the wholesale removal of the historic infill to the railway arches (which feature loading bays, hoists, arched windows, and piers with bullnose brickwork) and the installation of bronze-framed glazing would diminish the industrial character of this peripheral, yet important passageway within the conservation area. Recognise the benefits in reactivating the western fringe of the Borough High Street conservation area; however recommend that at least some of these industrial features are retained as part of the railway arch design. Content for these further details to be covered by condition should the scheme be granted permission.

# Internal consultees

#### 250. Flood and Drainage Team

Submission of basement impact assessment noted. Conditions recommended.

# **BACKGROUND DOCUMENTS**

Background Papers	Held At	Contact
Site history file: TP/1154-G	Chief Executive's	Planning enquiries telephone:
	Department	020 7525 5403
Application file: 15/AP/3066	160 Tooley Street	Planning enquiries email:
	London	planning.enquiries@southwark.gov.uk
Southwark Local Development	SE1 2QH	Case officer telephone:
Framework and Development		020 7525 5513
Plan Documents		Council website:
		www.southwark.gov.uk

# APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Human rights
Appendix 4	Recommendation

# AUDIT TRAIL

Lead Officer	Simon Bevan, Director of Planning				
Report Author	Kiran Chauhan, Team Leader				
Version	Final				
Dated	30 June 2016				
Key Decision?	No				
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER					
Officer Title		Comments sought	Comments included		
Strategic Director of Finance and Governance		No	No		
Strategic Director, Environment and Leisure		No	No		
Strategic Director of Housing and Modernisation		No	No		
Director of Regeneration		No	No		
Date final report sent to Constitutional Team		30 June 2016			

# **APPENDIX 1**

# **Consultation undertaken**

**Site notice date:** 04/09/2015

Press notice date: 27/08/2015

Case officer site visit date: n/a

Neighbour consultation letters sent: 03/09/2015

#### Internal services consulted:

Ecology Officer Economic Development Team Environmental Protection Team Formal Consultation [Noise / Air Quality / Land Contamination / Ventilation] Flood and Drainage Team HIGHWAY LICENSING Highway Development Management Waste Management

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

Council for British Archaeology EDF Energy Environment Agency Greater London Authority Health & Safety Executive Historic England London Fire & Emergency Planning Authority London Underground Limited Metropolitan Police Service (Designing out Crime) Natural England - London Region & South East Region Network Rail (Planning) Network Rail (Thameslink) Thames Water - Development Planning The Victorian Society Transport for London (referable & non-referable app notifications and pre-apps)

#### Neighbour and local groups consulted:

The Community Space 18 Great Guildford Street SE1 0SY The Woolyard 52 Bermondsey Street SE1 3UD 7a Park Street London SE1 9AB	Unit 1 Victor Wharf SE1 9DW First Floor Front West 16 Winchester Walk SE1 9AG Flat 12 Victor Wharf SE1 9DW
6-8 Park Street London SE1 9AB	Flat 11 Victor Wharf SE1 9DW
The Rake 14a Winchester Walk SE1 9AG	Flat 10 Victor Wharf SE1 9DW
7b Park Street London SE1 9AB	First Floor Front East 16 Winchester Walk SE1 9AG
2 Park Street London SE1 9AB	Flat 14 Victor Wharf SE1 9DW
15 Park Street London SE1 9AB	Flat 13 Victor Wharf SE1 9DW
4a Park Street London SE1 9AB	40 Stoney Street London SE1 9LB
11 Park Street London SE1 9AB	Fourth Floor And Fifth Floor 30 Park Street SE1 9EQ

7 Park Street London SE1 9AB Flat 3 Clink Wharf SE1 9DG 12-14 Park Street London SE1 9AB Flat 2 Clink Wharf SE1 9DG Flat 6 Clink Wharf SE1 9DG Flat 5 Clink Wharf SE1 9DG Flat 4 Clink Wharf SE1 9DG Studio 1 Clink Wharf SE1 9DG Clink Prison Museum Soho Wharf SE1 9DG 8 Stoney Street London SE1 9AA Borough Market 8 Southwark Street SE1 9AH 10 Park Street London SE1 9AB 9 Stoney Street London SE1 9AA Jade House 3 Park Street SE1 9AB 43 Park Street London SE1 9EA 41 Park Street London SE1 9EA 39 Park Street London SE1 9EA 49 Park Street London SE1 9EA 47 Park Street London SE1 9EA 45 Park Street London SE1 9EA 37 Park Street London SE1 9EA 25 Park Street London SE1 9EQ 24 Park Street London SE1 9EQ 23 Park Street London SE1 9EQ 35 Park Street London SE1 9EA 33 Park Street London SE1 9EA 26 Park Street London SE1 9EQ 69 Park Street London SE1 9EA 67 Park Street London SE1 9EA 65 Park Street London SE1 9EA 31 Park Street London SE1 9EA 71 Park Street London SE1 9EA 63 Park Street London SE1 9EA 55 Park Street London SE1 9EA 53 Park Street London SE1 9EA 51 Park Street London SE1 9EA 61 Park Street London SE1 9EA 59 Park Street London SE1 9EA 57 Park Street London SE1 9EA First To Third Floors 13 Stonev Street SE1 9AD Basement And Ground Floor 13 Stoney Street SE1 9AD First Floor And Second Floor 10 Stoney Street SE1 9AD First Floor Warehouse F SE1 9AP Ground Floor Warehouse F SE1 9AP 17 Park Street London SE1 9AB Lower Ground Floor Soho Wharf SE1 9DG Fifth Floor Soho Wharf SE1 9DG Fourth Floor Soho Wharf SE1 9DG Ground Floor 13 Park Street SE1 9AB Basement And Ground Floor 9 Park Street SE1 9AB Basement And Ground Floor 5 Park Street SE1 9AB First Floor Rear West 16 Winchester Walk SE1 9AG First Floor Rear East 16 Winchester Walk SE1 9AG Part Ground Floor Front East 16 Winchester Walk SE1 9AG Second Floor Rear West 16 Winchester Walk SE1 9AG Second Floor Rear East 16 Winchester Walk SE1 9AG First Floor Centre East 16 Winchester Walk SE1 9AG Second Floor Rear 14 Winchester Walk SE1 9AG Second Floor Front 14 Winchester Walk SE1 9AG First Floor 14 Winchester Walk SE1 9AG First Floor Centre 16 Winchester Walk SE1 9AG Ground Floor Rear 16 Winchester Walk SE1 9AQ Ground Floor Front West 16 Winchester Walk SE1 9AP 11b Stoney Street London SE1 9AD 1a Park Street London SE1 9AB Merchant House 14-16 Stoney Street SE1 9AD Anchor 1 Bankside SE1 9DN 18 New Globe Walk London SE1 9DR Studio 30 Soho Wharf SE1 9DG Flat 1 Clink Wharf SE1 9DG Flat 7 Clink Wharf SE1 9DG 15 Winchester Walk London SE1 9AG First Floor Soho Wharf SE1 9DG

Flat 3 Evans Granary Apartments SE1 9LB Flat 2 Evans Granary Apartments SE1 9LB Flat 1 Evans Granary Apartments SE1 9LB Basement And Ground Floor 4 Park Street SE1 9AB Marias Market Cafe Borough Market SE1 9AH Ground Floor West Winchester Wharf SE1 9DL Messrs Le Marche Borough Market SE1 9AH 1-2 Rochester Walk London SE1 9AF Roast At The Floral Hall Borough Market SE1 9AH Basement Offices 2 Redcross Way SE1 9HR Flat 1 Little Winchester Wharf SE1 9DG Flat 2 Little Winchester Wharf SE1 9DG 2 Winchester Wharf 4 Clink Street SE1 9DL 1 Winchester Wharf 4 Clink Street SE1 9DL 5 Winchester Wharf 4 Clink Street SE1 9DL Flat 3 Little Winchester Wharf SE1 9DG First Floor 12 Stoney Street SE1 9AD Basement And Ground Floor 12 Stoney Street SE1 9AD Studio 2 Clink Wharf SE1 9DG Second Floor Front 16 Winchester Walk SE1 9AG Flat 6 Victor Wharf SE1 9DW Flat 5 Victor Wharf SE1 9DW Flat 4 Victor Wharf SE1 9DW Flat 9 Victor Wharf SE1 9DW Flat 8 Victor Wharf SE1 9DW Flat 7 Victor Wharf SE1 9DW Flat 3 Victor Wharf SE1 9DW Borough Market Cathedral Street SE1 9AL 4 Winchester Wharf 4 Clink Street SE1 9DL 3 Winchester Wharf 4 Clink Street SE1 9DL Flat 2 Victor Wharf SE1 9DW Flat 1 Victor Wharf SE1 9DW Cage 34a Borough Market SE1 9AH Three Crown Square Borough Market SE1 9AH Ground Floor Left 30 Park Street SE1 9EQ 11a Park Street London SE1 9AB The Market Hall Borough Market SE1 9AH Market Hall Borough Market SE1 9AH Green Market Borough Market SE1 9AL Flat 4 Winchester Wharf SE1 9DL Second Floor 30 Park Street SE1 9EQ City And Farmers Market Borough Market SE1 1TL Floral Hall Market Borough Market SE1 9AD Middle Road Market Borough Market SE1 9AA 34 Park Street London SE1 9EF 3 Rochester Walk London SE1 9AF 22 Park Street London SE1 9EQ 21 Park Street London SE1 9EQ 20 Park Street London SE1 9EQ Ground Floor Thames House SE1 9ER First Floor North Thames House SE1 9EL 10 Stoney Street London SE1 9AD Bridge Studios 13 Park Street SE1 9AB Flat 13 Evans Granary Apartments SE1 9LB Flat 12 Evans Granary Apartments SE1 9LB Flat 11 Evans Granary Apartments SE1 9LB Third Floor 30 Park Street SE1 9EQ Ground Floor Right 30 Park Street SE1 9EQ Flat 14 Evans Granary Apartments SE1 9LB Flat 10 Evans Granary Apartments SE1 9LB Flat 6 Evans Granary Apartments SE1 9LB Flat 5 Evans Granary Apartments SE1 9LB Flat 4 Evans Granary Apartments SE1 9LB Flat 9 Evans Granary Apartments SE1 9LB Flat 8 Evans Granary Apartments SE1 9LB Flat 7 Evans Granary Apartments SE1 9LB Flat 8 28 Park Street SE1 9EQ Flat 7 28 Park Street SE1 9EQ Flat 6 28 Park Street SE1 9EQ First Floor 30 Park Street SE1 9EQ Cold Store Borough Market SE1 9AH 225-227 Clink Street London SE1 9DG Flat 5 28 Park Street SE1 9EQ

Ground Floor Warehouse Corner Of Stoney Street SE1 9DG Flat 1 28 Park Street SE1 9EQ Ground Floor Soho Wharf SE1 9DG First Floor 9 Park Street SE1 9AB Third Floor Soho Wharf SE1 9DG Flat 4 28 Park Street SE1 9EQ Second Floor Soho Wharf SE1 9DG Flat 3 28 Park Street SE1 9EQ First Floor Warehouse Corner Of Stoney Street SE1 9DG Flat 2 28 Park Street SE1 9EQ Flat 1, 28 Clennam Street London SE1 1ER Waterside Apartment Clink Wharf SE1 9DG Flat B Clink Wharf SE1 9DG Blake Morgan 33 St John'S Lane EC1M 4DB Flat A Clink Wharf SE1 9DG Flat 6 28 Park Street SE1 9EQ 8 Park Street London SE1 9AB 65 Carpenders Avenue Carpenders Park WD19 5BP First Floor And Second Floor Flat 12 Stoney Street SE1 9AD Flat 1 Pontifex Wharf 36 Stoney Street SE1 9LB First Floor And Second Floor Flat 3 Park Street SE1 9AB 2 Oborne Close London SE24 0HB First To Third Floors 5 Park Street SE1 9AB Flat 4 Pontifex Wharf Apartments, 36 Stoney Street SE1 9LB The Factory Winchester Wharf SE1 9DL One Curzon Street London W1J 5HD First Floor Flat 11 Stoney Street SE1 9AD St Saviour'S House 39-41 Union Street SE1 1SD Second Floor And Third Floor Flat 11 Stoney Street SE1 Flat 10 Sussex House Maidstone Mews SE1 1GF 9AD Messrs Drinks Cage Ltd Borough Market SE1 9AH Fmail 1a Bank End London SE1 9BU 23 Park Street London SE1 9EQ 24 Park Street SE1 9EQ

Re-consultation: 26/05/2016

# **APPENDIX 2**

#### **Consultation responses received**

#### Internal services

Flood and Drainage Team

#### Statutory and non-statutory organisations

Council for British Archaeology Environment Agency Greater London Authority Historic England London Underground Limited Metropolitan Police Service (Designing out Crime) Natural England - London Region & South East Region Network Rail (Planning) Thames Water - Development Planning The Victorian Society Transport for London (referable & non-referable app notifications and pre-apps)

## Neighbours and local groups

Blake Morgan 33 St John'S Lane EC1M 4DB Blake Morgan 33 St John'S Lane EC1M 4DB Blake Morgan 33 St John'S Lane EC1M 4DB Borough Market 8 Southwark Street SE1 9AH Email representation Flat 1 Pontifex Wharf 36 Stoney Street SE1 9LB Flat 1, 28 Clennam Street London SE1 1ER Flat 1 28 Park Street SE1 9EQ Flat 10 Sussex House Maidstone Mews SE1 1GF Flat 4 Pontifex Wharf Apartments, 36 Stoney Street SE1 9LB Flat 4 28 Park Street SE1 9EQ Flat 6 Evans Granary Apartments SE1 9LB Flat 6 28 Park Street SE1 9EQ Flat 6 28 Park Street SE1 9EQ Flat 7 28 Park Street SE1 9EQ Flat 8 28 Park Street SE1 9EQ One Curzon Street London W1J 5HD St Saviour'S House 39-41 Union Street SE1 1SD 2 Oborne Close London SE24 0HB 2 Oborne Close London SE24 0HB 23 Park Street London SE1 9EQ 23 Park Street London SE1 9EQ 5 Winchester Wharf 4 Clink Street SE1 9DL 65 Carpenders Avenue Carpenders Park WD19 5BP

# **APPENDIX 3**

# Human Rights Considerations

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.

This application has the legitimate aim of providing additional residential accommodation 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.

# RECOMMENDATION LDD MONITORING FORM REQUIRED

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.

	Sherwood Thames Ventures Ltd Full Planning Permission	Reg. Number 15/AP/3066		
	Grant subject to Legal Agreement and GLA	Case Number	TP/1154-G	
Draft of Decision Notice				

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

Redevelopment of Thames House behind retained façade for retail use (either Classes A1 shops, A2 professional services, A3 cafes/restaurants or A4 drinking establishments) on ground floor and offices above, demolition of two storey Thames House side addition; erection of a 6 storey building on land between railway viaduct and 28 Park Street (max. building height 27.4m AOD) to provide retail on ground and part first floors (either Classes A1, A2, A3 and A4) and offices above; remodelling of Wine Wharf building on Stoney Street, replacement of existing two storey Vinopolis Plaza at 16 Park Street with a two storey retail building, refurbishment of railway arches and change of use to retail (either Classes A1, A2, A3 or A4); creation of a basement to provide a cinema (Class D2 use) cycle parking spaces and refuse and recycling; together with the formation of a new north-south route alongside the railway arches and a new east-west retail arcade.

At: 1 BANK END (SITE, INCLUDING RAILWAY ARCHES AND THAMES HOUSE, BOUNDED BY STONEY STREET, CLINK STREET AND PARK STREET) SE1.

In accordance with application received on 30/07/2015 and revisions/amendments received on 23/05/2016

# and Applicant's Drawing Nos.

Site plans SS E 00 OS 01 01 P1 SS E 00 OS 01 02 P1

Existing plans SS E 20 B1 01 01 P1 SS E 20 0G 01 01 P1 SS E 20 01 01 01 P1 SS E 20 02 01 01 P1 SS E 20 03 01 01 P1 SS E 20 04 01 01 P1 SS E 20 OR 01 01 P1 Existing elevations SS E 25 MF 01 01 P1 SS E 25 MF 01 02 P1 SS E 25 MF 01 03 P1 SS E 25 MF 01 04 P1 SS E 25 MF 01 05 P1 SS E 25 MF 01 06 P1 SS E 26 MF 01 01 P1 SS E 26 MF 01 02 P1 SS E 26 MF 01 03 P1 SS E 26 MF 01 04 P1 Proposed plans SS P 00 OS 01 01 P1

SS P 20 B1 01 01 P6 SS P 20 0G 01 01 P6 SS P 20 01 01 01 P4 SS P 20 02 01 01 P4 SS P 20 03 01 01 P4 SS P 20 04 01 01 P4 SS P 20 05 01 01 P5 SS P 20 OR 01 01 P4 Proposed details SS P 21 MF 01 02 P2 SS P 21 MF 01 04 P2 SS P 21 MF 01 05 P2 SS P 21 MF 01 06 P1 SS P 21 MF 01 07 P1

Proposed elevations SS P 25 MF 01 01 P4 SS P 25 MF 01 02 P4 SS P 25 MF 01 04 P2 SS P 25 MF 01 05 P4 SS P 25 MF 01 06 P4 SS P 25 MF 01 07 P4

SS P 21 MF 01 08 P1 SS P 21 MF 01 09 P1

Proposed sections SS P 26 MF 01 01 P4 SS P 26 MF 01 02 P5 SS P 26 MF 01 03 P5 SS P 26 MF 01 05 P5 SS P 26 MF 01 07 P2

#### Documents

Air Quality Assessment, Updated Daylight and Sunlight Report December 2015, Planning Statement plus June 2016 addendum, Design and Access Statement plus addendum, Basement Impact Assessment, Delivery and Service Management Plan, Technical Transport Note, Updated Energy Strategy, Archaeology Baseline and Impact Assessment, Section 106 Heads of Terms, Visual Assessment, Geo Environmental Desk Study, Statement of Community Involvement, Flood Risk Assessment, Noise and Vibration Impact Assessment, Heritage Statement, Sustainability Assessment, Travel Plan.

#### Subject to the following thirty-six conditions:

# Time limit for implementing this permission and the approved plans

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

#### 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.

2 No below grade works shall commence until suitably developed details of a surface water drainage strategy, incorporating sustainable drainage principles, that seeks to achieve a reduction in surface water run-off rates from the site to greenfield runoff rates during a 1% Annual Exceedance Probability (AEP) event has been submitted to (2 copies) and approved in writing by Local Planning Authority. The site drainage must be constructed to the approved details.

Reason: To minimise the potential for the site to contribute to surface water flooding in accordance with saved policy 3.9 Water of the Southwark Plan, Strategic policy 13 of the Core Strategy (2011) and guidance in the Sustainable Design and Construction SPD (2009).

3 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.

Prior to the commencement of development approved by this planning permission (or such other date or stage in development as may be agreed in writing with the Local Planning Authority), the following components of a scheme to deal with the risks associated with contamination of the site shall each be submitted to, and approved in writing by, the Local Planning Authority:

1) a site investigation scheme, based on the submitted geo-environmental desk study document to provide information for a detailed assessment of the risk to all receptors which may be affected, including those off site; 2) the results of the site investigation and detailed risk assessment referred to in (1) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken;

3) a verification plan providing details of the data which will be collected in order to demonstrate that the works set out in the remediation strategy in (2) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action. Any changes to these components require the express consent of the Local Planning Authority. The scheme shall be implemented as approved.

#### Reason

For the protection of controlled waters. The site is located over a Secondary Aquifer, and it is understood that the site may be affected by historic contamination.

5 Before any work, including demolition, hereby authorised begins, the applicant or successors in title shall secured the implementation of a programme of archaeological building recording in accordance with a written scheme of investigation, which shall be submitted to and approved in writing by the Local Planning Authority.

## Reason

In order that the archaeological operations are undertaken to a suitable standard as to the details of the programme of works for the archaeological building recording in accordance with PPS5, Strategic Policy 12 - Design and Conservation of The Core Strategy 2011 and Saved Policy 3.19 Archaeology of the Southwark Plan 2007.

6 Before any work hereby authorised begins, excluding demolition, the applicant shall secure the implementation of a programme of archaeological mitigation works in accordance with a written scheme of investigation, which shall be submitted to and approved in writing by the Local Planning Authority.

## Reason

In order that the details of the programme of works for the archaeological mitigation are suitable with regard to the impacts of the proposed development and the nature and extent of archaeological remains on site 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.

**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 fit out works to the commercial premises 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' rating for the railway arches and 'excellent' rating for the new offices and retail 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.

8 Samples of all external facing materials to be used in the carrying out of this permission shall be presented on site the Local Planning Authority and approved in writing before any work in connection with this permission is commenced; 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 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 Policies: 3.11 Efficient use of land; 3.12 Quality in Design; 3.13 Urban Design; 3.15 Conservation of the historic environment; 3.16 Conservation areas; and 3.18 Setting of listed buildings, conservation areas and world heritage sites of The Southwark Plan (UDP) July 2007 and SP12 Design and Conservation of the Core Strategy 2011.

9 Before any above grade work hereby authorised begins, details of security measures shall be submitted and approved in writing by the Local Planning Authority and any such security measures shall be implemented prior to occupation in accordance with the approved details which shall seek to achieve the `Secured by Design¿ accreditation award from the Metropolitan Police.

#### Reason

In pursuance of the Local Planning Authority¿s duty under section 17 of the Crime and Disorder Act 1998 to consider crime and disorder implications in exercising its planning functions and to improve community safety and crime prevention in accordance with The National Planning Policy Framework 2012, Strategic Policy 12 - Design and conservation of The Core Strategy 2011 and Saved Policy 3.14 Designing out crime of the Southwark plan 2007.

10 Before any above grade work hereby authorised begins details (1:50 scale drawings) of the facilities to be provided for the secure and covered storage of staff and visitor cycles shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the cycle parking facilities provided 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

In order to ensure that satisfactory safe and secure cycle parking facilities are provided and retained in order to encourage the use of cycling as an alternative means of transport to the development 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.

11 Notwithstanding the details on the drawings hereby approved, revised bay study drawings at a scale of 1:20 of the Stoney Street railway arches showing the retention of the following elements: loading bays, hoists, arched windows, and piers with bullnose brickwork, shall be submitted to and approved by the Local Planning Authority in writing before any work in connection with this permission is commenced; 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 that the development would make an acceptable

contextual response in terms of materials to be used, and achieve a quality of design and detailing in accordance with Policies: 3.11 Efficient use of land; 3.12 Quality in Design; 3.13 Urban Design; 3.15 Conservation of the historic environment; 3.16 Conservation areas; and 3.18 Setting of listed buildings, conservation areas and world heritage sites of The Southwark Plan (UDP) July 2007 and SP12 Design and Conservation of the Core Strategy 2011.

12 A shopfront strategy, including drawings at a scale of 1:20, for the future design of all shop fronts to be used in the carrying out of this permission shall be submitted to and approved by the Local Planning Authority in writing before any work in connection with this permission is commenced; 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 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 Policies: 3.11 Efficient use of land; 3.12 Quality in Design; 3.13 Urban Design; 3.15 Conservation of the historic environment; 3.16 Conservation areas; and 3.18 Setting of listed buildings, conservation areas and world heritage sites of The Southwark Plan (UDP) July 2007 and SP12 Design and Conservation of the Core Strategy 2011.

- 13 Bay study drawings at a scale of 1:20 through each façade type across the proposed development and section detail-drawings at a scale of 1:5 through:
  - ¿ the facades;
  - ¿ parapets and roof edges;
  - ¿ roof structures,
    - heads, cills and jambs of all openings, and
      - the reduced scale and extent of brick motif street names.

to be used in the carrying out of this permission shall be submitted to and approved by the Local Planning Authority in writing before any work in connection with this permission is commenced; the development shall not be carried out otherwise than in accordance with any such approval given. This applies to new buildings, the refurbishment of the Thames House facades and the alterations to the railway arches/viaduct

#### Reason:

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In order that the Local Planning Authority may be satisfied 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 Policies: 3.11 Efficient use of land; 3.12 Quality in Design; 3.13 Urban Design; 3.15 Conservation of the historic environment; 3.16 Conservation areas; and 3.18 Setting of listed buildings, conservation areas and world heritage sites of The Southwark Plan (UDP) July 2007 and SP12 Design and Conservation of the Core Strategy 2011.

14 Before any above grade work hereby authorised begins, details (including a specification and maintenance plan) of the green roofs and green walls 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 roofs and green walls and are to be retained for the duration of the use.

#### 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, 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; 3.12 Quality in Design, 3.13 Urban design and 3.28 Biodiversity of the Southwark Plan 2007.

15 Before any above grade work hereby authorised begins, detailed drawings of a hard and soft landscaping scheme, including tree planting, showing the treatment of all parts of the site not covered by buildings (including cross sections, 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 the same 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 Parts 7, 8, 11 & 12 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 3.2 Protection of amenity; Policy 3.12 Quality in Design; Policy 3.13 Urban Design and Policy 3.28 Biodiversity.

**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.

16 a) Before the first occupation of the building hereby permitted commences the applicant shall submit in writing and obtain the written approval of the Local Planning Authority to a Travel Plan setting out the proposed measures to be taken to encourage the use of modes of transport other than the car by all users of the building, including staff and visitors.

b) At the start of the second year of operation of the approved Travel Plan a detailed survey showing the methods of transport used by all those users of the building to and from the site and how this compares with the proposed measures and any additional measures to be taken to encourage the use of public transport, walking and cycling to the site shall be submitted to and approved in writing by the Local Planning Authority and the development shall not be carried out otherwise in accordance with any such approval given.

Reason

In order that the use of non-car based travel is encouraged in accordance with The National Planning Policy Framework 2012, Strategic Policy 2 Sustainable Transport of The Core Strategy 2011 and Saved Policies 5.2 Transport Impacts, 5.3 Walking and Cycling and 5.6 Car Parking of the Southwark Plan 2007.

17 Before the proposed use hereby permitted begins details of the arrangements for the storing of 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 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 201 and Saved Policies 3.2 Protection of Amenity and Policy 3.7 Waste Reduction of The Southwark Plan 2007

18 Details of bird and bat nesting bricks shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the use hereby granted permission.

No less than 2 nesting bricks shall be provided and the details shall include the exact location, specification and design of the habitats. The boxes / bricks shall be installed with the development prior to the first occupation of the building to which they form part or the first use of the space in which they are contained.

The nesting boxes / bricks shall be installed strictly in accordance with the details so approved, shall be maintained as such thereafter.

Discharge of this condition will be granted on receiving the details of the nest/roost features and mapped locations and Southwark Council agreeing the submitted plans, and once the nest/roost features are installed in full in accordance to the agreed plans. A post completion assessment will be required to confirm the nest/roost features have been installed to the agreed specification.

Reason: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity in accordance with policies: 5.10 and 7.19 of the London Plan 2011, Policy 3.28 of the Southwark Plan and Strategic Policy 11 of the Southwark Core strategy.

19 The kitchen extract system shall meet the standard required by DEFA Guidance on the control of odour and noise from commercial kitchen exhaust systems (2011). Prior to the commencement of use, full particulars and details of a scheme for the ventilation of the kitchen to an appropriate outlet level, including details of sound attenuation for any necessary plant, filtration systems and the standard of dilution of exhaust air expected, has been submitted to and approved by the Local Planning Authority. The development shall not be carried out otherwise than in accordance with any approval given.

Reason

In order to ensure that that the ventilation ducting and ancillary equipment will not result in odour, fume or noise nuisance and will not detract from the appearance of the building in the interests of amenity 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.

Prior to occupation of the development, a verification report demonstrating completion of the works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to, and approved in writing by, the Local Planning Authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met. It shall also include a plan (a 'long-term monitoring and maintenance plan') for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action, as identified in the verification plan, if appropriate, and for the reporting of this to the Local Planning Authority. Any long-term monitoring and maintenance plan shall be implemented as approved.

#### Reason

Should remediation be deemed necessary, the applicant should demonstrate that any remedial measures have been undertaken as agreed and the environmental risks have been satisfactorily managed so that the site is deemed suitable for use.

**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 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 - Sustainable Transport of the Core Strategy 2011 and saved policy 5.2 Transport Impacts of the Southwark Plan 2007.

Any deliveries, unloading and loading to the commercial units shall only be between the following hours: Monday to Saturday - 07:00 - 10:00, Sundays/ Bank Holidays - 08:00 - 10:00 hours.

#### Reason

To ensure that and occupiers of the development and occupiers of neighbouring premises do not suffer a loss of amenity by reason of noise nuisance in accordance with The National Planning Policy Framework 2012, Strategic Policy 13 High Environmental Standards of the Core Strategy 201 and Saved Policies 3.2 Protection of Amenity of The Southwark Plan 2007

a) The Class A3 and A4 uses hereby permitted shall not be carried on outside of the hours 08:00 to midnight on any day.

b) The gallery and cinema (Class D2) shall not be carried on outside the hours of 08:00 to midnight on any day.

#### 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 The Stoney Street railway arches on the first floor elevation shall be obscure glazed and fixed shut and shall not be replaced or repaired otherwise than with obscure glazing.

#### Reason

In order to protect the privacy and amenity of the occupiers and users of the adjoining premises at Stoney Street from undue overlooking 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.

25 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 buildings as shown on elevational drawings or shall be permitted to extend outside of the roof plant enclosure of any buildings 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.

26 Notwithstanding the details on the drawings hereby approved, at any time, no more than 30% of the retail floorspace at ground and first floor levels shall be used for Classes A3 (restaurants and cafes) and A4 (drinking establishments of the Town and Country Planning (Use Classes) Order (as amended).

#### 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 concentrations of Class A3 and A4 uses in accordance with Strategic Policy 13 - High environmental standards of The Core Strategy 2011and Saved Policy 3.2 Protection of Amenity of the Southwark Plan 2007 and the National Planning Policy Framework 2012.

27 No high street supermarket (as identified and listed in the legal agreement), shall occupy any retail unit hereby approved.

#### Reason

In granting this permission the Local Planning Authority has had regard to the special circumstances of this case specifically the desire to retain and protect the special and unique character of the area, and to ensure no adverse servicing impacts, in accordance with Strategic Policy 3 - Shopping, leisure and entertainment of The Core Strategy 2011, Policy 4.9 Small shops of the London Plan 2015 and SP2 Sustainable Transport of the Core Strategy 2011.

28 No retail unit shall be merged, combined, or consoldated with any other retail unit to form a larger retail unit, without having first obtained express written consent from the council.

A retail unit is defined as one which has been uniquely identified by an individual reference number, as illustrated on the ground and first floor plans hereby approved.

#### 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 alterations in order to protect and preserve the special and unique character of the area, in accordance with Strategic Policy 13 - High environmental standards and Strategic Policy 3 - Shopping, leisure and entertainment of The Core Strategy 2011.

29 The gallery and cinema uses as shown on the drawings hereby approved shall be delivered and made available for occupation before first occupation of the retail uses hereby approved.

#### Reason

In granting this permission the Local Planning Authority has had regard to the special circumstances of this case in relation to the loss of the Vinopolis attraction and ensuring that replacement cultural uses are delivered in accordance with Saved Policy 1.11 Arts, culture and tourism uses of the Southwark Plan 2007 and Strategic Policy 3 - Shopping, leisure and entertainment of The Core Strategy 2011.

30 The rated noise level from any plant, together with any associated ducting shall be 10 dB(A) or more below the lowest relevant measured LA90 (15min) at the nearest noise sensitive premises. Prior to the commencement of the authorised use, a written acoustic report detailing the proposed scheme shall be submitted to and approved by the Local Planning Authority. 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 the approval given and shall be permanently maintained thereafter.

#### Reason

To ensure that occupiers of neighbouring premises do not suffer a loss of amenity by reason of noise nuisance or the local environment from noise creep due to 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).

31 The basement shall be constructed, retained and maintained in accordance with the principles set out in the submitted Basement Impact Assessment.

Reason: To minimise the potential for the site to contribute to surface water flooding in accordance with Policy 5.12 Flood Risk Management of the London Plan, Strategic policy 13 of the Core Strategy (2011) saved policy 3.9 Water of the Southwark Plan and guidance in the Sustainable Design and Construction SPD (2009).

**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).

32 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.

33 No drainage systems for the infiltration of surface water drainage in to the ground are permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approval details.

#### Reason

Infiltrating water has the potential to cause remobilisation of contaminants present in shallow soil or made ground which could ultimately cause pollution of groundwater.

34 Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details.

#### Reason

The developer should be aware of the potential risks associated with the use of piling where contamination is an issue. Piling or other penetrative methods of foundation design on contaminated sites can potentially result in unacceptable risks to underlying groundwaters. We recommend that where soil contamination is present, a risk assessment is carried out in accordance with our guidance 'Piling into contaminated sites'. We will not permit piling activities on parts of a site where an unacceptable risk is posed to controlled waters.

35 If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted, and obtained written approval from the Local Planning Authority for, a remediation strategy detailing how this unsuspected contamination shall be dealt with. The remediation strategy shall be implemented as approved, verified and reported to the satisfaction of the Local Planning Authority.

#### Reason

There is always the potential for unexpected contamination to be identified during development groundworks. We should be consulted should any contamination be identified that could present an unacceptable risk to controlled waters.

36 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 2012.

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

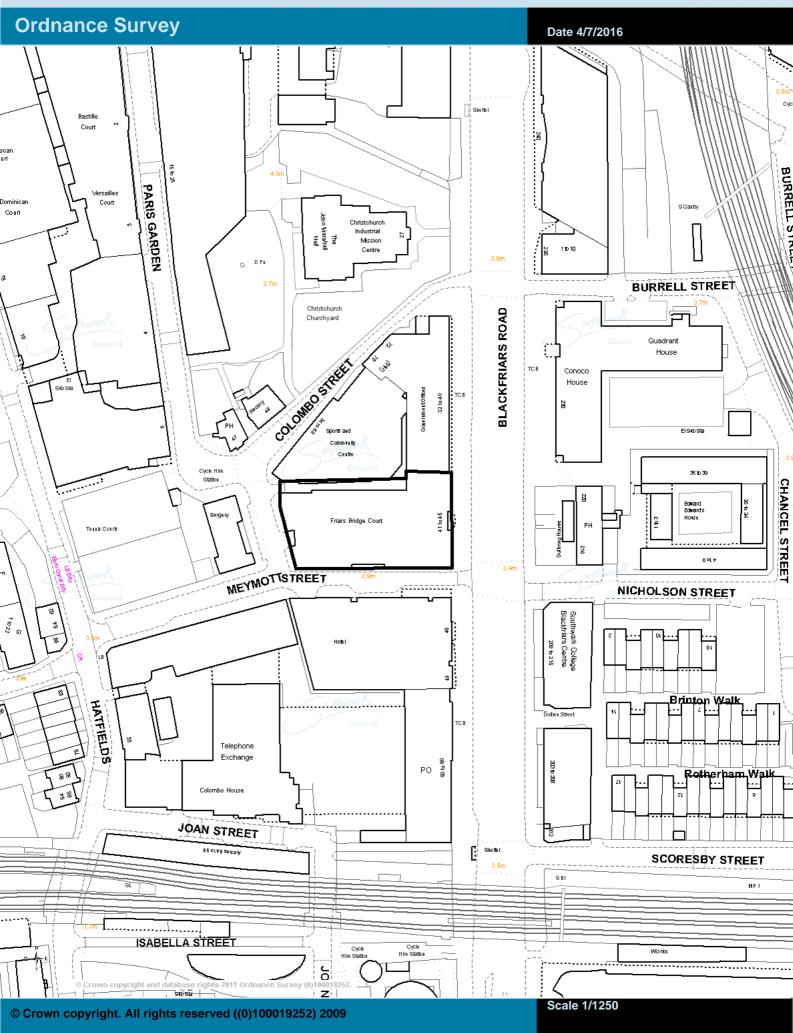
The pre-application service was used for this application and the advice given was followed in part. The applicant was advised of amendments needed to make the proposed development acceptable. These amendments were submitted enabling the application to be granted permission.

The application was subject to a planning performance agreement and was determined with the agreed timescale.

# AGENAgenda Item 5.3

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<b>Item No.</b> 5.3	Classification: Open	<b>Date:</b> 12 July 2016	Meeting Name: Planning Committee		
Report title:	Development Management planning application: Application 16/AP/1660 for: Full Planning Permission				
	<ul> <li>Address: FRIARS BRIDGE COURT, 41 - 45 BLACKFRIARS ROAD, LONDON SE 8NZ</li> <li>Proposal: Demolition of existing office building (Class B1a) and redevelopment provide a part 13, part 22 storey building plus basement comprising office (Class B1a) with retail (Classes A1/A3 and A4) together with servicin cycle parking and landscaping</li> </ul>				
Ward(s) or groups affected:	Cathedrals				
From:	Director of Planning				
Application Start Date 27/04/2016 PPA Date 31/10/2016					
Earliest Decision Date 22/06/2016					

# RECOMMENDATIONS

- 1. a) That the planning committee grant planning permission subject to conditions and referral to the Mayor of London, and the applicant entering into an appropriate legal agreement by no later than 31 October 2016.
  - b) That in the event that the requirements of (a) are not met by 31 October 2016, the Director of Planning be authorised to refuse planning permission, if appropriate, for the reasons set out under paragraph 96 of the report.

# BACKGROUND INFORMATION

## Site location and description

- 2. The application site refers to the building and plot located at 41 45 Blackfriars Road. The site has an area of 0.16 hectares and is occupied by a nine storey building known as Friars Bridge Court which provides 12,840sqm (GIA) of Class B1 office floorspace. The building has frontages onto Blackfriars Road to the east, Meymott Street to the south and Colombo Street to the west. The northern boundary of the site abuts the Colombo Centre (sports and community centre) and the recently approved Wedge House development at 32 - 40 Blackfriars Road which is under construction.
- 3. The wider area is characterised by a mix of uses including offices, residential, hotels, commercial use and student accommodation. The site itself is immediately bordered by a hotel, a doctor's surgery, a sports/community centre and a recently approved office and hotel development. Building heights vary with the neighbouring Wedge House development reaching 14 storeys and heights stepping down westwards towards Waterloo and stepping up significantly northwards towards the tall buildings cluster at the junction of Blackfriars Road and Stamford Street.

# Details of proposal

4. Planning permission is sought for the demolition of the existing office building in order to redevelop the site to provide a part 13, part 22 storey building with basement comprising 26,637 sqm (GIA) of Class B1 office floorspace and 986sqm (GIA) of Class A1/A3/A4 retail floorspace, together with servicing, cycle parking (414 spaces) and landscaping within a new public realm to the rear of the site.

# 5. **Planning history**

91/AP/0170 Application type: Full Planning Permission (FUL) Change of use of eight residential units at upper ground and first floor levels to B1 business purposes and use of nine residentially allocated basement car parking spaces for offices.

Decision date 09/03/1992 Decision: Granted with Legal Agreement (GWLA)

11/AP/3788 Application type: Certificate of Lawfulness - proposed (CLP) New condensing units to be installed in the location of two previously removed condensing units

Decision date 29/12/2011 Decision: Refused (REF)

12/AP/1462 Application type: Full Planning Permission (FUL) Two new air conditioning units on rear roof.

Decision date 19/11/2012 Decision: Granted (GRA)

15/AP/4290 Application type: Full Planning Permission (FUL) Installation of a Cycle Hire docking station on the western side of Blackfriars Road containing a maximum of 42 docking points for scheme cycles, terminal and 12 cycle stands.

Decision date 22/12/2015 Decision: Granted (GRA)

15/AP/4960 Application type: Screening Opinion (EIA) (SCR) Screening Request for In accordance with Regulation 5(2) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 for the redevelopment of the site to provide a 20 storey building comprising approximately 23,000sqm Office (B1), 435sqm Retail (A1) and ancillary plant, cycle parking.

Decision date 26/01/2016 Decision: Screening Opinion - EIA not required (SCR)

15/EQ/0148 Application type: Pre-Application Enquiry (ENQ) FOLLOW-UP (Re-development of sites to provide a mix of offices, residential and community floor space)

Decision date 10/02/2016 Decision: Pre-application enquiry closed (EQC)

15/EQ/0253 Application type: Pre-Application Enquiry (ENQ) Re-development of site to provide a mix of offices, residential and community floor space.

Decision date 10/02/2016 Decision: Pre-application enquiry closed (EQC)

15/EQ/0337 Application type: Pre-Application Enquiry (ENQ) Redevelopment of site to provide active frontages at ground floor with office above.

Decision date 10/02/2016 Decision: Pre-application enquiry closed (EQC)

This was the last in a series of pre-application enquiries/discussions with the applicant concerning the proposed development. Following negotiations, the final scheme was reduced significantly in height and bulk, with an amended design and materiality and an improved public realm and servicing offer.

# Planning history of adjoining sites

6. <u>Application reference 15/AP/0237: Wedge House, 32 - 40 Blackfriars Road -</u> <u>GRANTED 26/08/2015</u>

Redevelopment of land and buildings to provide a part 7, part 12, part 14 storey building plus basement, ground and mezzanine levels, comprising office (Class B1) and hotel (Class C1) with ancillary cafe/bar/restaurant. This scheme is now under construction.

7. <u>Application Reference 12/AP/3940: Sampson House and Ludgate House - GRANTED</u> 28/03/2014

Demolition of existing buildings and the construction of a mixed use development totalling 144,571 sq.metres GEA comprising 492 flats (Class C3), 45,372 sqm (including basement) of offices (Class B1), 2,581sqm of retail (Classes A1-A5), 1,969sqm of community uses (Class D1) and 1,014sqm of gym (Class D2). New open space including formation of two new east-west routes, new public square, reconfigured vehicular and pedestrian access and works to the public highway with associated works including landscaping and basement car park for 200 cars (including 54 disabled car parking spaces) plus servicing and plant areas. Change of use of the railway arches from a nightclub to retail, gym and community uses. Configuration of the toilet block for retail uses and toilets.

This permission has not been implemented

8. Application reference 12/AP/1784: 1 - 16 Blackfriars Road - GRANTED 14/12/2012

Erection of a 50 storey tower, and a 4 and 6 storey building to provide a mixed use development comprising a hotel, 274 flats, retail space.

This scheme is now under construction.

## 9. <u>Application reference 10/AP/3372: 231 - 241 Blackfriars Road - GRANTED</u> <u>15/06/2011</u>

Erection of a 20 storey building with basement (maximum 89m AOD) to provide 29,198sqm of office floorspace and 455sqm of ground floor retail floorspace (Class A1/A2/A3/A4), with plant, rear servicing area and cycle parking.

This development has now been completed.

## 10. Application reference 09/AP/1749: 46 - 49 Blackfriars Road - GRANTED 09/11/2009

Demolition of existing building and erection of a new 14 storey building (maximum 47.93m AOD) incorporating two hotels with a total of 477 bedrooms (Class C1 - total floorspace 16414sqm GIA) each with restaurant (Class A3 - total floorspace 142sqm

GIA).

# 11. Application reference 08/AP/2809: 6 Paris Gardens - GRANTED 11/02/2009

Erection of a part 9, part 13 storey (maximum height approximately 41.3 metres above ground level) building plus basement levels to provide for a mixed use development comprising a ballet school (Class D1 use) and 162 units (253 bed spaces) of student accommodation.

# 12. <u>Application reference 07/AP/0301: 20 Blackfriars Road - GRANTED on appeal</u> 02/05/2008

(Demolition of existing buildings and redevelopment to provide a mixed use development comprising 286 residential flats (Class C3), 25,769sqm of office floorspace (Class B1), 1,710sqm of retail floorspace (Class A), 562sqm of Class D1 (community) uses, creation of new open space, reconfigured vehicular and pedestrian access and works to the public highway together with associated works including landscaping and the provision of a basement car park for up to 82 cars, plus servicing and plant areas. The development consists of two towers: an office tower of 23 storeys (maximum height 105m AOD), a residential tower of 42 storeys (maximum height 148m AOD) and lower rise buildings of up to 7 storeys fronting Stamford Street and Paris Gardens). This development has been implemented by the demolition of existing buildings however the developer wishes to pursue an alternative scheme which is currently the subject of pre-application discussions with the council. The site is now known as 18 Blackfriars Road.

# **KEY ISSUES FOR CONSIDERATION**

# Summary of main issues

- 13. The main issues to be considered in respect of this application are:
  - a) principle of the proposed development in terms of land use
  - b) design quality
  - c) amenity impacts
  - d) flood risk
  - e) transport impacts
  - f) heritage impacts including impacts on local and strategic views
  - g) planning obligations
  - h) sustainable development implications
  - i) all other relevant material planning considerations.

# Planning policy

- 14. The statutory development plans for the borough comprise the National Planning Policy Framework 2012, London Plan 2015, Southwark Core Strategy 2011, and saved policies from The Southwark Plan (2007 July).
- 15. The site is located within the:

- Central Activities Zone (CAZ)
- Bankside, Borough and London Bridge Opportunity Area
- Bankside, Borough and London Bridge Strategic Cultural Area
- Borough and Bankside District Town Centre
- Air Quality Management Area.
- 16. It has a Public Transport Accessibility Level (PTAL) of 6b where 1 is the lowest level and 6b the highest, indicating excellent access to public transport.
- 17. The following listed structures are close to the site:
  - Christ Church (Grade II)
  - Christ Church Gardens drinking fountain (Grade II)
  - 1, 2 and 3 Paris Gardens (Grade II)
  - 15 and 17 Hatfields (Grade II)
  - 1 and 3 Stamford Street (Grade II).
- 18. The Waterloo and Roupell Street Conservation Areas lie within the London Borough of Lambeth, immediately to the west of the site.
- 19. The following conservation areas lie within the surrounding area:
  - Old Barge House Alley approx 300 metres to the north west
  - Kings Bench approx 340 metres to the south east
  - Valentine Place approx 340 metres to the south.
- 20. This application should be determined in accordance with the development plan unless material considerations indicate otherwise; and the following national framework, regional and local policy and guidance are particularly relevant.

# 21. National Planning Policy Framework (the Framework)

Section 1: Building a strong, competitive economy Section 2: Ensuring the vitality of town centres Section 4: Promoting sustainable development 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

22. London Plan July 2015 consolidated with alterations since 2011

Policy 2.5 Sub-regions Policy 2.10 Central Activities Zone - strategic priorities Policy 2.11 Central Activities Zone - strategic functions

Policy 2.13 Opportunity areas and intensification areas

Policy 4.1 Developing London's economy

Policy 4.2 Offices

Policy 4.3 Mixed use development and offices

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 5.12 Flood risk management

Policy 5.13 Sustainable drainage

Policy 5.15 Water use and supplies

Policy 5.18 Construction, excavation and demolition waste

Policy 5.21 Contaminated land

Policy 6.1 Strategic approach (Transport)

Policy 6.2 Providing public transport capacity and safeguarding land for transport

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.11 Smoothing traffic flow and tackling congestion

Policy 6.12 Road network capacity

Policy 7.3 Secured by design

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.7 Location and design of tall and large buildings

Policy 7.8 Heritage assets and archaeology

Policy 7.14 Improving air quality

Policy 7.15 Reducing and managing noise

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy

# 23. 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 10 - Jobs and businesses Strategic Policy 11 - Open spaces and wildlife Strategic Policy 12 - Design and conservation Strategic Policy 13 - High environmental standards

# 24. Southwark Plan 2007 (July) - saved policies

The Council's cabinet on 19 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.

Policy 1.1 Access to Employment Opportunities

Policy 1.4 Employment Sites

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 3.20 Tall Buildings Policy 3.28 Biodiversity Policy 3.29 Development within the Thames Policy Area Policy 3.31 Flood Defences Policy 5.1 Locating Developments Policy 5.2 Transport Impacts Policy 5.3 Walking and Cycling Policy 5.6 Car Parking

25. Supplementary Planning Documents

Section 106 Planning Obligations and CIL SPD 2015 Blackfriars Road SPD 2014 Sustainable Transport Planning SPD September 2010 Sustainability Assessment 2009 Sustainable Design and Construction SPD February 2009 Design and Access Statements SPD September 2007

26. Greater London Authority Supplementary Guidance

Use of planning obligations in the funding of Crossrail 2010.

# **Principle of development**

27. At the heart of the NPPF is the presumption in favour of sustainable development. Amongst the key themes in achieving sustainable development are ensuring the vitality of town centres, promoting sustainable transport, supporting a strong economy, and delivering good design.

## Policy context

- 28. The application site is located within the Central Activities Zone (CAZ); Bankside, Borough and London Bridge Opportunity Area and the Borough and Bankside District Town Centre. The site also falls within the area covered by the Blackfriars Road SPD, and was identified as a potential development site in the SPD (site 13).
- 29. The London Plan considers opportunity areas to be "the capital's major reservoir of brownfield land with significant capacity to accommodate new housing, commercial and other developments linked to existing or potential improvements to public transport." London Plan policy 2.11 'CAZ Strategic functions' and policy 4.3 'Mixed use development and offices' require that increases in office floorspace in a development should provide for a mix of uses, including housing, unless such a mix would demonstrably conflict with other policies in the London Plan. Paragraph 4.17 of

the London Plan does recognise that exemptions to this can be submitted where mixed uses might compromise broader objectives, such as sustaining an important cluster of business activity.

- 30. Southwark's Core Strategy reinforces the London Plan aspirations for development in the CAZ to support London as a world class city. The CAZ and opportunity areas are targeted as growth areas in the borough where development will be prioritised. The council will allow more intense development for a mix of uses in the growth areas and make sure development makes the most of a site's potential and protects open space (strategic policy 1).
- 31. The adopted Blackfriars Road SPD sets out (paragraph 2.2.3) the emerging vision for Blackfriars Road which is:

"Blackfriars Road will be transformed into a vibrant place where people will want to work, live and visit. The historic, wide boulevard will provide a range of different activities, regenerating the area from the river along Blackfriars Road and stimulating change at the Elephant and Castle."

32. The existing buildings on the site are under-utilised and do not maximise the efficient use of this central location. The existing building makes a poor contribution to the local streetscape and detracts from the quality of the urban environment. The proposed scheme would deliver a high quality office development with retail at ground floor and B1 office floorspace on upper levels and this fully accords with the principle of prioritising new development within the CAZ and opportunity areas. Redevelopment of the site would make an important contribution towards the regeneration of this section of Blackfriars Road, achieving the employment vision for the area creating an active frontage to Blackfriars Road. The principle of redevelopment is therefore strongly supported.

# Land use

- 33. The 2014 Blackfriars Road SPD encourages new jobs and businesses along Blackfriars Road to help consolidate and expand the existing business cluster and reinforce the area as a strategic office and employment location. New business floorspace is encouraged and existing business floorspace is required to be retained or replaced.
- 34. A key objective towards achieving sustainable development is building a strong, competitive economy through securing economic growth. Policies 4.1 and 4.2 of the London Plan promote the contribution made by central London to London's economic success and seek to meet the needs of the central London office market.
- 35. At the local level, strategic policy 10 of the Core Strategy aims to protect existing business space and support the provision of up to 500,000sqm of additional business floorspace and 25,000 new jobs in the Bankside, Borough and London Bridge opportunity area. Existing business floorspace will also be protected in the wider CAZ and town centre locations where up to 30,000sqm of new business space will be encouraged. Saved policy 4.1 of the Southwark Plan requires existing office floorspace to be re-provided when sites are redeveloped.
- 36. The proposed building would provide 26,637sqm (GIA) of Class B1 office floorspace which represents an uplift of 13,797sqm. This re-provision and enlargement of B1 office floorspace with high quality, modern and flexible office accommodation is welcomed as a significant benefit of the scheme in accordance with adopted local and regional policy and meets the Core Strategy objective of increasing the number of jobs in Southwark.

- 37. The proposal would also provide 986sqm of Class A1/A3/A4 retail floorspace. This introduces a retail use on a site that is currently solely office, creating active frontages on the sites three street facing frontages and improving the retail offering for local workers and residents in line with the aspirations of the SPD.
- 38. It is noted that residential use does not form part of the mix of uses proposed on this site as required by London Plan policy 2.11. The Blackfriars Road SPD encourages the generation of new jobs and businesses along Blackfriars Road to help consolidate and expand the existing business service cluster and reinforce the area as a strategic office and employment location.
- 39. Incorporating residential use on this site would require separate cores, entrances, amenity and servicing. Given the physical constraints of the site and the limited site area it is considered that this would compromise the ability to develop the site to its full potential and as such a wholly commercial building offering a mix of office and retail floorspace would make the best use of the site. This would provide a significant uplift in high quality office floorspace, improve employment opportunities and offer active frontages along Blackfriars Road, Meymott Street and Colombo Street. The proposed mix of uses is therefore a welcome addition to the Blackfriars Road area and is fully supported.

## Environmental impact assessment

40. The applicant submitted a request for a screening opinion under application reference 15/AP/4960 and it was considered that the proposed development did not constitute EIA development, based on a review of the scheme against both the EIA Regulations 2011 and the European Commission guidance.

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

## Daylight

- 41. A daylight and sunlight report has been submitted which assesses the scheme based on the Building Research Establishments (BRE) guidelines on daylight and sunlight.
- 42. The BRE sets out the rationale for testing the daylight impacts of new development through various light tests. The first is the Vertical Sky Component test (VSC), which is the most readily adopted. This test 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 the daylight can be reduced by about 20% of the original value before the loss is noticeable.
- 43. The second method is the No Sky Line (NSL) or Daylight Distribution (DD) method 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 more than 20% in the area of sky visibility, daylight may be affected.
- 44. Of the 10 buildings (404 windows) assessed as part of the daylight and sunlight analysis, there are four buildings (44 windows) that would have more than a 20% reduction in VSC alongside VSC levels below 27%. Each of these properties is considered in turn below.

# Rose and Crown Public House, 47 Colombo Street

45. This building has eight windows that would see a reduction in VSC of more than 20% over existing values. Four of these windows serve a dining room with the remaining four windows serving two bedrooms. These windows would experience a loss of VSC between 21.35% and 24.14% with residual VSC values of between 16.75 and 18.12%. In terms of daylight distribution, none of the affected rooms would see a reduction in sky visibility in excess of 20%. Whilst VSC levels will be reduced beyond the 20% BRE guidelines, the rooms would still have good levels of sky visibility. The proposed VSC levels taken alongside the compliant daylight distribution levels are considered to be reasonable in an urban location.

# 49 Colombo Street

46. Of the eight windows assessed at this property, six would see reductions in VSC in excess of 20%. Four of these windows serve habitable rooms and the reductions would be in the range of 24.63% to 33.52% with residual VSC values of between 11.51 and 15.66%. In terms of daylight distribution, only one room would experience a reduction in sky visibility in excess of 20% and this room is a bathroom (which is not classed as a habitable room). Whilst the residual VSC levels would be relatively low they should be considered against the positive daylight distribution levels that will ensure good levels of sky visibility in what is a dense urban environment. The impact on this property is therefore considered to be acceptable.

# Edward Edwards House

47. 81 windows were assessed at Edward Edwards House and 16 of these would have reductions in VSC in excess of 20% with losses in the range of 22.06% to 51.59%. It should be noted that the VSC levels of these affected windows were already low and as such any further reduction leads to a significant percentage loss. For example, the worst affected window has an existing VSC level of 2.52% and the proposed VSC level is 1.22%. This means the reduction in VSC is 51.59% even though the reduction in the VSC level itself is low. As such the daylight distribution test better reflects the impact of the proposed development on Edward Edwards House and this assessment demonstrates that only one room will experience a loss of sky visibility in excess of 20%. The actual loss is 21.7% which is just beyond the BRE guidelines and as such the impact is considered acceptable.

## 216 - 220 Blackfriars Road

48. A total of 14 windows out of 37 would experience a loss of VSC in excess of 20% with the reduction ranging from 20.37% to 23.29%. These losses are only slightly in excess of the BRE guideline of 20% and the residual VSC levels are acceptable for such a densely urbanised location. Furthermore the daylight distribution test demonstrates that none of the rooms within the building would have reductions in sky visibility of more than 20%. In fact the largest reduction in sky visibility at this building is 6% which is well within the BRE guidelines and is a good result for a building in a heavily urbanised location.

# Sunlight

- 49. Only windows that face within 90 degrees of due south are tested for the impact of a development on sunlight.
- 50. Only one room out of the 100 rooms which are material for assessment in sunlight terms would breach BRE guidance by virtue of its total sunlight amenity level falling

from 27% to 21% which equates to a 22.2% alteration. Additionally, Annual Probable Sunlight Hours for all remaining rooms will be at least five hours in winter and 25 hours over the course of the year. The single room failure is only a minor breach in BRE guidance and the development is therefore considered to have an acceptable impact in terms of sunlight.

# Overshadowing

51. The main impact in terms of overshadowing will be on the Paris Gardens tennis courts and Christchurch Gardens. The tennis courts will remain largely unaffected in terms of overshadowing with good levels of sunlight being retained. Christchurch Gardens will still retain at least two hours of sunlight across more than 67% of the area in March when the sun is lower in the sky and as such will remain well lit throughout the year.

# Overlooking, outlook and privacy

52. The proposed development is located a sufficient distance from the nearest residential properties to ensure that there will be no adverse impact on overlooking, loss of outlook or loss of privacy. The impact on views is considered in more detail in the design section below.

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

53. It is not anticipated that there will be any conflict of use that would have any adverse impact on occupiers of the proposed retail or office spaces.

# Transport issues

54. Saved policy 5.1 of the Southwark Plan seeks to ensure that development is located near transport nodes, or where they are not it must be demonstrated that sustainable transport options are available to site users, and sustainable transport is promoted. In addition, saved policy 5.6 of the Southwark Plan requires development to minimise the number of car parking spaces provided and include justification for the amount of car parking sought taking into account the site Public Transport Accessibility Level (PTAL), the impact on overspill car parking, and the demand for parking within the controlled parking zones.

## Public transport accessibility

55. The site has the highest level of public transport accessibility with a PTAL level of 6b, rated on a scale of 1 - 6 where 1 represents low accessibility and 6 the highest accessibility. There are several railway and London Underground stations located within the vicinity of the site. Blackfriars South, Southwark, Waterloo and Waterloo East are all close by. The site is well connected to the London bus network, cycle routes and walking routes with a new Cycle Super Highway immediately to the front of the site on Blackfriars Road. The applicant has agreed financial contributions towards the implementation of a QuietWay on Meymott Street and the extension of a cycle hire docking station on either Colombo Street or Blackfriars Road.

## Servicing

56. Servicing will take place entirely on-site with an entrance to the servicing bay located off Meymott Street. This arrangement is considered acceptable subject to confirmation of visibility splays and detailed design and this will be secured by condition.

## Car and cycle parking

57. The proposed development will have no car parking which is supported in this highly accessible central London location. Cycle parking will be in excess of the London Plan standards with 414 spaces being provided alongside shower and locker facilities. This is a positive aspect of the scheme and it will support the Council's sustainable transport objectives.

## Other matters

58. The number and volume of waste receptacles is acceptable and they will be emptied in line with a Service Management Plan that will be agreed and secured as part of the s106 agreement. A Demolition/Construction Environmental Management Plan and a Travel Plan will also be secured in the s106 agreement.

#### Design issues

#### Overview

- 59. The site has frontages onto Blackfriars Road to the east, Meymott Street to the south and Colombo Street to the west. It is not located in a conservation area however it lies close to the Roupell Street conservation area which lies to the west within the London Borough of Lambeth.
- 60. The proposal is for a 22 storey (86.4m AOD) predominantly commercial building fronting Blackfriars Road, stepping down to 13 storeys to the rear on Colombo Street. The main office entrance will be on Blackfriars Road with the servicing entrance located on Meymott Street. The retail units will be accessed from Blackfriars Road, Meymott Street and Colombo Street. A double height colonnade area is provided on Colombo Street to the rear of the site providing opportunities for outdoor seating and planting.
- 61. The proposed building is divided into three parts: a predominantly glass two storey base; a brick clad middle rising from four storeys on Blackfriars Road to 11 storeys on Colombo Street with the remaining upper floors clad in masonary (reconstituted stone). The brick middle and masonary top are separated by a two storey glazed gallery at level 5/6 which extends along the Blackfriars Road and Meymott Street frontages.
- 62. The redevelopment would have positive impacts on local streets due to the widening of the narrow pavement on Meymott Street and the creation of an area of public realm to the rear of the site on Colombo Street.

#### Tall buildings

63. The Core Strategy policy SP12 designated the northern end of Blackfriars Road as an area suitable for tall buildings. This is reinforced within the Blackfriars Road SPD - policy SPD 5 'Building heights' states that the tallest buildings will be at the north end of Blackfriars Road, and that buildings over 50 metres in height must demonstrate that they contribute positively to London's skyline and views, and make an exceptional contribution to the regeneration of the area. In line with Southwark Plan saved policy 3.20, tall buildings must make a positive contribution to the landscape, be located at a point of landmark significance, demonstrate exceptional design quality, relate well to its surroundings at street level and contribute positively to the London skyline as a whole.

- 64. The Core Strategy and Blackfriars Road SPD do not strictly define the area for tall buildings at the north end of Blackfriars Road, other than stating that the tallest buildings should be clustered around the Blackfriars Road/Stamford Street junction. The policy would suggest that heights should taper down towards the south, however this proposal would be taller than the recently consented Wedge House scheme immediately to its north.
- 65. In developing the proposal for the Blackfriars Road frontage, a more detailed appraisal of this part of the Blackfriars Road has been carried out by the applicant involving several viewing points along the length of the road to better understand how height is appreciated in this linear context. In order for it to be considered appropriate, the chosen height has to be of an order that reflects the prevailing character of the boulevard which is accomplished through changing materiality at the prevailing shoulder height and breaking the building down into two constituent parts separated by the double height glazed gallery.
- 66. In its height scale and massing the proposal is considered to be appropriate. When it is considered in the round and from a number approaches, the local views demonstrate that the proposed height is appropriate in this setting. It concentrates the height on the Blackfriars Road frontage; it reinforces the civic scale of this important boulevard and introduces variety in the height appropriately without being overly dominant, and makes a positive contribution to the character of this part of Blackfriars Road. The way the building steps down significantly on Colombo Street contributes positively the urban setting around the tennis courts at the southern end of Paris Gardens. This meaningful drop in scale reinforces the change in the character from Blackfriars Road to Colombo Street. It is a device that enables the design to respond directly to its context and means that, viewed from Colombo Street the tower will appear in the backdrop over what appears to be a lower building, which is appropriate.

Views

- 67. The applicants have submitted a Townscape and Visual Impact Assessment (TVIA). the TVIA demonstrates that there will be no impact on any London View Management Framework views as the site does not lie within any of the protected viewing corridors.
- 68. The substantial scale of the proposal will have an impact on its immediate setting and local views, in particular the views from Roupell Street and the sequence of views through to Colombo Street. This is considered further in the heritage section below.

## Architectural design

- 69. The building is considered to be a well proportioned addition to Blackfriars Road, exhibiting a strong and original design concept through its constituent parts. The base is strong, active and engaging. The main body of the building is defined by a gridded masonry frame with glass infill which gives it proportion and order. On the upper portions, the frame of the building is finished in a lighter coloured reconstituted stone-like material. The two different finishes are separated by a double-height glazed band at the middle of the building accommodating shared conference facilities which gives the building added interest and variety.
- 70. The masonry fabric of the building directly contrasts with the glass towers to the north on Blackfriars Road and allows the building to respond directly to its immediate context. The design is undoubtedly high in quality. The choice of materials is appropriate and the detailed design demonstrates a confidence and finesse.

## Landscape and public realm

71. This is a severely constrained site with limited opportunities for public ream. The scheme benefits from a generous existing pavement on Blackfriars Road and it seeks to enhance Meymott Street by providing a substantially widened footway along this narrow street. The most substantial public realm improvement is proposed on Colombo Street where the proposal proposes a double-height colonnaded landscaped space which is designed to facilitate the movement of commuters to and from Waterloo Station. The scale of the proposed space is sufficient for mature landscape to be provided on the site and complements the more intimate character of Colombo Street. Given the limited opportunity for meaningful public realm on Blackfriars Road, this proposal has sought to improve the facilities currently available by providing good active landscaped space in the area, which links up with other open spaces in the area including Christ Church Gardens and is supported.

# Impact on heritage assets

- 72. The nearest designated heritage asset is the Christ Church and its gardens/drinking fountain. This proposed building is separated from the listed Christ Church and its Gardens by Wedge House. This separation means that this proposal is unlikely to have an impact on the setting of this sensitive historic church.
- 73. In 2008 the inspector considered this sensitive setting of Christ Church Gardens very carefully in relation to the more significant proposals for 20 Blackfriars Road to the north albeit before the church was listed and found that the contrast of the open setting to the significant scale of buildings on the Blackfriars Road was appropriate and indeed desirable. In a sense, the contrast in scale heightens the quality of this delicate tranquil space.
- 74. The views demonstrate that the proposed new tower is most visible from within the Roupell Street conservation area especially as one leaves the conservation area and travels east along Colombo Street. In the main, from within the conservation area, the brick-clad base of the new tower is likely to be visible to the left of the main axis of this historic street. In these views the building will be a prominent and ordered feature in the distance and part of the cluster of tall buildings at the northern end of the Blackfriars Road. These include the recently implemented One Blackfriars and the completed 240 Blackfriars Road buildings. The choice of cladding materials contributes positively to this view. The brick grid reflects the tone and texture of the Roupell Street conservation area is left largely unharmed by the cumulative impact of this new tower. Indeed the addition of a masonry clad block onto Colombo Street will compliment this historic setting and, given the right choice of brick, could enhance this view.

# Design Review Panel

- 75. The scheme was reviewed by the DRP in February 2016 at the pre-application stage. The Panel generally welcomed the design approach to the site and the quality of material presented. They raised questions about the way the height had been justified on this site and its relationship to Wedge House. They requested additional information from the architects. They also challenged the designers to adjust their design in respect of sustainability, servicing, land-use and detailed features which they felt could improve the scheme significantly.
- 76. As a result of the DRP's comments, the scheme was amended and improved in advance of application. Further architectural details were provided in respect of the detailed design of features like the cladding and the central 'conference' space, the

height of the active uses at the base was increased significantly and the linking feature, "the cassette", was reduced in height to better reflect the height of the consented Wedge House proposal.

# Conclusion on design and heritage

77. The proposed building would add visual interest to the Blackfriars Road area through a well proportioned building of the highest standard of design. The building exhibits an orderly yet original design concept and relates well to its immediate surroundings through the different materiality and scale of its constituent parts. The building would have a positive impact on the Roupell Street conservation area and would not harm the nearby listed Christ Church and gardens. Subject to materials, the building would be a positive addition to Blackfriars Road and is fully supported.

## Impact on trees

- 78. An arboricultural survey has been undertaken which identified five trees and one group of trees within the immediate area of the application site. The group of trees is located within Christ Church Gardens and will remain unharmed by the development. Of the five trees identified in the survey, one is being proposed for removal, a category C tree in the boundary of the application site on Colombo Street. The remaining trees will be retained.
- 79. The proposal will include re-planting of three trees within the new public realm on Colombo Street and tree protection measures will be secured by condition for the retained trees. This approach is fully supported by the council's Urban Forester.

# Planning obligations (s106 undertaking or agreement) and CIL

- 80. 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 recently adopted s106 planning obligations 2015 SPD, which sets out in detail the type of development that qualifies for planning obligations. Strategic policy 14 'Implementation and delivery' of the Core Strategy states that planning obligations will be sought to reduce or mitigate the impact of developments. The NPPF which echoes the Community Infrastructure Levy Regulation 122 which requires obligations be:
  - Necessary to make the development acceptable in planning terms
  - Directly related to the development
  - Fairly and reasonably related in scale and kind to the development.
- 81. Following the adoption of Southwark's Community Infrastructure Levy (SCIL) on 1 April 2015, much of the historical toolkit obligations such as Education and Strategic Transport have been replaced by SCIL. Only defined site specific mitigation that meets the tests in regulation 122 can be given weight.

s106

82. After detailed evaluation, the following table sets out the required site specific mitigation and the applicant's position with regard to each point:

Planning Obligation	Mitigation	Applicant Position
Employment during construction	58 Jobs lasting a minimum of 26 weeks for an unemployed Southwark resident	Agreed
	58 residents trained in pre/post employment short courses	
	15 new apprenticeships	
	Or a payment of £280,000	
Employment in the development	174 jobs lasting a minimum of 26 weeks	Agreed
	Or a payment of £748,000	
Transport - site specific	£250,000 towards the implementation of a QuietWay on Meymott Street	Agreed
Transport for London	£100,000 towards cycle hire docking station extensions	Agreed
	£443,297 towards CrossRail	
Public realm	The developer will be providing a new public realm as part of the development. An additional £80,000 is required towards improvements to Christ Church Gardens	Agreed
Archaeology	£11,17	Agreed
Carbon Offset - Green Fund	£89,910	Agreed
Trees	Not specifically required unless highways issues prevent some of the proposed trees from being planted in which case a contribution will be sought - £3,000 per tree	Agreed
Total	£2,002,378	
Admin charge (2%)	£40,047.56	

83. The s106 agreement will also secure an Estate Management Plan, Construction and Environmental Management Plan, Travel Plan and Service Management Plan. The

contributions and in lieu works detailed in the table above will also be secured under the s106 agreement alongside any s278 highways works and amendments to the traffic management order.

84. In the event that an agreement has not been completed by 31 October 2016, the Committee is asked to authorise the Director of Planning to refuse permission, if appropriate, 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 public realm, transport network or employment and the proposal would therefore be contrary to saved policy 2.5 'Planning obligations' of the Southwark Plan and policy 14 - 'Implementation and delivery' of the Southwark Core Strategy, the Southwark Supplementary Planning Document 'Section 106 planning obligations' 2015, and policy 8.2 'Planning obligations of the London Plan."

Community Infrastructure Levy

- 85. Section 143 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 and Southwark CIL is a material consideration. However, the weight to be attached to a local finance consideration remains a matter for the decision-maker.
- 86. 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 (plus indexation) per square metre in Southwark. Southwark CIL in this location has a residential rate of £125 for retail, £70 for office and zero for other proposed uses. SCIL is to be used for infrastructure that supports growth with a Southwark commitment to spend at least 25% locally.
- 87. The following rational has been used to calculate the floorspace of the proposed development in terms of CIL calculations:
  - Existing floor space of 12,840sqm which is all office space
  - Proposed floor space of 27,623sqm of which 26,637sqm is office (96%) and 986sqm is retail (4%)
  - And that the existing floor space has been used for 6 months in the last 36 months.
- 88. Using the calculations above, the proposed development generates a Mayoral CIL payment of £783,499 based on a 14,783sqm increase in total floor space at £50 per sqm.
- 89. Likewise the development generates a Southwark CIL payment of £1,067,332 based on:
  - 14,783sqm x 0.96 (proportion of increased floor space as office) = 14,191sqm x £70sqm = £993,417
  - 14,783sqm x 0.04 (proportion of increased floor space as retail) = 591sqm x £125sqm = £73,915.

# Sustainable development implications

# Carbon reduction

- 90. The energy statement demonstrates how the energy hierarchy has been applied to the proposed development in order to achieve the carbon reduction targets set out in strategic policy 13 of the Core Strategy and the London Plan. The Core Strategy and the London Plan also state that there is a presumption that all major development proposals will seek to reduce carbon dioxide emissions by at least 20% through the use of on-site renewable energy generation wherever feasible. In addition, the London Plan expects developments to achieve a reduction in carbon dioxide emissions of 35% over part L of the 2013 building regulations.
- 91. The proposed development will incorporate PV panels and CHP alongside a range of Be Lean, Be Clean, Be Green principles that result in an overall carbon reduction of 25.76% over part L of the 2013 building regulations. This would result in a shortfall of 49.95 tonnes of CO2 below the 35% requirement that will need to be captured by the Carbon offset Green Fund. This requires a payment of £1,800 per tonne which equates to £89,910. This will be included within the s106 legal agreement.

# BREEAM

92. The new building will be required to meet BREEAM 'Excellent' and a BREEAM preassessment has been submitted with the application demonstrating that this category is achievable. Attaining BREEAM 'Excellent' for the overall development will be a conditioned requirement of any consent issued.

# Other matters

# Ecology

93. The council's Ecology Officer has reviewed the Preliminary Ecological Appraisal submitted with the application and agrees with its findings, acknowledging that the site offers negligible interest for biodiversity at present. Subject to conditions regarding brown roofs and bat boxes, the Ecology Officer supports the proposed development.

# Air quality and noise

- 94. The site lies within an Air Quality Management Area and the applicant has submitted an Air Quality Assessment alongside a Noise Assessment in order to assess the impact of the development on these two topics. The assessments demonstrate that, for air quality there may be an impact during demolition and construction but once completed, the operational development is likely to have a minimal impact on air quality. Likewise, noise is considered to be an impact during demolition/construction however the operational phase of the development can be adequately mitigated through condition.
- 95. A condition will also be imposed to secure demolition and construction management plans to ensure appropriate mitigation for air quality and noise impacts during the demolition/construction phase of the development.

# Micro-climate

96. The micro-climate study submitted with the application demonstrates that the pedestrian level environment will not be adversely affected by the proposed development.

# Flood risk

97. 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. The site is protected by the Thames Barrier and related defences. A flood risk assessment has been submitted with the application and the Environment Agency has been consulted on the proposal, with no objections.

# Conclusion on planning issues

- 98. The development enhances the quantum and quality of office accommodation on the site in full accordance with local and regional policy. The location of the application site makes it ideal for office and retail use and meets the aspirations of the Blackfriars Road SPD, greatly improving the employment offer in the area whilst providing new active frontages with retail units to serve both workers and residents. The development will provide approximately 2,285 jobs which is an increase of 1,571 over the existing provision and this is welcomed.
- 99. The proposal involves the provision of a tall building which has been considered carefully against the requirements of the London Plan and local design policies. The building will sit on the periphery of the established cluster of tall buildings at this northern end of Blackfriars Road and contextualises well with its surroundings. Although the proposal would be visible from a number of vantage points, this is not considered to be harmful or unduly prominent. Officers consider that the scheme has an exemplary standard of design which would be a positive addition to the area. Furthermore the impacts on the adjacent Roupell Street conservation area are not considered to be harmful and the building has an acceptable impact on both local and strategic views.
- 100. The impact of the building in terms of daylight and sunlight is considered to be acceptable given the highly urbanised location and all properties would continue to have good levels of sky visibility as well as winter sun. The Paris Gardens Tennis Courts and Christ Church Gardens will remain well lit throughout the year and would not be detrimentally harmed by the proposal.
- 101. The proposal would be capable of generating significant economic benefits for the local and wider area, would also seek to enhance pedestrian movement in the local area and activate this section of Blackfriars Road.
- 102. In line with the requirements of the NPPF, the council has applied the presumption in favour of sustainable development. The proposed development would accord with sustainable principles and would positively promote a suitable mixed use development and an effective use of land that meets the aspirations of the Blackfriars Road SPD. It is located in an appropriate location being within the CAZ, the Bankside, Borough and London Bridge opportunity area and the Borough and Bankside Town Centre. It is therefore recommended that permission be granted, subject to conditions as set out in the attached draft decision notice, completion of a s106 agreement on terms as set out above, and referral to the Greater London Authority.

# Community impact statement

103. 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.

- a) The impact on local people is set out above
- b) There are no issues relevant to particular communities/groups likely to be affected by the proposal
- c) There are no likely adverse or less good implications for any particular communities/groups.

# Consultations

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

# Consultation replies

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

# Summary of consultation responses

- 106. All comments received from statutory and non statutory organisations have been summarised and addressed below;
- 107. <u>Arqiva</u>

No observations.

Response - noted.

## 108. Environment Agency

No objections. Informative are recommended regarding waste, both on site and hate to be taken off site.

Response - noted, the relevant informative will be added to any consent issued.

## 109. Greater London Authority

The proposal falls short of the target 35% reduction in Carbon Dioxide emissions required by policy. The applicant should consider further measures aimed at securing additional carbon reductions. The additional carbon reductions and further information required regarding air quality should be secured by conditions or s106. The design is considered to be of a high standard and the scale/massing of the building is not considered to have an adverse impact on the conservation areas. The GLA also welcome the employment space that is on offer.

Response - noted and agreed. An energy strategy will be secured as part of the s106 agreement as well as additional measures with regards to air quality to secure Air Quality Neutral.

## 110. Historic England

Lambeth Council's assessment of the Roupell Street conservation area in their 2007 Statement warns of the sensitivity of views in the area to tall buildings. The view east down Roupell Street is one of the most important in that conservation area, and the current building on the site appears to respond to this, its southern elevation stepped back to ease out of this view. The Visual Impact Assessment included with the application makes clear that views along Roupell Street and along the parallel Whittlesey Street would be substantially altered by the proposed building. It would dramatically terminate views within the Roupell Street conservation area with an element which presents a startling contrast in scale to the conservation area, and would visually overwhelm the historic streets. The form and design of the building, which presents broad, sharp planes to the west, exacerbates this impact. The harm caused to designated assets by the proposed development, including any harm identified to the Waterloo conservation area, should be weighed in the planning balance, and special regard should be given to preserving the significance of affected conservation areas. Any harm should be clearly justified and outweighed by public benefits.

Response - the views demonstrate that the proposed new tower is most visible from within the Roupell Street conservation area especially as one leaves the conservation area and travels east along Colombo Street. In the main, from within the conservation area, the brick-clad base of the new tower is likely to be visible to the left of the main axis of this historic street. In these views the building will be a prominent and ordered feature in the distance and part of the cluster of tall buildings at the northern end of the Blackfriars Road. These include the recently implemented One Blackfriars and the completed 240 Blackfriars Road. The choice of cladding materials contributes positively to this view. The brick grid reflects the tone and texture of the Roupell Street Conservation Area is left largely unharmed by the cumulative impact of this new tower. Indeed the addition of a masonry clad block onto Colombo Street will compliment this historic setting and, given the right choice of brick, could enhance this view.

111. London Borough of Lambeth

No objections.

Response - noted.

## 112. London Underground

No comments to make on the current proposal.

Response - noted.

## 113. Metropolitan Police

The development should be able to achieve the security requirements of Secured by Design and the relevant condition should be attached to any consent issued.

Response - noted and agreed, the relevant condition will be attached to any consent issued.

114. Natural England

No objection.

Response - noted.

115. Thames Water

No objection subject to conditions relating to piling, water supply infrastructure and surface water drainage.

Response - noted and agreed, the relevant condition will be attached to any consent

issued.

### 116. Transport for London

TfL are satisfied that the development is unlikely to have an adverse impact on the transport network. TfL would prefer to see servicing are place from Colombo Street. Cycle parking is provided over two floors and each floor has separate locker and changing/showering facilities; it should be confirmed that cycle parking is not segregated by gender. Care free development is supported but the developer should justify the lack of blue badge parking. Contributions are sought towards CrossRail and £100,000 is sough to extend cycle hire facilities on Colombo Street.

Response - the applicant has worked with LBS Transport officers at pre-application stage to ensure servicing takes place on-site and Meymott Street was considered the best option as servicing from Colombo Street would result in a diminished public realm offering. Additionally, Colombo Street is already a very busy street, both in terms of traffic and pedestrians and as such it was not considered appropriate to add further servicing pressure. Cycle parking is not segregated by gender and there are blue badge disabled bays located in close proximity to the site. Furthermore, this is an extremely accessible location with step free access from the nearest train and underground stations. As such the car free nature of the development is supported. The applicant has agreed the financial contributions sought by TfL.

- 117. Consultation requests were also sent to the following authorities/agencies with no reply received:
  - City of London
  - City of Westminster
  - Civil Aviation Authority
  - Department for Communities and Local Government
  - London Fire and Emergency.
- 118. Ward members for Bishops Ward within the London Borough of Lambeth have submitted an objection to the proposed development raising issues such as the impact of the development on the adjacent conservation areas, impact on views, excessive height, impacts on the skyline and poor consultation by the developer. These issues are consider below alongside the main points of objection (x25) raised by members of the public.
- 119. The proposed building will have an adverse impact on the surrounding area including the Roupell Street and Waterloo conservation areas and impacts on views.

Response - the views demonstrate that the proposed new tower is most visible from within the Roupell Street conservation area especially as one leaves the conservation area and travels east along Colombo Street. In the main, from within the conservation area, the brick-clad base of the new tower is likely to be visible to the left of the main axis of this historic street. In these views the building will be a prominent and ordered feature in the distance and part of the cluster of tall buildings at the northern end of the Blackfriars Road. These include the recently implemented One Blackfriars and the completed 240 Blackfriars Road. The choice of cladding materials contributes positively to this view. The brick grid reflects the tone and texture of the Roupell Street conservation area is left largely unharmed by the cumulative impact of this new tower.

Indeed the addition of a masonry clad block onto Colombo Street will compliment this historic setting and, given the right choice of brick, could enhance this view.

120. The developer has failed to engage meaningfully with the community and the consultation process has been poor.

Response - the developer has submitted a Statement of Community Involvement which demonstrates that consultation took place during the pre-application process and as such it is considered that residents were engaged during this process. The consultation process is therefore considered to be adequate. Statutory consultation was undertaken by the London Borough of Southwark as part of the planning application.

121. The height, scale, bulk and materiality of the proposed building is unsuitable in this location and fails to comply with the SPD.

Response - the northern end of Blackfriars Road is considered to be a point of landmark significance and an appropriate location for a tall building. The Blackfriars Road SPD supports this position and envisages tall buildings in this location. This proposal varies from the SPD in that it is taller than the recently consented Wedge House where the SPD suggests that height should taper down towards the south. The height, scale and massing is considered acceptable in this location as the building introduces variety of height through materiality and steps down to the west towards Colombo Street and the adjacent conservation areas. This meaningful drop in scale describes the change in the character from Blackfriars Road to Colombo Street. It is a device that enables the design to respond directly to its context and means that, viewed from Colombo Street the tower will appear in the backdrop over what appears to be a lower building which is appropriate.

122. The construction of the building will have an adverse impact on health.

Response - it is acknowledged that the demolition and construction process can have temporary impacts during the course of these works. As such, a Demolition Environmental Management Plan and a Construction Environmental Management Plan will be secured in the legal agreement in order that the council can control and monitor the demolition and construction process to mitigate and limit any potential impacts.

123. The building is not of a sufficiently high standard of design.

Response - officers consider the building to be of a very high standard of design and one which is suitable for this location on Blackfriars Road. Conditions in relation to materials will be imposed to ensure the highest standard of finish.

124. There will be an adverse impact on daylight and sunlight to surrounding properties and open spaces.

Response - all of the assessed properties will retain good levels of daylight distribution and only one of the rooms assessed will have a reduction in sunlight in excess of the BRE guidelines. The open spaces adjacent to the site at Colombo Street Tennis Courts and Christ Church Gardens will remain well lit throughout the year.

125. The proposal will have an adverse impact on the skyline.

Response - the proposal will introduce variety in height along Blackfriars Road that will contextualise with the taller elements to the north and the lower elements to the south and west. This is considered to be beneficial to the skyline.

126. The development will result in micro-climate impacts.

Response - the micro-climate study submitted with the application demonstrates that the pedestrian level environment will not be adversely affected by the proposed development.

127. The development will create a corridor effect on Blackfriars Road.

Response - Blackfriars Road is a central London boulevard that is considered appropriate for tall buildings. Given the variety of height along Blackfriars Road it is unlikely that there will be a 'corridor' or 'tunnelling' effect.

128. Surrounding listed buildings and heritage assets will be adversely affected by the proposed development.

Response - the nearest designated heritage asset is the Christ Church and its gardens/drinking fountain. This proposed new tower sits is separate from the listed Christ Church and its Gardens by Wedge House. This separation means that this proposal is unlikely to have an impact on the setting of this sensitive historic church.

129. An additional objection was received from London and South Eastern Railway Ltd however the objection raises issues regarding the lease of the current office space and as such does not raise any material planning issues.

# Human rights implications

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.

This application has the legitimate aim of providing office and retail use. 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**

Background Papers	Held At	Contact	
Site history file: TP/1016-A	Chief Executive's	Planning enquiries telephone:	
	Department	020 7525 5403	
Application file: 16/AP/1660	160 Tooley Street	Planning enquiries email:	
	London	planning.enquiries@southwark.gov.uk	
Southwark Local Development	SE1 2QH	Case officer telephone:	
Framework and Development		020 7525 5365	
Plan Documents		Council website:	
		www.southwark.gov.uk	

# APPENDICES

No.	Title	
Appendix 1	Consultation undertaken	
Appendix 2	Consultation responses received	
Appendix 3	Human rights	
Appendix 4	Recommendation	
Appendix 5	Computer generated images	

# AUDIT TRAIL

Lead Officer	Simon Bevan, Director of Planning				
Report Author	Terence McLellan, Team Leader				
Version	Final				
Dated	30 June 2016				
Key Decision?	No				
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER					
Officer Title		Comments sought	Comments included		
Strategic Director of Finance and Governance		No	No		
Strategic Director, Environment and Leisure		No	No		
Strategic director of Housing and Modernisation		No	No		
Director of Regeneration		No	No		
Date final report se	30 June 2016				

# **APPENDIX 1**

# **Consultation undertaken**

Site notice date: 24/05/2016

**Press notice date:** 12/05/2016

Case officer site visit date: n/a

Neighbour consultation letters sent: 18/05/2016

# Internal services consulted:

Ecology Officer Economic Development Team Environmental Protection Team Formal Consultation [Noise / Air Quality / Land Contamination / Ventilation] Flood and Drainage Team HIGHWAY LICENSING Highway Development Management Local Economy Team Waste Management

## Statutory and non-statutory organisations consulted:

Argiva - digital communications City Of London City of Westminster **Civil Aviation Authority** Dept. for Communities & Local Government [for all types of casework in Annex A of Chief Planner's letter 10 March 2011 - see details on Xdrive] **Environment Agency** Greater London Authority **Historic England** London Borough of Lambeth London Fire & Emergency Planning Authority London Underground Limited Metropolitan Police Service (Designing out Crime) Natural England - London Region & South East Region Peabody, 45 Westminster Bridge Road Thames Water - Development Planning The Royal Parks Transport for London (referable & non-referable app notifications and pre-apps)

## Neighbour and local groups consulted:

9 Brinton Walk London SE1 0XD 10 Nicholson Street London SE1 0XP 12 Nicholson Street London SE1 0XP 8 Brinton Walk London SE1 0XD 5 Brinton Walk London SE1 0XD 6 Brinton Walk London SE1 0XD 7 Brinton Walk London SE1 0XD 4 Nicholson Street London SE1 0XP Apartment 6 235 Blackfriars Road SE1 8NW Apartment 3 235 Blackfriars Road SE1 8NW Apartment 4 235 Blackfriars Road SE1 8NW Apartment 5 235 Blackfriars Road SE1 8NW H 3 6 Paris Garden SE1 8DJ H 4 6 Paris Garden SE1 8DJ H 5 6 Paris Garden SE1 8DJ H 2 6 Paris Garden SE1 8DJ 6 Nicholson Street London SE1 0XP 8 Nicholson Street London SE1 0XP 2 Nicholson Street London SE1 0XP 14 Nicholson Street London SE1 0XP 16 Nicholson Street London SE1 0XP 18 Nicholson Street London SE1 0XP Part Second Floor East Friars Bridge Court SE1 8NZ 1 Brinton Walk London SE1 0XD 10 Brinton Walk London SE1 0XD Part Second Floor West Friars Bridge Court SE1 8NZ Ninth And Tenth Floors 240 Blackfriars Road SE1 8NW Eleventh Floor North 240 Blackfriars Road SE1 8NW Eleventh Floor South 240 Blackfriars Road SE1 8NW 2 Brinton Walk London SE1 0XD 3 Brinton Walk London SE1 0XD 4 Brinton Walk London SE1 0XD 14 Brinton Walk London SE1 0XD 11 Brinton Walk London SE1 0XD 12 Brinton Walk London SE1 0XD 13 Brinton Walk London SE1 0XD Flat 26 Quadrant House SE1 0UW Flat 27 Quadrant House SE1 0UW Flat 28 Quadrant House SE1 0UW Flat 25 Quadrant House SE1 0UW Flat 22 Quadrant House SE1 0UW Flat 23 Quadrant House SE1 0UW Flat 24 Quadrant House SE1 0UW

Flat 22 Quadrant House SE1 0UW Flat 23 Quadrant House SE1 0UW Flat 24 Quadrant House SE1 0UW Flat 32 Quadrant House SE1 0UW Flat 33 Quadrant House SE1 0UW Flat 34 Quadrant House SE1 0UW Flat 31 Quadrant House SE1 0UW Flat 30 Quadrant House SE1 0UW Flat 30 Quadrant House SE1 0UW Flat 13 Quadrant House SE1 0UW Flat 14 Quadrant House SE1 0UW Flat 15 Quadrant House SE1 0UW Flat 12 Quadrant House SE1 0UW Flat 12 Quadrant House SE1 0UW Flat 10 Quadrant House SE1 0UW Flat 10 Quadrant House SE1 0UW Flat 10 Quadrant House SE1 0UW Flat 11 Quadrant House SE1 0UW Flat 11 Quadrant House SE1 0UW Flat 12 Quadrant House SE1 0UW Flat 12 Quadrant House SE1 0UW

Flat 20 Quadrant House SE1 0UW Flat 21 Quadrant House SE1 0UW Flat 19 Quadrant House SE1 0UW Flat 16 Quadrant House SE1 0UW Flat 17 Quadrant House SE1 0UW Flat 18 Quadrant House SE1 0UW Sixth Floor 240 Blackfriars Road SE1 8NW Pg 53 6 Paris Garden SE1 8DJ Pg 54 6 Paris Garden SE1 8DJ Pg 55 6 Paris Garden SE1 8DJ Pg 52 6 Paris Garden SE1 8DJ Pg 49 6 Paris Garden SE1 8DJ Pg 50 6 Paris Garden SE1 8DJ Pg 51 6 Paris Garden SE1 8DJ Pg 60 6 Paris Garden SE1 8DJ Pg 61 6 Paris Garden SE1 8DJ Pg 62 6 Paris Garden SE1 8DJ Pg 59 6 Paris Garden SE1 8DJ Pg 56 6 Paris Garden SE1 8DJ Pg 57 6 Paris Garden SE1 8DJ Pg 58 6 Paris Garden SE1 8DJ Pg 39 6 Paris Garden SE1 8DJ Pg 40 6 Paris Garden SE1 8DJ Pg 41 6 Paris Garden SE1 8DJ Pg 38 6 Paris Garden SE1 8DJ Pg 35 6 Paris Garden SE1 8DJ Pg 36 6 Paris Garden SE1 8DJ Pg 37 6 Paris Garden SE1 8DJ Pg 46 6 Paris Garden SE1 8DJ Pg 47 6 Paris Garden SE1 8DJ Pg 48 6 Paris Garden SE1 8DJ

Apartment 10 235 Blackfriars Road SE1 8NW H 1 6 Paris Garden SE1 8DJ Part First Floor East Friars Bridge Court SE1 8NZ Former Bin Store Part Ground Floor Friars Bridge Court SE1 8NZ Large Store Part Basement Friars Bridge Court SE1 8NZ Part Basement Store Friars Bridge Court SE1 8NZ 240 Blackfriars Road London SE1 8NW Apartment 1 235 Blackfriars Road SE1 8NW Apartment 2 235 Blackfriars Road SE1 8NW Managment Office Part Ground Floor Friars Bridge Court SE1 8NZ Annexe Part First Floor Friars Bridge Court SE1 8NZ Multisports Courts Hatfields SE1 8ND Third Floor To Fourth Floor 209-215 Blackfriars Road SE1 8NL Fifth Floor 209-215 Blackfriars Road SE1 8NL Basement Ground First To Third Floors Sungard Court Sunguard Court SE1 8ND Fourth Floor Sunguard Court SE1 8ND Railway Arch 84 Scoresby Street SE1 0XN Second Floor 209-215 Blackfriars Road SE1 8NL Part Basement Southwest Trains Friars Bridge Court SE1 8NZ Sixth Floor And Seventh Floor Friars Bridge Court SE1 8NZ Fourth To Seventh Floors 230 Blackfriars Road SE1 8NW Ground Floor To Third Floor 230 Blackfriars Road SE1 8PJ Part Ground Floor Railtrack Friars Bridge Court SE1 8NZ Part Basement Friars Bridge Court SE1 8NZ Second Floor And Third Floor 18 Hatfields SE1 8GN Lower Ground Floor 18 Hatfields SE1 8GN Excluding Part First Floor Chadwick Court SE1 8DJ Office 242 Blackfriars Road SE1 9UF 242b Blackfriars Road London SE1 9UF First Floor 209-215 Blackfriars Road SE1 8NL Part Third Floor Rennie House SE1 8DL Excluding Part Third Floor Rennie House SE1 8DL Ground And First Floor Rennie House SE1 8DL Ground Floor 18 Hatfields SE1 8GN First Floor 18 Hatfields SE1 8GN Second To Fourth Floor Rennie House SE1 8DL Second Floor Bastille Court SE1 8ND Third Floor Bastille Court SE1 8ND Versailles Court 3 Paris Garden SE1 8ND Third To Fourth Floor Friars Bridge Court SE1 8NZ Fourth Floor Bastille Court SE1 8ND Basement To Ground Floor 209-215 Blackfriars Road SE1 8NL H 81 6 Paris Garden SE1 8DJ H 82 6 Paris Garden SE1 8DJ H 83 6 Paris Garden SE1 8DJ H 80 6 Paris Garden SE1 8DJ H 77 6 Paris Garden SE1 8DJ H 78 6 Paris Garden SE1 8DJ H 79 6 Paris Garden SE1 8DJ Pg 4 6 Paris Garden SE1 8DJ Pg 5 6 Paris Garden SE1 8DJ Pg 6 6 Paris Garden SE1 8DJ Pg 3 6 Paris Garden SE1 8DJ H 84 6 Paris Garden SE1 8DJ Pg 1 6 Paris Garden SE1 8DJ Pg 2 6 Paris Garden SE1 8DJ H 67 6 Paris Garden SE1 8DJ H 68 6 Paris Garden SE1 8DJ H 69 6 Paris Garden SE1 8DJ H 66 6 Paris Garden SE1 8DJ H 63 6 Paris Garden SE1 8DJ H 64 6 Paris Garden SE1 8DJ H 65 6 Paris Garden SE1 8DJ H 74 6 Paris Garden SE1 8DJ H 75 6 Paris Garden SE1 8DJ H 76 6 Paris Garden SE1 8DJ H 73 6 Paris Garden SE1 8DJ H 70 6 Paris Garden SE1 8DJ H 71 6 Paris Garden SE1 8DJ H 72 6 Paris Garden SE1 8DJ Pg 25 6 Paris Garden SE1 8DJ

Pg 26 6 Paris Garden SE1 8DJ Pg 27 6 Paris Garden SE1 8DJ Pg 45 6 Paris Garden SE1 8DJ Pg 42 6 Paris Garden SE1 8DJ Pg 43 6 Paris Garden SE1 8DJ Pg 44 6 Paris Garden SE1 8DJ 33 Hatfields London SE1 8DJ Unit 1 240 Blackfriars Road SE1 8NW 15-25 Paris Garden London SE1 8DL Pg 77 6 Paris Garden SE1 8DJ Pg 78 6 Paris Garden SE1 8DJ Pg 0 6 Paris Garden SE1 8DJ Pro Insight Colombo Centre SE1 8DP First To Third Floors 240 Blackfriars Road SE1 8NW Fourth To Fifth Floors 240 Blackfriars Road SE1 8NW Third Floor Dominican Court SE1 8DJ Basement Ground And First Floors Dominican Court SE1 8DJ Second Floor Dominican Court SE1 8DJ Pg 67 6 Paris Garden SE1 8DJ Pg 68 6 Paris Garden SE1 8DJ Pg 69 6 Paris Garden SE1 8DJ Pg 66 6 Paris Garden SE1 8DJ Pg 63 6 Paris Garden SE1 8DJ Pg 64 6 Paris Garden SE1 8DJ Pg 65 6 Paris Garden SE1 8DJ Pg 74 6 Paris Garden SE1 8DJ Pg 75 6 Paris Garden SE1 8DJ Pg 76 6 Paris Garden SE1 8DJ Pg 73 6 Paris Garden SE1 8DJ Pg 70 6 Paris Garden SE1 8DJ Pg 71 6 Paris Garden SE1 8DJ Pg 72 6 Paris Garden SE1 8DJ Rose And Crown 47 Colombo Street SE1 8DP Prince Albert 76 Colombo Street SE1 8DP 27 Blackfriars Road SE1 8NY 19 Hatfields London SE1 8DJ Colombo Centre 34-68 Colombo Street SE1 8DP 45 Colombo Street London SE1 8EE Prince William Henry 216-219 Blackfriars Road SE1 8NL 24 Blackfriars Road London SE1 8NY 202 Blackfriars Road London SE1 8NJ 1 Paris Garden London SE1 8NU Wedge House 36 Blackfriars Road SE1 8PB 49 Colombo Street London SE1 8DP Post Office 52 Blackfriars Road SE1 8NN Flat 9 Edward Edwards House SE1 0XL 19-23 Blackfriars Road London SE1 8ER 25 Blackfriars Road London SE1 8NY Dominican Court 17 Hatfields SE1 8DJ 34 Blackfriars Road London SE1 8NZ Franciscan Court 16 Hatfields SE1 8DJ Part First Floor Chadwick Court SE1 8DJ Railway Arch 80 Scoresby Street SE1 0XN Basement Ground Floor And First Floor 26 Blackfriars Road SE1 8NY Basement To Second Floors Great Surrey House SE1 8NH Third Floor Great Surrey House SE1 8NH 23 Stamford Street London SE1 9NT Wakefield House 9-11 Stamford Street SE1 9NT Railway Arch 81 Scoresby Street SE1 0XN Railway Arch 82 Scoresby Street SE1 0XN Railway Arch 85 Scoresby Street SE1 0XN 1 Stamford Street London SE1 9NT The Mad Hatter 3-7 Stamford Street SE1 9NY 242 Blackfriars Road London SE1 9UF 25 Stamford Street London SE1 9NT Flat 3 Suthring House SE1 8NL Flat 4 Suthring House SE1 8NL Flat 5 Suthring House SE1 8NL Flat 2 Suthring House SE1 8NL Flat Above Prince William Henry SE1 8NL Second Floor And Third Floor Flat 26 Blackfriars Road SE1 8NY Flat 1 Suthring House SE1 8NL Flat 8 Edward Edwards House SE1 0XL 3 Rotherham Walk London SE1 0XE 4 Rotherham Walk London SE1 0XE 5 Rotherham Walk London SE1 0XE 2 Rotherham Walk London SE1 0XE 15 Rotherham Walk London SE1 0XE 16 Rotherham Walk London SE1 0XE 17 Rotherham Walk London SE1 0XE

Pg 24 6 Paris Garden SE1 8DJ Pg 21 6 Paris Garden SE1 8DJ Pg 22 6 Paris Garden SE1 8DJ Pg 23 6 Paris Garden SE1 8DJ Pg 32 6 Paris Garden SE1 8DJ Pg 33 6 Paris Garden SE1 8DJ Pg 34 6 Paris Garden SE1 8DJ Pg 31 6 Paris Garden SE1 8DJ Pg 28 6 Paris Garden SE1 8DJ Po 29 6 Paris Garden SE1 8DJ Pg 30 6 Paris Garden SE1 8DJ Pg 11 6 Paris Garden SE1 8DJ Pg 12 6 Paris Garden SE1 8DJ Pg 13 6 Paris Garden SE1 8DJ Pg 10 6 Paris Garden SE1 8DJ Pg 7 6 Paris Garden SE1 8DJ Pg 8 6 Paris Garden SE1 8DJ Pg 9 6 Paris Garden SE1 8DJ Pg 18 6 Paris Garden SE1 8DJ Pg 19 6 Paris Garden SE1 8DJ Pg 20 6 Paris Garden SE1 8DJ Pg 17 6 Paris Garden SE1 8DJ Pg 14 6 Paris Garden SE1 8DJ Pg 15 6 Paris Garden SE1 8DJ Pg 16 6 Paris Garden SE1 8DJ H 62 6 Paris Garden SE1 8DJ H 24 6 Paris Garden SE1 8DJ H 25 6 Paris Garden SE1 8DJ H 26 6 Paris Garden SE1 8DJ H 23 6 Paris Garden SE1 8DJ H 20 6 Paris Garden SE1 8DJ H 21 6 Paris Garden SE1 8DJ H 22 6 Paris Garden SE1 8DJ H 31 6 Paris Garden SE1 8DJ H 32 6 Paris Garden SE1 8DJ H 33 6 Paris Garden SE1 8DJ H 30 6 Paris Garden SE1 8DJ H 27 6 Paris Garden SE1 8DJ H 28 6 Paris Garden SE1 8DJ H 29 6 Paris Garden SE1 8DJ H 10 6 Paris Garden SE1 8DJ H 11 6 Paris Garden SE1 8DJ H 12 6 Paris Garden SE1 8DJ H 9 6 Paris Garden SE1 8DJ H 6 6 Paris Garden SE1 8DJ H 7 6 Paris Garden SE1 8DJ H 8 6 Paris Garden SE1 8DJ H 17 6 Paris Garden SE1 8DJ H 18 6 Paris Garden SE1 8DJ H 19 6 Paris Garden SE1 8DJ H 16 6 Paris Garden SE1 8DJ H 13 6 Paris Garden SE1 8DJ H 14 6 Paris Garden SE1 8DJ H 15 6 Paris Garden SE1 8DJ H 52 6 Paris Garden SE1 8DJ H 53 6 Paris Garden SE1 8DJ H 54 6 Paris Garden SE1 8DJ H 51 6 Paris Garden SE1 8DJ H 48 6 Paris Garden SE1 8DJ H 49 6 Paris Garden SE1 8DJ H 50 6 Paris Garden SE1 8DJ H 59 6 Paris Garden SE1 8DJ H 60 6 Paris Garden SE1 8DJ H 61 6 Paris Garden SE1 8DJ H 58 6 Paris Garden SE1 8DJ H 55 6 Paris Garden SE1 8DJ H 56 6 Paris Garden SE1 8DJ H 57 6 Paris Garden SE1 8DJ H 38 6 Paris Garden SE1 8DJ H 39 6 Paris Garden SE1 8DJ H 40 6 Paris Garden SE1 8DJ H 37 6 Paris Garden SE1 8DJ H 34 6 Paris Garden SE1 8DJ H 35 6 Paris Garden SE1 8DJ H 36 6 Paris Garden SE1 8DJ H 45 6 Paris Garden SE1 8DJ H 46 6 Paris Garden SE1 8DJ H 47 6 Paris Garden SE1 8DJ

Flat 1 Edward Edwards House SE1 0XL Flat 10 Edward Edwards House SE1 0XL Flat 12 Edward Edwards House SE1 0XL 9 Rotherham Walk London SE1 0XE 6 Rotherham Walk London SE1 0XE 7 Rotherham Walk London SE1 0XE 8 Rotherham Walk London SE1 0XE Flat 6 Quadrant House SE1 0UW Flat 7 Quadrant House SE1 0UW Flat 8 Quadrant House SE1 0UW Flat 5 Quadrant House SE1 0UW Flat 35 Quadrant House SE1 0UW Flat 36 Quadrant House SE1 0UW Flat 4 Quadrant House SE1 0UW 12 Rotherham Walk London SE1 0XE 13 Rotherham Walk London SE1 0XE 14 Rotherham Walk London SE1 0XE 11 Rotherham Walk London SE1 0XE Flat 9 Quadrant House SE1 0UW 1 Rotherham Walk London SE1 0XE 10 Rotherham Walk London SE1 0XE Flat 33 Edward Edwards House SE1 0XL Flat 35 Edward Edwards House SE1 0XL Flat 36 Edward Edwards House SE1 0XL Flat 32 Edward Edwards House SE1 0XL Flat 3 Edward Edwards House SE1 0XL Flat 30 Edward Edwards House SE1 0XL Flat 31 Edward Edwards House SE1 0XL Flat 5 Edward Edwards House SE1 0XL Flat 6 Edward Edwards House SE1 0XL Flat 7 Edward Edwards House SE1 0XL Flat 4 Edward Edwards House SE1 0XL Flat 37 Edward Edwards House SE1 0XL Flat 38 Edward Edwards House SE1 0XL Flat 39 Edward Edwards House SE1 0XL Flat 19 Edward Edwards House SE1 0XL Flat 21 Edward Edwards House SE1 0XL Flat 22 Edward Edwards House SE1 0XL Flat 18 Edward Edwards House SE1 0XL Flat 13 Edward Edwards House SE1 0XL Flat 15 Edward Edwards House SE1 0XL Flat 16 Edward Edwards House SE1 0XL Flat 27 Edward Edwards House SE1 0XL Flat 28 Edward Edwards House SE1 0XL Flat 29 Edward Edwards House SE1 0XL Flat 26 Edward Edwards House SE1 0XL Flat 23 Edward Edwards House SE1 0XL Flat 24 Edward Edwards House SE1 0XL Flat 25 Edward Edwards House SE1 0XL Living Accommodation 76 Colombo Street SE1 8DP Railway Arch 7 Chancel Street SE1 0UR Living Accommodation 47 Colombo Street SE1 8DP Living Accommodation 24 Blackfriars Road SE1 8NY Mad Hatter Hotel 3-7 Stamford Street SE1 9NY Basement And Ground Floor Dorset House SE1 9NT Fifth Floor To Eighth Floor Dorset House SE1 9NT Fourth Floor Dorset House SE1 9NT 49 Blackfriars Road London SE1 8NZ 46 Blackfriars Road London SE1 8NZ First Floor Thameslink Friars Bridge Court SE1 8NZ Part Fifth Floor Kitchen Friars Bridge Court SE1 8NZ Part Fifth Floor Friars Bridge Court SE1 8NZ Part First Floor West Friars Bridge Court SE1 8NZ Part Basement Restaurant Friars Bridge Court SE1 8NZ Eighth Floor Friars Bridge Court SE1 8NZ Part Ground Floor Connex Southern Eastern Friars Bridge Court SE1 8NZ Fifth Floor Friars Bridge Court SE1 8NZ Living Accommodation 25 Stamford Street SE1 9NT Apartment 7 235 Blackfriars Road SE1 8NW Apartment 8 235 Blackfriars Road SE1 8NW Apartment 9 235 Blackfriars Road SE1 8NW

H 44 6 Paris Garden SE1 8DJ H 41 6 Paris Garden SE1 8DJ H 42 6 Paris Garden SE1 8DJ H 43 6 Paris Garden SE1 8DJ Flat B Christchurch House SE1 0UX Flat C Christchurch House SE1 0UX Flat D Christchurch House SE1 0UX Flat A Christchurch House SE1 0UX Flat 11 1 Treveris Street SE1 0FW Flat 1 45 Dolben Street SE1 0UQ Part Basement And Part Ground Floor Christchurch House SE1 0UX Part Basement Ground Floor First Floor And Second Floor 6 Chancel Street SE1 0UX Flat 2 45 Dolben Street SE1 0UQ Flat E Christchurch House SE1 0UX Flat 10 1 Treveris Street SE1 0FW First Floor 42-44 Dolben Street SE1 0UQ Ground Floor 42-44 Dolben Street SE1 0UQ Second Floor And Third Floor 42-44 Dolben Street SE1 0UQ 8 Chancel Street London SE1 0UX Part Basement Front 42-44 Dolben Street SE1 0UQ Part Basement Rear 42-44 Dolben Street SE1 0UQ Flat 7 1 Treveris Street SE1 0FW Flat 8 1 Treveris Street SE1 0FW Flat 9 1 Treveris Street SE1 0FW Flat 6 1 Treveris Street SE1 0FW Units 1 And 2 1 Treveris Street SE1 0FW Flat 3 1 Treveris Street SE1 0FW Flat 4 1 Treveris Street SE1 0FW 1 Roupell Street Lambeth SE1 3 Roupell Street Lambeth SE1 88 Meymott Street Lambeth SE1 86 Meymott Street Lambeth SE1 84 Meymott Street Lambeth SE1 82 Meymott Street Lambeth SE1 80 Meymott Street Lambeth SE1 75 Roupbell Street Lambeth SE1 St Andrews House 73 Roupbell Street SE1 62-64 Hatfields Lambeth SE1 68 Hatfields Lambeth SE1 70 Hatfields Lambeth SE1 72 Hatfields Lambeth SE1 74 Hatfieids Lambeth SE1 76 Hatfields Lambeth SE1 78 Hatfields Lambeth SE1 80-82 Hatfields Lambeth SE1 84-86 Hatfields Lambeth SE1 18 Great Suffolk Street London SE1 0UG 18 Great Suffolk St Flat 79 SE1 0UG Flat 75, 18 Great Suffolk St Southwark SE1 0UG Flat 50 18 Great Suffolk Street SE1 0UG Flat 71 18 Great Suffolk Street 9 Colnbrook Street London SE1 6EZ 72 Roupell Street London SE1 8SS 24 Whittlesey Street London SE1 8TA 12a Theed Street London SE1 8ST Dac Beachcroft Llp 100 Fetter Lane EC4A 1BN 25 Cornwall Road London SE1 8TW 9 Theed Street London SE1 8ST 56 Roupell Street London SE1 8TB 25 Cornwall Road London SE1 8TW 25 Cornwall Road SE1 8TW Marshall House 66 Newcomen Street SE1 1YT By Email 20 Roupell Street London SE1 8SP 4 Roupell Street SE1 8SP Flat 58, 18 Great Suffolk Street London SE1 0UG 6 Whittlesey Street London SE1 8SZ 34 Roupell Street London SE1 8TB Flat 12 Block F, Peabody Estate, Duchy Street SE1 8AN 37 Roupell Street SE1 8TB London Borough Of Lambeth

Re-consultation: n/a

# **APPENDIX 2**

#### **Consultation responses received**

#### Internal services

Environmental Protection Team Formal Consultation [Noise / Air Quality / Land Contamination / Ventilation] Local Economy Team

#### Statutory and non-statutory organisations

Environment Agency Greater London Authority London Borough of Lambeth London Fire & Emergency Planning Authority London Underground Limited Natural England - London Region & South East Region Thames Water - Development Planning

#### Neighbours and local groups

Dac Beachcroft Llp 100 Fetter Lane EC4A 1BN Email representation Email representation Email representation Flat 12 Block F, Peabody Estate, Duchy Street SE1 8AN Flat 12 Block F, Peabody Estate, Duchy Street SE1 8AN Flat 50 18 Great Suffolk Street SE1 0UG Flat 58, 18 Great Suffolk Street London SE1 0UG Flat 75. 18 Great Suffolk St Southwark SE1 0UG Marshall House 66 Newcomen Street SE1 1YT 12a Theed Street London SE1 8ST 17 Rotherham Walk London SE1 0XE 18 Great Suffolk St Flat 79 SE1 0UG 18 Great Suffolk Street London SE1 0UG 18 Great Suffolk Street London SE1 0UG 20 Roupell Street London SE1 8SP 24 Whittlesey Street London SE1 8TA 25 Cornwall Road SE1 8TW 25 Cornwall Road London SE1 8TW 25 Cornwall Road London SE1 8TW 34 Roupell Street London SE1 8TB 37 Roupell Street SE1 8TB 4 Roupell Street SE1 8SP 56 Roupell Street London SE1 8TB 6 Whittlesey Street London SE1 8SZ 72 Roupell Street London SE1 8SS 9 Colnbrook Street London SE1 6EZ 9 Theed Street London SE1 8ST

# **APPENDIX 3**

#### Human Rights Considerations

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.

This application has the legitimate aim of providing additional residential accommodation 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.

# RECOMMENDATION

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.

Application Type	Jupiteer Friars Ltd	Reg. Number	16/AP/1660	
	Grant subject to Legal Agreement and GLA	Case Number	TP/1016-A	
Draft of Decision Notice				

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

Demolition of existing office building (Class B1a) and redevelopment to provide a part 13, part 22 storey building plus basement comprising offices (Class B1a) with retail (Classes A1/A3 and A4) together with servicing, car parking and landscaping.

At: FRIARS BRIDGE COURT, 41-45 BLACKFRIARS ROAD, LONDON SE1 8NZ

In accordance with application received on 04/04/2016

#### and Applicant's Drawing Nos. Existing Drawings

1324-A-001, 1324-A-010, 1324-A-011, 1324-A-012, 1324-A-E-099, 1324-A-E-100, 1324-A-E-100U, 1324-A-E-101, 1324-A-E-102, 1324-A-E-103, 1324-A-E-104, 1324-A-E-105, 1324-A-E-106, 1324-A-E-107, 1324-A-E-108, 1324-A-E-109, 1324-A-E-110, 1324-A-E-200, 1324-A-E-201, 1324-A-E-202, 1324-A-E-203, 1324-A-E-204, 1324-A-E-260, 1324-A-E-261, 1324-A-E-262, 1324-A-E-263, 1324-A-E-264.

#### Proposed Drawings

1324-A-013, 1324-A-020, 1324-A-099, 1324-A-099M, 1324-A-100, 1324-A-100M, 1324-A-104, 1324-A-105, 1324-A-106, 1324-A-107-108, 1324-A-109, 1324-A-110, 1324-A-111, 1324-A-112, 1324-A-113-115, 1324-A-116, 1324-A-117, 1324-A-118, 1324-A-119, 1324-A-119M, 1324-A-120, 1324-A-121, 1324-A-200, 1324-A-201, 1324-A-202, 1324-A-203, 1324-A-250, 1324-A-251, 1324-A-270, 1324-A-271, 1324-A-272, 1324-A-273, 1324-A-274, 1324-A-275, 1324-A-276, 1324-A-277, 1324-A-278, 1324-A-278, 1324-A-279, 1324-A-300.

#### Application Documents

Air Quality Assessment; Arboricultural Survey Report; BREEAM Pre-Assessment Report; Daylight, Sunlight and Overshadowing Report; Design and Access Statement; Energy Assessment Report; Flood Risk Assessment; Historic Environment Desk Based Assessment; Pedestrian Level Wind Microclimate Assessment; Planning Application Forms; Planning Drawings; Planning Noise Assessment; Planning Statement; Preliminary Ecological Appraisal; Preliminary Environmental Risk Assessment; Statement of Community Involvement; Townscape, Built Heritage and Visual Impact Assessment; Transport Assessment.

#### Subject to the following twenty-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 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:

#### Proposed Drawings

1324-A-013, 1324-A-020, 1324-A-099, 1324-A-099M, 1324-A-100, 1324-A-100M, 1324-A-104, 1324-A-105, 1324-A-106, 1324-A-107-108, 1324-A-109, 1324-A-110, 1324-A-111, 1324-A-112, 1324-A-113-115, 1324-A-116, 1324-A-117, 1324-A-118, 1324-A-119, 1324-A-119M, 1324-A-120, 1324-A-121, 1324-A-200, 1324-A-201, 1324-A-202, 1324-A-203, 1324-A-250, 1324-A-251, 1324-A-270, 1324-A-271, 1324-A-272, 1324-A-273, 1324-A-274, 1324-A-275, 1324-A-276, 1324-A-277, 1324-A-278, 1324-A-279, 1324-A-300.

Air Quality Assessment; Arboricultural Survey Report; BREEAM Pre-Assessment Report; Daylight, Sunlight and Overshadowing Report; Design and Access Statement; Energy Assessment Report; Flood Risk Assessment; Historic Environment Desk Based Assessment; Pedestrian Level Wind Microclimate Assessment; Planning Application Forms; Planning Drawings; Planning Noise Assessment; Planning Statement; Preliminary Ecological Appraisal; Preliminary Environmental Risk Assessment; Statement of Community Involvement; Townscape, Built Heritage and Visual Impact Assessment; Transport Assessment.

#### 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 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 Method Statement. 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) Trees in relation to demolition, design and construction and BS3998: (2010) Tree work - recommendations.

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 avoid damage to the existing trees which represent an important visual amenity in the area, in accordance with The National Planning Policy Framework 2012 Parts 7, 8, 11 & 12 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 3.2 Protection of amenity; Policy 3.12 Quality in Design; Policy 3.13 Urban Design and Policy 3.28 Biodiversity.

Full-scale mock-ups of the brick and stone cladding as well as samples of all the external facing materials, to be used in the carrying out of this permission shall be presented on site and approved in writing by the Local Planning Authority before any work (excluding demolition) in connection with this permission is carried out; the development shall not be carried out otherwise than in accordance with any such approval given. These samples must demonstrate how the proposal makes a contextual response in terms of materials to be used.

#### Reason:

In order that the Local Planning Authority may be satisfied as to the design and details in accordance with the NPPF (2012), Strategic policy SP12 ¿ Design & Conservation - of the Core Strategy (2011) and saved policies: 3.12 Quality in Design; 3.13 Urban Design; of The Southwark Plan (2007).

- 5 1:5/10 section detail-drawings through:
  - the facades;

the shop fronts; heads, cills and jambs of all openings; parapets; roof edges;

junctions with existing buildings;

to be used in the carrying out of this permission shall be submitted to and approved in writing by the Local Planning Authority before any work in connection with this permission is carried out (excluding demolition); 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 listed building in accordance with the NPPF (2012), Strategic policy SP12 Design & Conservation - of the Core Strategy (2011) and saved policies: 3.12 Quality in Design; 3.13 Urban Design; of The Southwark Plan (2007).

6 Before any work hereby authorised begins, excluding demolition, no piling shall take place until a piling method statement (detailing the depth and 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 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. Any piling must be undertaken in accordance with the terms of the approved piling method statement.

Reason: The proposed works will be in close proximity to underground water utility infrastructure. Piling has the potential to impact on local underground water utility infrastructure. The applicant is advised to contact Thames Water Developer Services on 0800 009 3921 to discuss the details of the piling method statement.

7 Before any work hereby authorised begins, excluding demolition, impact studies of the existing water supply infrastructure have been submitted to, and approved in writing by, the local planning authority (in consultation with Thames Water). The studies should determine the magnitude of any new additional capacity required in the system and a suitable connection point.

Reason: To ensure that the water supply infrastructure has sufficient capacity to cope with the additional demand.

8 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.

9 Within six months 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 2012.

10 Before any work hereby authorised begins, excluding demolition, the applicant shall secure the implementation of a programme of archaeological work in accordance with a written scheme of investigation which shall be submitted to and approved in writing by the Local Planning Authority. Reason

In order that the archaeological operations are undertaken to an acceptable standard and that legitimate archaeological interest in the site is satisfied 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.

11 Prior to the commencement of development, excluding demolition, details of surface water management measures in accordance with the approved Flood Risk Assessment shall be submitted to and approved in writing by the Local Planning Authority, and the scheme shall thereafter be carried out in accordance with the approved details. This shall include details of attenuation tanks, water pumps and their maintenance.

#### 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.

12 A detailed ground floor plan showing pedestrian inter visibility splays of 2 m x 2m and tracked vehicle diagrams to demonstrate that service vehicles can access and egress the servicing area in a forward gear. These details must be approved in writing by the Local Planning Authority prior to any work in connection with the development being carried out (excluding demolition).

#### Reason

In the interests of pedestrian safety.

13 Details of bird and/or bat nesting boxes / bricks shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the use hereby granted permission.

No less than [number] nesting boxes / bricks shall be provided and the details shall include the exact location, specification and design of the habitats. The boxes / bricks shall be installed with the development prior to the first occupation of the building to which they form part or the first use of the space in which they are contained.

The nesting boxes / bricks shall be installed strictly in accordance with the details so approved, shall be maintained as such thereafter.

Discharge of this condition will be granted on receiving the details of the nest/roost features and mapped locations and Southwark Council agreeing the submitted plans, and once the nest/roost features are installed in full in accordance to the agreed plans. A post completion assessment will be required to confirm the nest/roost features have been installed to the agreed specification.

Reason: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity in accordance with policies: 5.10 and 7.19 of the London Plan 2011, Policy 3.28 of the Southwark Plan and Strategic Policy 11 of the Southwark Core strategy.

**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.

14 Before any above grade work hereby authorised begins, detailed drawings of a hard and soft landscaping scheme, including proposed street trees, showing the treatment of all parts of the site not covered by buildings (including cross sections, 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 the same 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 Parts 7, 8, 11 & 12 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 3.2 Protection of amenity; Policy 3.12 Quality in Design; Policy 3.13 Urban Design and Policy 3.28 Biodiversity.

15 Before any fit out works to the commercial premises 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 '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 Before any above grade work hereby authorised begins details (1:50 scale drawings) of the facilities to be provided for the secure and covered storage of cycles shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the cycle parking facilities provided 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

In order to ensure that satisfactory safe and secure cycle parking facilities are provided and retained in order to encourage the use of cycling as an alternative means of transport to the development 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 any above grade work hereby authorised begins, details of the biodiversity (green/brown) roof(s) shall be submitted to and approved in writing by the Local Planning Authority. The biodiversity (green/brown) roof(s) shall be:

biodiversity based with extensive substrate base (depth 80-150mm);

laid out in accordance with agreed plans; and

planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works (focused on wildflower planting, and no more than a maximum of 25% sedum coverage).

The biodiversity (green/brown) roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.

The biodiversity roof(s) shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.

Discharge of this condition will be granted on receiving the details of the green/brown roof(s) and Southwark Council agreeing the submitted plans, and once the green/brown roof(s) are completed in full in accordance to the agreed plans. A post completion assessment will be required to confirm the roof has been constructed to the agreed specification.

Reason: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity in accordance with policies: 2.18, 5.3, 5.10, and 511 of the London Plan 2011, saved policy 3.28 of the Southwark Plan and Strategic Policy 11 of the Southwark Core strategy.

**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.

18 Before the [first occupation of the building/extension hereby permitted OR use hereby permitted begins] details of the arrangements for the storing of [domestic/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 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 201 and Saved Policies 3.2 Protection of Amenity and Policy 3.7 Waste Reduction 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.

19 Notwithstanding the provisions of Parts 24 and 25 The Town & Country Planning [General Permitted Development] Order 1995 [as amended or re-enacted] no external telecommunications equipment or structures shall be placed on the roof or any other part of a building hereby permitted.

#### Reason

In order to ensure that no telecommunications plant or equipment which might be detrimental to the design and appearance of the building and visual amenity of the area is installed on the roof of the building 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.

20 The roof terraces hereby approved shall not be used between the hours of 22:00-07:00.

#### Reason

To ensure that occupiers of neighbouring premises do not suffer a loss of amenity by reason of noise 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.

21 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.

22 The rated noise from any plant, together with any associated ducting, shall be 10dB(A) or more below the measured LA90 level at the nearest noise sensitive premises.

#### 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 Strategic Policy 13 - High environmental standards of the Core Strategy 2011 and saved Policy 3.2 Protection of amenity of the Southwark Plan 2007.

23 Notwithstanding the drawings hereby approved no door shall open outwards over the public highway or pavement.

#### Reason

In the interests of pedestrian safety in accordance with saved policy 5.2 of the Southwark Plan 2007

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

The application was decided in a timely manner.

# **APPENDIX 5 - IMAGE 1**





<b>Item No.</b> 6.	Classification: Open	Date: 12 July 2016	Meeting Name: Planning Committee	
Report title:		Release of £136,464 S106 monies towards improving the play space within Brunswick Park		
Ward(s) or groups affected:		-	amberwell Green and South Camberwell vell Community Council)	
From:		Head of Highways		

#### RECOMMENDATION

1. That the planning committee agrees the allocation of funds totalling £136,464 be released from the listed legal agreements associated with developments in the Camberwell Community Council area, towards delivery of the upgrade to the Brunswick Park play area.

#### BACKGROUND INFORMATION

- 2. Planning obligations are used to address the impacts caused by developments and contribute to providing infrastructure and facilities necessary to achieve sustainable communities. In order to achieve this, the council enters into a legal agreement with a developer whereby the developer agrees to provide planning contributions and/or enters into various planning obligations. These contributions can cover a range of facilities and services, including parks, public open space, children's play and sport development.
- 3. Within the Brunswick Ward, Brunswick Park has been identified as public open space in need of investment to better suit the needs of the local community. As part of the 2015/16 Cleaner Greener Safer program an application was received for the upgrade of the Brunswick Park play area.
- 4. Cleaner Greener Safer and Neighborhoods Fund awards have been allocated to the delivery of the project to the sum of £68,000 and £2,816 respectively.
- 5. Implementation of the play area is underway with the concept design being prepared based on consultation with the local community and internal stakeholders.
- 6. This report seeks to allocate funding to support the upgrade of the Brunswick Park play area, and responds to feedback from the local community and councillors that the council should take a strategic approach to bringing separate historical section 106 legal agreements together to deliver this play area improvement.
- 7. The proposal is to allocate section 106 receipts paid to the council by developers, to address shortfalls in existing investment in open space in the area. Whilst there is a capital budget (Cleaner Greener Safer fund and Neighborhoods Fund) to deliver the project, this report seeks to secure available funding to enhance the quality of park improvement and offset the negative impacts of surrounding development.

#### **KEY ISSUES FOR CONSIDERATION**

- 8. In order to match available section 106 funding to priority projects in the programme, a mapping exercise was carried out to understand the distribution of unspent section 106 monies by "purpose".
- 9. The project is outlined below, together with the identified section 106 budgets and current funding available.

#### Investment in public open space and children's play in the Brunswick Ward

- 10. The ward has a limited range of children's play opportunities, consisting mainly of under developed play areas and aging play equipment. Brunswick Park is the second largest in size at 1.6 hectares, centrally located within the ward and within close proximity to a number of schools primary schools and housing estates.
- 11. Brunswick Park accommodates a range of facilities including a Multi Use Games Area (MUGA), tennis courts, nature areas, a large children's play area, whilst retaining large expanses of amenity grass and large mature trees.
- 12. The park is well used by local families. Whilst the park has a well attended play area it contains deteriorating play equipment that adds little play value and lacks integration with the park surrounding it.
- 13. In 2016, the council will deliver a design for the play area that will both challenge the children that use it whilst respecting and integrating with the other existing park uses.
- 14. The cost of development and implementation of a new play area for Brunswick Park is estimated at £207,280. A budget of £70,816k is currently available.
- 15. This report is seeking to allocate £136,464 towards improvements to Brunswick Park as follows:

Agreement Reference	Development address	Amount	Purpose
14/AP/2992 A/C # 747	37-39 & 45-65 Peckham Rd (Arts	£128,245	Public Open Space, Children's Play and Sports
_	College)		Development
09/AP/2332	St Giles Road (St	£1,730	Open Space
A/C # 532	Giles Hospital)		
09/AP/2332	St Giles Road (St	£1,824	Children's Play Equipment
A/C # 532	Giles Hospital)		
11/AP/0196	St Giles Road (St	£2,464	Children's Play Equipment
A/C # 559	Giles Hospital)		
11/AP/0196	St Giles Road (St	£2,201	Open Space
A/C # 559	Giles Hospital)		
		£136,464	<b>j</b>
Cleaner Greener Safer funding		£ 68,000	
Neighbourhoods fund 2015/16		£ 2,816	
Total Budget Proposed		£207,280	]

#### **Resource implications**

16. The funding will come from S106 agreements as outlined above and set out in the summarised S106 finance concurrent report below.

- 17. The projects will be project managed by the Highways department as part of the delivery of a Cleaner Greener Safer project. No additional staff time will be required.
- 18. All professional fees related to the project are also treated as the capital costs of the project.

#### Equal opportunities

19. This project has been designed to be fully accessible to all, without prejudice or discrimination.

#### Consultation

- 20. Regular and on-going consultation is underway for the project. This includes but is not limited to:
  - Ward councilors
  - Friends groups
  - TRAs and neighbourhood forums
  - Local residents and business owners
  - Schools.
- 21. Consultation with stakeholder has contributed to the formulation of the design brief and will continue through each stage of the design process and at regular intervals during implementation.
- 22. For this project a detailed community consultation plan will be implemented that will involve the following:
  - a) Local and park based consultation events
  - b) Postal distribution of concept designs
  - c) Online and postal feedback forms
  - d) Presentations at stakeholder groups meetings
  - e) Posters displayed on community and park notice boards
  - f) Proposal exhibit at local community centres and/or schools
  - g) Regular ward councilor updates.

#### SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

#### **Director of Law and Democracy**

23. Members of the planning committee are requested to authorise the release of funds totalling £136,464.00 from the three section 106 agreements listed in this report. The funds are required for the upgrade of the Brunswick park play area including the play equipment.

- 24. The decision to consider the expenditure of sums in excess of £100,000 is reserved to members of the planning committee in accordance with part 3F of the council's constitution, paragraph 2.
- 25. The section 106 monies must be spent in accordance with:
  - a. the terms of the specific section 106 agreements
  - b. the tests set out in Regulation 122(2) a-c of the Community Infrastructure Levy Regulations 2010 ('the CIL Regulations') which provide that the planning obligation must be:
    - i. necessary to make the development acceptable in planning terms
    - ii. directly related to the development; and
    - iii. fairly and reasonably related in scale and kind to the development.
- 26. The three section 106 agreements listed in this report have been reviewed and it is confirmed that the proposed expenditure is in accordance with the terms of each agreement.
- 27. Members will note that the planned works has been subject to public consultation. Subject to members taking into account the requirements of the CIL regulations outlined above, it is confirmed that Members may approve the expenditure.

#### **Director of Planning**

- 28. The above mentioned developments secured £136,464.00 in contributions towards POS, children's play and sports development, and local playground improvements. All £136,464.00 is currently unallocated and available
- 29. The proposed allocation accords with the above agreements and would provide appropriate mitigation for the impacts of the specific and future developments.

#### Strategic Director of Finance and Governance (CAP 16/024)

- 30. This report requests the planning committee to approve the release of £136,464 section 106 funds from the legal agreements listed in paragraph 15 of this report towards the upgrade of Brunswick Park play area.
- 31. The strategic director of finance and governance notes the council has received the related s106 funds and that they are available for the improvement works outlined in this report.
- 32. The s106 allocation of £136,464 represents an increase in the council's capital expenditure programme and will be reflected in the next capital budget monitoring report.
- 33. Staffing and any other costs connected with this recommendation are to be contained within existing departmental revenue budgets.

#### **BACKGROUND DOCUMENTS**

Background Papers	Held At	Contact
Copies of S106 <u>http://planbuild.southwark.gov.uk/documents/?case</u> reference=14/AP/2992&system=DC <u>http://planbuild.southwark.gov.uk/documents/?case</u> reference=09/AP/2332&system=DC <u>http://planbuild.southwark.gov.uk/documents/?case</u> reference=11/AP/0196&system=DC	160 Tooley Street	Jack Ricketts 020 7525 5564
Camberwell Community Council meeting held on Wednesday 4 February 2015, Minutes item 11 <u>http://moderngov.southwarksites.com/documents/g</u> <u>4849/Printed%20minutes%20Wednesday%2004- Feb-</u> <u>2015%2019.00%20Camberwell%20Community%2</u> <u>0Council.pdf?T=1</u>	Environment and Leisure/Highways 160 Tooley Street	Michelle Normanly 020 7525 0862
Camberwell Community Council meeting held on Saturday 19 March 2016, Minutes item 8 <u>http://moderngov.southwarksites.com/mgAi.aspx?l</u> D=40226	Environment and Leisure/Highways 160 Tooley Street	Michelle Normanly 020 7525 0862
Camberwell Community Council meeting held on Saturday 21 March 2015, Minutes item 9 <u>http://moderngov.southwarksites.com/mgAi.aspx?l</u> <u>D=36068</u>	Environment and Leisure/Highways 160 Tooley Street	Fitzroy Lewis 020 7525 3084

#### APPENDICES

No.	Title
None	

# AUDIT TRAIL

Lead Officer	Matt Hill, Head o	of Highways	
Report Author	Alexander Roze	ma, Project Manager, H	lighways
Version	Final		
Dated	29 June 2016		
Key Decision?	No		
<b>CONSULTATION W</b>	<b>/ITH OTHER OFF</b>	ICERS / DIRECTORA	<b>FES / CABINET</b>
	MEN	<b>IBER</b>	
Officer Title		Comments sought	Comments included
Director of Law and Democracy		Yes	Yes
Strategic Director of Finance and		Yes	Yes
Governance			
Director of Planning		Yes	Yes
Date final report sent to Constitutional Team		29 June 2016	

Item No.	Classification:	<b>Date:</b>	Meeting Name:
7.	Open	12 July 2016	Planning Committee
Report title:		Draft Old Kent Road Area Action Plan	
Ward(s) or groups		Livesey, South Be	rmondsey, East Walworth, Grange,
affected:		Chaucer, Nunhead,	Peckham
From:		Director of Planning	

#### RECOMMENDATIONS

- 1. The planning committee is asked to:
  - a) Note and comment on the draft Old Kent Road Area Action Plan (Appendix A) and the proposed changes to the adopted policies map (Appendix B).
  - b) Note the integrated impact assessment (Appendix C), the consultation plan (Appendix D) and Habitats Regulations assessment (Appendix E).
  - c) Note that the consultation on the draft Old Kent Road Area Action Plan (AAP) is open from 17 June to 23 September 2016.

#### **BACKGROUND INFORMATION**

- 2. In March 2015 the Old Kent Road was confirmed as an opportunity area in the London Plan, emphasising its significant potential for growth in homes and jobs. The designation identifies potential for at least 2,500 new homes and around 1,000 additional jobs, although notes that targets should be informed by preparation of a planning framework for the area.
- 3. Over the past 18 months the council has been collaborating with the GLA and TfL on the preparation of an area action plan (AAP) for the opportunity area. The purpose of the AAP will be to manage change and regeneration in the opportunity area over the next 20 years, ensuring that the area's potential transformation happens in a way that results in a better place to live, visit and work. It will provide a vision for the area as well as policies and site guidance on issues ranging from building heights and densities, land uses, open spaces, public realm improvements, social infrastructure and transport, including the delivery of the Bakerloo Line extension. It will also explain how change will be implemented, including some of the funding mechanisms that will support the delivery of infrastructure.
- 4. Once adopted, the AAP will be part of Southwark's Local Plan and will be used alongside the New Southwark Plan to determine planning applications and to help focus investment. It will also be endorsed by the Mayor of London as an opportunity area planning framework (OAPF). As a part of Southwark's local plan it is required to be consistent with the borough-wide New Southwark Plan and must be in general conformity with the London Plan.
- 5. The preparation of the AAP will be carried out in several stages, comprising of the following:

- i. Stage 1 Informal consultation on the draft AAP which took place between February 2015 and March 2016
- Stage 2 Consultation on a scoping report on the integrated impact assessment, carried out over five weeks from 12 February 2016 to 18 March 2016
- iii. Stage 2 Consultation on the draft AAP (the current stage)
- iv. Stage 3 Consideration of comments on the draft AAP and preparation of the final revised plan for publication
- v. Stage 4 Invitation of representations on the final plan and subsequent submission to the Secretary of State for an examination-in-public (EIP) in 2017
- vi. Examination-in-public into the AAP in 2018
- vii. Stage 5 Adoption of the final AAP as part of Southwark's local plan in late 2019.
- 6. The council is currently at stage (iii) in the process. Over the last 18 months the council has prepared a thorough evidence base to help underpin the plan. This has included a survey of all existing businesses in the area, an analysis of the area's character including its strengths and weaknesses, a place-making and capacity study, infrastructure studies and a development viability study.
- 7. Extensive consultation has also taken place over the last 12 months. The council established the Old Kent Road community forum to bring together all relevant stakeholders in the area, including local residents and businesses, to raise awareness of potential changes affecting the area and explore the vision and options for growth and regeneration. This is reported further in paragraphs 9 to 15 of this report.
- 8. The draft AAP is accompanied by detailed OS based maps which document changes to Southwark's adopted policies map (Appendix B), integrated impact assessment (Appendix C), the consultation plan (Appendix D) and Habitats Regulations assessment (Appendix E) (which screens any impacts on EU protected wildlife habitats). In tandem with consultation on the draft AAP the council will also consult on a revision of its Community Infrastructure Levy Charging Schedule, which is addressed in a separate report on this agenda.

#### Consultation

- 9. Consultation on the draft AAP is being carried out in accordance with the requirements of the Planning and Compulsory Purchase Act 2004 (as amended).
- 10. Over the past 12 months the council has consulted extensively on the emerging AAP. Through the community forum the council has sought to raise awareness of what the plan might mean for the local community, consider the way the area has changed over time and explore the vision for the future. Using guest speakers, workshops and planning for real exercises the forum has considered a range of themes including heritage and character, employment and businesses, retail and town centre uses, walking, cycling and buses (surface transport), open and green spaces and faith community spaces, the vision for the opportunity area and strategic options for regeneration. The outcomes and feedback have been invaluable in informing the plan.

- 11. Separate to the community forum, the council has maintained an on-going dialogue with a number of businesses in the opportunity area, initially through an Employment Study and also through business-focused workshops designed to capture views from business owners in the area. As well as businesses the council also targeted young people to find out their views about the Old Kent Road and their aspirations for the future. Some of these young people gave a presentation at the community forum to enable the wider community to hear their views.
- 12. Besides the informal consultation through the community forum, the council also consulted formally on the scope of the integrated impact assessment and the comments made have informed that document.
- 13. In accordance with Southwark's statement of community involvement (SCI), the draft AAP is available for comment over a twelve week period from June 17 2016, although consultation will be focused as far as possible in the 6 weeks prior to the start of August. The draft AAP is published on the council's website and will be available at libraries, one stop shops and the council's Tooley Street offices. An advert publicising the draft AAP has been put in the press and written notification has been sent to around 1000 contactees on the Planning Policy mailing list and My Southwark.
- 14. In addition to the statutory consultation described above, other consultation channels have included:
  - Leaflet and questionnaire sent to all addresses in the opportunity area
  - Presentations on the draft AAP at community council meetings
  - Consideration of the draft AAP by Planning committee
  - Workshops to be held at the Old Kent Road community forum
  - Event targeted at young people
  - Targeted outreach with tenants and residents associations
  - Continuing discussions with landowners and developers.
- 15. These are described further in the consultation plan (Appendix D).

#### **KEY ISSUES FOR CONSIDERATION**

- 16. The draft AAP is an ambitious plan for the regeneration of the Old Kent Road and area around it. It establishes a vision and policies to manage change over a 20 year period. Because of the proposals for the Bakerloo Line extension and the fact that the Old Kent Road is a London Plan opportunity area, the draft AAP and the evidence base which helps support it have been prepared in collaboration with officers at the GLA and TfL. In view of the need to coordinate the impacts of the draft AAP, officers at Lewisham council have also been involved in its preparation.
- 17. The opportunity area covers an area of 281 hectares comprising the Old Kent Road itself from the Bricklayers Arms roundabout to the borough boundary with Lewisham, as well as the hinterland on either side.

18. The vision envisages that over the next 20 years or so, the opportunity area will be transformed, becoming increasingly part of central London, providing at least 20,000 new homes and 5,000 additional jobs. The two key drivers of change are the expansion of central London and its functions and the construction of the Bakerloo Line extension. As pressure for land intensifies in central London, so many of its functions, including provision of commercial space, space for cultural activities and institutions such as universities are being pushed outwards. The effects of this are already being felt in the opportunity area as rents for commercial space, especially around Bermondsey. The Bakerloo Line extension will bring most of the opportunity area within a 10 minute walk of a tube station, stimulating growth in homes and jobs and driving residential densities which are similar to tube station locations elsewhere in central London.

#### Homes

19. New homes will help need Southwark and London's huge need for housing. They will include affordable homes and rented homes for middle income groups to help ensure the area remains accessible for existing residents. The density of homes in the core area of development would reflect densities in other central London opportunity areas, including Elephant and Castle and Canada Water. The distribution of new homes is shown in individual site allocations. These focus mainly on the industrial and retail land in the opportunity area, although would not preclude development on existing housing land. Consultation on regeneration on existing estates would need to be carried out in accordance with the principles set out in the July 2015 cabinet report.

#### **Revitalised neighbourhoods**

- 20. The policies in the revitalised neighbourhoods section of the draft AAP aim to ensure robust and high quality urban design and a strategy for public realm improvements. The core area contains large areas in which the historic street pattern has been lost. Reinforcing and in some cases reintroducing a strong street pattern lies at the heart of creating neighbourhoods which are easy to move around in and which can develop a character and sense of identity. Tall buildings will be appropriate in the core area where they are located close to important nodes of activity and can be set within generous public realm. On the Old Kent Road itself, the draft AAP seeks to create a rhythm to building heights with zones of transformation alternated with stretches which have more consistent should heights.
- 21. The Old Kent Road has a history stretching back 2,000 years. The character of the Old Kent Road has been shaped over time and it will continue to evolve. As it becomes more closely part of central London, it will take on new roles and the look and feel of the area will change. This will also create opportunities to stich together old and new, incorporating the area's heritage assets into new development and enabling them to be appreciated better by improving their surroundings. It will also be possible to reveal parts of the area's history which have been lost, such as the former Surrey Canal route. The draft AAP outlines a heritage-led regeneration approach to ensure that the story of the Old Kent Road remains strong and indeed can be understood more clearly.
- 22. Achieving the vision for the area will require an upgrade of the area's public realm. The Old Kent Road itself will be transformed into a modern boulevard with improved public realm for pedestrians, protection for cyclists and improved bus infrastructure along its entire length. The AAP's public realm strategy identifies a

number of places on the Old Kent Road where targeted improvements would build on existing strengths and redefine the area's character.

#### Local economy

- 23. Much of the land which is a focus for development is designated preferred industrial location (PIL) by the Core Strategy. To help understand the potential opportunities and impacts of development, the first step which the council took in preparing the plan was to carry out a survey, jointly with the GLA, of all the commercial and non-residential uses. This helped identify which businesses are operating in the area, the reason why they are there, the number of people they employ and their future aspirations. It was also a good means of making contact with businesses and raise awareness of potential future changes.
- 24. The draft AAP indicates that the current PIL designation will be removed and in line with the approach set out in the new Southwark Plan preferred options, there will be a transition from single use industry, warehousing and retail to mixed use neighbourhoods. The AAP identifies clusters in which employment use will need to be retained and the numbers of jobs increased. These clusters aim to build on the strengths of the existing business activities. Some affordable or low cost space would be sought from large developments. The draft AAP includes a design guide to provide further information which can help ensure that space provided will appeal to a wide range of occupiers. Where businesses may be displaced by development, the draft AAP requires developers to consider relocation strategies or other mitigation.
- 25. The Old Kent Road is the commercial heart of the opportunity area and the draft AAP aims to revitalise it as a high street with stronger frontages on either side and a mix of uses including retail or other non-residential uses at ground level and residential homes above. Over the lifetime of the plan we would expect a transition from "big box" retail to a high street format as land values rises and the opportunity area becomes more firmly established as part of central London.

#### Social infrastructure

26. The council has assessed the social and infrastructure needed to help support growth. The draft AAP identifies the needs which include up to 8 primary schools and 2 secondary schools, new health facilities, early years facilities, play facilities and sports and leisure space. While the council has sought to assess the timing when facilities will be needed, this will need to be kept under review and will depend on the rate at which development occurs and any provision which might be made outside the opportunity area. Indicative locations are set out in the plan and the council will need to work with providers, developers and funding agencies to ensure that these can be provided in appropriate locations and at the right time. It is anticipated that the land for infrastructure will be secured under s106 planning obligations, while facilities themselves would be funded by CIL and other mechanisms.

#### Transport

27. The draft AAP seeks to facilitate the BLE, ensuring good access to potential stations and maximising the role of the stations as transport interchanges. Additional bus capacity alongside infrastructure which supports this including stops, stands, passenger and driver facilities will also be needed to support growth. Improvements are needed to deliver a high quality environment for people walking and cycling and car parking will be kept to a minimum, aside form spaces for

disabled users and car clubs.

#### Environment

- 28. The uplift in homes and jobs anticipated will require improvement to the network of green spaces in the area. The draft AAP proposes three major additions to the green infrastructure network: new open spaces on Mandela Way and the gasworks and the reinstatement of a green route on the alignment of the former Surrey Canal. These would be supplemented by pocket parks and improvements to existing spaces, particularly at Burgess Park and around Galleywall Road and potentially at Brimmington Park. New open spaces would be designed to include a range of facilities including play space, sports provision, food growing, informal recreation, nature conservation and sustainable urban drainage systems.
- 29. Air quality is a serious issue, particularly at the northern end of the Old Kent Road. Given the amount of development envisaged, new development will be required to go beyond air quality neutral standards and result in an improvement.
- 30. The draft AAP proposes a decentralised energy strategy which will help development achieve the zero carbon standards specified in the London Plan. Proposals will be required to assess the feasibility of providing energy centres which serve a wider area and to which developments around can connect.

#### Delivering the plan

31. Delivering the AAP will require commitment from the public sector over a long period of time. Southwark, together with Lewisham, the GLA and TfL are exploring the best way of ensuring that the approach across the authorities is coordinated and maximises the potential to obtain funding form the Treasury and other sources. The public sector owns little land in the opportunity area aside from housing estates and therefore a collaborative approach will be required with partners to ensure that infrastructure which is needed can be provided. Development will be expected to contribute financially towards the provision of infrastructure, including the Bakerloo Line extension and the borough is reviewing its CIL charging schedule to help achieve this.

#### **Community impact statement**

32. In preparing the draft AAP the council has completed an integrated impact assessment (appendix C). This assessment found that the AAP/OAPF has strong objectives for improving the quality of the environment in the opportunity area including fostering community cohesion, improving health and equal opportunities for all. Policies reflect the aim of achieving revitalised neighbourhoods with new community facilities, healthcare, education, cultural, leisure and arts space. The plan recognises the opportunity area also has a number of existing community networks, including many religious groups and churches, creative businesses and a diverse population. There may be a risk that community networks could be affected by redevelopment in the area if meeting places or cultural facilities are displaced by development. However the AAP provides many opportunities to replace, enhance and expand community and cultural functions, which will be an integral part of the place-making strategy. The implementation of the AAP will ensure high quality development is delivered across the opportunity area, encouraging sites to consider wider considerations to achieve the aspirations of the plan, including new green spaces, improved transport infrastructure connecting routes and high quality new buildings. There may be short term effects relating to increases in construction activity. However in the long term the AAP will create a

better environment for residents, workers and visitors helping to improve the health of the population including improving air quality, public realm and increasing physical activity and reducing factors relating to deprivation such as crime and unemployment.

#### **Financial implications**

33. There are no immediate financial implications arising from the draft Old Kent Road AAP. Any potential additional costs from any specific proposals emerging from the preparation and adoption of the plan or any queries thereof will be submitted as separate reports for consideration in line with the appropriate protocols.

#### SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

#### **Director of Law and Democracy**

- 34. Area Action Plans (AAPs) are local development documents under the legislative framework established under the Planning and Compulsory Act 2004 ('the 2004 Act'). Regulation 5 of the Town and Country Planning (Local Planning) (England) Regulations 2012 ('the Regulations') provides that any document which (i) relates only to part of the area of the local planning authority;(ii) identifies that area as an area of significant change or special conservation; and (iii) contains the local planning authority's policies in relation to the area, is a local plan. As part of the Local Plan for Southwark, the Old Kent Road AAP, once adopted, will be used to make planning decisions on development proposals submitted to the Council.
- 35. A detailed statutory procedure for the adoption of local plan documents is set out in Part 6 of the Regulations including preparation and publication of a local plan, the consideration of consultation responses and the requirement for conformity with the London Plan. Section 19(3) of the 2004 Act requires that, in preparing local development documents, the local planning authority must comply with their statement of community involvement (SCI) and this report confirms that there will be compliance with the twelve week consultation period referred to in the SCI, which is itself a statutory document. The Consultation Plan which accompanies this report sets out both the statutory minimum requirements for consultation in the Regulations and the extended proposals in the SCI.
- 36. Ultimately, the Old Kent Road AAP will be submitted to the Secretary of State and will be subject to independent examination, as will be outlined in further reports as the statutory process progresses.
- 37. This report is accompanied by an Integrated Impact Assessment (Appendix C). The Integrated Impact Assessment will incorporate the Sustainability Appraisal, Strategic Environmental Assessment, Health Impact Assessment and Equalities Analysis and these are considered separately in the following paragraphs.
- 38. Section 19(5) of the 2004 Act requires a sustainability appraisal of the proposals in each development plan document such as the Old Kent Road AAP and the Regulations prescribe that the sustainability appraisal report must be submitted to the Secretary of State as part of the adoption process referred to in paragraph 37. The purpose of the Sustainability Appraisal is to promote sustainable development by integrating sustainability considerations into plans. By testing each plan policy against sustainability objectives, the Sustainability Appraisal process assesses and reports the likely significant effects of the plan policies and the opportunities for improving social, environmental and economic conditions by implementing the plan.

- 39. Sustainability Appraisals are also required to satisfy the European Directive 2001/42/EC. The Directive requires a formal Strategic Environmental Assessment (SEA) of certain plans and programmes that are likely to have significant effects on the environment. The SEA was transposed into UK law by the Environmental Assessment of Plans and Programmes Regulations 2004. SEA is focused primarily on environmental effects, whereas Sustainability Appraisals go further by examining all the sustainability related effects of plans, whether they are social, environmental or economic. The process for undertaking a SA is conducted in accordance with the requirements of the SEA Directive.
- 40. The council is also required by UK law to pay due regard to advancing equality, fostering good relations and eliminating discrimination for people sharing certain protected characteristics, as set out in the public sector equalities duty under section 149 of the Equality Act 2010). The council carries out Equalities Analysis (EqIA) of its plans, decisions and programmes to consider the potential impact (positive and negative) of proposals on the key 'protected characteristics' in the Equality Act 2010 and with regard to the Human Rights Act 1998.
- 41. Health Impact Assessment (HIA) is a combination of procedures, methods and tools by which a policy, program or project may be judged as to its potential effects on the health of a population, and the distribution of these effects within the population. While a HIA is not required by law it is considered good practice, particularly since responsibility for managing the health of populations was transferred form national government to local authorities following the Health and Social Care Act 2012.
- 42. Part 3B of the Cabinet Role and Functions of the Southwark Constitution provides that the Cabinet Member for Regeneration and New Homes has particular responsibility for development of the local development framework.
- 43. Planning Committee will note that the draft Old Kent Road Area Action Plan and the proposed changes to the adopted policies map was approved for public consultation by Cabinet on 7 June 2016.
- 44. Part 3F of the Constitution provides that it is function of planning committee to comment on local development framework documents in respect of all significant planning matters and to make recommendations to cabinet.
- 45. Part 3C of the Constitution provides that approval for recommendation to council assembly of those proposals and plans contained in the council's policy framework are reserved to full cabinet.
- 46. Part 3A of Southwark's Constitution provides that it is the Council Assembly that must agree the policy framework including development plan documents.

#### Strategic Director of Finance and Governance (CE16/015)

- 47. The report is requesting the planning committee to note and comment on the draft Old Kent Road Area Action Plan (Appendix A) and the proposed changes to the adopted policies map (Appendix B) and also note the integrated impact assessment (Appendix C), the consultation plan (Appendix D) and Habitats Regulations assessment (Appendix E) as detailed in the report.
- 48. The strategic director of finance and governance notes that there are no immediate financial implications arising from this report and any costs from specific proposals

emerging from the adopted plan would be subject to separate report for formal approval.

49. Staffing and any other costs connected with this report to be contained within existing departmental revenue budgets.

#### **BACKGROUND DOCUMENTS**

Background Papers	Held At	Contact
The Core Strategy 2011 http://www.southwark.gov.uk/info/20021 0/core_strategy	160 Tooley Street, SE1	planningpolicy@southwark. gov.uk
New Southwark Plan preferred options (October 2015) http://www.southwark.gov.uk/downloads/ download/4346/new_southwark_plan_pr eferred_option	160 Tooley Street, SE1	planningpolicy@southwark. gov.uk
Southwark Statement of Community Involvement 2008 <u>http://www.southwark.gov.uk/info/856/pl</u> <u>anning_policy/1238/statement_of_comm</u> <u>unity_involvement_sci</u>	160 Tooley Street	planningpolicy@southwark. gov.uk

#### APPENDICES

No.	Title
Appendix A	Draft Old Kent Road AAP
Appendix B	Proposed changes to the adopted policies map, available on the website at: http://www.southwark.gov.uk/downloads/download/4596/old_kent_road_a rea_action_plan
Appendix C	Integrated impact assessment, available on the website at: http://www.southwark.gov.uk/downloads/download/4596/old_kent_road area_action_plan
Appendix D	Consultation plan, available on the website at: http://www.southwark.gov.uk/downloads/download/4596/old_kent_road_a rea_action_plan
Appendix E	Habitats Regulations assessment, available on the website at: http://www.southwark.gov.uk/downloads/download/4596/old_kent_road_a rea_action_plan

# AUDIT TRAIL

Lead Officer	Simon Bevan, Dire	ector of Planning		
Report Author	Tim Cutts, Team L	Tim Cutts, Team Leader, Planning Policy		
Version	Final	Final		
Dated	29 June 2016			
Key Decision?	No	No		
CONSULTATION WITH OTHER OFFICERS/DIRECTORATES/EXECUTIVE MEMBER				
Officer Title Comments sought Comments included			Comments included	
Director of Law and Democracy		Yes	Yes	
Strategic Director of Finance and Governance		Yes	Yes	
Cabinet Member		No	No	
Date final report sent to Constitutional Team		29 June 2016		



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# Draft Old Kent Road Area Action Plan/Opportunity Area Planning Framework

May 2016

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Draft Old Kent Road AAP

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## Executive summary: The Plan

Over the next 20 years the opportunity area will be transformed, becoming increasingly part of central London. These changes will be driven by the expansion of central London south of the Thames and the construction of the Bakerloo line extension. The main proposals for change are set out below:

- 1. Revitalise the Old Kent Road as high street with shops, cafes, restaurants, leisure and other facilities with residential homes above.
- 2. Recognise the Old Kent Road's central location by including it within an extension of London's central activities zone.
- 3. 20,000 new homes, including council homes and private rented homes in mixed use neighbourhoods. Development to help pay for infrastructure through the community infrastructure levy.
- 4. Employment clusters providing mix of managed workspace, hybrid, light industrial and low cost space, contributing to 5,000 additional jobs.
- 5. Mixed use office quarter around Mandela Way and Crimscott Street.
- 6. Potential to build on growing reputation for arts and creative businesses.
- 7. Social infrastructure including up to 2 new primary schools and potentially one new secondary school by 2025 and additional schools later in the plan period. A new health centre serving the south of the opportunity area will be needed and a new community sports centre on Surrey Canal Road is planned.
- 8. Two new tube stations on the Bakerloo line extension and a new overground station at New Bermondsey. It is anticipated that the Bakerloo Line extension will open around 2030.
- 9. The Old Kent Road itself will be transformed into a modern boulevard. Improved public realm for pedestrians, protection for cyclists and improved bus infrastructure along its entire length will help accommodate growth prior to the opening of the Bakerloo Line extension.
- 10. New links stitching together neighbourhoods on both sides of the Old Kent Road
- 11. Public realm improvements at Bricklayers Arms and on the Old Kent Road with better crossing points, improved public spaces and urban greening. Heritage buildings and parks will be sensitively incorporated into new development enabling the story of the Old Kent Road to be better appreciated.
- 12. New parks at Mandela Way and the gasworks and green route on the alignment of the former Surrey Canal.
- 13. Improvements to network of open spaces and green links
- 14. Environmental sustainability including district heating networks to reduce carbon emissions, measures to tackle poor air quality and sustainable urban drainage systems to reduce flood risk.

# Draft Old Kent Road AAP

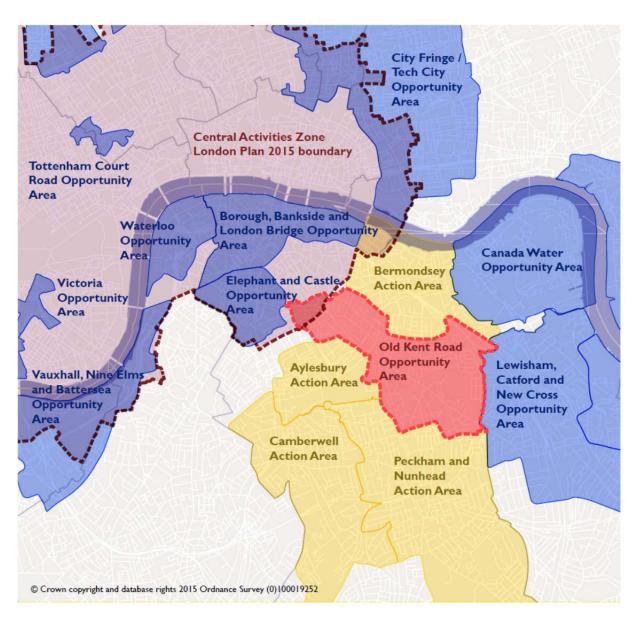
# Figure 1: The Plan



# 1 Introduction

# 1.1 What is the Old Kent Road Area Action Plan/Opportunity Area Planning Framework

- 1.2.1 The Old Kent Road Area Action Plan (AAP) is a plan to regenerate the Old Kent Road and surrounding area. It sets out a vision for how the area will change over the period leading up to 2036. This is supported by a strategy with policies we will put in place to achieve this vision, the reasons we have chosen the policies, and the delivery plan for implementing the vision.
- 1.2.2 The AAP will be part of our framework of planning documents. It will be a material planning consideration in deciding planning applications in the opportunity area. It will help ensure that we make decisions transparently, providing clarity for members of the public and giving more confidence to developers to invest in the area. It will also be an opportunity area planning framework (OAPF) and will be endorsed by the Mayor of London.
- 1.2.3 The document is structured as follows:
  - Section 1 of the document introduces the document and the opportunity area.
  - Section sets out the vision and key diagram.
  - Section 3 outlines the area-wide strategy and policies which apply across for the opportunity area.
  - Section 4 applies the area-wide strategies to three smaller character areas as well as proposals sites.
  - Section 5 describes how the plan will be implemented.
  - The appendices provide further information on the policy context, the character and challenges facing the area, the implementation of the plan and the monitoring framework.



# Figure 2: Location of the Old Kent Road opportunity area

# 1.2 Introduction to the opportunity area

- 1.2.1 The Old Kent Road (the A2) is one of London's key arterial routes. Less than a mile from London Bridge it currently sits on the fringe of central London and is surrounded by areas of huge change, including Elephant and Castle and Canada Water to the north and Peckham, New Cross and Deptford to the south (see Figure 2). The opportunity area (see Figure 3) covers an area of 281 hectares extending from the New Kent Road to the north and the borough boundary with Lewisham to the south and covering much of the hinterland on either side of the road.
- 1.2.2 The Old Kent Road has a remarkable past stretching back some 2,000 years. Initially a Roman road, Watling Street, connecting London and the south east, it became renowned in mediaeval times as part of a major pilgrimage route to Canterbury. The construction of the Surrey Canal and the South Eastern Railway in

the 1800s brought rapid growth and industrialisation, while in the twentieth century, wartime bombardment and the construction of post-war housing and highways infrastructure saw the area reshaped again. By the end of the twentieth century the Old Kent Road's renowned nightlife and entertainment venues had largely disappeared and industrial development had given way to the construction of retail parks and warehousing. While the Old Kent Road can appear bleak and run down in places, its history is still evident in many of the buildings and pattern of development which characterise the area today.

- 1.2.3 The Old Kent Road is a busy commercial thoroughfare, lined by high street shops, supermarkets, retail parks, industrial uses and residential homes. Much of the land on either side is given over to industry and warehousing. While the area as a whole contains a huge mix of uses and activities, most areas have been developed almost exclusively for one type of use or another with little mixing within blocks. Altogether, there are around 9,500 people working in the opportunity area in some 750 businesses and other organisations.
- 1.2.4 The opportunity area has a population of around 32,000. It is an area of great diversity with 43% of the population being born outside the UK. Located so close to central London, the area's housing stock has become very popular and house prices have risen accordingly. However, levels of deprivation remain high, with several areas being in the 10% most deprived in the country. The opportunity area has lower levels of full time employment than elsewhere in Southwark and a higher proportion in lower skilled occupations.
- 1.2.5 The opportunity area is extremely well served by buses, with 14 routes using the Old Kent Road. South Bermondsey railway station is located in the north of the opportunity area and Queens Road Peckham is to the south. Also, just outside the opportunity area, the soon to be opened New Bermondsey Station on Surrey Canal Road will provide access to the London Overground network. However, the lack of access to the London Underground network and distance to rail stations results in poorer public transport accessibility than other comparable areas in central London. Transport for London (TfL) have recently confirmed their preferred route for the Bakerloo Line extension, from Elephant and Castle to Lewisham and via two stations on the Old Kent Road.
- 1.2.6 Over the next 20 years the opportunity area is expected to change. The two key drivers of change are the expansion of central London and its functions and the construction of the Bakerloo Line extension. As pressure for land intensifies in central London, so it many of its functions, including provision of commercial space, space for cultural activities and institutions such as universities are being pushed outwards. The effects of this are already being felt in the opportunity area as rents for commercial space are rising and demand is growing for office and managed workspace, especially around Bermondsey. The Bakerloo Line extension will bring most of the opportunity area within a 10 minute walk of a tube station, stimulating growth in homes and jobs and driving residential densities which are similar to tube station locations elsewhere in central London.

1.2.7 Although the Bakerloo Line extension is not expected to open before 2030, change in the opportunity area is already happening. There are currently some 882 homes and 32,000 square metres of non-residential space either with planning permission or under construction. However, landownership in the core of the opportunity area is very fragmented and many sites are subject to long leases. This makes it likely that development will take place incrementally over a period of 20 years or more. This purpose of this plan will be to guide and manage change, ensuring that it is coordinated and benefits existing and future communities living and working in the area.



## Figure 3: Boundary of the Old Kent Road opportunity area

opportunity area

# 1.3 The planning context in Southwark and London

2.1.1 The Old Kent Road AAP is one of several planning documents which make up our local plan which we use to make decisions on planning applications. These include

the New Southwark Plan. The New Southwark Plan is currently in preparation and provides an overarching vision and strategy for managing growth and change in Southwark over the period leading up to 2033. It is important that the vision and policies in the Old Kent Road AAP are consistent with the strategic policies which are in the New Southwark Plan.

- 2.1.2 The AAP also needs to be consistent with the Mayor's policies in the London Plan, as well as national planning policies in the National Planning Policy Framework (NPPF). The London Plan identifies the Old Kent Road as an opportunity area with significant potential for growth in homes and jobs and explains that an opportunity area planning framework (this document) should be prepared to help facilitate growth.
- 2.1.3 The relationship between the Old Kent Road AAP policies, regional and Southwark policies is illustrated in Figure 4 and explained in more detail in appendix 4.

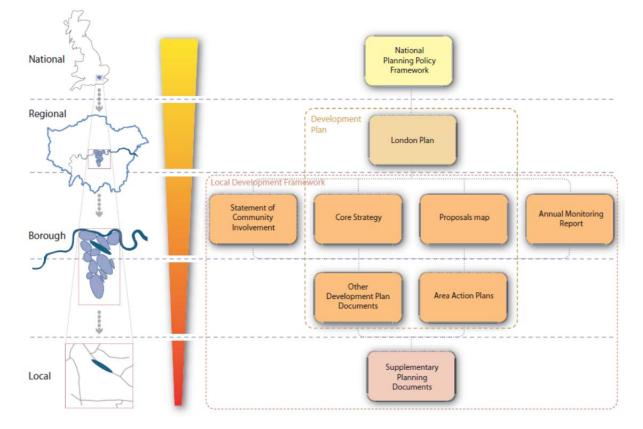


Figure 4: The inter-relationships between spatial scale and the local plan

# 2 Vision

# 2.1 Vision

2.2.1 The regeneration of the Old Kent Road will be guided by our vision for the opportunity area.

Over the next 20 years the opportunity area will be transformed, becoming increasingly part of central London, providing at least 20,000 new homes and 5,000 new jobs. The making of a new piece of the city will be driven by the expansion of London's central activities zone and the construction of the Bakerloo line extension.

The Old Kent Road is at the core of the vision. It will be revitalised and restored as a thriving high street with shops, business space, leisure, civic, cultural and community uses on either side. Out-of-centre style retail parks and superstores will be replaced by development that provides strong, well-defined street frontages, making a better connected high street and I into neighbourhoods on either side. There will be new stations with excellent interchange with other modes of transport. The Old Kent Road itself will be transformed into a modern boulevard. Improved public realm for pedestrians, protection for cyclists and improved bus infrastructure along its entire length will help accommodate growth prior to the Bakerloo Line extension opening.

Behind the Old Kent Road there will be a transition from single use industrial and warehousing uses to mixed use neighbourhoods. These will be well served by new open spaces and green links. Development will be easy to move around for people walking and cycling with new buildings clearly defined streets and squares. There will be tall buildings which will be well designed to form appropriate landmarks to mark routes around the area and focussing around new parks and improved public realm, and areas with more intense activity on the Old Kent Road. District heating solutions, sustainable urban drainage systems and measure to improve air quality will help tackle pollution and climate change.

New homes will help foster mixed communities and include a range of sizes and mix of private and affordable homes, including council homes.

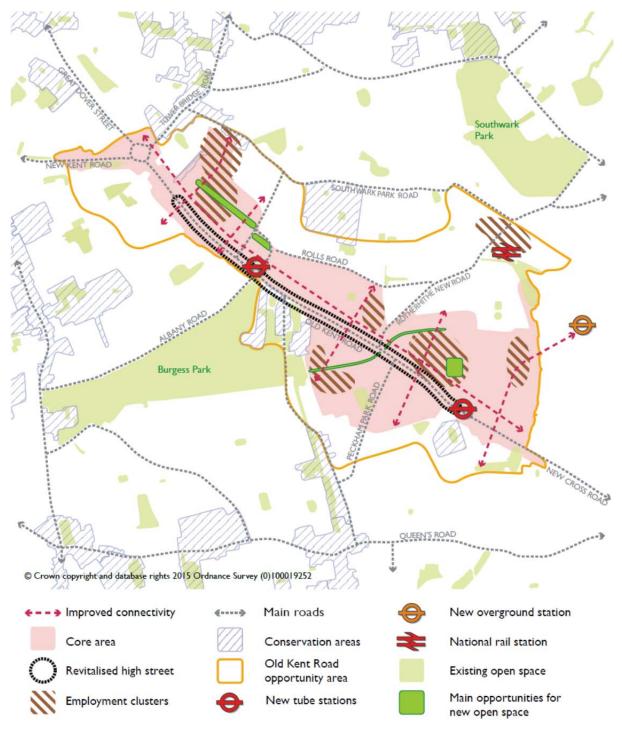
The employment offer will build on the area's current diversity and include a new office quarter in the north of the area and a mix including flexible, hybrid, workshop, studio spaces and light industrial premises providing accommodation for businesses servicing central London's economy in the middle and south. New workspace, which includes affordable provision, will also help reinforce the area's growing reputation for arts and cultural activity.

Alongside homes and jobs, development will also provide new schools, health and other facilities which support growth and contribute to creating and reinforcing sustainable and healthy neighbourhoods. The plan sets out a comprehensive place-making approach for this significant part of London and the council is committed to working with the local residential and business community, landowners, developers and other public sector bodies to implement it.

## 2.2 Key diagram

2.2.1 Our vision for the area is expressed spatially on the key diagram (Figure 5). The key diagram is a graphical representation of the main elements of the vision, such as improvements to transport infrastructure and the revitalisation of the Old Kent Road as a high street.

# Figure 5: Key diagram



# 3 Strategy

## 3.1 The role of the Old Kent Road

3.1.1 The identity of the Old Kent Road and its wider contribution to London's life have been shaped over time and will continue to evolve. Over the next 20 years or so, the expansion of central London and its functions and the construction of the Bakerloo Line extension will drive growth and regeneration in the opportunity area.

## AAP 1: The Old Kent Road

Recognising the Old Kent Road opportunity area's role and location, we are including it within an extension of London's central activities zone (CAZ). Development will be expected to strengthen its role in the CAZ through:

- Providing of a rich mix of land uses including residential, employment, retail, cultural, higher education and leisure.
- Bringing forward development which benefits the local residential and business communities while contributing to Southwark and London's need for homes and jobs.
- Reinforcing the role of the Old Kent Road as a high street.
- Supporting the function of the opportunity area in providing a diversity of spaces for office, light industrial, production and cultural activities.
- Improving the green infrastructure network as a resource for Southwark and London.
- Enhancing the area's character, sensitively incorporating heritage assets into high quality development of a scale and density which befits a central London location and improving public transport accessibility.
- Facilitating transport improvements including the Bakerloo Line extension and better links for people walking and cycling.
- Addressing the need to reduce carbon emissions, improve air quality and reduce the risk of flooding.

## Reasons

3.1.2 Extending the boundary of London's central activities zone acknowledges that the opportunity area is becoming increasingly part of central London. The influence and role of the opportunity area are evident well beyond its boundaries and should be recognised and enhanced by development and regeneration opportunities.

## 3.2 Quality affordable housing

3.2.1 The opportunity area has huge potential to provide homes that Southwark and London need. A range of market, private rented and affordable homes with a mix of sizes will help meet local needs and also maintain mixed and diverse neighbourhoods. Residential neighbourhoods will feel like central London with high densities which benefit from improved public transport and proximity to local facilities including shops, workplaces and schools. Development in the opportunity area will provide at least 20,000 new homes over the period 2015-2036.

### Reasons

- 3.2.2 The opportunity area will establish new residential and mixed use neighbourhoods which look and feel like central London. New homes will be serviced by high quality infrastructure including new public open space, improved public transport services, schools and health services.
- 3.2.3 Southwark's Strategic Housing Market Assessment identifies a local need to provide between 1,472 and 1,824 homes per year over the period up to 2031. This sits within a London-wide housing need for 49,000 new homes per year across the capital. New homes in the opportunity area will contribute towards meeting this need. To help create sustainable and mixed neighbourhoods, it is important that a mix of housing is provided. In accordance with the New Southwark Plan over 60% of homes will have two or more bedrooms and 20% will have 3 or more.

### AAP 3: Affordable homes

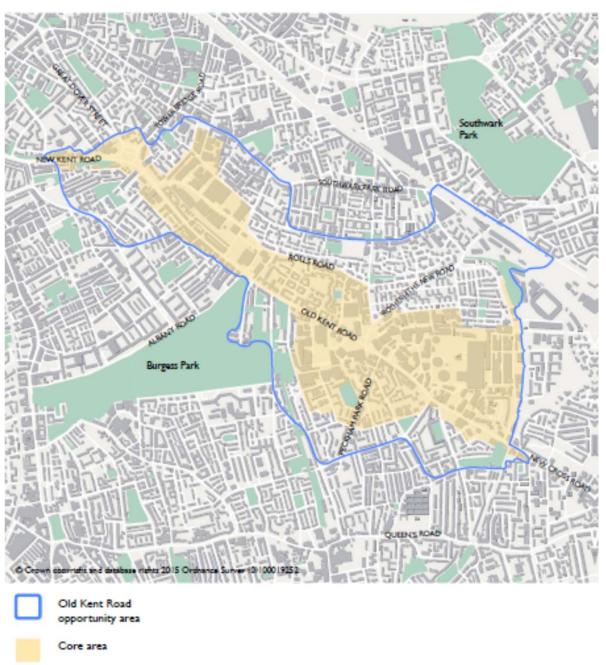
Development providing 10 or more new homes will provide a minimum of 35% affordable housing, subject to viability, in accordance with the New Southwark Plan.

### Reasons

- 3.2.4 Affordable housing is an essential ingredient of a balanced and sustainable community. Approximately half of our housing need is for new affordable homes. Building 20,000 new homes will significantly contribute towards meeting local affordable housing needs to enable local people on lower incomes to maintain valuable social support networks and undertake some of the essential, but often lower paid, employment which underpins the local and regional economy.
- 3.2.5 New development will provide 35% of homes as affordable housing in line with the New Southwark Plan. In addition to social rented housing, we will encourage a diverse range of intermediate housing products that meet a range of local affordability needs. This will include discounted market rent in addition to shared ownership and shared equity. Shared ownership is often unaffordable for lower middle income households who do not qualify for social housing (or affordable rent) and it is important that an element of the intermediate housing supply meets this need.

### AAP 4: Private rented sector homes

Provision of private rented accommodation in addition to conventional 'for sale' market homes will be encouraged in the core area. Flexibility in the mix of homes provided and in the nature and type of affordable housing provided may be justified where a development proposes covenanted private rented homes.



## Figure 6: Core area

#### Reasons

3.2.6 Private rented homes account for a growing proportion of market homes in Southwark. Between 2001 and 2011, the number of households who rented privately increased from 15,932 to 29,995 households. New homes built specifically for the rental market to be managed by a single professional landlord (known as 'build to rent') have the opportunity to meet part of the growing need with high quality, secure and well managed homes. Private rented homes also have the potential to accelerate housing delivery because they do not compete with nearby housing developments offering homes for sale. 3.2.7 Flexibility in the nature and type of affordable housing provision may be justified where a development proposes private rented homes where justified by the design, property management strategy or viability. For example, discounted market rent may be a more suitable affordable housing intermediate tenure than shared-ownership. Private rented homes meet a wide range of housing needs and are particularly suitable for younger adults without dependants who live alone or share. Private rented homes can also be suitable for older people who prefer not to be responsible for management and maintenance of their home. As such, requirements for a fixed proportion of family homes should be applied flexibly where there is a demonstrated market demand for an alternative housing mix.

## AAP 5: Optimising delivery of new homes

Residential density in the core area should be in the range of 650-1,100 habitable rooms per hectare. Outside the core area, density should be in the range of 200-700 habitable rooms per hectare.

Densities which are higher than these ranges will only be permitted where proposals make an exceptional contribution to the regeneration of the opportunity area through:

- Providing an exemplary standard of design and on-site public realm of the highest quality.
- Contributing towards a significant improvement in transport capacity.
- Contributing towards the area's infrastructure needs.

- 3.2.8 Over the next years we envisage that the Old Kent Road will become increasingly like central London. This will be reflected in the scale of development and in the mix of uses in the area. We have identified a core area in which central London densities are appropriate. This area is the main focus of development opportunities and has higher levels of public transport accessibility. The mix of land uses, with more commercial use and residential development which tends to be mainly flatted distinguishes it from surrounding neighbourhoods which are characterised by terraced housing and lower scale residential development.
- 3.2.9 In line with the New Southwark Plan, very high densities which exceed the ranges will need to provide an exemplary standard of design and public realm of the highest quality. To inform the AAP, we prepared a place-making study to test the capacity of the opportunity area and inform place-making principles which should guide development. In order to achieve densities at the higher end or above the ranges, the study demonstrated that some site assembly would be required. Developing at such densities relies on the ability to provide generous public realm, amenity space which exceeds minimum standards, good levels of sunlighting and daylighting and other characteristics which are needed to ensure development of an exemplary quality. In some parts of the core area, the fragmented nature of land ownership and the size and configuration of sites will constrain the potential to develop at the highest densities, without wider land assembly.

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3.2.10 The Bakerloo Line extension will provide excellent public transport accessibility (the A2 corridor would have a public transport accessibility level of 5 or 6) bringing much of the opportunity area within a 10 minute walk of a tube station. However, the Bakerloo Line extension will open in 2030 at the earliest. Developments built in advance of the Bakerloo Line extension, particularly those at very high densities which exceed the ranges will need to make a significant contribution towards improving transport capacity in the interim period. Similarly, such developments will place an additional burden on infrastructure such as schools, health facilities and green spaces and will need to contribute towards this accordingly.

## 3.3 Revitalised neighbourhoods

3.3.1 We will need to build new streets, neighbourhoods, public spaces and different types of buildings as part of the transformation of the Old Kent Road. The gaps along the high street will be repaired to revitalise the Old Kent Road as a high street. The layout of new neighbourhoods will allow opportunities for new homes and jobs alongside new walking and cycling routes that cross and better link the area to the rest of Southwark.

## AAP 6: Heritage

Proposals should follow a heritage-led regeneration approach which:

- Sustains, enhances and better reveals the significance of heritage assets and their settings.
- Avoids harming buildings of architectural or historic interest, unless it can be demonstrated that the harm is necessary to achieve a range of public benefits which outweigh the harm, including securing an optimum alternative use for the building. In the event that demolition is considered to be justified, a detailed record of the building for future generations should be carried out.
- Retains buildings of townscape merit or ensures that the contribution which these buildings make to the townscape is preserved.

- 3.3.2 The Old Kent Road has a history stretching back 2,000 years. The changes and events it has experienced, including its role as a medieval pilgrimage route, the coming of the railways and canal, the blitz, the growth of the motor car, the expansion of local authority housing and industry and the evolution of shopping habits have all left their mark on the character of the opportunity area. Some of these changes have been positive and some negative. The widening of the road and construction of the Bricklayers Arms flyover, for example, resulted in the destruction of a number of handsome public buildings and contributed to severing communities on either side of the road.
- 3.3.3 Some of the area's heritage is still very apparent. For example, as well as several listed buildings, there are many buildings which individually have architectural or historic merit and others which are of value due to their part in the composition of the

wider townscape. Other aspects, such as the railway sidings and Surrey Canal are less visible, but traces remain.

3.3.4 The character of the Old Kent Road has been shaped over time and it will continue to evolve. As it becomes more closely part of central London, it will take on new roles and the look and feel of the area will change. This will also create opportunities to stich together old and new, incorporating the area's heritage assets into new development and enabling them to be appreciated better by improving their surroundings. It will also be possible to reveal parts of the area's history which have been lost, such as the former Surrey Canal route. A heritage-led regeneration approach will ensure that the story of the Old Kent Road remains strong and indeed can be understood more clearly.

### AAP 7: Streets and public spaces

Proposals should create or reinforce a hierarchy of streets and public spaces, establishing the network of streets shown indicatively in Figure 7. New streets should aim to reinforce east-west routes through the opportunity area, reinforce routes which feed onto the Old Kent Road and deliver routes which run parallel to the Old Kent Road.

New streets and public spaces should:

- Provide high quality, safe and inclusive public realm.
- Integrate provision of green infrastructure.
- Ensure connection into the surrounding street network.
- Provide convenient, direct, and attractive links for people walking or cycling.
- Enhance the open space network through the introduction of new open and public spaces that act as a focus for activity and draw people through the area.
- Support the function of surrounding uses.

## AAP 8: Public realm strategy for the Old Kent Road

Proposals should contribute towards the transformation of the Old Kent Road into a modern boulevard, with:

- Strong frontages on either side.
- Ground floor uses which generate activity.
- Sensitive incorporation of heritage assets.
- Improved public spaces which provide opportunities for events, quiet areas, children's play and other uses.
- An improved environment, particularly those walking and cycling, with better crossing facilities, improved wayfinding, and urban greening.

Key public realm improvements on the Old Kent Road set out below and shown on Figure 8:

- Well integrated transport interchange facilities within new public realm at tube stations.
- Bricklayers Arms: Reconfigure this busy junction, potentially removing the flyover, to enable the introduction of new street frontages, improved public realm and reduced severance caused by the current road layout.

Draft Old Kent Road AAP

- East Street: Improve pedestrian crossings and the shopping environment and take opportunities to extend East Street/Hendre Road through Mandela Way.
- Burgess Park: Reinforce the role of Burgess Park as a park for London by strengthening its presence on the Old Kent Road through improved road crossings and the opportunity for a new public space on the north side of the Old Kent Road.
- Glengall Road: Improve the park to give it a stronger presence on the Old Kent Road.
- Surrey Canal crossing: Improve crossings to facilitate the delivery of a green route on the alignment of the former Surrey Canal.
- Glengall Road to Ilderton Road: Improve pedestrian crossings and the shopping environment, provide new routes which feed onto the Old Kent road, strengthen street frontages through provision of uses which reinforce the high street character of the Old Kent Road.
- Brimmington Park: Public realm improvements including strengthening the presence of Brimmington Park on the Old Kent Road and activating or removing the podium around the Tustin estate.

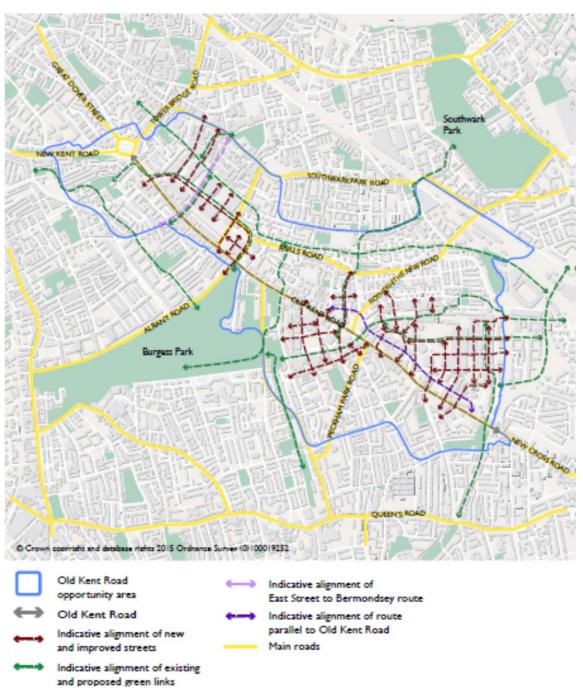
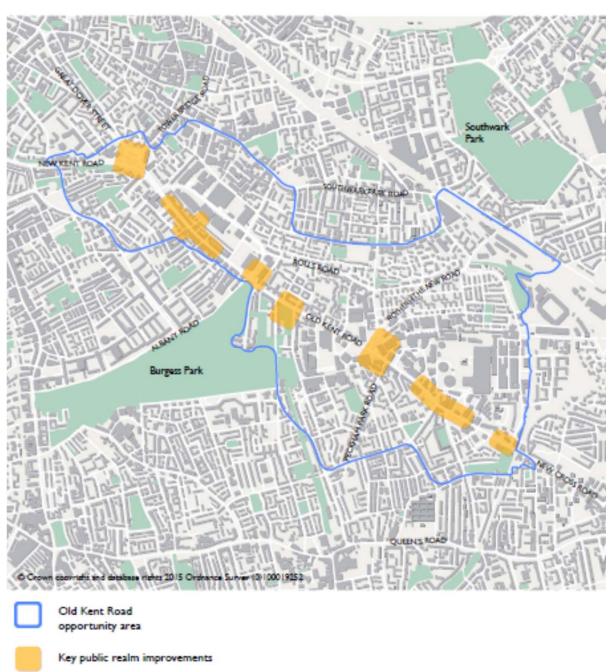


Figure 7: Streets and routes





### Reasons

3.3.5 The core area contains large areas in which the historic street pattern has been lost. Reinforcing and in some cases reintroducing a strong street pattern lies at the heart of creating neighbourhoods which are easy to move around in and which can develop a character and sense of identity. A good street pattern will also be adaptable and resilient to change over time and will be able to accommodate buildings of different types and uses, whether residential, commercial, schools or others. Given that development in the opportunity area is likely to occur incrementally and over a long period it is important that early developments begin to establish a street pattern that later developments can then also respond to. 3.3.6 The public realm, particularly on the Old Kent Road itself is very poor and dominated by traffic. Transforming the character of the Old Kent Road is an essential part of our vision. The measures we have set out aim to change the character of key locations on the Old Kent Road, reinforcing its function as a high street, making it easier and safer to cross and integrating the open spaces which front on to it more effectively. These improvements are described in more detail in section 4.

## AAP 9: Building blocks

Proposals should:

- Ensure that the layout of new blocks have a fine grain, presenting a variety of interesting routes through development; people should find it easy to move around.
- Have an interesting and varied roofline.
- Incorporate frequent shifts in architectural design with a fine grain of buildings or frontages within blocks
- Contain frequent entrances on to the street.
- Use high quality, durable, robust and sustainable building materials that contribute to a sense of quality and create the impression that development is permanent and built to last.
- Minimise the visual impact of car parking through provision in basements where viable.

## Reasons

3.3.7 Much of the opportunity area is characterised by large buildings and sites which are impenetrable to pedestrians and cyclists and in many cases without character. Our aim is to create a resilient block structure which provides strong street frontages and which makes it easy to move around. Historically, perimeter blocks which provide street frontages and internal courtyards and gardens, have proved adaptable over time and can accommodate varying densities, tall buildings, as well as different uses. While the nature of blocks will need to respond to individual site conditions, smaller block sizes may constrain the potential to provide higher densities or tall buildings and further site assembly will be encouraged.

# AAP 10: Building heights strategy

## Prevailing building heights

Prevailing building heights for new buildings in the core area will be between 5 and 8 storeys. Development should contain variations in height to add interest and variety to development, help signify places that are more important and to help them relate more effectively to the surrounding environment.

# Tall buildings (above 30m in height)

While prevailing heights will be between 5 and 8 storeys, tall buildings will also be appropriate in the core area. The location of tall buildings should help reinforce the hierarchy of streets and spaces. Public space should be provided at ground level which is proportionate to the height of the building. Proposals for tall buildings should demonstrate a considered relationship with other tall buildings and building heights in the immediate context Draft Old Kent Road AAP

and contribute towards creating a coherent, legible and well articulated townscape. Cumulatively, tall buildings should not coalesce visually to form a single mass.

On the Old Kent Road frontages, building heights should contribute to creating a rhythm to the street, with tall buildings helping define the areas of transformation shown on Figure 9. These areas should be separated by building frontages which have generally consistent heights below 30m and which take into account the surrounding context

In addition, buildings which are significantly higher than the existing contextual height of tall buildings (around 20 storeys) must demonstrate that they contribute positively to London's skyline, when viewed locally and in wider views and that they make an exceptional contribution to the regeneration of the area.

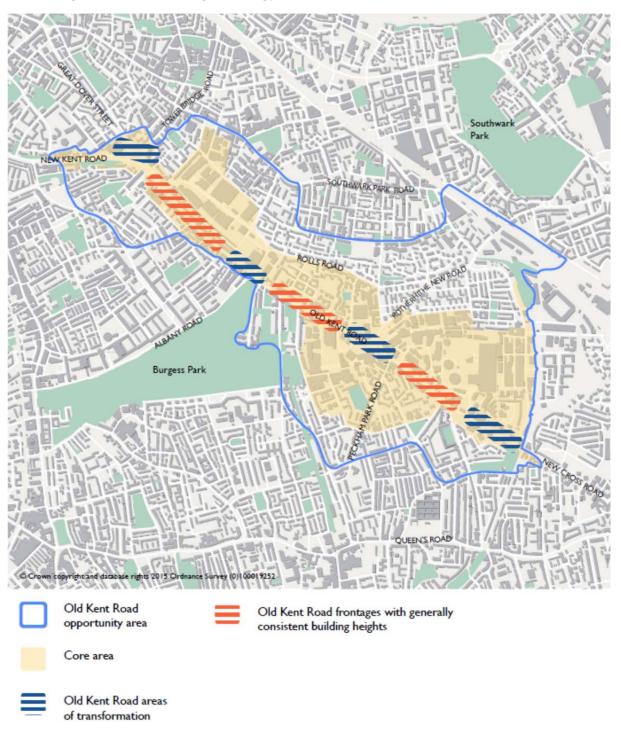


Figure 9: Tall buildings strategy

#### Reasons

3.3.8 Much of the core area is characterised by developments of one or two storeys. This includes retail parks which have an out-of-centre character, as well as the industrial and warehousing areas. Our vision is to transform the opportunity area over the next 20 years, made possible by public transport improvements, so that it looks and feels like central London. Developments which are predominately 5-8 storeys will have a

human scale which feel comfortable to be in. Tall buildings will also be appropriate and help create and mark areas of particular intensity.

- 3.3.9 Our strategy for the Old Kent Road itself is to use tall buildings to help emphasise important locations. The height and distribution of buildings in these areas will reflect the potential to create a new character while taking account of the surrounding context and proximity of existing neighbourhoods of lower scale. Between these locations, the use of more consistent heights which are below 30m will help reinforce a rhythm to heights along the street and avoid creating a linear corridor of tall buildings.
- 3.3.10 Away from the Old Kent Road there are large areas of developable land in which there is an opportunity to create a new character. Tall buildings will be appropriate in the core area where they help define the hierarchy of streets and provide high quality public realm. A real advantage of building high is that it enables more public realm to be provided at ground level. To create an appropriate setting for tall buildings, the amount of public space at the base of the building should relate to its height, ensuring that the space at the base of the building does not appear cramped or unwelcoming. The base of tall buildings should be permeable and should contribute to the creation of streets, avoiding an appearance of extrusions from podia. The two new open spaces on Mandela Way and on the Gasworks/integrated waste management facility (IWMF) in particular have the potential to act as a focal point for tall buildings.
- 3.3.11 Careful consideration should be given to the relationship between tall buildings, ensuring that their distribution does not feel cramped and avoiding buildings coalescing in views. Care must also be taken to ensure that the scale of new development integrates successfully with surrounding neighbourhoods and avoids an overbearing impact on the lower scale of development which exists outside the core area. The testing undertaken in preparing the Old Kent Road place-making study suggested that site assembly would be needed in some parts of the core area to create sites which are large enough to integrate tall buildings satisfactorily into the townscape. The larger the site, the greater the potential to consider the relationship between tall buildings and the surrounding townscape and the greater the opportunity to provide the generous amount of public realm upon which tall buildings rely.
- 3.3.12 There are several clusters of tall buildings in the opportunity area, which have heights of around 20 storeys. Heights which are significantly taller than this existing context may also be appropriate, but must demonstrate an exceptional contribution to the regeneration of the area and be supported by excellent public transport accessibility. All proposals for tall buildings will be expected to comply with the criteria identified in NSP policy DM 12 (Tall buildings), including the need to sustain, enhance and better reveal the significance of heritage assets and their settings.

## 3.4 Strong local economy

3.4.1 The Old Kent Road has distinctive characteristics as an industrial and creative area with a thriving existing business community. We recognise that the needs of

businesses are changing, and there is increasing demand for good quality new space in key areas which provide essential services for both the local and central London economy. Many of these businesses hold specialist skills and local employment. The Old Kent Road is an ideal place to support new development to support a strong local economy. Our 2015 employment study found that there were around 9,000 jobs in the opportunity area. Our aim is to increase this by 5,000 additional jobs within new mixed use neighbourhoods. We have identified employment clusters, each with specific roles and functions which will contribute towards this. Although restructuring will be required, nurturing the existing range of businesses is key to enhancing the area's existing vibrancy and building on its unique economy.

3.4.2 The Old Kent Road as a linear thoroughfare presents the opportunity to revitalise its role as a high street serving the local community. The new high street offer of mixed uses will benefit the people that live, work and visit Old Kent Road, enhancing and attracting different types of businesses that will thrive and prosper.

## **AAP 11: Employment clusters**

We will support development within the employment clusters where:

- The proposal addresses the role and function of the designated employment clusters outlined in Table 1.
- The proposal will retain or increase the amount of employment floorspace (B class use or sui generis employment generating use).
- The proposal will generate employment and result in an increase in the number of jobs to be provided.
- Major developments which provide over 1,000 sqm employment floorspace deliver workspace managed by a specialist provider to support existing and new business startups and small and medium sized enterprises.
- Major developments which provide over 1,000 sqm employment floorspace include an element of low cost or affordable workspace.
- The proposal accommodates existing businesses on site or in the Old Kent Road area or provides a relocation strategy for businesses that may displaced by development.
- The design and distribution of employment floorspace meets the needs of a range of users. Further guidance is set out in Appendix 2.

## Table 1

Cluster	Function	Estimated
		capacity for
		employment (B
		class) jobs
		(gross)

Mandela Way	Employment mix led by office and managed workspace which benefits from the expansion of CAZ functions. The distribution of space should reinforce the emerging cluster. Employment generating uses in the cultural and educational sectors are also appropriate in this cluster. A major educational institution would benefit from being part of the development mix in this area.	At least 4,000 jobs
Hatcham Road	Provision of flexible, managed workspace which	At least 600 jobs
Latona Road	can be used for light industrial workspaces, artists	At least 600 jobs
	studios, and business start-ups. Development	
	should reinforce the growth of creative businesses.	
Sandgate Street and St James's Road	Provision of flexible and managed workspace for light industrial units and workshops. An element of town centre office provision would also be appropriate. Employment generating uses in the leisure, entertainment, health, educational and retail sectors should supplement workspace in this location.	At least 800 jobs
South-east Bermondsey	Potential for intensification of employment space including industrial and warehousing uses. Arch space in rail viaduct to be brought back into use post completion of Thameslink.	At least 1,300 jobs

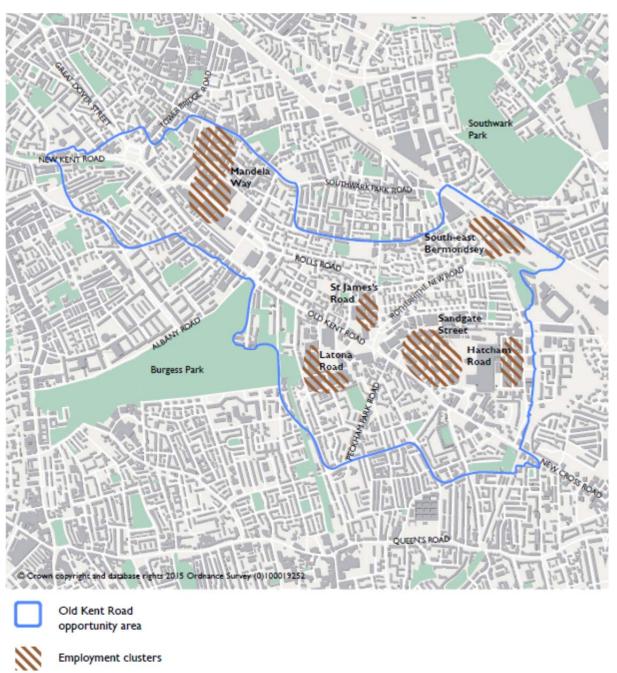


Figure 10 : Employment clusters

- 3.4.3 Over the past decade there has been a ripple effect from the expanding commercial activity of the South Bank and a growing presence of the Central Activities Zone (CAZ) to the northern part of Southwark. The Old Kent Road now finds itself as an important servicing location on the fringes of central London; the most important generator of economic activity in the country.
- 3.4.4 The demand for heavy industrial space and large warehousing is gradually declining with economic projections demonstrating a decline in employment in manufacturing

and wholesale sectors (GLA Economics 2013). In contrast to this decline, there is significant growth in the technical, professional and digital service economies. There is also growth in the bespoke, craft and artisan manufacturing industries which are present in the area.

- 3.4.5 This AAP provides the opportunity to set a policy framework which anticipates these changing requirements of business and working life and plans proactively for the future. Our strategy involves releasing land that is currently designated as preferred industrial location. Notwithstanding long term employment projections, the preferred industrial location accommodates many businesses across a huge range of sectors. Releasing land from the preferred industrial location designation is contingent on securing a range work workspaces in new development and other regenerational benefits such as affordable housing, which are outlined in the AAP.
- 3.4.6 It is anticipated the Old Kent Road could deliver an additional 5,000 jobs in a range of sectors. Table 1 gives an estimated gross capacity of jobs in each cluster which would relate to employment uses in Class B of the Use Classes Order 1987 or sui generis employment generating uses. The types of space required in fringe locations such as the Old Kent Road would differ from the high-specification office space that continues to significantly see increased demand in the north of the borough. Instead, purpose-designed light industrial premises, co-working office space and hybrid space would provide the new jobs in the area. Hybrid space would cater for sectors such as craftwork, printing or graphic design requiring space for making and creating as well as requiring an element of office functions. The Old Kent Road already hosts a number of creative industries as well as a growing community of artists' studios and gallery space.
- 3.4.7 At the present time over 65% of businesses in the Old Kent Road employ less than 10 people. All major development proposals will be encouraged to work with a registered workspace provider to manage specialist space for small and medium enterprises from start-up stages and supporting future growth. We are developing a workspace provider list which will provide more information on the format and business models of these opportunities.

### Affordable business space

3.4.8 It is important to maintain business space that continues to be affordable for a wide range of users, including those displaced by regeneration elsewhere in the opportunity area or other local small and medium sized enterprises. Affordability differs depending on the specific requirements of each business and is not necessarily restricted to subsidised rents. Some examples of alternative low cost employment space would be the provision of lower specification space which would be more appropriate for certain sectors and by utilising space in railway arches. Affordable space could also be made available by the provision of units suitable for co-working and encouraging joint functions such as reception services. In major schemes providing over 1,000 sqm of employment floorspace, affordable workspace space will be required as part of a planning obligation. This could include a clause to maintain rents which are comparable with existing rents by area or by sector, a percentage discount in rents for a preliminary period, requirements for full fit-out of

units or flexible contracts (including flexible terms of lease and break clauses) depending on specific scheme requirements.

## Business retention and relocation

- 3.4.9 In the Old Kent Road there are over 9,500 jobs in a wide range of businesses. The business community is strong and provides key services to the central London economy. The nature of the space businesses require in the future will change, and already there are some external factors such as rising land values and lack of appropriate vehicular access limiting the types of businesses that can continue to thrive in central London.
- 3.4.10 However many businesses will continue to thrive and will adopt changing and more flexible working practices and requirements for space. New development needs to take account of these changes to help to retain the special characteristics of the Old Kent Road as a creative and productive part of London and maintain the successful business community. In the cases where relocation would be required, railway arches and retained industrial areas should be utilised, particularly in relation to temporary displacement through redevelopment.

Skills

3.4.11 Many new jobs and training opportunities will be generated in the opportunity area, both during the construction phases and in completed developments. It is important that new jobs and training opportunities are targeted towards local people, in line with the approach established in the New Southwark Plan.

### AAP 12: High streets

Development should support the revival of the Old Kent Road as a high street. For sites fronting and connecting onto the Old Kent Road an appropriate mix of uses should be provided, such as shops, cafes and restaurants, community uses, leisure uses, cultural uses, business use, residential use and other uses which help strengthen its role as a high street.

Provision of retail uses (Class A uses) will be supported in other locations where it serves to meet the need of the local population.

- 3.4.12 Revitalising the Old Kent Road as a high street is the core part of our vision for the opportunity area. This will build on its existing strengths, particularly at the northern end which already functions as a high street and breathe new life into the southern end. It also reflects its historical importance as a high street which was once a destination with shops, civic amenities, cinemas and entertainment venues.
- 3.4.13 A vibrant mix of uses will bring life to the Old Kent Road at different times of the day and naturally meet the needs of a growing population. Over time we expect retail provision on the Old Kent Road to evolve with "big box" retail sheds being replaced by high street type stores.

3.4.14 We will designate the entire opportunity area as a district town centre in Southwark's hierarchy of centres and anticipate that it will serve a local catchment of existing and future residents and workers. While the designation of the town centre is wide, it is important that new shops and town centre facilities reinforce the role of the Old Kent Road and do not divert trade away from it. New Southwark Plan policy DM 27 requires reprovision of retail use in town centres. Any loss of space will need to be justified by factors such as the role and function of the centre and the aspiration to reinforce the Old Kent Road as a high street, likely demand and a need to minimise car parking.

## 3.5 Well-being: The Best start in life and healthy and active lifestyles

3.5.1 We want to ensure that young people in the opportunity area are given the best start in life, with a nurturing environment and opportunities to fulfil their potential. This will be supported by the provision of, early years care, schools and spaces to play. The attraction of a university or cultural institution to the area would greatly increase the range of local educational and career options. We also want to improve the health and wellbeing for local residents throughout their whole lives. New health services will be provided and further opportunities to participate in arts, culture and leisure to help address the root causes of poor health and wellbeing. Policies in other sections of this AAP will further help meet these aims by securing open spaces, reducing car dependency, providing places to meet on the revitalised high street and opportunities for active travel for all enabling healthy lifestyles.

## **AAP 13: Social infrastructure**

Proposals should provide the following facilities to support the increased population:

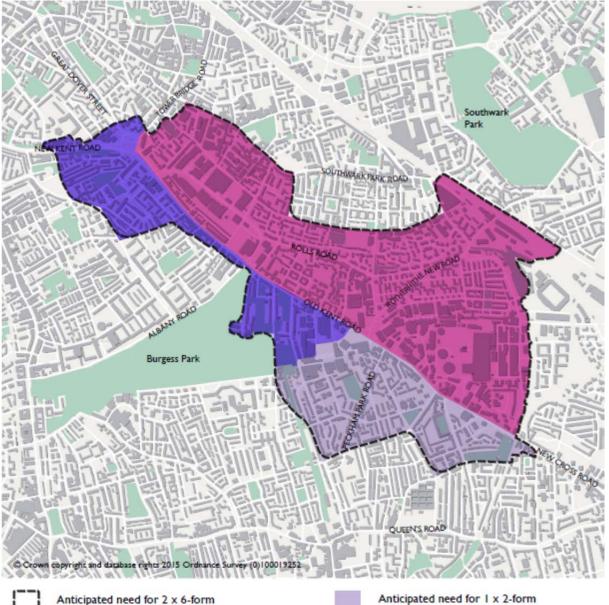
- New primary and secondary schools
  - All schools should provide shared facilities for use by the wider community outside of core hours
- Pre-school facilities
- Health facilities
- Play space for children and young people, comprising
  - Doorstep and local play facilities must be incorporated into new residential sites.
  - Off site neighbourhood and youth play facilities within areas shown on Figure 12.

Developers will be expected to demonstrate a collaborative approach to working with Southwark Council and surrounding developers to ensure that facilities are provided in time to meet needs. In assessing the potential to provide social infrastructure on development sites we will take into account:

- The timing of the development and development on surrounding sites
- The need for social infrastructure
- The capacity of the site or nearby sites to accommodate infrastructure
- The location of the site relative to need
- The intensity of development on the site and surrounding sites
- The viability of development

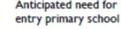
- Interest from providers
- Availability of funding from other sources

Figure 11: Indicative locations of new schools





Anticipated need for 2 x 6-form entry secondary schools



Anticipated need for 6 x 2-form entry primary schools



Anticipated need for 1 x 2-form entry primary school

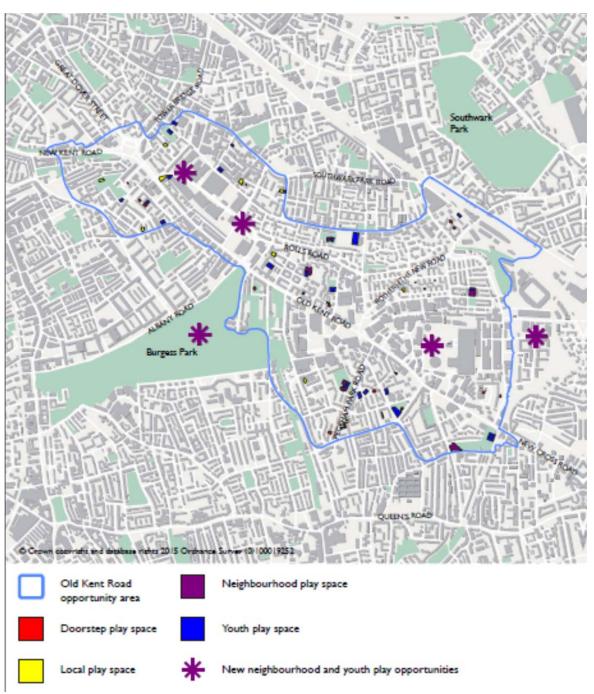


Figure 12: Children's play facilities

### Reasons

3.5.2 Growth in homes in the area will increase by the population by as many as 40,000 new people. It will be essential that new supporting infrastructure is provided to support this level of growth. Where possible, we will support co-location of facilities in accessible locations so that different services can complement one another. A civic presence in the middle or south part of the Old Kent Road would contribute to our aspiration to revitalise the Old Kent Road as a high street. Given the proximity of

the borough boundary, it will be important to coordinate infrastructure provision and delivery with Lewisham Council.

- 3.5.3 There are very few GP services in the southern part of the opportunity area, and therefore this population would need new primary care services which, depending on the model of care provided, might require the equivalent of 16-18 GPs, with associated nursing and support staff. NHS Southwark Clinical Commissioning Group (CCG) is working with partner organisations on an integrated model of health care that maximises the care that can take place outside hospital. Their model consists of a number of 'community hubs' which can offer a wider range of facilities. Other services which might be provided from a community hub serving the wider northeast of the borough would be: a wide range of health support for people with long term conditions (e.g. diabetes, heart or lung disease, neurological conditions and stroke), out-patient services where these can safely and efficiently provided outside hospital, some diagnostic services blood tests, ECGs etc., routine children's services and some direct treatment services, such as physiotherapy.
- 3.5.4 The community hub should be delivered soon after 2020 on the Old Kent Road, located to maximise public transport access. A second, smaller, facility may be needed in the north of the opportunity area after 2025, although the CCG would in the first instance review the scope for improving and extending existing facilities, and the utilisation of the new Aylesbury Health Centre. We will work with NHS Southwark CCG as they work up detailed delivery strategies. New facilities offer the opportunity to design modern services from scratch integrating health and social care, and potentially other public services such as welfare, education and affordable housing. We will support co-location of facilities in accessible locations so that different services can complement one another.
- 3.5.5 The libraries in and around the opportunity area at Peckham, Canada Water, The Blue, New Cross and the new library planned for Thurlow Street provide good coverage in meeting current needs. As part of any medium term review of library provision across the borough, linked to population growth and change, we would keep the need for a new or relocated library into this area under review.
- 3.5.6 Population estimates for the opportunity area suggest the need to provide 30 new primary school classes and 18 new secondary school classes by 2025 and a further 43 secondary school classes and 74 primary school classes by 2036 (see appendix 3). Figure 11 shows indicative locations for new schools to provide these pupil places, assuming the primary schools have 2 forms of entry and secondary schools have 6 forms of entry. These locations may vary depending on the rate at which development occurs and the potential to provide new schools outside the opportunity area. Aside from housing estates, the public sector owns very little land in the opportunity area. Facilities such as schools will therefore need to be provided on sites which are in private ownership. Southwark will keep the need for new school places under review and work with developers, the Education Funding Authority (EFA) and education providers to ensure that schools are delivered on time to meet needs.

- 3.5.7 There is an estimated need to provide 300 additional pre-school places. This service is primarily provided by private nurseries in the area and it is expected that this will continue. Such commercial early years facilities will be included within new mixed use development. There may also be opportunities to provide space for early years care facilities alongside new public services.
- 3.5.8 Development will contribute to meeting the London standard of 10 sqm per child across the opportunity area. There is an overall estimated need for 65,000 sqm of new playable space. Different types of play spaces accessible to different age groups will be needed:
  - Doorstep play for 0-5 year olds in close proximity to homes
  - Local play for 0-11 year olds in close proximity to homes
  - Neighbourhood play for 6-12 year olds serving a wider area
  - Youth play for 12-18 year olds serving a wider area
- 3.5.9 Areas where youth and neighbourhood facilities should be provided to improve access are shown on Figure 13. The accessibility of spaces has been modelled to ensure that different age groups will live within an acceptable walking distance of existing or proposed facilities. There is potential to improve the existing play offer in spaces such as Brimmington Park and Leyton Square. In addition the area will benefit from the nearby delivery of new large scale centres for play at Burgess Park and within the New Bermondsey Housing Zone proposals over the borough boundary in Lewisham.
- 3.5.10 There are also many other groups which use community space in the area, including the area's many faith groups, civic groups, sports teams and tenants and residents' associations. This makes it important that new public buildings, such as schools, are designed as far as possible to allow wider community use outside core hours.

## AAP 14: Student housing

Proposals for new student housing developments will be supported where they form part of mixed use schemes. Large student housing developments in the core area will be supported, provided that the development:

- Is part of a campus development which also provides a significant amount of teaching and/or research facilities and supporting infrastructure.
- Is part of a mixed and inclusive community.
- Includes a range of student housing types such as cluster flats, studio flats and accommodation for couples, families and, staff.
- Is accompanied by a satisfactory student management plan.

## Reasons

3.2.11 In line with the New Southwark Plan, we recognise the need for student accommodation in London and Southwark. The core area in the Old Kent Road is a

suitable location for new student housing due to its proximity to public transport services and town centre uses. The majority of student housing developments in Southwark have less than 300 bedspaces and all the larger developments are either in the CAZ and/or close to campuses, where they can benefit from a direct access to university facilities and a range of supporting infrastructure.

- 3.2.12 In order to maximise their regeneration potential and to avoid creating an area which is dominated by student housing, student housing developments which are larger than 300 bedrooms will be expected to be provided as part of a campus development which also provides a range of higher education facilities which contribute to the town centre and help deliver the AAP vision. This will ensure that any new student housing development will contribute to diversifying the town centre and help deliver the AAP vision.
- 3.2.13 In accordance with the New Southwark Plan, student housing developments should not prejudice the supply of land for general needs homes or harm the amenities of surrounding residents and occupiers. They should also be part of a neighbourhood which has a mix of housing types which includes general needs housing and should contribute to increasing the range of housing choices available, including affordable housing and affordable student housing,. In order to manage the impact of student housing development we will require schemes to have an approved student management plan in place. This will ensure than any issues of amenity and impacts on neighbouring uses can be carefully managed.

## AAP 15: Arts, culture and leisure

We will support proposals for:

- New arts and culture uses
- New leisure uses, including opportunities for commercial leisure such as cinema
- Indoor and outdoor sports facilities
- Higher education facilities

Development proposals for arts and culture uses should demonstrate that the viability for providers has been considered. Further guidance is provided in Appendix 2.

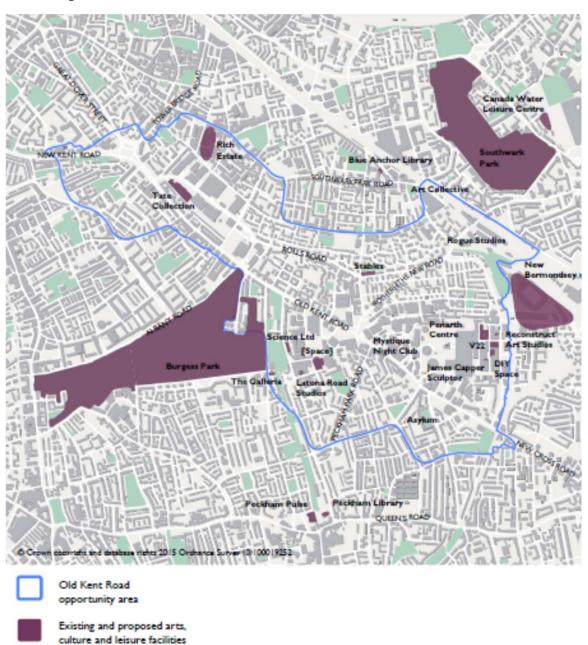


Figure 13: Arts, culture and leisure facilities

- 3.5.11 Arts, cultural and leisure uses can encompass a range of activities and uses including performance spaces, galleries, artists' studios, cinemas and sports facilities. The area has a growing number of arts related organisations which are shown on Figure 13. There is an opportunity to build on the strength of these and enhance provision, boosting the local economy, reinforcing this positive aspect of the area's character and identity and contributing to the vibrancy of the Old Kent Road and neighbourhoods around it.
- 3.5.12 When bringing forward a prospective cultural scheme, experience in Southwark has suggested that there is a need to engage with providers regarding factors that may affect the viability of the proposal and how it will benefit the local area. Points to consider when bringing forward cultural space or engaging with providers are outlined in Appendix 2.

### Draft Old Kent Road AAP

- 3.5.13 Universities and other higher education providers can also play a strong role in reinforcing the mix of cultural activity. With available land and improved connectivity that the Bakerloo Line extension would bring, there is a good opportunity to attract a higher education or significant cultural institution to the opportunity area. As well as providing this regional scale employment, a new university campus would bring a wider choice of locally accessible courses, extracurricular experience and job opportunities for young people and adults.
- 3.5.14 Population growth will create demand for new indoor sports and leisure facilities, including swimming pool space and sports halls. The new Castle Leisure Centre at Elephant and Castle and proposed new leisure centre at Canada Water will go some way to meeting this need. There are also plans for an indoor community sports centre in phase 2 of the New Bermondsey Housing Zone proposals on Surrey Canal Road, which will be well located to meet the needs of people living and working in the centre and south of the opportunity area. There are opportunities to meet any further shortfall through provision of sports facilities in schools. The need for any further local authority provision, particularly in later phases of the plan period, will be kept under review.
- 3.5.15 With regard to outdoor sports facilities, in addition to opportunities for enhanced provision in new and existing open spaces in the opportunity area, there is potential for significant improvements to be made to playing pitches and tennis courts as part of a future phase of the Burgess Park masterplan.

### 3.6 Getting around

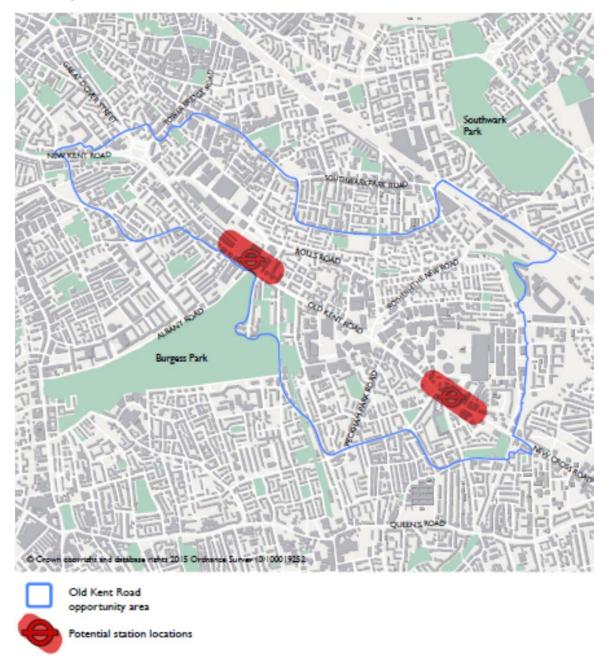
- 3.6.1 Regenerating the opportunity area will require significant improvements in transport infrastructure. Public transport infrastructure is far less developed than in other parts of central London and is heavily reliant on the bus network. The Bakerloo Line extension will transform the accessibility of the area, stimulating growth in homes and jobs and benefiting existing residents and businesses. While the area is already well served by buses, additional capacity and infrastructure will also be needed to help accommodate demand. Underpinning growth enabling and promoting walking and cycling will be an essential part of mitigating the impacts of growth on the transport network, improving the sense of place in the opportunity area, encouraging healthy lifestyles and tackling pollution and climate change.
- 3.6.2 The majority of existing morning peak trips in the opportunity area are made by buses (approximately 48%) and by walking and cycling (approximately 35%). Travel by private vehicle, motorcycle and HGV accounts for approximately 17% of journeys. It is estimated that there will be approximately 20,000 extra public transport trips generated if a high level of growth is achieved in the opportunity area. Access to public transport and the ability to carry out walking and cycling journeys safely and conveniently will be vital to ensure that this demand is not displaced towards the private car.
- 3.6.3 There are also good opportunities before the Bakerloo Line extension is delivered to take advantage of the proximity to existing rail links by improving connectivity for

walking and cycling trips to these hubs, for example at South Bermondsey, New Cross and Peckham.

## AAP 16: Bakerloo line extension

Proposals should facilitate the extension of the Bakerloo line. They will be expected to improve and provide access to the proposed Bakerloo line extension stations and facilitate their role as transport interchanges.

Underground stations will be located on the Old Kent Road and should be designed to ensure they can support over-site development.



## Figure 14: Potential station locations

- 3.6.4 In line with the New Southwark Plan, permission will be granted for development that supports the Bakerloo Line extension. This could include the planned tunnels, stations, supporting infrastructure, such as ventilation shafts, and construction requirements, such as temporary worksites. There will also be a requirement to make appropriate street level provision for interchange with other modes.
- 3.6.5 Development proposals should ensure that access for all, especially bus, cycling and walking, to and from new underground stations is supported by their design. This will include considerations around way-finding, visibility, reducing severance, facilitating step-free access, pedestrian and cycle links, access to bus stops and cycle parking external to the stations. Developers should work with TfL, the promoter and designer of the extension scheme as part of any planning application process for development which could affect potential temporary and permanent infrastructure and site needs and on sites adjoining or close to the new stations.
- 3.6.6 Station locations are shown indicatively on Figure 14. These may change and will be subject to further feasibility work. The tunnel alignment and precise station locations will be safeguarded in due course.

### AAP 17: Surface public transport

Proposals should facilitate other public transport improvements including bus infrastructure, and interchange between rail and buses and will be required to mitigate their impact by contributing to a range of surface transport improvements to accommodate growth before the completion of the Bakerloo Line extension.

- 3.6.7 As well as the Bakerloo Line extension, additional public transport improvements will be needed to support the level of development expected in the area. Improvements in bus capacity and quality of bus journeys will be a key focus as growth develops in the opportunity area. Buses are currently the dominant mode of transport on the Old Kent Road. It is estimated that demand for bus services will increase by approximately 20% before the Bakerloo Line extension is delivered. Until the Bakerloo Line extension is delivered, a high-quality bus network will remain vital in maintaining and improving the public transport accessibility level of the opportunity area.
- 3.6.8 Provision for buses may include revising the range of destinations served (such as providing new or additional services to address overcrowding) and associated infrastructure (such as junction capacity improvements, pedestrian and cycle access, stops, stands and passenger and driver facilities). Developers may be required to participate in co-ordination groups to proactively develop integrated mitigation measures during development of the opportunity area.
- 3.6.9 Investigation into the potential for a new station on the Overground rail network on Old Kent Road is ongoing. This would increase the range of public transport destinations on offer in the opportunity area.
- 3.6.10 Development proposals should maximise their access by public transport and consider routes from sites to public transport hubs. This could include improvements

to wayfinding, for example by funding Legible London signs, the quality and legibility of pedestrian and cycle routes, and opening up new routes through or to sites to minimise walking and cycling distances.

- 3.6.11 In line with the New Southwark Plan, major developments will need to provide transport assessments which consider impacts on the capacity and operation of public transport services. Where developments place pressure on existing bus services or require new or different services, we will expect to secure appropriate mitigation together with site specific infrastructure needs through Section 106 planning obligations.
- 3.6.12 There are a number of existing transport-related land uses in the opportunity area, for example the Mandela Way bus and 'Dial-a-ride' depots. Consistent with AAP policy 11, proposals involving these will need to consider the way in which impacts can be mitigated through relocation to a suitable alternative site, re-provision etc.

### AAP 18: Walking and cycling

Proposals should facilitate the provision of pedestrian and cycle access which is convenient, safe and direct, which connect into the wider network and which maximise opportunities for interchange with other public transport modes.

In the case of cycling, proposals should provide high quality access between development sites, the local road network, quietway type routes and the Old Kent Road and where there are opportunities fill in gaps in existing provision. On the Old Kent Road itself, proposals should maximise protection for cyclists, particularly at key junctions.

Proposals should facilitate the extension of the cycle hire scheme in the opportunity area, including providing land for docking stations in appropriate locations.

- 3.6.13 Creating an environment which is comfortable and safe for people walking and cycling is an essential ingredient of our vision for the opportunity area. It is critical that as many new trips and "last mile" trips as possible are walked or cycled as this will contribute significantly to mitigating the impacts of growth. Better access to interchange destinations will maximise opportunities for end-to-end public transport usage. Other benefits will include improving air quality, encouraging healthy lifestyles and reducing carbon emissions.
- 3.6.14 Improvements to the cycling environment on the Old Kent Road are a key part of the overall regeneration of the opportunity area and we aim to maximise protection for people cycling. There are a number of existing and planned quietway routes and cycle super highways in and close to the area and developments will be expected to facilitate links to these, in line with our cycling strategy and the New Southwark Plan.
- 3.6.15 Both long and short stay cycle parking and provision of locks, showers etc. must be provided in accordance with New Southwark Plan and the design of cycle parking and routes for and within developments should take the London Cycle Design Standards into account.

3.6.16 We are aiming to extend the cycle hire scheme to the opportunity area. In advance of this, land will be needed within new developments, and where there is a need for development to mitigate its impact through further reinforcing cycle infrastructure, through Section 106 planning obligations to enable delivery.

## AAP 19: Highways

Proposals should:

- Demonstrate that any highway impacts can be mitigated and that they respect the strategic movement function of Old Kent Road.
- Cohesively balance the requirement to mitigate transport impacts with the need to enhance the Old Kent Road as a place with character and identity.
- Provide land for highway improvements including that for buses, cyclists and/or pedestrians and for public realm improvements, where required.

### Reasons

- 3.6.17 The Old Kent Road can become very congested at peak hours, and traffic modelling suggests that without intervention this congestion will become worse with the levels of development anticipated in the area. Congestion on the Old Kent Road has knock on effects on local roads, as well as on air quality and the public realm.
- 3.6.18 To help address the situation on Old Kent Road, we are seeking car free and low car development and encouraging use of public transport and walking and cycling by the improvements set out elsewhere in this plan. The management and minimisation of freight movements serving sites in the area will also be crucial. Specific highway improvement schemes along the Old Kent Road are being developed. Developments will be expected to contribute to these where appropriate and through preparation of a transport assessment to show that any highway impacts caused by proposals can be managed and mitigated.

## AAP 20: Servicing and freight

Servicing should off-street wherever feasible. Developments that are likely to generate a significant number of service vehicle trips and/or which require on street provision will need to be supported by a Delivery and Servicing Plan. Proposals that involve site clearance and demolishing and rebuilding of structures will be expected to submit a Construction Logistics Plan as part of an application, setting out the principles such as routing and access that will be applied during these works

Both plans should look at ways of minimising the impact of servicing, through retiming and reducing the number of deliveries. This could include innovative solutions such as freight consolidation and other methods to reduce the 'last mile' impact of servicing.

## Reasons

3.6.19 Given our approach to minimise car parking wherever possible, it is likely that much of the highway impact from development in the opportunity area will come from freight traffic. Where off-street servicing is not possible, for example due to restrictions on plot size or access, this will need to be demonstrated through a

transport assessment, as will discounting other options such as sharing an existing off-street service area, before on-street servicing is accepted.

3.6.20 To help ensure that schemes can be built without impacting on current residents, businesses and other occupiers of the area and road users, construction logistics plans will be secured on all consents with significant construction impacts. We will look to monitor the impacts of construction once this starts.

#### AAP 21: Car parking

Car parking provision should be minimised and should not exceed the following maximum levels:

- Residential development in areas with a PTAL of 5 or 6 (very good or excellent access to
  public transport) should be car free. In areas with lower PTALs, car parking could be
  provided at up to 0.3 spaces per unit, taking account of public transport facilities and the
  nature of the proposals. Car parking should generally be prioritised for larger, family
  sized residential units as well as to Blue Badge holders and should be managed rather
  than allocated or sold with a specific unit.
- Non residential development should be car free, with the exception of justified operational and blue badge parking. If there are any circumstances in which nonresidential car parking is provided, it should be publically accessible and managed to ensure it is used efficiently throughout the day and evening.

Car club provision should be provided where appropriate, with funding for provision and initial membership through Section 106 planning obligations.

A car parking management plan will be required. Where necessary, developers should pay for the implementation or alteration of a Controlled Parking Zone to mitigate the potential impact of their scheme, through Section 106 planning obligations. Residents of new developments will be exempted from being able to secure CPZ permits.

Appropriate car parking provision should also be made for Blue Badge holders.

- 3.6.21 To ensure successful regeneration it is imperative that additional vehicle trips arising from development are minimised and that the benefits of new and improved public transport facilities proposed to serve the opportunity area are fully utilised. Through ensuring that car parking is restricted to only those developments and users where it is absolutely necessary residents and visitors will be encouraged to walk, cycle and use public transport. It will also reduce the amount of land required for car parking that could otherwise be used for development or public space and the costs and impacts of provision within basements or elsewhere in a development.
- 3.6.22 As well as ensuring that on site parking provision is minimised, we will also need to ensure that this parking is properly managed, that the scheme is designed and managed to ensure that there no informal parking and that overspill parking does not occur on surrounding streets. A car parking management plan will be required and developers will be expected to enter into legal agreements restricting the rights of occupiers to apply for parking permits in Controlled Parking Zones (CPZs)

surrounding the site. Where no CPZs currently exist, we will look to introduce these over the life of the AAP. Car club provision allows access to a vehicle when required, without the need for car ownership.

3.6.23 In addition to the standards set out above, developments will be expected to meet relevant London Plan standards with respect to electric vehicle charging points.

### 3.7 Cleaner, greener, safer

3.7.1 The regeneration of the Old Kent Road will prioritise the development of a high quality environment that makes lifestyles with low environmental impacts safe, convenient and attractive and creates opportunities for contact with nature. The scale of development proposed creates important opportunities to transform the area and introduce significant new infrastructure to support development. This will include enhancements to the area's 'green infrastructure' -; implementation of measures to better manage water and reduce surface water flood risk; decentralised energy networks to supply low carbon heat and power to local homes and businesses; and measure to mitigate potential impacts on air quality to support healthy living.

#### AAP 22: Green infrastructure

Proposals should help deliver the network of spaces and links shown on Figure 15 and including:

- A new park on Mandela Way.
- A green route along the alignment of the former Surrey Canal.
- A new park on the site of the gasworks or in the longer term the site of the integrated waste management facility.
- Improvements to existing parks including Brimmington Park and Burgess Park
- Provision of green infrastructure in the public realm and on-site.

New or improved open spaces should provide for a range of uses including informal recreation, cultural events, sports, nature conservation and cycling and walking.

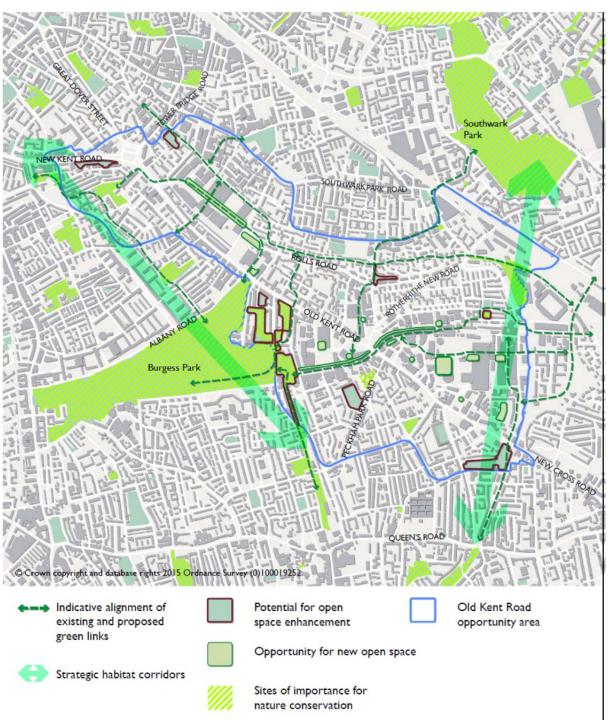


Figure 15: Green infrastructure strategy

### Reasons

3.7.2 Our strategy is to provide an enhanced green infrastructure network including trees, planted landscaping, green surfaces on buildings, parks of different sizes, amenity space and space with new homes for community food growing. New mixed use neighbourhoods will take on a more dense urban character so it will be important to maximise the provision of street trees and alternative green surfaces on roofs and walls. Green links will provide quieter routes for pedestrians and cyclists to move

across the opportunity area to Central London, Bermondsey, Rotherhithe, Lewisham, Peckham or Walworth.

- 3.7.3 Strong support has been shown through the Old Kent Road Community Forum by local residents and businesses for new parks, including the extension of a green route along the route of the old Surrey Canal, green links and improvements to existing spaces. Popular activities include sports, play and events as well as growing food and escaping from the noise and activity of the urban environment. Aesthetically pleasing, quiet and natural spaces are desired as well as specialised places for pastimes and events.
- 3.7.4 The proposals in Figure 15 will also help deliver the Southwark Open Space Strategy (2013), which proposes the provision of parks, habitat creation on existing open spaces and improved access to Burgess Park, Southwark Park and the Thames Path. The strategy evidence base has helped identify existing open spaces for enhancement. Upwards of 7.75 ha of new publically accessible open space (including on-site green infrastructure) may be required to serve estimated population growth and improve on the existing provision levels in the area.
- 3.7.5 Ecological surveys indicate that the opportunity area includes areas of natural deficiency and should be enhanced for biodiversity. The area has the potential to support part of a key wildlife corridor between Herne Hill and Canada Water and Peckham and Elephant and Castle. The area will benefit from protection and any enhancement of a core habitat area at Burgess Park.

#### AAP 23: Flood risk and sustainable urban drainage systems

Applications for major developments creating new floorspace should demonstrate that Sustainable Urban Drainage Systems (SUDS) have been incorporated and meet the following design standards:

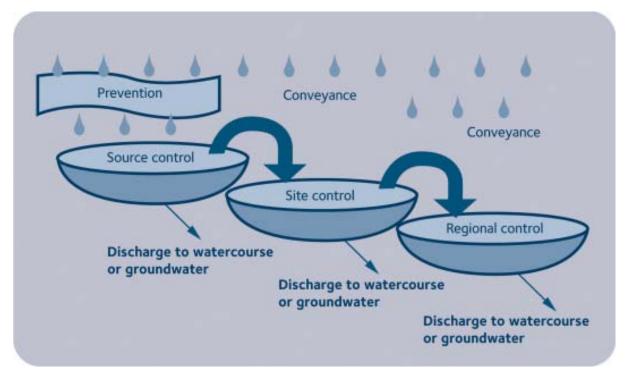
- Quantity: schemes should be designed to reduce flows to a 'greenfield rate' of run-off (5 litres/ second/ hectare), where feasible. Where it is demonstrated that a greenfield run-off rate is not feasible, runoff rates should be minimised as far as possible.
- Quality: the design should follow the SUDS 'management train', maximising source control and seeking to provide the relevant number of 'treatment stages'.
- Amenity and biodiversity: the design should maximise amenity and biodiversity benefits, while ensuring flow and volumes of run-off entering open space are predictable and water at the surface is clean and safe. Schemes should maximise areas of landscaping and/or other permeable surfaces to support this.

Applications for major developments creating new floorspace should also evaluate the feasibility of providing greywater reuse systems to supply non-potable water demand.

Developers will be expected to demonstrate a collaborative approach to working with Southwark Council and surrounding developers to design, implement and manage offsite surface water and greywater management measures that address surface and waste-water disposal capacity issues.

# Reasons

- 3.7.6 This policy aims to reduce runoff rates to limit surface water and sewer flood risk. These risks are predicted to increase as climate change increases the frequency of heavy rainfall and as ongoing development and intensification increases the volume of waste and surface water draining to the combined sewer. High level hydraulic modelling by Thames Water indicates an increased risk of combined sewer flooding in the opportunity area without a reduction in surface water runoff. Limiting surface water and sewer flood risk will reduce or avoid the need for expensive and disruptive upgrades to the combined sewer network.
- 3.7.7 SUDS manage runoff from development, reducing the quantity of water entering drains, especially at peak periods, improving the quality of runoff and promoting amenity and biodiversity benefits from using water in the environment. The SUDS 'management train' involves using a sequence of techniques that control and clean runoff as it passes from one stage to the next. Volumes that cannot be managed at source flow slowly to storage or 'site control' features within the development or to offsite 'regional control' features such as detention basins in local parks. The relevant number of 'treatment stages' should be provided, using physical, chemical and / or biological means, to remove contaminants and maximise amenity and biodiversity benefits. Achieving a 'greenfield rate' of runoff can be challenging on individual development sites, therefore developers will be expected to collaborate to design, plan and deliver offsite attenuation measures (e.g. within local green spaces) to address residual runoff. Collaborative approaches to greywater recycling may also be appropriate. Developments may be required to make financial contributions to off-site solutions, where greenfield rates cannot be achieved.



### Figure 16: SUDS management train

3.7.8 All development should minimise water use; residential development should be designed so that mains water consumption will meet a target of 105 litres or less per head per day (London Plan policy 5.15).

#### AAP 24: Decentralised energy

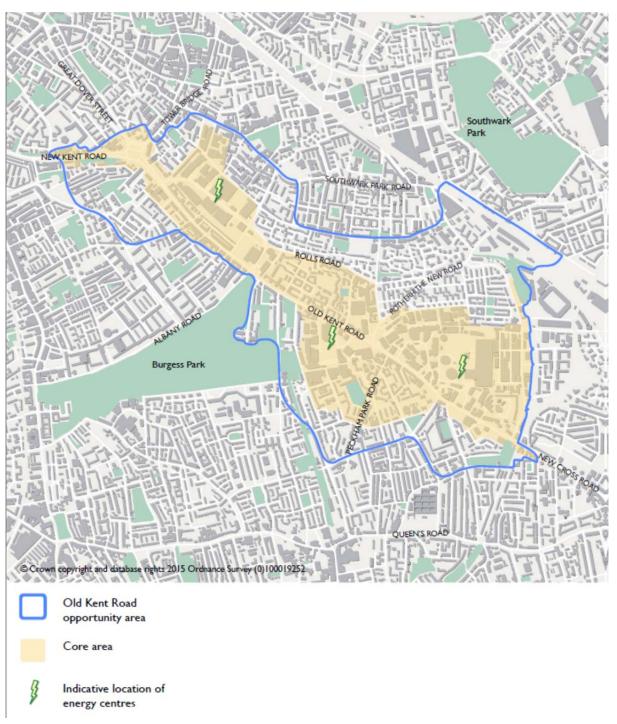
We will support the development of an Old Kent Road Heat Network (OKRHN), including energy networks and energy centres.

All major developments located in the opportunity area should connect to and contribute towards the extension of the OKRHN where feasible and viable. Where connection is not feasible and/or viable, developments should be future proofed for later connection.

Developments should evaluate the feasibility and viability of providing an energy centre (including space for thermal storage) to serve developments within each area (shown indicatively in Figure 17) and safeguard pipe routes across the site. Details of safeguarding routes and energy centre locations shall be agreed with the council as part of pre-application discussions.

Proposals for major developments which produce a significant amount of heat should supply heat to the OKRHN, or where this is not feasible and viable, be designed to enable this in future.

Heating systems within new developments shall be designed to specified technical standards to enable connection and effective operation of the OKRHN.



# Figure 17: Decentralised heating strategy

- 3.7.9 Large scale decentralised energy (DE) networks offer an affordable way of achieving low carbon energy supply in densely populated urban areas, meeting space heating and domestic hot water requirements. Benefits of decentralised energy for local people and businesses include:
  - Protection against future energy price rises;

- Durable cost and carbon savings with potential knock-on benefits for inward investment, business advantage and job creation;
- Security of energy supply; and
- Addressing fuel poverty and reducing health inequalities.
- 3.7.10 Research into the potential for developing a DE network in the opportunity area has indicated that, given the significant growth proposed, delivery of a district heat network is feasible and viable. There are several options for delivering this including a phased network with a single large energy centre, a variant of the first option with three smaller energy centres, or a single energy centre which is connected to the SELCHP Energy Recovery Facility located in Lewisham.
- 3.7.11 Where connection to an existing or future DE network is feasible and viable, a commitment to a connection will be secured via Section 106 planning obligations. Where a major development is expected to be completed before the OKRHN is able to supply it with heat, but there are firm plans that would enable connection within a five year period, then we would expect developments to be fitted with temporary boilers. Where there no firm plans, developments should be future proofed to enable connection at a later date. We will use the design standards and specifications for DE networks and secondary heating systems set out in the London Heat Network Manual (2014, or as updated) and the CIBSE/ADE Heat Networks: Code of Practice for the UK (2015, or as updated) in the implementation of this policy.

## AAP 25: Air quality

All proposals will be expected to meet or exceed air quality neutral standards. Proposals for major development in the core area should provide measures to improve air quality on or as close to the site as possible through measures which go beyond achieving air quality neutral standards and which are commensurate to the scale of the development.

### Reasons

- 3.7.12 TfL has identified the northern end of the Old Kent Road as an Air Quality Focus Area because exposure to pollutants such as PM2.5, PM10 and NO2 is high. Given the scale of development anticipated there is potential for the situation to get worse without adequate mitigation. We will work with TfL to explore ways of reducing pollution generated by traffic and reducing unnecessary traffic generated outside and within the opportunity area.
- 3.7.13 In addition, across the opportunity area development will be expected to go above and beyond achieving air quality neutral standards. Proposals are currently required to assess the impact on air quality of the development in isolation. However, due to the scale of development that will be coming forward it is important that the impact of all developments, both planned and under construction, is looked at holistically. Where it is not possible for development to improve air quality, mitigation will be secured by a financial contribution through Section 106 planning obligations.

#### 3.8 Implementation

3.8.1 This section summarises our approach to delivering the AAP.

#### AAP 26: Proposals sites

Proposals sites have been designated on the Adopted Policies Map. Planning permission will be granted for proposals in accordance with the Adopted Policies Map and proposals sites listed in section 4.

The 'required land uses' within the proposals sites must be included. Planning permission may be granted for 'other acceptable land uses' provided that it is demonstrated that development of the 'required land uses' is not compromised; and/or

A temporary planning permission may be granted to allow good use to be made of a vacant site prior to the commencement of a permanent scheme.

#### Reasons

- 3.8.2 We have designated proposals sites to help deliver the AAP vision. The sites have been identified through a review of planning proposals and enquires we have received as well as through consultation on the AAP. For each of the sites we have set out required uses, as well as other uses which would be acceptable, provided the required use can also be delivered. Where 'other acceptable land uses' are provided in advance of 'required land uses', it must be demonstrated that this would not compromise future provision of 'required land uses'.
- 3.8.3 For each of the sites, we have estimated capacities which are based on planning permissions where these exist and the Old Kent Road place-making study. The estimates of residential capacity are approximate and should not be interpreted as targets to be achieved. The amount of development which is delivered on each of the sites will depend on the amount of non-residential space provided, the bedroom mix and compliance with other planning policies such as design policies. In deciding applications on the proposals sites, we will take into account policies in the AAP, the London Plan, the New Southwark Plan and other local plan documents.

#### AAP 27: Delivering the Plan

We will ensure that the AAP is implemented through:

- Working with the local community and businesses, developers, Lewisham Council, GLA, TfL and other partners to deliver the AAP vision.
- Exploring joint governance arrangements with Lewisham Council, GLA and TfL which reflect a commitment to securing growth and supporting the Bakerloo Line extension.
- Working with infrastructure providers to identify and deliver the infrastructure required to support growth in a timely manner.
- Using the council's delivery programmes, such as the direct delivery of new council homes and Southwark Regeneration in Partnership, to help deliver the AAP vision.
- Using the community infrastructure levy to help fund the construction of the Bakerloo Line extension and other infrastructure projects. We will revise our 2015 CIL charging

schedule to ensure we maximise funding available for infrastructure while ensuring that other policies can also be met. Thereafter, the CIL will be reviewed at regular intervals to ensure it reflects changing values.

- Seeking Section 106 planning obligations in the centre and south of the opportunity area to help fund the Bakerloo Line extension in the period prior to bringing a revised CIL into effect.
- Promoting land assembly, particularly where this is required to optimise the potential to deliver infrastructure such as open spaces and comfortably accommodate the density of development anticipated in the AAP.
- Using our compulsory purchase powers where necessary to ensure that land is made available for development where it is needed to deliver the AAP vision and policies.
- Monitoring and reviewing the effectiveness of the AAP through our Authorities Monitoring Report (AMR).

- 3.8.4 Given the scale of the proposed development on the Old Kent Road and the range and number of stakeholders that are already and will be involved, the process of bringing about regeneration will be challenging and complex. There are many landowners in the core area and many sites are subject to long leases. This makes it likely that development will take place incrementally and over a long period. Notwithstanding this, there are around 880 homes in the opportunity area which are consented or under construction.
- 3.8.5 This AAP provides an important framework for shaping the regeneration of the opportunity area. To deliver the vision for the Old Kent Road and implement the AAP, the council will play a proactive coordinating role, bringing developers and wider stakeholders together to manage and promote comprehensive high quality development. We will explore joint governance arrangements with Lewisham Council, GLA and TfL which are focused on a commitment to delivering the planned growth, creating successful and sustainable neighbourhoods and supporting the Bakerloo Line extension.
- 3.8.6 The public sector will take a lead in ensuring that the necessary improvements are made to infrastructure to support growth, facilitating discussions between different landowners and utility providers. A collaborative approach between developers of nearby sites will also be critical to delivering high quality developments that benefit from connection to local infrastructure such as schools, open spaces, decentralised energy networks and surface water management networks. Land ownership in the core area is very fragmented and land assembly is likely to be required in some instances to create sites which are large enough to deliver the aspirations of the AAP.
- 3.8.7 We will use all relevant tools available to help deliver sustainable development in the opportunity area. This will include use of the council's delivery programmes, such as the direct delivery of new council homes and through the Southwark Regeneration in Partnership Programme; and where necessary use of our compulsory purchase powers to ensure that land is made available for development where it is needed to deliver the AAP vision and policies.

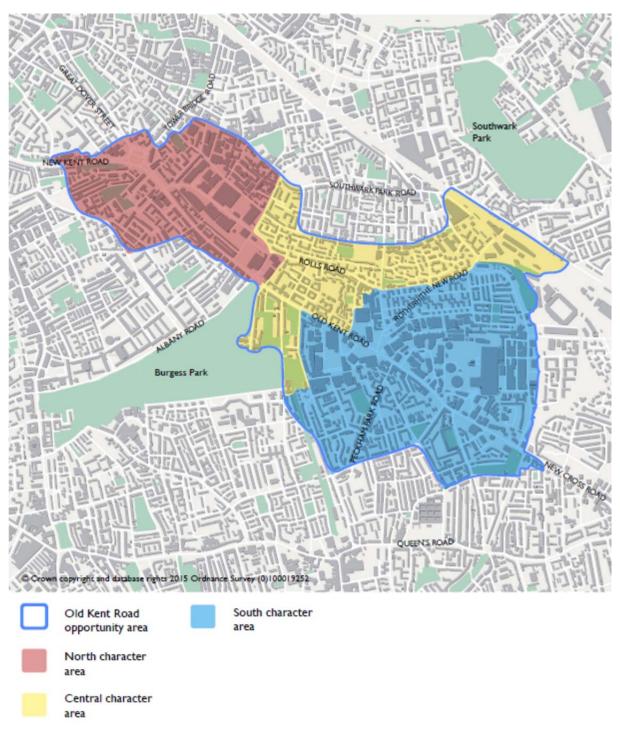
## Draft Old Kent Road AAP

3.8.8 The community infrastructure levy and Section 106 planning obligations will play a vital role in helping fund the construction of the Bakerloo Line extension and other infrastructure projects needed to support growth. The Bakerloo Line extension alone has a cost of over £2.5bn and the Government will expect the public sector to maximise local sources of funding to help deliver it. Southwark is revising it CIL to ensure that development can generate as much funding as possible, while balancing this against the need to deliver policy compliant schemes and affordable housing. While we revise our CIL we will seek Section 106 planning obligations for transport infrastructure, the details of which are set out in an addendum to our Section 106 Planning Obligations and CIL SPD.

### 4. Character areas

# 4.1 Introduction

4.2.1 In this part of the AAP we divide the opportunity area into three smaller sub areas and consider the way in which the area-wide strategies should apply at a more detailed level. We also set out individual site allocations for the main development sites, describing the future land uses which should be provided.



# Figure 18: Character areas

### 4.2 North area

4.2.1 This area includes the northern end of the Old Kent Road which has a high street character with strong and consistent frontages on either side and a mix of uses generally comprising retail and activities at ground floor and residential above. To the north, the Old Kent Road terminates at the Bricklayers Arms roundabout, a major junction severed by the flyover. To the south lie established residential

neighbourhoods around Henshaw Street and Salisbury Row Park and to the north are industrial and warehousing areas around Mandela Way and Crimscott Street.

#### AAP 28: North area: Land use

Proposals should:

- Reinforce the role of the Old Kent Road as a high street with an appropriate mix of uses.
- Provide active uses which reinforce a new east-west link connecting East Street, Hendre Road, Mandela Way and Bermondsey.
- Provide residential use.
- Reinforce and expand the cluster of office-led businesses in the area around Crimscott Street and Mandela Way and provide uses which will complement this such as retail, hotel and leisure uses.
- Maximise opportunities to expand the area's cultural offer, particularly around Mandela Way and Crimscott Street.
- Provide appropriate supporting infrastructure including school places.

- 4.2.2 Our vision is to revitalise the Old Kent Road as a high street and development on the Old Kent Road will be expected to contribute by providing town centre uses, such as retail and new homes.
- 4.2.3 This area is located close to the City fringe. As pressure for land intensifies in central London the area is becoming more attractive as a business location. There is a growing cluster of businesses around Crimscott Street, taking advantage of the proximity to London Bridge, access to local amenities on Tower Bridge Road and the vibrant local character which is mixing old and new. The recently permitted scheme on the Rich Estate, which provides around 20,000sqm of predominantly managed workspace and gallery/studio space is evidence of growing confidence in the area. A redevelopment of the Mandela Way estate provides an opportunity to extend the cluster to the south, where it would also benefit from a close link to a new tube station on the Old Kent Road. There are around 1,700 jobs in the Mandela Way estate and a further 500 around Crimscott Street. Growing a new office quarter in this location which provides space aimed at SME businesses will provide the capacity to double that number. The design and location of employment space should reinforce the emerging cluster and maintain its identity as an office or commercial quarter.
- 4.2.4 While the strategy envisages office-led employment growth, some flexibility will be needed and there may be opportunities to incorporate existing uses or businesses in mixed use development. Where business are displaced by development, there may be a need to consider a relocation strategy, particularly for businesses and uses which serve the central London economy, such as the bus and dial-a-ride depots.
- 4.2.5 We will support other uses which complement a growing officer quarter. These might include new shops, hotel bed spaces and also cultural uses. The distribution of these should reinforce the workspace cluster and strengthen the potential east-west link which connects East Street, the Old Kent Road and Bermondsey. Improvements

on East Street should be informed by the What Walworth Wants study which reflects the aspirations of local people. There is a cluster of arts based businesses on the Rich estate and with the presence of the Tate at Mandela Way there is an opportunity to expand the area's cultural offer. This might also include higher education.

4.2.6 Growth in population will result in the need for supporting infrastructure including new schools and health facilities. Our modelling suggests that one or more primary schools and possibly a secondary school and also health facilities may be required in the plan period in this area. The need for these will be kept under review and reassessed when the larger sites, particular in site allocations OKR 3 and OKR 4 became available for development.

### AAP 29: North area: Revitalised neighbourhoods

Proposals should:

- Strengthen the street frontage on the Old Kent Road, repairing the existing gaps.
- Reinforce the rhythm of building heights on the Old Kent Road. Tall buildings will be appropriate in the areas of transformation around Bricklayers Arms, the Tesco site and Southernwood Retail Park and on Mandela Way.
- Sustain and enhance the significance of heritage assets and their settings including Page's Walk conservation area, 155 Old Kent Road (the White House), Driscoll House and the old fire station.
- Ensure that tall buildings at Bricklayers Arms preserve the outstanding universal value of the Palace of Westminster world heritage site in views from the Serpentine Bridge in Hyde Park.

### Public realm and green infrastructure

Proposals should contribute to the provision of high quality public realm and green infrastructure set out below:

### **Bricklayers Arms**

- Improve permeability for people walking and cycling and reduce severance created by the existing junction layout and the flyover.
- Maximise opportunities to remove the flyover and reconfigure the junction.
- Provide high quality public realm and improved landscaping, maximising the opportunity to retain good quality trees.
- Improve the settings of Paragon Gardens and Driscoll House.
- Use opportunities for built development to create a new piece of townscape which stiches the site back into the city.
- Take opportunities to integrate any reconfigured layout into the existing grain and network of routes around the junction whilst avoiding any adverse impact on the surrounding local highway network.
- Avoid adverse impacts on bus services such as increased journey times, reduced reliability or broken links.

### East Street and Old Kent Road

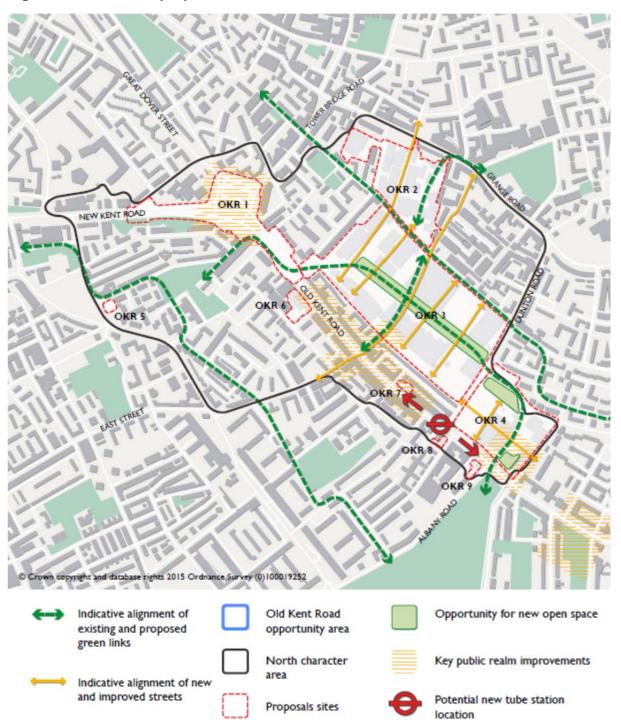
- Improve crossings at the junction of East Street and the Old Kent Road.
- Take opportunities to extend East Street/Hendre Road through the Mandela Way estate and towards Bermondsey.
- Public realm improvements should aim to improve the high street character of the Old Kent Road, with improved crossing facilities which help to connect both sides of the street more effectively.

# **Burgess Park**

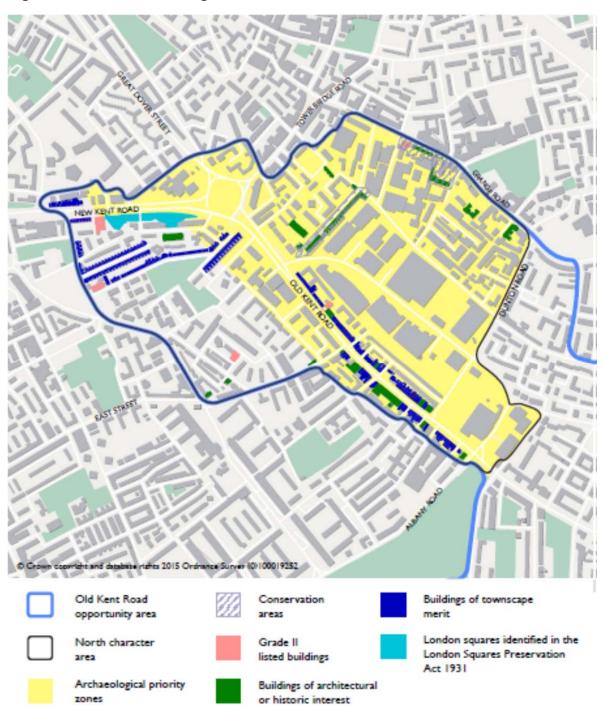
 Strengthen the presence of Burgess Park on the Old Kent Road by providing complementary public realm on both sides of the Old Kent Road, with improved pedestrian crossings and a new square on a redeveloped Southernwood Retail Park site.

# Mandela Way

• Use development opportunities to provide a substantial new park which has safe, direct and attractive links to Salisbury Row Park to the west, Burgess Park to the south west and Bermondsey Spa to the north.



# Figure 19: North area proposals



# Figure 20: North area heritage assets

- 4.2.2 A strong frontage on either side of the Old Kent Road is a key part of the vision for the area and should be reinforced or introduced in those areas where there are gaps, such as on the Tesco store and car park and on the Lidl store and car park. This would generally be a built frontage but at Burgess Park it is envisaged the public realm would extend across the road.
- 4.2.7 In the northern area, the buildings on the Old Kent Road have generally consistent shoulder heights on either side and this should be maintained. However, there are

opportunities for tall buildings at Bricklayers Arms and around the Tesco store and Southernwood Retail Park, which are important nodes on the Old Kent Road. Tall buildings are also appropriate on the Mandela Way estate. Care will need to be taken to manage relationships with surrounding homes and neighbourhoods, to avoid buildings becoming too dominant in streets which have a lower scale of development, such as Willow Walk, and to avoid overshadowing and wind impacts.

- 4.2.8 A new park on Mandela Way will provide a vital green lung in an area with little open space. It could take inspiration from spaces such as the Sara D Rosevelt Park in New York [include photo] providing for a range of open space uses and acting as a focal point for new development around it.
- 4.2.9 Development will need to consider its impact on heritage assets, including the Palace of Westminster in views from the Serpentine Bridge, which is protected by the London View management framework, conservation areas, including Page's Walk, listed buildings such as 155 Old Kent Road and other buildings of architectural or historic interest.

#### **Proposals sites**

#### **OKR 1: Bricklayers Arms roundabout**

Required land uses: Residential (C3 use class).

Other acceptable land uses: Town centre uses; community (D use class); student housing (sui generis).

Indicative capacity: The capacity will be explored further and will depend on the amount of land available.

Phasing and implementation: The removal of the Bricklayers Arms flyover is currently unfunded and would require sufficient funding to be generated through development on the site.

#### Reasons

4.2.10 Proposals should utilise the opportunity to create a new piece of townscape which stiches the site back into the city. New development and public realm should be of high quality and aim to better connect with the high street at Old Kent Road, Tower Bridge Road and New Kent Road repairing the existing gaps and providing a much better welcome to the entrance to the Old Kent Road. Proposals should also integrate with the surrounding highway network and maximise opportunities to remove the flyover and reconfigure the junction.

#### **OKR 2: Crimscott Street and Pages Walk**

Required land uses: Residential (C3 use class); employment (B use class); community (D use class) including gallery space/artists studios.

Other acceptable land uses: Retail (A use class).

Indicative capacity: 760 homes

Phasing and implementation: Planning permission has been granted for a mixed use scheme on the Rich Estate and a residential scheme has been approved on Marshall House, Willow Walk. Pre-application discussions for commercial and mixed use schemes are ongoing on other sites in this cluster.

### Reasons

4.2.11 Mixed use development that includes workspace and residential use will help grow the emerging cluster of businesses around Crimscott Street. There is a cluster of arts based organisations located within the Rich estate which should be reaccommodated within a redevelopment of that site where feasible. Development will reinforce the regeneration of Bermondsey and its growing reputation as a great place to live and work.

#### OKR 3: Mandela Way

Required land uses: Residential (C3 use class); employment (B use class); retail (A use class); community (D use class); public open space.

Other acceptable land uses: Hotel (C1 use class); student housing (sui generis).

Indicative capacity: 2,420 homes

Phasing and implementation: There are a number of owner occupiers on the site including Tate, Royal Mail, the Metropolitan Police and The Stationary Office. Other sites are leased to occupiers including Go-Ahead Buses, Dial-a-Ride and DPD. The length of leases and value of the land as a logistics and distribution hub suggest that development will occur in the second half of the Plan period.

#### Reasons

4.2.12 As the functions of CAZ expand outwards a mixed use redevelopment would help reinforce the identity of the area as part of central London and take advantage of improved connectivity which the proximity of a Bakerloo line station would bring. Proposals will provide high density and mixed use development, with potential to reinforce the emerging office quarter on Crimscott Street and complement this with cultural or other uses which generate a vibrant new piece of the city. A new park and new streets that link into surrounding neighbourhoods will open the site up, benefiting existing and future residents and workers. Given the size of the site, it is likely that it will need to provide a new school.

#### OKR 4: 107 Dunton Road (Tesco store and car park) and Southernwood Retail Park

Required land uses: Residential (C3 use class); community (D use class); retail (A use class); public open space.

Other acceptable land uses: Employment (B use class); hotel (C1 use class); student housing (sui generis).

Indicative capacity: 1055 homes

Phasing and implementation: In 2008 Tesco submitted a planning application for a mixed use scheme which was subsequently withdrawn. The adjacent Southernwood Retail Park is owned by a pension fund. The value of the sites in their current use and length of leases on the retail park suggests that development could occur in phases 2 and 3 of the Plan period.

#### Reasons

4.2.13 There is an opportunity to intensify development on the retail stores and car parks strengthening the Old Kent Road frontage and its role as a high street. Development should include residential development and appropriate community facilities, which could, subject to need, include a new school. The public realm strategy identifies the opportunity to provide a new civic space on the northern side of the road which connects with Burgess Park.

#### OKR 5: Salisbury estate car park

Required land uses: Residential (C3 use class).

Other acceptable land uses: Community (D use class).

Indicative capacity: 28 homes

Phasing and implementation: This site is proposed as part of Southwark's New Homes delivery programme and would provide new council homes. Homes could be completed by 2018 in the first phase of the AAP period.

#### Reasons

4.2.14 Located in a residential area, a residential development on this site would be appropriate.

#### OKR 6: 96-120 Old Kent Road (Lidl store)

Required land uses: Residential (C3 use class) and or student housing (sui generis); replacement A class uses.

Other acceptable land uses: Town centre uses; community (D use class).

Indicative capacity: 115 homes

Phasing and implementation: The council recently refused planning permission for a new Lidl store on the grounds that a mixed use development would be appropriate on the site. The site could be redeveloped in the first half of the Plan period.

### OKR 7: Former petrol filling station, 233-247 Old Kent Road

Required land uses: Residential (C3 use class) and or student housing (sui generis); town centre uses.

Other acceptable land uses: Community (D use class).

Indicative capacity: 30 homes

Phasing and implementation: Southwark Regeneration in Partnership (SRIP) are developing a mixed use scheme which provides new council homes. Homes could be completed by 2018 in the first phase of the Plan period.

## **OKR 8: Kinglake Street garages**

Required land uses: Residential (C3 use class) and or student housing (sui generis); town centre uses on Old Kent Road frontage.

Other acceptable land uses: Community (D use class).

Indicative capacity: 22 homes

Phasing and implementation: This site is proposed as part of Southwark's New Homes delivery programme and would provide new council homes. Homes could be completed by 2018 in the first phase of the AAP period.

# OKR 9: 4/12 Albany Road

Required land uses: Residential (C3 use class) and or student housing (sui generis); town centre uses on the Old Kent Road frontage.

Other acceptable land uses: Community (D use class).

Indicative capacity: 24 homes

Phasing and implementation: The site is occupied by an existing business but is close to a key junction between Old Kent Road and Albany Road and potentially close to a new tube station.

### Reasons

4.2.15 These sites provide an opportunity for mixed use development which includes residential homes, repairing gaps in the street frontage and contributing to the strength of the high street.

### 4.3 Central area

4.3.1 This area is mainly residential in character, containing a number of local authority estates we all as housing built in the 1980s and 1990s on the old Bricklayers Arms railway sidings. There are a number of schools in the area and a significant cluster of industrial and warehousing premises around Rotherhithe New Road and the railway viaduct.

### AAP 30: Central area: Land Use

Proposals should:

- Retain and intensify employment uses, including industry and warehousing on Rotherhithe New Road and in the railway viaduct.
- Provide residential homes on sites outside the employment cluster.
- Provide social infrastructure if required.

# Reasons

- 4.3.2 The Rotherhithe Business Estate, Bermondsey Trading Estate (both on Rotherhithe New Road) and arches in the railway viaduct are self contained and a good location for industrial and warehousing uses. These estates are occupied by around 35 businesses employing some 600 people and contain reasonable quality stock with low vacancy rates which remains in demand for commercial uses. There is an opportunity to intensify employment space within this location and significant opportunities for new space can be achieved by bringing railway arches back into use. There are around 100 railway arches which could be fitted out and used to deliver new employment space upon completion of the Thameslink railway project due to be completed in 2018. 20 arches have recently been refurbished on Almond Road providing some 4,800 sqm of improved business space.
- 4.3.3 The area presents a good opportunity to continue to accommodate industrial or related uses which need adequate separation from residential or mixed use development due to issues such as noise, dust, the need for yard space or frequent heavy vehicular movements. It is anticipated that 1,300 new jobs could be provided in the area over the plan period. With new space coming forward, there may be potential to accommodate businesses which are displaced from other parts of the opportunity area.
- 4.3.4 Some existing parcels of industrial or employment land within the central area are situated in well established residential areas. In these circumstances the delivery of high quality residential development and or supporting social infrastructure will be prioritised.

#### AAP 31: Central area: Revitalised neighbourhoods

Proposals should:

- Ensure that the orientation, layout and design of employment space minimises harmful impacts on residential development.
- Make efficient use of space on industrial estates including utilising railway arches.
- Ensure higher density development is sensitively designed when adjacent to existing residential development.
- Ensure that building heights integrate with the surrounding context. There is potential for more height adjacent to the railway viaduct.
- Sustain and enhance the significance of heritage assets and their settings, including the Trafalgar Avenue, Glengall Road and Thorburn Square conservation areas, Phoenix primary school and the Former Vicarage to St Augustine's Church on Lynton Road.

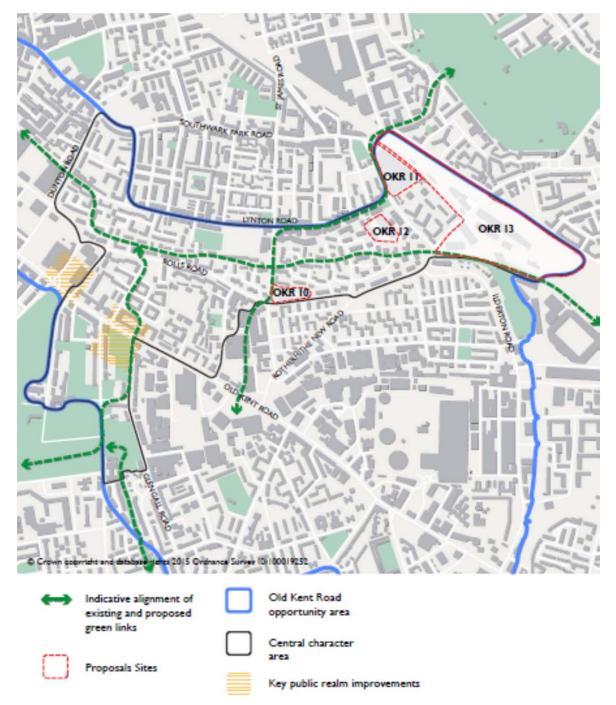
Key public realm and green infrastructure improvements:

### **Glengall Road**

• Strengthen the frontage of Burgess Park onto the Old Kent Road and improve the amenity value of the open space through landscaping improvements and facilities such as an outdoor gym.

• Improve the links into Burgess Park via Glengall Road and Trafalgar Avenue, creating a much stronger entrance and identity to this part of Burgess Park.

Figure 21: Central area proposals



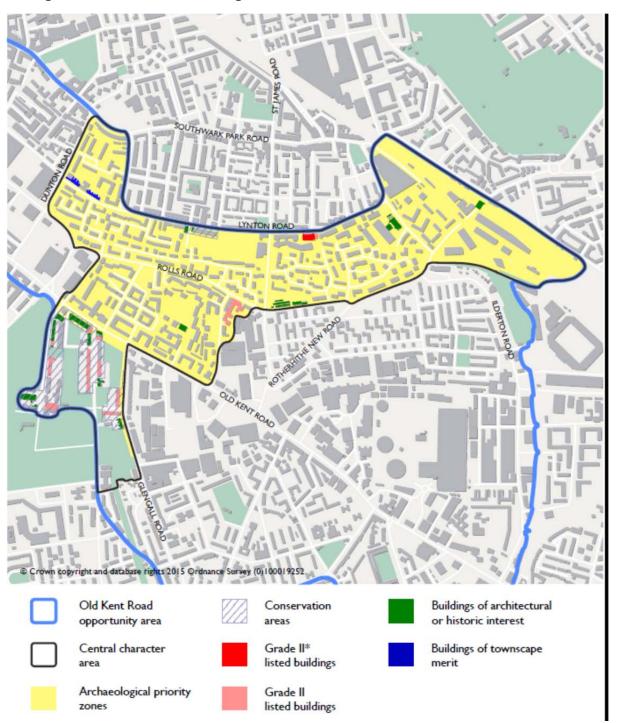


Figure 22: Central area heritage assets

### Reasons

4.3.5 There are fewer development opportunities in the central area than elsewhere in the opportunity area and the sites are smaller. Careful attention will need to be paid to the design of development to ensure that it integrates successfully into surrounding residential neighbourhoods. Historically, much of the land in the central area was occupied by rail sidings. It was largely redeveloped for residential use in the 1980s and 1990s, but its silhouette can still be seen in the shape of the land parcels. The Former Southern Railway Stables and boundary walls on Rolls Road are also a

reminder of this history. Proposals should ensure that the area's remaining heritage assets and their settings are enhanced.

## **Proposals sites**

### **OKR 10: Former Southern Railway Stables**

Required land uses: Residential use; public open space.

Other acceptable land uses: Employment (B use class); community (D use class).

Indicative capacity: The residential capacity would depend on the amount of non-residential use retained on the site.

Phasing and implementation: The site is partly in private ownership and partly owned by Southwark. The stables are owned and occupied by an existing business.

#### Reasons

4.3.6 The Former Southern Railway Stables have been identified as a building of architectural or historic interest. The space immediately adjacent is designated as other open space in the Local Plan, although is not publically accessible. Together, the sites could provide a new, publically accessible, open space and new residential homes. The stables could be retained or repurposed for an alternative community or employment use.

#### **OKR 11: Galleywall Trading Estate**

Required land uses: Residential (C3 use class).

Other acceptable land uses: Employment (B use class), community (D use class); retail (A use class).

Indicative capacity: 440 dwellings

Phasing and implementation: The site is in private ownership and is currently occupied.

#### Reasons

4.3.7 The Galleywall Trading Estate is located in a residential areas and away from a main road. A residential led scheme would be appropriate on the site.

### **OKR 12 : Admiral Hyson Trading Estate**

Required land uses: Residential (C3 use class)

Other acceptable land uses: Employment (B use class), community (D use class).

Indicative capacity: 215 dwellings

Phasing and implementation: The freehold is privately owned and length of leases indicate that the site would be available for redevelopment in phase 2 of the Plan period.

4.3.8 Tucked away behind a school, community centre and residential neighbourhoods, a residential led scheme would be an appropriate use of this site in the future.

### OKR 13: Rotherhithe Business Estate, Bermondsey Trading Estate and rail viaducts

Required land uses: Employment (B use class).

Other acceptable land uses: Community (D use class); sui generis employment generating uses.

Indicative capacity: 1,300 jobs

Phasing and implementation: The railway arches can be brought back into use after the completion of Thameslink in 2018.

#### Reasons

4.3.9 The Rotherhithe Business Estate and Bermondsey Trading estate and well functioning and self contained industrial estates. Together with the rail viaduct they are a good location to intensify employment uses, including industry and warehousing.

#### 4.4 South area

4.4.1 This area includes the southern stretch of the Old Kent Road between Glengall Road and the borough boundary with Lewisham. This part of the Old Kent Road is much more fragmented than the northern section with retail parks and superstores breaking up the frontages. To the north and south of the Old Kent Road there are large concentrations of industrial and warehousing use and residential areas beyond these.

#### AAP 32: South area: Land use

Proposals should:

- Reinforce the high street offer along the southern stretch of the Old Kent Road with an appropriate mix of uses.
- Provide residential use.
- Support employment clusters at:
- Sandgate Street and St James's Road
- Hatcham Road
- Latona Road
- Be future-proofed to enable the potential integration of the Integrated Waste Management Facility (IWMF) into the wider regeneration of the area, subject to other options for managing its waste throughput becoming available.
- Maximise opportunities to enhance the growing cultural offer around Hatcham Road and Latona Road.
- Deliver the necessary supporting infrastructure including school places and health facilities.

- 4.4.2 Our vision is to breathe new life into the southern end of the Old Kent Road, encouraging a mix of uses which will reinforce its role as a high street. Over time, we expect their will be a transition from "big box" retail to a high street format, especially if the Bakerloo Line is extended.
- 4.4.3 There are a number of employment clusters in the south area and new development will be expected to build on their strengths. Hatcham Road historically was a centre for metal work and now accommodates a range of businesses. It accommodates a number of faith premises and more recently several arts based organisations have established themselves in the area, including in the Penarth Centre. There are around 50 businesses in the cluster employing some 500 employees. There is also a growing arts community based around Latona and Bianca Roads in Space Studios and Latona Road Studios. This cluster also contains the more recent Glengall Business Park, home to Damien Hirst's Science Ltd among other businesses. Altogether there are around 300 employees employed in this cluster. Finally, on the north side of the Old Kent Road there is a large cluster of industrial estate around Sandgate Street, Verney Road and Marlborough Grove. The occupiers are largely service industries, including printers, building merchants, catering, tool and equipment hire serving central London. There are around 1,000 people employed in this cluster.
- 4.4.4 Our strategy is to encourage mixed use development in these areas, providing a range of managed workspaces, studios, light industrial and hybrid spaces and residential use. Rather than replicating the current distribution of business space, new commercial space should be focused in smaller areas, with sufficient critical mass to sustain then as viable business locations.
- 4.4.5 The Gasworks and Integrated Waste Management Facility (IWMF) occupy an area of significant size, 8.4 ha, which in the future should be located very close to a tube station on the Bakerloo Line. Integrating these sites into the wider regeneration of the area will have benefits in terms of making it much easier to move through the area, creating the homes and jobs that London needs and improving the case to build the Bakerloo Line extension. Notwithstanding this, both sites accommodate significant pieces of infrastructure.
- 4.4.6 There are three gasholders on the gasworks site. While these have not been decommissioned, the landowner has confirmed they will not be used again for gas storage. It is allocated for waste management purposes in Southwark's Core Strategy and this allocation will be removed from this part of the site through the AAP and New Southwark Plan.
- 4.4.7 The IWMF is a waste processing facility which opened in 2012. The facility helps Southwark meet our waste apportionment target prescribed in the London Plan. Southwark Council has an on-going contract with Veolia as the operator of the facility and waste management in the borough up to 2033. The facility will be continually upgraded and would be able to continue beyond this point. Nevertheless,

development around IWMF should be future proofed to enable its future integration into the regeneration of the wider area.

4.4.8 The amount of new homes will mean an increase in demand for school places, health and other community facilities. This supporting infrastructure will need to be incorporated into development to ensure the area can serve all the needs of the residents, workers and visitors to the area.

### AAP 33: South area: Revitalised neighbourhoods

Proposals should:

- Provide a clearly defined network of streets and spaces through existing clusters of retail and employment land, connecting into the surrounding street network.
- Provide a strong and active frontage onto the Surrey Canal route, helping generate activity on the route and providing natural surveillance.
- Strengthen the street frontage on the Old Kent Road, repairing the existing gaps.
- Reinforce the rhythm of building heights on the Old Kent Road, with the tallest elements helping define the areas of transformation shown on Figure 9.
- On development sites which are located away from the Old Kent Road tall buildings should reinforce the hierarchy of streets and spaces. The tallest elements will be focused around important public spaces.
- Give careful consideration to the relationship between new development and existing neighbourhoods, helping integrate old and new and managing the character around the edges of the development areas.
- Sustain and enhance the significance of heritage assets and their settings including the Caroline Gardens and Glengall Road conservation areas, Clifton Terrace and the Canal Terrace cottages.

### Public realm and green infrastructure

Development should contribute to the provision of high quality public realm and green infrastructure by:

- Enhancing the open space network through the introduction of new spaces that act as a focus for activity and help draw people through the area.
- Providing safe, direct and attractive routes for people walking and cycling to connect open spaces and help link them into the surrounding network.
- Improve the overall greenness of the area, through planting trees, creating living roofs and walls and providing habitats for wildlife.

Key public realm and green infrastructure improvements are set out below:

### **Former Surrey Canal**

 A green route on the alignment of the former Surrey Canal. This will provide an attractive and safe route for people walking and cycling which extends from Burgess Park through the heart of the development sites on either side of the Old Kent Road. It should have a leafy and green character providing a spine which connects pocket parks and open spaces along its route. • Improved crossing points on the Old Kent Road should provide direct and convenient access and a strong visual link between eastern and western sections of the canal route.

## **High street improvements**

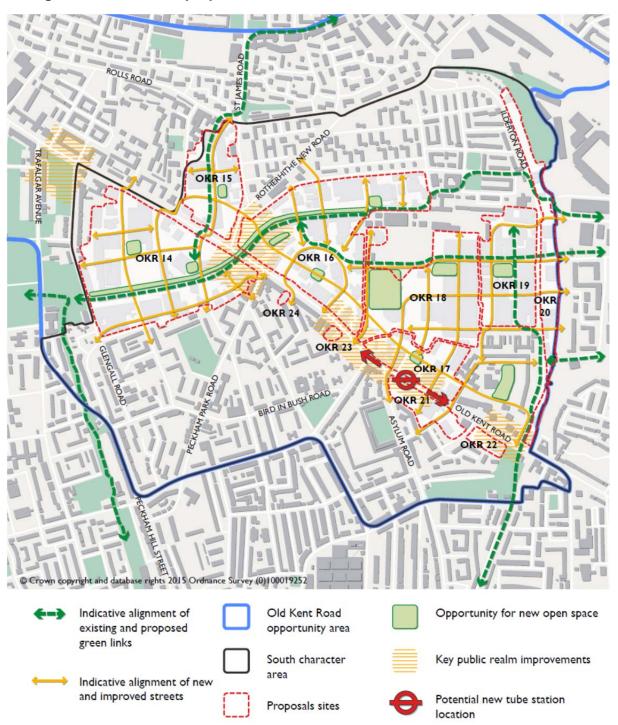
- Improve pedestrian crossings to connect both sides of the Old Kent Road more effectively.
- Improve access to the Old Kent Road, through provision of new routes and streets which connect into new and existing neighbourhoods.
- Maximise provision of street trees and greenery to soften the landscape and improve air quality.

# **Gasworks Park**

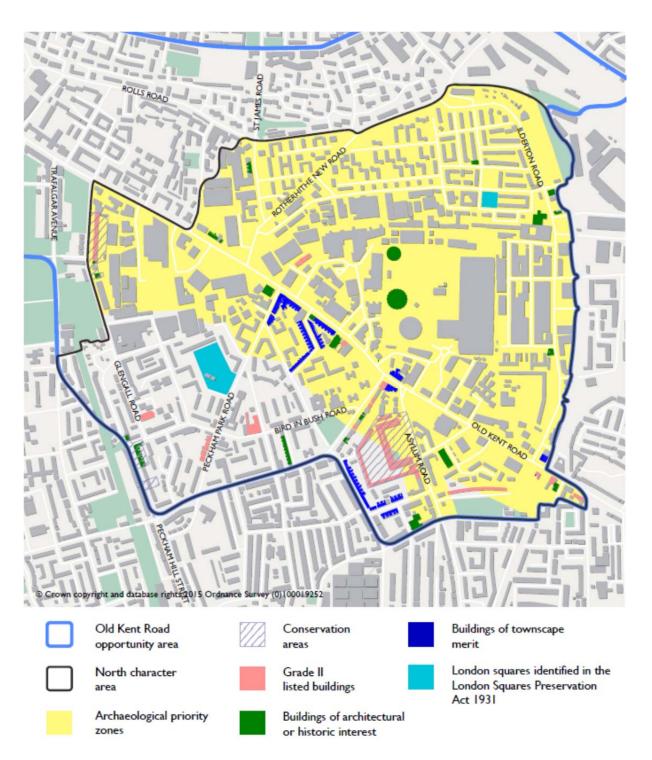
• Take opportunities to provide a new park on the gasworks or in the longer term on the site of the integrated waste management facility. If feasible, this should include one or more of the gasholders.

# **Brimmington Park**

- Take opportunities to activate or remove the podium around the Tustin Estate to provide a stronger street frontage and integrate the towers more effectively with the street.
- Strengthen the presence of Brimmington Park on the Old Kent Road by improving the entrance.
- Improve the setting of the listed villas at 864 and 866 Old Kent Road and Clifton Terrace.
- Use opportunities to improve the sports pitches.



# Figure 23: South area proposals





- 4.4.9 Redevelopment of the retail and industrial land provides an opportunity to create a new piece of the city, with streets and spaces which are comfortable and safe to be in and make it easy to move around for pedestrian and cyclists.
- 4.4.10 On the Old Kent Road, development can repair the gaps in street frontages and create a coherent townscape. Provision of tall buildings can help mark important

areas. There are parts of the Old Kent Road, for example around the Royal London buildings, which are characterised by a lower scale of development. Consistency of shoulder heights in these locations will help reinforce rhythm of heights on the Old Kent Road and avoid the creation of a linear corridor of tall buildings. With the amount of vehicular traffic that the Old Kent Road carries, this strategy will also help enable pollutants to disperse and help improve air quality.

- 4.4.11 The size of the development areas in the hinterland brings and opportunity to create neighbourhoods which have a new character. The hinterland can accommodate tall buildings where these have a purpose in emphasising the hierarchy of streets and spaces. Attention will need to be paid to the edges of development to ensure that new development integrates successfully with surrounding neighbourhoods and to avoid buildings becoming too dominant in streets which have a lower scale of development, such as Verney Road.
- 4.4.12 A reinforcement of the green infrastructure in the area will be essential to deliver growth in homes and jobs on the scale envisaged. Reinstating a green route on the alignment of the former Surrey Canal is a key part of our vision for the regeneration of the area. It will provide a spine, linking Burgess Park, Old Kent Road, sites to the north and potentially on to Lewisham. It should be a route which encourages pedestrian and cycle movement and minimises potential for conflicts with vehicular traffic. While it should facilitate movement, it may also accommodate other activities such as children's play, gardens or simply quiet areas to sit and can serve to link large open spaces and pocket parks along its route. The scale and character of the space should reflect those of the former Surrey Canal which had clearly defined frontages on either side which served to enclose the space and a width of around 20m which is roughly the width of the canal link between Burgess Park and Peckham [include some images]
- 4.4.13 Open space will be needed on the north side of the Old Kent Road to help deliver the aspirations of the AAP. The largest sites comprise the Gasworks and IWMF and could accommodate open space. The two northern gasholders have been identified as buildings of historic or architectural interest and there is an opportunity to accommodate one or both within development and potentially within open space. This has been done successfully at Kings Cross and is also planned for Oval. Retention of the gasholders can help maintain a link with the area's past while also providing character which makes it distinctive. Aside from this opportunity, there will also be potential to include new pocket parks within sites, providing amenities for local residents and helping reinforce the network of open spaces.

#### **Proposals sites**

#### OKR 14 : Land bounded by Glengall Road, Latona Road and Old Kent Road

Required land uses: Residential (C3 use class); community (D use class) including gallery space/artists studios; employment (B use class); town centre uses including replacement retail (A use class); public open space.

Other acceptable land uses: Student housing (sui generis).

### Indicative capacity: 3,170 homes

Phasing and implementation: There is interest from landowners in developing land in the south and east of the site on Surrey and Acorn Wharves, the Cantium retail park, Frensham Wharf, Western Wharf and the former civic building. Other sites, such as the Asda store might be expected to come forward later in the Plan period

### Reasons

4.4.14 Redevelopment provides an opportunity to build a mixed use neighbourhood with a significant number of homes as well as an employment cluster which builds on some of the existing strengths of the range of creative and other industries which are present on the site. New streets and routes will provide access to Old Kent Road for new residents and those living around the site and a green route on the former Surrey Canal will comprise a spine which connects the site to Burgess Park to the west and south east Bermondsey to the east. It will also deliver infrastructure needed to support community facilities needed to support growth including a new school.

### OKR 15: Marlborough Grove and St James's Road

Required land uses: Residential (C3 use class); employment (B use class); community (D use class), town centre uses focusing around the Old Kent Road frontage; public open space.

Other acceptable land uses: Student housing (sui generis).

Indicative capacity: 1,095 homes

Phasing and implementation: Leases on the Six Bridges Industrial Estate expire in the midlate 2020s. A number of the peripheral sites will become available before 2020. A mixed use development at 525-539 Old Kent Road is under construction, while Universal House, St James's Road has recently been converted into flats. Planning permission has been granted for a mixed use redevelopment of the former petrol station on the corner of St James's Road and Rolls Road.

### Reasons

4.4.15 Mixed use development will contribute to the economic diversity of the opportunity area, providing a new high street frontage and helping renew and grow the existing stock of employment space.

### **OKR 16: Sandgate Street and Verney Road**

Required land uses: Residential (C3 use class); employment (B use class) clustered on sites to the south of the Surrey Canal green route; town centre uses focused around the Old Kent Road; community use (D use class); public open space.

Other acceptable land uses: Student housing (sui generis).

Indicative capacity: 3,045 homes

Phasing and implementation: There are many landownerships in this allocation and the length of leases across these varies. There are a number of landowned interesting in developing sites in the first phase of the Plan period, while others will be delivered in later phases.

#### Reasons

4.4.16 This allocation has the capacity to provide for significant growth in homes and jobs in residential and mixed use neighbourhoods. The green route on the alignment of the former canal provides a spine which connects landownerships and extends through the wider site allocation. Land to the north of the green route would be residential focused, Land to the south would reinforce the cluster of employment use and reinforce the vibrancy of the Old Kent Road and streets feeding onto it. It is likely that development of the site will need to provide social infrastructure including potentially a new school and health facilities.

#### **OKR 17: Devon Street and Sylvan Grove**

Required land uses: Residential (C3 use class); town centre uses which increase the number of jobs.

Other acceptable land uses: Community (D class use);student housing (sui generis).

Indicative capacity: 1,390 homes

Phasing and implementation: Planning permission has been granted for a residential scheme on Sylvan Grove and a number of landowners have expressed an interest in bringing sites forward in the first phase of the Plan period.

#### Reasons

4.4.17 An appropriate mix of town centre uses should help strengthen the role of the Old Kent Road as a high street and generate activity and vibrancy in the streets which feed on to it. This could include employment use where there is potential to create a critical mass and a cluster of workspaces. Hotel and leisure space might also form part of the mix and would take advantage of improving public transport accessibility. There are around 180 jobs in this site allocation and development should aim to increase this number.

### OKR 18: Gasworks and Southwark integrated waste management facility (IWMF)

Required land uses: Residential (C3 use class); community (D use class); waste management (sui generis) on the site of the Integrated Waste Management Facility; public open space; town centre uses.

Other acceptable land uses: Student housing (sui generis). Appropriate temporary or meanwhile uses prior to the site becoming available for comprehensive development. Indicative capacity: 1,925 homes dependent on the quantum of non-residential use provided or retained on the site.

Phasing and implementation: There are likely to be significant remediation costs associated with a redevelopment of the gasworks. On the IWMF site the council's contract with Veolia extends until 2033 and it is unlikely to come forward in the short or medium term.

#### Reasons

- 4.4.18 The gasworks will not be used again for gas storage and represents an obvious opportunity, subject to adequate remediation. The IWMF has longer term potential and development around it should be future proofed to enable its integration at some point in the future.
- 4.4.19 Together, these sites have the potential to make a significant contribution to the regeneration of the Old Kent Road area. The design and distribution of development will need to be considered carefully to manage the relationship with the New Cross electricity substation to the north.

#### **OKR 19: Hatcham Road and Penarth Street**

Required land uses: Residential (C3 use class); employment (B use class); community (D use class) including gallery space/artists studios.

Other acceptable land uses: Retail (A use class); student housing (sui generis).

Indicative capacity: 1,285 homes

Phasing and implementation: Landownership around Hatcham Road is very fragmented. Some sites will be able to come forward in the first half of the Plan period, while others will be delivered in later phases.

#### Reasons

4.4.20 Mixed use development can help renew and grow the existing stock of employment space, promote growth of the growing cluster of arts and creative uses and also help provide new residential homes.

#### OKR 20: Ilderton Road

Required land uses: Residential (C3 use class).

Other acceptable land uses: Retail (A use class); community (D use class); employment (B use class); hotel (C1 use class);student housing (sui generis).

Indicative capacity:1,025

Phasing and implementation: Landownership is very fragmented. Some sites will be able to come forward in the first phase of the Plan period, while others will be delivered in later phases.

#### Reasons

4.4.21 Residential development will help provide new homes in the area which benefit from access to South Bermondsey Station and a new station to be built on Surrey Canal Road. There is an opportunity to provide a stronger street frontage to repair the gaps

Draft Old Kent Road AAP

on the east side of Ilderton Road and help integrate development in the opportunity area with the New Bermondsey development around Surrey Canal Road in Lewisham.

#### OKR 21: 760 and 812 Old Kent Road (Toysrus store)

Required land uses: Residential (C3 use class): town centre uses including replacement A class use; community (D use class).

Other acceptable land uses: Student housing (sui generis);.

Indicative capacity: 590 homes

Phasing and implementation: Toysrus own the freehold to their store and car park.

#### OKR 22: 840 Old Kent Road (Aldi store)

Required land uses: Residential (C3 use class) and or student housing (sui generis); town centre uses including replacement A class uses.

Other acceptable land uses: Community (D use class).

Indicative capacity: 150 homes

Phasing and implementation: Aldi own the freehold to their store and car park.

#### OKR 23: 684-698 Old Kent Road (Kwikfit garage)

Required land uses: Residential (C3 use class) and or student housing (sui generis); town centre uses.

Other acceptable land uses: Community (D use class).

Indicative capacity: 70 homes

Phasing and implementation: Kwikfit own the freehold to their store and car park.

#### OKR 24: 636 Old Kent Road

Required land uses: Residential (C3 use class) and or student housing (sui generis); town centre uses.

Other acceptable land uses: Community (D use class).

Indicative capacity: 22 homes

Phasing and implementation: The site is occupied by an existing business.

#### Reasons

4.4.22 Mixed use redevelopment will allow for a more efficient use of the land and can help strengthen the role of the Old Kent Road as a high street.

## 5. Appendices

## Appendix 1: How we prepared the Plan

## A1.1 Introduction

- A1.2.1 The draft of the Old Kent Road area action plan was prepared in the first half of 2016. However, prior to this we sought to actively engage with the local community and local businesses to capture their views and aspirations for the area. Working with the Greater London Authority, we also commissioned research and studies to build an evidence base to support and inform the preparation of the plan.
- A1.2.2 The Old Kent Road has been a designated "action area" since the Southwark Plan was adopted in 2007, and our Core Strategy (2011) sets out a vision for how we will produce an area action plan to help guide and manage the evolution of the area to reach its potential. Then in January 2014 the GLA identified the Old Kent Road as a potential opportunity area in the draft Further Alterations to the London Plan and this designation was confirmed in March 2015.

## A1.2 Community Forum and consultation

- A1.2.1 Early in 2015 we set up a community forum as a way to engage the local community in preparing the plan from the outset. The community forum had the following objectives:
  - To actively engage the community in the planning process and capture views about the Old Kent Road and the surrounding area, both what people think of it as it exists now, and what people's aspirations are for the future
  - Bring together all stakeholders in the regeneration process, including the local community, the council, GLA, TfL, other public agencies and the private sector.
  - Enable people who live, work, shop, attend events, and do business in a designated geographical area around Old Kent Road (the wider area) to influence the evidence base, vision, objectives and policies for the Old Kent Road AAP.
  - To raise awareness of what the plan might mean for the local community and the future of the Old Kent Road and the surrounding area.
- A1.2.2 The community forum met roughly every 4-6 weeks for a year between February 2015 and March 2016. The community forum meetings used a variety of formats and activities including local guest speakers, workshops, question and answer sessions and planning for real exercises to explore a range of themes including heritage and character, employment and businesses, retail and town centre uses, walking, cycling and buses (surface transport), open and green spaces and faith community spaces, the vision for the opportunity area and strategic options for regeneration. The outcomes and feedback have been invaluable in informing the plan.

A1.2.3 Separate to the community forum, we have maintained an on-going dialogue with a number of businesses in the opportunity area, initially through the Employment Study (see below) and also through business-focused workshops designed to capture views from business owners in the area. As well as businesses we also targeted young people to find out their views about the Old Kent Road and their aspirations for the future. Some of these young people gave a presentation at the community forum to enable the wider community to hear their views.

#### A1.3 Evidence base gathering, background studies and reports

- A1.3.1 Alongside the two heritage studies produced previously by English Heritage and Design for London, with the GLA, TfL and other partners we have worked together to build a strong evidence base to support the policies and regeneration strategy proposed in the draft Old Kent Road AAP.
- A1.3.2 The starting point was to ensure we had a good understanding of what is happening in the opportunity at the moment, specifically in the area's many pockets of industrial and warehousing land and also in the shops and retail parks. Together with the GLA we surveyed all non-residential buildings in the opportunity area to find out more about businesses in the area, what they do, their aspirations and who they employ. To get a fine grain of information we also interviewed 10% of the businesses surveyed. This culminated in the Old Kent Road Employment Study. The findings fed into a borough-wide analysis of employment land (Employment Land Review 2015), forecasting future growth and focussing on need for employment land over the next 20 years and a strategy for the Old Kent Road.
- A1.3.3 Secondly we commissioned Allies and Morrison Urban Practitioners to prepare a characterisation study, analysing the character of the opportunity are at the moment, its strengths and weaknesses and the way it can be managed in the future to reinforce elements of good character and ensure that new developments contribute to an overall improvement. The second stage of this piece of work was the Old kent Road place-making study to consider the key urban design principles we would want to embed in a development framework and a study of the area's capacity to provide new homes and jobs.
- A1.3.4 A number of studies have been prepared which focus on infrastructure. These have included a surface transport study to understand the impacts of growth and ways of mitigating it using transport as a driver for regeneration. In addition we have also prepared a decentralised energy study, a utilities study and an assessment of a range of other infrastructure impacts, including on schools and health facilities. These have also informed a viability study to make sure our policies in the draft plan will not affect the deliverability of development.

## A1.4 Options

A1.5.1 Through the preparation of the evidence base and the community forum we considered strategic options for growth in the opportunity area. Firstly, we considered what might happen under a "business as usual" scenario in which there were no Bakerloo Line extension. In this scenario, much of the land which is currently in industrial and warehousing use would continue to be identified as a

preferred industrial location (PIL) in which non-industrial and warehousing uses would be excluded. This scenario would protect existing employment space, but in the longer term, with projected decline in manufacturing in London and growth in professional and scientific, media and digital industries would not be best placed to respond to changes in business and employment. While some sites of poor quality could be released from the PIL designation, maintaining a large block of industrial and warehousing land would continue to form a barrier to movement and constrain potential regeneration especially in the southern part of the Old Kent Road.

- A1.5.2 In contrast, the high growth scenario which is the basis of this plan involves enabling the industrial and warehousing land to evolve into mixed use neighbourhoods. These changes would be driven by the Bakerloo Line extension. The space available for industry would diminish, but the number of overall jobs would increase. New neighbourhoods would accommodate homes, including affordable homes which London needs and there would be an opportunity to make the Old Kent Road a better place for people walking and cycling, create new parks and improve the environment.
- A1.5.3 Between these two options, we also considered a medium growth scenario, which promotes regeneration, but with fewer homes and new jobs. While this would result in less dramatic change that in the high growth option, it would be less likely to secure the Bakerloo Line extension and less likely to secure the environmental improvements which the area needs.
- A1.5.4 Through the community forum we considered the range of options and possibilities across a number of themes. We also discussed strategic regeneration options and the ways of approaching these to maximise their value.

#### A1.5 Integrated Impact Assessment Scoping Report

- A1.5.1 In February 2016 we consulted on the scoping report for the Integrated Impact Assessment (IIA) for the Old Kent Road AAP. An IIA incorporates three separate assessments into one document: a sustainability appraisal (SA), an equalities impact assessment (EqIA) and a health impact assessment (HIA). The first two are required to be produced by local planning authorities for new plans by law, while the HIA is considered good practice. The sustainability impacts are assessed in terms of environmental, economic and social sustainability.
- A1.5.2 Impact assessments are generally structured by establishing a set of objectives that the plan is seeking to achieve. Questions are then asked to see whether the proposed policies will impact the ability to achieve these objectives and how. For an SA, as part of the IIA, we also need to demonstrate we have explored "reasonable alternatives" to the proposed policies and the implications this may have had were we to take a different direction. The findings from the IIA have helped infom the draft plan.

#### A1.6 Joint working

A1.6.1 We have worked closely with the GLA, TfL and Lewisham council in preparing the plan. In addition to holding a quarterly project board, officers across the

organisations have met regularly to coordinate the preparation of the evidence base and ensure that planned provision of infrastructure, including the Bakerloo Line extension and other social infrastructure, such as schools, leisure and health is coordinated across the area.

#### A1.7 Next steps

- A1.7.1 The first draft of the Old Kent Road Area Action Plan is being consulted on in summer 2016. While we have been engaging and consulting the local community and businesses groups over the past year, this is the first time you will be able to comment on the draft plan.
- A1.7.2 After consulting on this first draft, we will collate all the feedback we receive and publish a final version of the plan for consultation. This will then be submitted to the Secretary of State who will appoint an independent inspector to hold an examination-in-public into the soundness of the plan. The plan will then be adopted, subject to any modifications recommended by the inspector.

## Appendix 2: Design guide for mixing uses

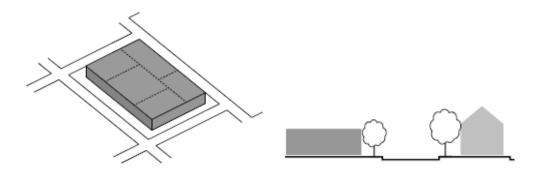
#### A2.1 Supporting a strong local economy

- A2.1.1 This document supports policies 10, 11 and 13 in the Old Kent Road AAP and explores the design principles and interventions which are essential to achieving sustainable mixed use development and will help to ensure different uses can work successfully and compatibly in a high density environment.
- A2.1.2 Presently, the opportunity area has a number of large blocks of land which contain single uses. This applies to the retail parks and supermarkets on the Old Kent Road, as well as much of the industrial hinterland on either side. Our vision is that over the next 20 years, there will be a transition in the opportunity area from industrial and retail land to residential and mixed use neighbourhoods. To create sustainable and genuinely mixed use neighbourhoods it is important that employment space, shops and other facilities and residential space (among other uses) can operate successfully side by side. This requires careful consideration of the distribution of uses, layouts, servicing and design and will allow a greater variety of business and community uses to thrive on the Old Kent Road.

#### A2.2 Design typologies

- A2.2.1 Our evidence base has explored the way in which different formats of commercial space can co-exist with residential homes. Three typologies of mixed use development are outlined below, along with design guidance for each of these and some case studies which provide examples.
- A2.2.2 In addition, a checklist of design features for achieving suitable and flexible workspaces and community uses in mixed use development is outlined to help adequately meet future business and community needs. To achieve meaningful, flexible and suitable workspace and cultural space to suit the future trends and demands of the Old Kent Road in a high density environment, a horizontal mix will be most appropriate on larger land parcels to achieve the extent of development envisaged across the opportunity area.

## Typology 1: Standalone

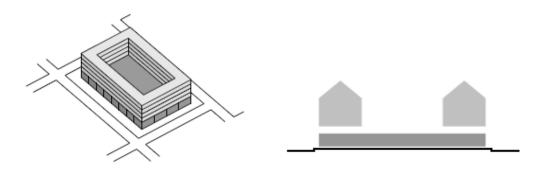


A2.2.3 In this typology, different uses are provided stand-lone buildings on adjacent plots. Most of the industrial and warehousing uses in the opportunity area are accommodated in stand-alone buildings. This also applies to shopping space in supermarkets and retail parks. Some uses, such as utilities and general industrial activities require some separation from neighbouring uses with a transitional zone between them such as a street, or rail viaduct.

A2.2.4 Our vision for the opportunity area envisages that the Old Kent Road will increasingly look and feel like central London. To use land as efficiently as possible, maximising the amount of residential and commercial and other non-residential use, most development will be expected to use typologies 2 and 3 below.

Sectors	Utilities (electric, gas and water providers), wholesale and retail trade, repair, maintenance and warehousing of motor vehicles, logistics, distribution, warehouse storage, incineration, chemical treatment, hazardous waste.			
Typical activities	Regular circulation of vehicles, use of heavy machinery.			
Outputs	Acoustic nuisance, odours, waste nuisance, dust, pollutants, heavy vehicular movements will be retained within a designated area.			

## Typology 2: Vertical mix



- A2.2.5 This typology features workspace or other uses directly below residential development, typically on the ground floor. It is very common in shopping frontages, such as those at the northern end of the Old Kent Road, where residential and other uses are located on upper floors above shops. Development which includes retail or other uses where interaction with the high street is needed would be expected to be designed according to this typology. The new Decathlon store under construction at Canada Water is an example of where a large retail store is being incorporated at ground floor into a mixed use development which also contains residential use on upper floors.
- A2.2.6 As well as retail, there are examples of where this typology has been used successfully in office or other commercial schemes. However, this typology also has many disadvantages for employment space. It makes it more difficult to cluster employment uses together and often creates an environment which feels very residential in character. Research suggests that occupiers of employment space prefer to locate to a cluster of such uses and to an environment which has more of a mixed use or commercial identity, which the horizontal mix typologies outlined below are better able to deliver. Moreover, ground floor spaces in vertically mixed buildings also tend to be less flexible and lack the appeal to a wide range of occupiers which

is desirable to ensure that buildings can be successfully let and occupied over a long period of time. Where provision of employment space in a vertical mix has worked more successfully, it is generally closely connected to, or forms part of a larger cluster of employment uses, benefiting from a wider commercial cluster.

A2.2.7 For the reasons set out above, in accordance with the New Southwark Plan new proposals for employment space should consider the potential to use the horizontal typologies described below.

Sectors	Retail (A1, A2 or A3 uses), service provision or offices where there is likely to be a higher degree of interaction with the street.
Typical activities	High street shopping, financial and professional services, busy offices that would thrive in a town centre location. A4 and A5 uses (drinking establishments and hot food takeaways) would need be carefully considered in relation to noise and odour considerations in proximity to residential development.
Outputs	Enhancement of the street environment, landscaping, street activity (outside seating/market stalls), compatibility with residential development above, quiet, daytime activities.

## Case study: Fulham Riverside, SW6

A2.2.8 Vertical typologies can work where servicing of space and adequate separation can be given to different uses. The Fulham Riverside scheme incorporates stacked offices and a Sainsbury's superstore at ground floor level with stacked car parking and separate servicing. Residential development has separate access and public realm is enhanced by a central courtyard and outdoor space.



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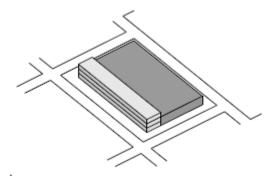
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#### Typology 3: Horizontal mix

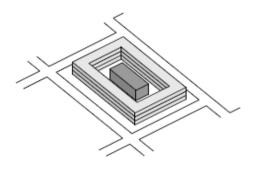


A2.2.9 Horizontal mix typologies enable a clustering of non-residential uses in a part of a site or building, but without the need for a transitional zone separating them from residential use. The separation of uses cam make building management simpler than in a vertical mix. Light industrial workspace and hybrid units or artists studios would benefit from this typology. There are a number of ways in which horizontal mixing can be accommodated which are shown graphically below. These typologies can provide space which is flexible, which can adapt over time and which can meet the needs of a wide range of users.

#### Independent

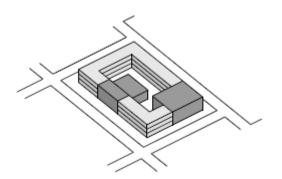


#### Enclosed



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#### Interlocked



Sectors	Larger scale offices or retail development, light managed workspace for small and medium sized businesses, research and development, commercial printing, publishing, artist's studios, cultural uses, places of worship.
Typical activities	Manufacturing, fabrication, processing or preparation of products from raw materials, design/production, community centres, stage shows.
Outputs	Residential development will benefit from high quality design with a purposeful ground floor environment enhancing public realm. Adjoining non-residential uses will benefit from a degree of separation allowing for flexible design for workspace or community uses, with separate access and servicing and the clustering of similar uses.

#### Case study: Fish Island Village, Hackney Wick, East London

A2.2.10 A project developed by Peabody and The Trampery as part of the wider regeneration of a historically industrial area to provide 580 new homes, 5,300 square metres of commercial space, of which 4,500 square metres will be operated by The Trampery as workspaces, a fabrication workshop, a theatre and a bar/restaurant.

# Case study: London Square Bermondsey (former Rich Estate), Crimscott Street Southwark

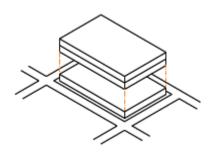
A2.2.11 The scheme includes the refurbishment of existing traditional factory buildings in a masterplan for the comprehensive redevelopment of an industrial estate in decline. The scheme will provide 406 residential units and 19,468 sqm of non-residential uses including workspace, retail and community space. The proposals include affordable workspace for two existing enterprises, Tannery Arts and Southwark Studios, providing affordable artists studios for this growing sector.

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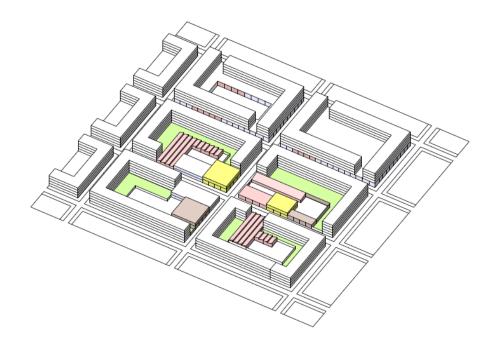


#### A2.3 Design guidance

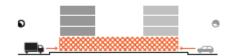
- A2.3.1 Policy 10 aims to achieve high quality mixed use development incorporating realistic workspace to increase jobs and meet future changing employment patterns on the Old Kent Road. The design and layout of new proposals are fundamental to attracting new business and maintaining the business community. The design criteria below should be applied to all proposals for new employment space in the opportunity area.
  - Make efficient use of space on the plot.
  - Stack employment uses where possible.



 Cluster similar sectors and help to create a business/cultural community and strengthen identity of the area. Consideration should be given to adjacent blocks and future development to secure employment clusters and help maintain a community where resources can be shared and deliveries and servicing would have least impact on surrounding residential development without affecting the function of the employment uses.



- Consolidate deliveries and servicing.
- Create separate servicing and parking for residential uses to avoid disruption to quiet enjoyment of homes.



- Alternatively implement a controlled timing strategy for shared service areas.
- Mitigate nuisance through sound insulation.
- Consider the creation of a buffer floor in vertical mixes to create separation of less compatible vertical uses.
- Creative active frontages by encouraging public facing services on street level and maximising entrances and openings.
- Use positive and visually engaging designs and ground floor level including art, display and landscape measures to mitigate negative impact.

#### A2.4 New workspace requirements checklist

- A2.4.1 The specification and management of new employment space needs to be considered from an early stage to help ensure that space can be let and operated successfully. Consideration should be given to provision of the following:
  - Managed workspace through a specialised provider
  - Shared facilities and co-working space
  - Appropriate hours of operation
  - Requirements for high ceilings (artists studios, manufacturing, theatres)
  - Full fit-out of space for SME businesses and cultural uses (lighting, security measures)
  - Hybrid space; some 'making' space adjacent to office space for creative industries

• Fibre-optic broadband connectivity

#### Case study: Metal Box Factory, Great Guildford Street, Southwark SE1



A2.4.2 A former metal box factory, originally constructed in the late 19th Century, this building was refurbished to provide a range of contemporary office and workspace units, operated by specialist provider, Workspace. The building benefits from a number of shared amenities including a reception, showers, bike storage, 24 hour access, loading bays and meeting rooms.

#### Case study: Spa Terminus, Bermondsey, Southwark

A2.4.3 In partnership with Network Rail and Southwark, Spa Terminus restored a number of railway arches to an industrious manufacturing base specialising in food production and wholesaling.

#### A2.5 Cultural space

- A2.5.1 Policy 13 encourages a wide range of arts, cultural and leisure uses in new development including museums, galleries, studios, cinemas, higher education institutions, sports facilities and many other community uses. The provision of arts, cultural and leisure uses will be vital to achieving sustainable development and improving social networks in the Old Kent Road opportunity area. It is vital that developers work with specific providers to achieve the successful delivery of these uses in mixed use development.
- A2.5.2 When bringing forward a prospective cultural proposal, it is important that the scheme can viably meet the needs of a cultural operator. At the earliest stage, consideration should be given to:
  - Existing provision in the area. What is already in the area? Is there duplication, is there potential to create a critical mass (clustering)?

- Who the local audiences are and where they are coming from: if the facility is part of a development including 500 family homes for instance, what will their needs be?
- What employment will be created and how will this support council policies.
- Justification for the scale of the project: We acknowledge the need for different scales of provision from shop unit for a photography studio to a 900 seat theatre.
- Draft heads of terms for the potential provider: include fit out, cost per square foot to the lease holder, or proposed sale price as a percentage below market value and viability of the financial model based upon market research.
- What other infrastructure will be needed: e.g. highways (loading bays for theatres, disabled parking).
- How a provider will be tendered for and selected.
- What ancillary businesses such as café and restaurants will be enabled to fund and subsidise the culture activity: these should not be designed out.

## Case study: Peckham Levels, Southwark

A2.5.3 Transforming Peckham's iconic multi-storey car park to a mixture of business and community space designed to inspire and support a new community of artists, makers and creative entrepreneurs, drawn from the local area.

## Case study: Bankside Community Space, Southwark

A2.5.4 Located underneath Better Bankside offices, the Bankside Community Space is a modern facility offering flexible furniture layouts, a catering booking service, free wifi and a data projector available to hire at a discount for community events or meetings.



## Case study: One Tower Bridge, Southwark

A2.5.5 The London Theatre Company will take on the cultural space in Berkeley Homes' One Tower Bridge development. It will host the company's flagship project providing a new kind of flexible 900-seat theatre and will deliver a world-class cultural facility alongside new homes along the South Bank.



## Appendix 3: Delivering the AAP

#### A3.1 Introduction

- A3.1.1 This AAP seeks to shape the regeneration and transformation of the Old Kent Road opportunity area. The plan identifies locations for new housing, employment, open spaces and other important land uses, as well as existing land uses that are currently underutilised, underperforming or require regeneration.
- A3.1.2 This section explains our approach to the delivery and phasing of development in the opportunity area and the way that important supporting infrastructure such as open spaces and community facilities will be provided.

#### A3.2 Taking the long view

A3.2.1 Implementation of the proposals in the opportunity area is likely to require a protracted delivery timescale, having regard to the scale of change envisaged, and also the nature of proposals for some of the more challenging sites which are only likely to be brought forward in the longer term. In addition, while there is undoubtedly development which can be delivered in the opportunity area in the short-term (see below), reflecting the existing momentum for change, this process may accelerate once there is certainty regarding delivery of the Bakerloo Line extension. Given that Bakerloo Line extension is unlikely to become operational until at least 2030, full, comprehensive change may require a period of some 20 years or more for its implementation.

#### A3.3 Early developments

- A3.3.1 The transformational change of Old Kent Road which is our aim is already starting to happen. Projects that are currently in preparation or recently approved include:
  - In the period 2015-2016 46 new homes were completed including 21 new council homes on Willow Walk.
  - There are a further 882 homes under construction and with planning permission.
  - A number of schemes are in preparation, including a redevelopment of Acorn Wharf and Surrey Wharf by Berkeley Homes and a redevelopment of the former petrol station on the corner of Penry Street and Old Kent Road to provide new council homes.
  - With regard to infrastructure, the scheme at 399 Rotherhithe New Road (which is currently under construction) includes a primary school and sixth form for the City of London Academy. In Lewisham, permission has been granted for a mixed use redevelopment of land on Surrey Canal Road to provide around 2,500 new homes, a faith centre, community sports centre and other facilities. The development also includes a new station on the London Overground line on Surrey Canal Road.

## A3.4 Managing and promoting integrated development

A3.4.1 Given the scale of the proposed development in the opportunity area and the range and number of stakeholders that are already and will be involved, the process of bringing about regeneration will be challenging and complex. Development sites are in disparate ownerships, there is limited public sector ownership, some occupiers have long leases and while there is great potential to intensify development, significant intervention is needed to upgrade the supporting infrastructure.

- A3.4.2 There are a number of policy areas within the AAP that require joint working with Lewisham council, the GLA, TfL and other public sector bodies. In accordance with the Duty to Cooperate, we have worked closely with these bodies in preparing this AAP and planning infrastructure delivery.
- A3.4.3 This AAP provides an important framework for shaping the regeneration of the opportunity area. The AAP will form part of Southwark's development plan and will be a material consideration in the determination of planning applications in the opportunity area. However implementation of the development management process will not be sufficient in itself. To deliver the vision for the Old Kent Road and implement the AAP, the public sector will also play a proactive coordinating role, bringing developers and wider stakeholders together to manage and promote comprehensive high quality development. We are exploring joint governance arrangements with Lewisham, GLA and TfL which are focused on a commitment to delivering the planned growth and providing the necessary infrastructure, including the Bakerloo Line extension.
- A3.4.4 The public sector will take a lead in ensuring that the necessary improvements are made to infrastructure to support growth, facilitating discussions between different landowners and utility providers. A collaborative approach between developers of nearby sites will also be critical to delivering high quality developments that benefit from area-wide infrastructure, such as open space, decentralised energy networks and surface water management networks. Individual landowners/developers will be encouraged to work together, both informally and formally using mechanisms such as joint ventures, collaboration agreements and equalisation agreements, so that comprehensive development can be delivered, which meets planning requirements and which is also likely to maximise viability and development returns.
- A3.4.5 The support of the local community is critical to the success of the AAP. The Old Kent Road community forum was established to provide a forum for public discussion about the future development of the area. Groups including Living Streets, Southwark Cyclists, Old Kent Road People and the many tenants and residents associations in the area have also made a huge contribution to the preparation of the AAP. We will continue to engage with the community to ensure that local people are actively involved in the development of their area.

#### A3.5 Compulsory purchase powers

- A3.5.1 Compulsory purchase is the power that enables public bodies to acquire land, or rights over land, compulsorily in return for compensation. It can be an important tool to help assemble land needed to help deliver social, environmental and economic change.
- A3.5.2 Where necessary compulsory purchase powers may be used to assemble sites, unlock development potential and meet planning and regeneration objectives. In exercising its CPO powers, Southwark must have regard to government guidance

which states that a CPO should only be made where there is a compelling case in the public interest.

## A3.6 Infrastructure plan

- A3.6.1 Over the course of the next 20 years or so, we expect around 20,000 new homes to be built in the opportunity area and the amount of employment to be significantly expanded. Existing infrastructure will need to be improved and new infrastructure provided to cope with the pressures arising from the additional population.
- A3.6.2 We have divided the AAP delivery timescale into four phases of five years each. A schedule of new or improved infrastructure proposals, funding mechanisms and timing are set out in Tables A3.6.1 and A3.6.2. This schedule has been informed by engagement with a range of council services and with utility providers; a utilities study which identified the key reinforcement requirements to support the planned growth in the opportunity area; and a surface transport study completed by TfL. This table will be refined further and kept under review as additional information becomes available.

Plan phase	Population growth	Infrastructure required	Who is involved?	Cost	Funding sources	CIL/ interim Section 106 planning obligations generated
2015/16 - 2020/21	1430	1 primary school	LB Southwark, Academies, Free Schools, Developers	£7.5M	CIL Investment by education providers DfE funding	CIL: £10m
2021/22 - 2025/26	10435	1 primary school, 1 secondary school	LB Southwark, Academies, Free Schools, Developers	£16M	CIL. Investment by education providers DfE funding.	CIL: £46m
		New open spaces (former Surrey Canal green route)	LB Southwark, Developers	£6M	Direct provision by developers	
		Primary substation	UK Power Networks, LB Southwark, Developers	£16M (excluding land costs)	on-site; CIL and grant applications for off-site facilities. CIL and grant applications	
2026/27	14844	3 primary	LB	£22.5M	Off-site	CIL:

#### Table A3.6.1: Infrastructure requirements by AAP phase

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		New open spaces (Mandela Way and Gas Works)	LB Southwark, Developers	£6.5M	DfE funding. Direct provision by developers on-site; CIL and grant applications for off-site facilities	
2031/32 1 - 2035/36	14334	2 primary schools 1 secondary school	LB Southwark, Academies, Free Schools, Developers	£23.5M	Off-site subsidy through CIL; Investment by education	CIL: £57m
TOTAL 4	41043	New open spaces (Mandela Way and Gas Works)	LB Southwark, Developers	£5M	providers DfE funding. Direct provision by developers on-site; CIL and grant applications for off-site facilities	£158m

## Table A3.6.2: Infrastructure requirements across multiple phases

Project	Who is involved?	Funding	Timescales
Bakerloo Line	LB Southwark, LB	£1.25 billion	Throughout all
extension	Lewisham, TfL, GLA	Funding sources likely to include CIL, TfL and Treasury	delivery phases
Improvements to walking and cycling facilities and routes	LB Southwark, TfL, Developers	tbc	Throughout all delivery phases
Enhancements to Old Kent Road public realm	LB Southwark, TfL	tbc	Throughout all delivery phases
Improved open spaces	LB Southwark, Developers	£12M? CIL and grant applications	Throughout all delivery phases

Decentralised energy network	Energy Services Company (ESCo), LB Southwark, Developers	£57.5-63.6 Million (depending on option implemented). An ESCo could pay the capital costs and recoup these through connection and heat charges	Phased delivery through to 2026
Strategic SUDS	Thames Water, LB Southwark, Developers	Tbc. Anticipated funding from s106. Potential funding from Thames Water.	Throughout all delivery phases
Upgrade access to superfast broadband	Broadband providers, LB Southwark, Developers	~£3 Million. Funded by digital providers through agreements with developers and service charges	Phased delivery through to 2026
Health facilities	LB Southwark, NHS Southwark CCG	£15.5M CIL and NHS funding	2026-2031?
Sports facilities	LB Southwark, Commercial leisure providers	£15M Private investment; CIL if need for new public facilities arises	Timescale will be identified if monitoring indicates need for new facilities
Play facilities	LB Southwark, Developers	Direct provision by developers on-site; CIL and grant applications for off-site facilities as part of cost of new open space	Throughout all delivery phases
Early years care	LB Southwark, Developers, Commercial providers	Direct provision by developers and private investment	Throughout all delivery phases

- A3.6.3 Development should make appropriate contributions towards new infrastructure and improvements to existing infrastructure (see section on S106 planning obligations and CIL below). However the NPPF requires planning authorities to properly consider development viability when considering infrastructure delivery. If development is not viable, it will not proceed and this would impact on the provision of new homes and on new jobs to support the economy. Early work is showing that not all of the required infrastructure can be funded through contributions from private development alone. Work is underway to further inform this Implementation and Delivery Chapter in the next draft of the AAP, including consideration of funding options for the Bakerloo Line Extension and other strategic infrastructure.
- A3.6.4 Housing Zone funding has recently been secured to support the delivery of affordable housing in the opportunity area. We will use this to help secure affordable housing in early developments.

## Transport

A3.6.5 The Bakerloo Line extension will be a key driver to growth in the opportunity area. The potential of the extension to unlock growth in homes and jobs is a key part of the rationale for investing in this piece of infrastructure. Growth will also be expected to contribute towards the cost of the project through mechanisms such as CIL. It is anticipated that construction of the extension could commence around 2023 with completion around 2030. TfL anticipate gaining board approval to progress the scheme to a Transport and Works Act Order around 2018. A3.6.6 Prior to the Bakerloo Line extension opening improvements will be needed to accommodate growth. It is estimated that demand for bus services will increase by approximately 20% before the extension is delivered. A high-quality bus network will remain vital in maintaining and improving the public transport accessibility level of the opportunity area. Improvements to the environment for people walking and cycling, including both on the Old Kent Road itself and to public transport interchanges are also critical to mitigating the impact of growth.

#### **Public realm**

A3.6.7 The AAP identifies a number of public realm projects which are of strategic importance. These will be funded from a number of sources, including Section 106 Planning Obligations, private development (for example in the case of the Bricklayers Arms roundabout) and public sector funding streams.

#### **Open spaces**

- A3.6.8 The delivery of new and enhanced open spaces in the opportunity area as part of a wider green infrastructure network including green links will be critical to the area's success. New open spaces and green links are largely located within development sites. Our viability testing of the plan has taken account of the cost to developers of providing these new spaces.
- A3.6.9 Burgess Park, while it is mainly outside the opportunity area, can play a key role in helping delivery open space infrastructure which will be needed. In 2012 Burgess Park re-opened after an £8m transformation, establishing it as a park central to the local community and recognised more widely for its heritage, sports facilities, lake, wildlife, design and horticultural excellence and even barbecues. A further £7.2m is available for the next phases of the masterplan and additional match funding is also being sought. Proposals for the next phases incorporate sports facilities including four new floodlit tennis courts, new all weather pitches for rugby and football, a gym, training rooms and changing facilities, a new centre for youth active sports and play and a new play hub on Trafalgar Avenue. Burgess Park is also a potential recipient of CIL funding.
- A3.6.10 Our open spaces strategy identified opportunities to improve a number of the open spaces in the area. These have more of a local focus and improved landscaping and amenities will help meet the needs of a local catchment.

#### Energy, water and communications

- A3.6.11 There is limited existing substation capacity to supply power to new development in the Opportunity Area. UK Power Networks (UKPN) have indicated that a new primary substation will be required at a cost estimated at £16m, excluding land costs. The work will involve:
  - Installation of approximately 3km of EHV cable route to a new primary substation location.
  - A new 66/11kV 30MVA primary substation
  - Provision for 4km of new 11kV feeders (the configuration of the 11kV network will depend on distribution of load in the development area).

- A3.6.12 We have assessed the most cost effective means of supplying low and zero carbon energy in the opportunity area. Our decentralised energy strategy identified significant potential to establish a district heating network in the area, through delivering energy centres in the area and/or connecting to SELCHP. Depending on the network options pursued, development of the network would cost between £57 million and £64 million. The Old Kent Road decentralised energy strategy sets out a range of delivery options and next steps for delivering the network. For example, if an Energy Services Company (ESCo) was interested in delivering the network then it could take on the capital costs and recoup these through connection and heat charges. Carbon offsetting funds secured via Section 106 planning obligations (where CO2 targets are not met on site) could also contribute to funding network development.
- A3.6.13 Southwark will monitor phasing and implementation of development and continue to share plans with infrastructure providers. There may be opportunities to phase implementation of infrastructure with road network improvements, installation of utilities and other public realm works. These opportunities will be kept under review.
- A3.6.14 Developers will liaise with providers to ensure that any upgrades required to power, water and sewerage infrastructure are provided ahead of the occupation of development. With regard to water and sewerage infrastructure, we will use planning conditions where appropriate to ensure that development does not commence until impact studies on the existing water supply and sewerage infrastructure have been approved by Southwark in conjunction with Thames Water. Where there is a capacity problem and no improvements are programmed developers should contact the utilities company to agree what improvements are required and how they will be funded.
- A3.6.15 Thames Water has recommended that surface water discharge should be restricted to greenfield rates to minimise the need for upgrades to the combined sewer network. Southwark will work with developers to deliver a coordinated approach to SUDS design, delivery and management. Given wider pressures on water supplies and the scale of development proposed for the opportunity area, opportunities to implement communal waste water recycling should also be considered to reduce mains water demand. We will continue to work with Thames Water on these issues and will consider facilitating the development of an Integrated Water Management Strategy for the opportunity area to support a strategic, joined-up approach to delivery.
- A3.6.16 Digital connectivity is an important utility and is likely to become more so as services increasingly move online and television and telephone calls shift to the internet. Many parts of the opportunity area do not have access to superfast broadband. Facilitating superfast broadband usually involves upgrading the cabling between the telephone exchange and existing street-side cabinets or between the cabinets and buildings. The need to upgrade broadband infrastructure in the area has been identified in the council's Infrastructure Plan. The council has liaised with digital providers in developing this AAP and will seek to work with developers and providers to coordinate delivery of superfast broadband to new developments. While

the level of investment in digital infrastructure may be significant, as the telecoms industry is a competitive market no planning obligations should be required to provide the major telecoms infrastructure to the area (this will be funded through agreements between providers and developers and service charges).

#### **Community facilities**

- A3.6.17 Demographic modelling has been undertaken in order to forecast the need for new community facilities. Population growth over time was estimated based on housing capacity estimates for development sites in the opportunity area and the anticipated phasing of delivery. It was assumed that development will come forward at high densities, enabled by the Bakerloo Line extension, and that the size and tenure of new housing will be compliant with the New Southwark Plan. The total population growth could be around 41,000 additional people including 6,500 children, with the fastest growth expected from 2026 to 2036.
- A3.6.18 The estimated need for new schools takes into account existing school places and capacity for expansion. Two new 2-form entry primary schools and a new 6-form entry secondary school are required by 2025 and a further secondary school and six additional primary schools by 2036. This is shown in Table A3.6.1. Detailed pupil place planning will be carried out on shorter timescales to confirm school places shortfalls and apply for DfE funding. We will secure land for schools through Section 106 planning obligations where needs arising from development exceeds available school places. We will work with providers of academies and free schools to build schools, using CIL, DfE funding and private investment to open and operate new schools.
- A3.6.19 Health facility estimates have been carried out with NHS Southwark CCG, dividing the population growth between the northern and southern ends of the Old Kent Road. The primary care and community care service needs will be greater for the southern part of the opportunity area and would be best met by a new multi-service hub of around 3,800 sqm. The needs in the northern part of the opportunity area will be less and nearby facilities may have the capacity to expand to meet them. Otherwise up to 700 sqm of further new floorspace would be required. Funding from CIL contributions and NHS resources will likely be required. The CCG are developing an estates strategy which may refine options for delivering new facilities and we will continue to work together to provide for healthcare in the most effective way.
- A3.6.20 The libraries in and around the opportunity area at Peckham, Canada Water, The Blue, New Cross and the new library planned for Thurlow Street provide good coverage in meeting current needs. As part of any medium term review of library provision across the borough, linked to population growth and change, we would keep the need for a new or relocated library into this area under review.
- A3.6.21 We have worked with Sport England to understand the existing provision of leisure centre facilities in and around the opportunity area. Modelling indicates there some existing unmet need in the south of the borugh. Sport England have also estimated that the demand arising from population growth in the opportunity area would be

around 3,000 visits per week each for swimming pools and sports halls. Much of the existing provision is in schools, which may be able to extend their hours of access for sports use to help meet current unmet needs. The newly opened Castle Leisure Centre at Elephant and Castle and a new leisure centre at Canada Water, will help meet existing needs. Future needs can be met by a combination of sources. The major new community sports centre planned on Surrey Canal Road will be well located to serve the south of the opportunity area. We will encourage further new delivery in new schools, in commercial leisure schemes and as part of potential further enhancements to Burgess Park. A review of the council's playing pitch strategy may identify further opportunities for improvement. The larger part of the need for sports facilities will not arise until 2026 onwards, giving time to monitor progress in provision and respond to any shortfall.

- A3.6.22 An estimated 65,000 sqm of new playable space is required to meet the child age population growth. We have also modelled the accessibility of existing facilities and identified gaps in provision, mainly associated with existing non-residential areas. The most significant gaps affect access by 0-5 year olds for which we will ensure that new residential development provides doorstep and local playable spaces. Gaps in access by 6-11 year olds are less significant but notable opportunities to improve access to neighbourhood playable space will be taken on new open space. There is good overall accessibility for 12+ year olds but supply should be increased. Potential and planned improvements nearby at Burgess Park and New Bermondsey will help alongside opportunities with new schools and new and enhanced open space within the opportunity area.
- A3.6.23 We have estimates the need for an additional 300 early years care places in the opportunity area, assuming a typical proportion of early years children require care and a similar percentage of childminder provision to the current situation in the opportunity area. Early years places are often provided by commercial nurseries, which will be encouraged in new development. We will monitor this delivery and explore additional opportunities in schools and health centres as necessary.

## A3.7 Planning obligations and CIL

- A3.7.1 Section 106 planning obligations and Community Infrastructure Level contributions will be important for funding supporting infrastructure in the opportunity area, as indicated above. Our approach is to ensure that development mitigates its impact through the use of planning obligations and Southwark CIL.
- A3.7.2 Southwark CIL applies a standard charge on new development 'of an amount per square metre' of net additional floorspace, as specified in Southwark's CIL Charging Schedule. Alongside the preparation of the AAP we are consulting on a revised CIL charging schedule which sets out revised CIL rates for the opportunity area. These revised rates have been proposed based on a full assessment of the viability of development in the opportunity area.
- A3.7.3 The infrastructure that a CIL charging authority intends to spend CIL income on is set out in our 'Regulation 123' list. This infrastructure is generally strategic in nature

and therefore benefits a wide number of users. Infrastructure in a Regulation 123 list cannot also be funded by money raised through Section 106 planning obligations.

- A3.7.4 Beyond CIL, Section 106 planning obligations may still be applied to developments where mitigation of site-specific impacts is required to make development proposals acceptable in planning terms. This is likely to include the amount of affordable housing which will be provided in the development. While we are revising our CIL Charging Schedule will use Section 106 planning obligations to help fund new stations on the Bakerloo Line extension to ensure that the improvements which are required to deliver cumulative levels of growth can be put in place.
- A3.7.5 Our Supplementary Planning Document provides further guidance on CIL and Section 106 planning obligations.

#### A3.8 Monitoring progress

- A3.8.1 Once the AAP has been adopted it will be important to ensure that the policies outlined in this document are meeting their objectives, that targets are being achieved, and that the assumptions behind the policies are still relevant and valid. We will therefore follow the progress of the AAP by monitoring how well it is achieving its objectives.
- A3.8.2 We have set out a monitoring framework for the AAP (see appendix 5) which establishes the indicators and targets that will be used to monitor its progress. Where possible these are the same as those already used within our statutory Authority Monitoring Report (which we use to monitor the Core Strategy and other Local Plan documents) and Council Plan. However, there are also are some more locally specific indicators and targets. The monitoring framework has also drawn upon the sustainability indicators and targets outlined in the sustainability appraisal scoping report.
- A3.8.3 Each year we will use this framework to monitor the AAP and the results will be reported in our Authority Monitoring Report. Where necessary, as a result of this monitoring process, actions will be taken to review part or all of the AAP to ensure that the objectives outlined in the vision are achieved.

#### A3.9 Risk

A3.9.1 The main risks to achieving the objectives of the AAP are:

- Electricity Infrastructure
- Transport infrastructure
- Phasing of development

#### **Electricity Infrastructure**

A3.9.2 As highlighted above a new primary substation will be required to meet the electricity demands of the planned level of growth at the Old Kent Road. This is estimated to cost £16m, excluding land costs. Identifying a suitable site for this substation and paying for this infrastructure so that it is delivered in a timely fashion is a key risk,

particularly as existing regulatory constraints on the ability to invest in such infrastructure ahead of need. Southwark aims to work collaboratively with developers and key stakeholders such as UKPN and GLA to ensure this critical infrastructure can be delivered in a timely and effective manner.

#### **Transport infrastructure**

- A3.9.3 The AAP proposes a number of significant improvements to transport infrastructure, including the extension of the Bakerloo Line which is fundamental to unlocking the scale of growth being planned for in this AAP. Key risks include the need to agree with Government, GLA and TfL a funding package for the delivery of the Bakerloo Line extension, as well as other transport related improvements. In line with other recent strategic transport projects including Crossrail 1, Crossrail 2 and the Northern Line extension, there is an expectation that development will have to play a significant role in funding the Bakerloo Line extension.
- A3.9.4 The revised CIL charging schedule and interim approach to Section 106 planning obligations we are putting in place maximise the potential for generating funding from development, while ensuring that other plan objectives can be met. The governance arrangements we will put in place will also ensure the commitment of the key public authorities in the area and help raise the profile of the project.
- A3.9.5 At the earliest, the Bakerloo Line extension would not be completed until 2030 and a range of transport related improvements will be required to help accommodate the level of growth expected over the period prior to the extension opening. This will include improvement bus infrastructure and services. If the opening or the Bakerloo Line extension is delayed or indeed does not happen at all, our evidence bases, including the findings of the viability testing suggest that the rate of growth will be slowed, taking place over a much longer timescale than this plan envisages. This is mainly because the viability testing suggests that an increase in residential values will be required to make some of the higher value industrial and retail land viable. The Bakerloo Line extension would be a catalyst that accelerates this process.

## Phasing of development

- A3.9.6 The majority of development sites in the area are in private ownership. The success of the AAP requires the private sector to commit to significant levels of investment in an area that has not been previously perceived as desirable location for significant housing growth. There is already growing interest from the development industry in bringing forward significant development schemes in the area. However, we have limited control over when sites are brought forward for development, therefore the phasing set out in Table A3.6.1 is indicative. It may be necessary in future years to adjust the phasing of new housing, to avoid bringing too many new homes onto the market in any one year.
- A3.9.7 The delivery of the public realm enhancements, transport improvements, and other critical
- A3.9.8 Infrastructure identified in the AAP will provide an attractive context for investors and developers and attract more people to the area. The rate at which sites are brought

forward will be monitored and the anticipated phasing plan will be periodically updated. Updates will be shared with infrastructure and utilities providers as part of an ongoing collaborative approach. Developers will be advised to contact utility providers at the earliest opportunity to avoid delays later. This coordinated approach will enable providers to adjust their delivery programmes and ensure that necessary infrastructure improvements are delivered at the right time. The delivery of supporting infrastructure will be monitored alongside the delivery of developments.

Old Kent Road	New Southwark Plan	London Plan
AAP Vision and AAP	Strategic Policy 2 ("SP2")	Policy 2.12: Central Activities Zone
Policy 1	Revitalised Neighbourhoods	<ul> <li>Predominantly local activities</li> </ul>
		Policy 2.13: Opportunity Areas and Intensification Areas
Strategy: Quality affordable housing		
AAP Policy: New homes	DM2 New family homes DM5 Housing for older people DM6 Homes for households with specialist needs DM7 Houses in multiple occupation and hostels DM3 Protection of existing family homes	<ul><li>3.3 Increasing housing supply</li><li>3.4 Optimising housing potential</li><li>3.5 Quality and design of housing developments</li><li>3.14 Existing Housing</li></ul>
AAP Policy: Affordable homes	SP1 Quality affordable homes DM1 Affordable homes	<ul> <li>3.10 Definition of affordable housing</li> <li>3.11 Affordable housing targets</li> <li>3.12 Negotiating affordable housing on individual private residential and mixed use schemes</li> <li>3.13 Affordable housing thresholds</li> </ul>
AAP Policy: Private rented sector homes	DM4 Private rented homes	3.9 Mixed and Balanced Communities
AAP Policy: Optimising delivery of new homes	DM8 Optimising delivery of new homes	<ul><li>3.4 Optimising housing potential</li><li>3.7 Large Residential</li><li>Developments</li></ul>
Strategy: Revitalised neighbourhoods		
AAP Policy: Heritage	DM14 Listed buildings and Structures DM15 Conservation areas DM16 Conservation of the historic environment and natural heritage DM17 Borough views DM18 Archaeology DM19 World heritage sites	<ul> <li>7.8 Heritage assets and archaeology</li> <li>7.9 Heritage-led regeneration</li> <li>7.10 World heritage Sites</li> <li>7.11 London view management framework</li> <li>7.12 Implementing the London view management framework</li> </ul>
AAP Policy: Streets and public spaces	DM9 Design of places DM10 Design quality	3.5 Quality and design of housing developments
AAP Policy: Public realm strategy for the		Opportunity and Intensification Area 24 p.353 Old Kent Road

# Appendix 4: Relationship between the OKR AAP and NSP and the London Plan

Old Kent Road		
AAP Policy:	DM9 Design of places	3.5 Quality and design of housing
5	•	
Building blocks	DM10 Design quality	developments
AAP Policy:	DM12 Tall Buildings	7.7 Location and design of tall and
Building heights		large buildings
strategy		
Strategy: Strong		
local economy	DM22 Transition of professed	4.2 Mixed use development and
AAP Policy:	DM23 Transition of preferred	4.3 Mixed use development and
Employment	industrial locations to mixed	offices.
clusters	use neighbourhoods.	4.4 Managing industrial land and
	DM 24 Office and business	premises
	development	
	DM 25 Railway arches	
	DM 26 Small business units	
	DM35 Access to employment	
	and training	
AAP Policy: High	DM27 Town and local	2.14 Areas for regeneration
Streets	centres	2.15 Town centres
	DM 28 Development outside	
	town centres	
	DM29 Protected shopping	
	frontages	
	DM 30 Shops outside	
	protected shopping	
	frontages, town and local	
	centres.	
	DM31 Shop frontages	
	DM32 Betting shops,	
	pawnbrokers and payday	
	loan shops.	
	DM33 Hotels and other	
	visitor accommodation	
	DM34 Pubs	
Strategy: Well-		
being: the best		
start in life and		
healthy and active		
lifestyles AAP Policy:	DM38 Healthy developments	3.1 Ensuring equal life chances for
Social	DM30 Flexible community	all
infrastructure	Uses	3.2 Improving health and
	DM64 Infrastructure	addressing health inequalities
		3.16 Protection and enhancement
		of social infrastructure
		3.17 Health and social care
		facilities
		3.18 Education facilities
	DM21, Education places	4.12 Improving opportunities for all
AAP Policy:	DM21: Education places	Policy 3.8: Housing choice
Student housing	DM22: Student homes	Policy 3.18: Education facilities
AAD Dolion # Arto	DM20 Loigurg arts and	2.10 Sporte facilities
AAP Policy: Arts, culture & leisure	DM39 Leisure, arts and culture	3.19 Sports facilities 4.6 Support for and enhancement
	DM40 Flexible community	of arts, culture, sport and

-	uses	entertainment
Strategy: Getting		
around		
AAP Policy:	DM47 Infrastructure	6.1 Strategic Approach
Bakerloo Line	improvements	6.5 Funding Crossrail and other
extension		strategically important transport
		infrastructure
AAP Policy:	DM42 Public transport	6.2 Providing public transport
Above surface		capacity and safeguarding land for
public transport		transport
		6.4 Enhancing London's transport
		connectivity 6.7 Better streets and surface
	DM44 Walking	transport
AAP Policy:	DM44 Walking	6.10 Walking
Walking and	DM46 Cycling	6.9 Cycling
cycling	DM42 Highwaya impacta	6.11 Smooth traffic flow and
AAP Policy: Highways	DM43 Highways impacts	tackling congestion
nigriways		6.12 Road network capacity
AAP Policy:	DM43 Highways impacts	6.14 Freight
Servicing and	Divi45 Flighways impacts	0.14 1 leight
freight		
AAP Policy: Car	DM48 Car parking	6.13 Parking
parking	DM49 Parking standards for	0.15 Faiking
parking	disabled people and the	
	mobility impaired	
Strategy: Cleaner,		
greener, safer		
AAP Policy:	DM52 Open space and open	7.14 Improving air quality
Green	water space	7.17 Metropolitan open land
infrastructure	DM53 Biodiversity	7.18 Protecting open space and
	DM54 Trees	addressing deficiency
		7.19 Biodiversity and access to
		nature
		7.20 Geological conservation
		7.21 Trees and woodlands
		5.11 Green roofs and development
		site environs
AAP Policy:	DM56 Energy	5.4A Electricity and gas supply
Decentralised		5.5 Decentralised energy networks
energy		5.6 Decentralised energy in
		development proposals
		5.7 Renewable energy
	DMCO De dus in succió	5.8 Innovative energy technologies
AAP Policy:	DM62 Reducing water use	5.12 Flood risk management
Flood risk and	and improving water quality	5.13 Sustainable drainage
sustainable urban	DM63 Reducing flood risk	7.13 Safety, security and resilience
drainage systems	DM60 Improving oir quality	to emergency
AAP Policy: Air Quality	DM60 Improving air quality	7.14 Air Quality
Strategy:		
•••		
Implementation		
Implementation AAP Policy:		8.2 Planning Obligations

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AAP:OAPF	DM64 Infrastructure	8.2 Planning Obligations
Policy: Delivering	DM65 Southwark CIL and	8.3 Community Infrastructure Levy
the plan	Planning Obligations	
	DM66 Enforcement	
	DM67 Compulsory Purchase	
	Order	
	DM68 Monitoring	

# Appendix 5: Monitoring framework

Policy	Target	Indicator				
The Role of the	The Role of the Old Kent Road					
AAP1: The Old Kent Road	Development should support the function and role of the CAZ.	To be monitored using the indicators in the relevant policies.				
Quality afforda	ble housing					
AAP2: New homes	Minimum of 20,000 new homes approved/completed by 2036	Number of new homes approved, under construction and completed each year up to 2036				
AAP3: Affordable homes	35% of new homes affordable (including 70/30 split between social rented and intermediate)	Proportion of new affordable homes approved, under construction and completed				
AAP4: Private rented sector homes	Deliver PRS homes alongside conventional market "for sale" housing and established affordable housing	Number of new homes approved, under construction and completed as covenanted PRS homes				
AAP5: Optimising delivery of new homes	Delivering new homes in the opportunity area at densities of between 650 - 1,100+ habitable rooms per hectare in the core area, and outside 200 – 700+ habitable rooms	Recording the location of major schemes and their density levels by habitable rooms per hectare				
Heritage						
AAP6: Heritage	Development to sustain, enhance, better reveal, avoid harm to heritage assets and their settings.	Number of developments subject to an archaeological assessment Number of developments within a conservation area				
		Number of listed buildings subject to development				
		Change in the number of listed buildings and on the "at risk"				

		register within the opportunity area	
AAP7: Streets and public spaces	Hierarchy of streets and spaces, reinforce east-west routes across the area and parallel to the Old Kent Road, enhance open spaces	Compliance with principles set out.	
AAP8: Public realm strategy for the Old Kent Road	Specific place-based public realm improvements and general public realm strategy for improving accessibility, green infrastructure, street activity and safety	Completion of strategic place- based public realm projects referenced in AAP8. Amount of S106 and CIL generated for public realm and highways improvements	
AAP9: Building blocks	<ul> <li>Development should provide:</li> <li>Fine urban grain with interesting routes</li> <li>Interesting and varied roofline</li> <li>Frequent shifts in architectural design and frontages</li> <li>Frequent entrances onto the street</li> <li>Use high quality materials</li> <li>Minimise surface level car parking</li> </ul>	Compliance with principles set out.	
AAP10: Building heights strategy	Prevailing building heights of between 5 – 8 storeys Well designed tall buildings within the core area	Review of urban design quality in completed major schemes Number of schemes approved, under construction and completed over 8 storeys	
Strong local economy			
AAP11: Employment Clusters	Development for employment floorspace will need to be delivered in designated employment clusters and: Retain or increase employment floorspace     Generate employment and	Amount of employment floorspace approved, under construction and completed in the employment clusters Number of businesses operating in the opportunity area	

	<ul><li>increase the number of jobs on site</li><li>Deliver managed workspace</li></ul>	Number of jobs in the opportunity area, by sector Vacancy rates for B Use Classes
	through a specialist provider and include affordable/low cost work space (if over 1,000sqm)	
	<ul> <li>Accommodates existing businesses in the area or provides a relocation strategy</li> </ul>	
AAP12: High Streets	Re-establish the Old Kent Road as a high street with town centre uses as well as homes	Amount of publically accessible non-residential floorspace (A1-A5, D1 and D2 uses classes) approved, under construction and completed along the Old Kent Road frontage
AAP13: Social infrastructure	New primary schools and secondary schools, health facilities, pre-school facilities and play facilities	Amount of new school places, health, pre-school facilities delivered
		Amount of children's play space delivered
		Funding negotiated from S106 and CIL for education, health children's play, sports development and community facilities
		Gross and net change in D1 floorspace
		Indices of multiple deprivation: Health deprivation
		Indices of multiple deprivation: Education deprivation
AAP14: Student Housing	Student housing schemes in the core area where they are: • Part of a wider campus	Total number of new student bedrooms approved, under construction and completed
	<ul> <li>development</li> <li>Part of a mixed community Provides a range of student housing types</li> <li>Provides a student</li> </ul>	

	management plan	
AAP15: Arts, culture & leisure	Development should provide arts, culture, leisure, indoor and outdoor sports facilities and higher education floorspace	Amount of D2 floorspace approved, under construction and completed in the opportunity area Amount of outdoor sports floorspace approved, under construction and completed in the opportunity area Amount of higher education floorspace (D1 and B1b) approved, under construction and completed in the opportunity area
Getting around	i	
AAP16: Bakerloo line extension	Development should facilitate the Bakerloo Line Extension (BLE).	Annual review of BLE delivery progress Amount of CIL generated to fund BLE
AAP17: Surface public transport	Development should facilitate the improvements to surface public transport infrastructure, including bus. rail and tube networks	Amount of CIL and S106 generated for surface public transport investment Proportion of personal trips made on each mode of public transport
APP18: Walking and cycling	Development should facilitate provision of walking and cycling routes	Proportion of personal trips made by walking and cycling within the opportunity area Number of pedestrian and cyclist accidents within the opportunity area Number of new cycle hire docking stations and cycle hire bikes within the opportunity area
AAP19: Highways	Development should minimise and mitigate highways impacts and provide highways improvements including for buses, pedestrians and cyclists	Amount of S106 and CIL generated for public realm and highways improvements

AAP20: Servicing and freight	Development should provide off-street servicing and provide a Delivery and Servicing Plan and Construction Logistics Plan where appropriate.	Number of approved applications delivered with a Delivery and Servicing Plan and Construction Logistics Plan	
AAP21: Car parking	Residential development should be car free in high PTAL areas and have a maximum of 0.3 spaces per residential unit elsewhere, and prioritised for blue badge holders and larger family sized homes. Non-residential development should be car free, except to provide for blue badge holders and publically accessible through out the day and evening.	Number of car free developments within the opportunity area Change in the number of car parking spaces within the opportunity area Number of car club bays Amount of development within CPZs	
Cleaner, greener, safer			
AAP22: Green infrastructure	<ul> <li>Development should provide:</li> <li>A new park on Mandela Way</li> <li>Green route along the former Surrey Canal</li> <li>A new park on the gasworks/IWMF site</li> <li>Improvements to existing parks</li> <li>On site public realm and green infrastructure improvements</li> </ul>	Amount of new publically accessible open space, recorded by type, approved, under construction and completed in the opportunity area	
AAP23: Flood risk and sustainable urban drainage systems	<ul> <li>Development should implement incorporate a SUDs strategy that:</li> <li>Maximises opportunity to reduce run-off flows to a greenfield rate</li> <li>Improve water quality</li> <li>Improve biodiversity and amenity</li> </ul> Major schemes should provide greywater reuse systems	Number of flooding incidents within the opportunity area Number of Sites of Importance for Nature Conservation (SINCs) designated within the opportunity area Number of schemes approved, under construction and completed which include a greywater reuse system	
AAP24: Decentralised energy	The Old Kent Road opportunity area should develop an integrated decentralised heat network, delivered through development proposals	Compliance with London plan carbon reduction standards Amount of CIL generated by	

		developments within the opportunity area for the heat network
AAP25: Air Quality	Development should exceed air quality neutral standards.	Annual average levels of PM2.5, PM10 and NOx
Implementation	n	
AAP26: Proposals sites	Proposals sites have been proposed on the adopted policies map and include land uses and capacity for new homes. Sites may be subject to temporary uses prior to the commencement of construction for an approved permanent scheme	Annual review of proposals sites subject to planning applications, construction site activity and completed development
AAP27: Delivering the plan	The council will: Work with the local community, businesses, developers, London Borough of Lewisham, the GLA to help co-ordinate and deliver infrastructure and development, including through the use of CIL and S106	

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