

Item No. 7.1	Classification: OPEN	Date: 21 March 2017	Meeting Name: Planning Sub-Committee A
Report title:	Development Management planning application: Application 16/AP/3623 for: Full Planning Permission Address: 18 AMELIA STREET, LONDON SE17 3PY Proposal: Demolition of existing 3-storey hotel and erection of a new part 6, part 4 storey hotel (53 bedrooms) with a basement floor and an ancillary retail unit at ground-floor (Use Class C1).		
Ward(s) or groups affected:	Newington		
From:	Director of Planning		
Application Start Date 08/09/2016		Application Expiry Date 08/12/2016	
Earliest Decision Date 20/10/2016		Target Decision Date 28/03/2017	

RECOMMENDATION

1. Grant planning permission, subject to conditions.

BACKGROUND INFORMATION

2. During the consideration of the application, the applicant entered into negotiations with officers. The outcome of this is that the rear half of the hotel has been reduced from 6-storeys to 4-storeys high (from just over 18m to 12.5m approximately). The number of hotel bedrooms has accordingly been reduced from 61 to 53.

Site location and description

3. The application site measures approximately 0.03 hectares and is located on the north side of Amelia Street. It is currently occupied by a three-storey hotel with ground floor restaurant.
4. To the west of the site, and immediately adjacent to the railway viaduct, there is an existing mixed-use (though predominantly residential) 9-storey building ('The Printworks') containing residential properties, some of which face the application site.
5. Planning permission ref. 14/AP/2709 was granted on 08/12/2014 for a mixed-use (again predominantly residential) scheme to the east of the site containing 3/4/5/7 storey buildings including 55 residential units (4 storeys fronting Amelia Street adjacent to the current proposal site). The construction of this development has recently commenced. This scheme is referred to in this report as the Family Mosaic scheme at 2-16 Amelia Street or otherwise simply 2-16 Amelia Street.
6. A current application is being considered for a re-development of Chatelain House on the opposite side of Amelia Street comprising 54 residential units in a building of between 4 and 6 storeys.
7. The site is located within the Central Activities Zone, Elephant and Castle Major

Town Centre and Elephant and Castle Opportunity Area. It is identified within the 'Rail Corridor Character Area' as defined in the Elephant and Castle Opportunity Area Planning Framework/SPD and forms part of one of the identified potential development sites (26), the eastern part of which is already subject to the planning permission noted above. The site originally formed part of the much larger Proposal Site 39P in the Southwark Plan (2007). It is also within an Air Quality Management Area, which covers the majority of the borough.

8. The site is located approximately 40m west of Walworth Road and is outside of Walworth Road Conservation Area.
9. The nearest designated heritage assets are located on Walworth Road and include the cluster of civic buildings, the Grade II listed former Walworth Town Hall, the Newington Library (and Cuming Museum) and the Southwark Clinic.

Details of proposal

10. The proposal is for the demolition of the existing hotel on the site and the construction of a new, part 4, part six-storey hotel plus basement comprised of 53 guest bedrooms. The front half would be six storeys tall while the rear half would be 4 storeys tall. The roof over the four-storey part would be finished with a biodiverse 'green' roof while the roof over the six-storey part would accommodate solar panels. The ground floor would contain a small retail unit sharing some of the hotel's frontage onto Amelia Street. The building would be finished with a brown facing brick and each floor would be defined with prominent 'expressed' concrete floor/ceiling slabs. It would feature deep recessed window bays which would articulate its facades on all sides.

11. Relevant Planning history

<p>15/EQ/0341 Application type: Pre-Application Enquiry (ENQ) Demolition of existing building and construction of a 6-storey hotel (Use Class C1). Decision date 03/02/2016 Decision: Pre-application enquiry closed (EQC)</p>

<p>15/EQ/0069 Application type: Pre-Application Enquiry (ENQ) Demolition of existing building and the construction of a 8 storey hotel building. Decision date 20/08/2015 Decision: Pre-application enquiry closed (EQC)</p>

Planning history of relevant neighbouring sites

12. Chatelain House, 182-202 Walworth Road

13/AP/1122
Demolition of the existing building and erection of a building ranging in height from 4 storeys to 6 storeys (plus basement) comprising 4,945 sqm (GEA) of use Class A1 (shops), A3 (restaurants and cafes), D2 (Assembly and Leisure) and B1 (Business) floorspace and 54 residential units with associated landscaping, play space, cycle parking and 6 accessible car parking spaces.
GRANTED WITH A LEGAL AGREEMENT: 23/12/2015

13. 2-16 Amelia Street

14/AP/2709
Demolition of existing buildings (sui generis) and redevelopment to provide a part 3/4/5/7 storey development comprising 55 flats (9x 1 bedroom, 39x 2 bedroom and

7x 3 bedroom)(Use class C3), 305sqm retail floorspace (Use class A1/A2/A3), associated disabled car parking and amenity space and replacement substation.
GRANTED WITH A LEGAL AGREEMENT: 08/12/2014

14. The Printworks (former HMSO) (Land at Amelia Street and Robert Dashwood Way)

07/AP/0650

Erection of a building up to 9 storeys (29.5m) in height comprising 164 residential flats and 1,152m² of either B1 (offices) or D1 (non-residential institutions) floorspace, basement car parking, and associated works including hard and soft landscaping.

GRANTED WITH A LEGAL AGREEMENT: 21/12/2007

15. John Smith House, 144-152 Walworth Road

10/AP/1831

Change of use of entire building from Offices (Class B1 use) to a 75 bedroom/269 bed Hotel (Class C1 use) with ancillary Restaurant/Cafe at lower ground floor level, alterations to the rear courtyard, and minor elevational alterations to the windows on the rear annexe building. Service access would be maintained from Walworth Road.

GRANTED WITH A LEGAL AGREEMENT: 13/10/2010

KEY ISSUES FOR CONSIDERATION

Summary of main issues

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

- a) The principle of development in terms of land use and conformity with strategic policies;
- b) The impact of the development on the amenity of neighbouring properties
- c) The design of the development and its impact on the character and appearance of the local area.
- d) Transport impacts
- e) Flood risk
- f) Planning obligations
- g) All other relevant material planning considerations

Planning policy

17. National Planning Policy Framework (Published 27 March 2012)

The National Planning Policy Framework was published in March 2012 and established the Government's strategy for the delivery of sustainable development. Whilst not policy in itself, all local planning policies must be in general conformity with the NPPF and it is a material consideration in the determination of planning applications.

In addition to the core planning principles enshrined in the NPPF, the following sections are most relevant to the proposed development:

Section 1: Building a strong, competitive economy

Section 2: Ensuring the vitality of town centres

Section 4: Promoting sustainable transport

Section 7: Requiring good design

Section 12: Conserving and enhancing the historic environment

18. The London Plan (2016) (consolidated with alterations since 2011)

Policy 2.10 - Central Activities Zone – Strategic priorities
Policy 2.11 - Central Activities Zone – Strategic functions
Policy 2.15 - Town centres
Policy 4.1 - Developing London's economy
Policy 4.5 - London's visitor infrastructure
Policy 5.12 - Flood risk management
Policy 5.13 - Sustainable drainage
Policy 5.17 - Waste capacity
Policy 6.3 - Assessing effects of development on transport capacity
Policy 6.9 - Cycling
Policy 6.10 - Walking
Policy 6.13 - Parking
Policy 7.2 - An inclusive environment
Policy 7.3 - Designing out crime
Policy 7.4 - Local character
Policy 7.6 - Architecture
Policy 7.8 - Heritage assets and archaeology

Mayor of London Supplementary Planning Guidance

Central Activities Zone (2016)
Town Centres (2014)
Character and context (2014)
Sustainable Design and Construction (2014)
Accessible London: Achieving an Inclusive Environment (2014)

19. Southwark Core Strategy (2011)

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 12 - Design and conservation
Strategic Policy 13 - High environmental standards

20. Southwark Unitary Development Plan (2007) - Saved Policies

The council's cabinet on 19 March 2013, as required by para. 215 of the NPPF, considered the issue of compliance of Southwark Planning Policy with the National Planning Policy Framework. All policies and proposals were reviewed and the council satisfied itself that the policies and proposals in use were in conformity with the NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan policies are saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the NPPF.

Policy 1.1 - Access to employment opportunities
Policy 1.4 - Employment sites outside the preferred industrial locations
Policy 1.7 - Development within town and local centres
Policy 1.9 - Change of use within protected shopping frontages
Policy 1.12 - Hotels and Visitor Accommodation
Policy 3.1 - Environmental effects
Policy 3.2 - Protection of amenity
Policy 3.3 - Sustainability Assessment
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 5.1 - Locating developments
 Policy 5.2 - Transport impacts
 Policy 5.3 - Walking and cycling
 Policy 5.6 - Car parking

Supplementary Planning Documents:
 Sustainable Transport (2010)
 Sustainable Construction and Design (2009)
 Section 106 Planning Obligations and CIL (2015)

Summary of neighbour consultation responses

21.	Total number of representations:		10			
	In favour:	0	Against:	10	Neutral:	0
	Petitions in favour:		0	Petitions against:		0

Summary of issues raised:

22. The issues raised below are all from residents of 'The Printworks' and were submitted in response to the scheme as originally submitted, not as subsequently reduced in scale and massing.
- The development will overlook 'The Printworks'
 - It will cause an increase in traffic congestion as a result of the increased capacity of the hotel
 - Loss of light to flats and private courtyard/garden.
 - A large budget hotel will not contribute towards the regeneration of the local area
 - Not acceptable to allow construction work on a Saturday morning as it will cause noise and disturbance to neighbouring residents
 - Loss of view
 - Concern at impact of dust from construction

Summary of other statutory and non-statutory consultation responses

Environment Agency

23. No objection, but strongly recommend, (i) that consideration be given to the use of flood resistant measures, e.g., barriers on doors, windows and access points at the basement and ground floor level within the proposed development, in order to reduce the impact of flooding and, (ii) that access to the basement is raised 300mm above the 1in 200 year breach level plus climate change as a precaution to ensure that any infiltration will not result in the basement being flooded.

Local Highway Authority (Southwark)

24. The retaining walls of the basement are in close proximity to the public highway and as such detailed design and method statements (AIP) for foundations and basements

structures retaining the highway (temporary and permanent) in accordance with BD 2/12 'Technical Approval of Highway Structures' should be submitted and approved by the Highway Authority. This needs to be secured through a planning condition.

Southwark Environmental Protection Team

25. Objection - Within the design and access statement the ancillary use is stated to be a possible 'café' but on the plans submitted there is no indication in connection with the ventilation of the premises. The developer will need to follow the guidance contained in Defra 'Guidance on the control of odour and noise from commercial kitchen exhaust systems'.

Southwark Flood and Drainage Team

26. Supports the proposal subject to the condition that no above grade works shall commence until details of a surface water drainage scheme. The team also raised the following issues:
- There is potential land contamination on the site which should be taken into consideration in the drainage strategy.
 - There is sleeping accommodation in the basement and at ground floor level. This is not allowable and is against both Southwark Council and Environment Agency guidance. We require that sleeping accommodation is a minimum of 300mm above tidal + climate change breach modelled levels.
 - There are toilets and showers/baths in the basement and on the ground floor, for all connections to the combined/foul sewer on levels below the tidal + climate change breach modelled levels, Southwark highly recommend that non-return valves are fitted.

Thames Water

27. No objection

The principle of development

The principle of a hotel in this location

28. The acceptability in principle of a hotel in this location falls to be assessed against policy 4.5 (London's visitor infrastructure) of the London Plan (2016), strategic policy 10 (Jobs and Businesses) of the Core Strategy (2011) and saved policy 1.12 (Hotels and visitor accommodation) of the Southwark Plan (2007).
29. London Plan policy 4.5 outlines the ambitions of the Plan to achieve 40,000 net additional hotel bedrooms by 2036, of which at least 10 per cent should be wheelchair-accessible. It also states that within the CAZ strategically important hotel provision should be focussed on its opportunity areas. The proposal would tick both boxes in this respect as the site lies within both the CAZ and an opportunity area.
30. The Core Strategy recognises that as arts, cultural and tourism activities have flourished in Southwark in the last decade, particularly in the strategic cultural areas, there has been an expansion of hotel development in recent years particularly within the Bankside and Borough areas. It states that while this growth helps to meet a need it is important that growth needs are balanced against the need to foster stable residential communities. Policy 10 of the Core Strategy therefore states that the council will allow the development of hotels within the town centres, the strategic

cultural areas, and places with good access to public transport services, providing that these do not harm the local character.

31. Saved policy 1.12 states that hotels and other visitor accommodation will be encouraged in areas with high public transport accessibility but that they will be resisted where they would result in a loss of existing residential accommodation, or an over dominance of visitor accommodation in the locality.
32. As the site is located in the Central Activities Zone, a major town centre and an opportunity area and with good accessibility by public transport, it is considered to be suitable, in principle, for a replacement hotel development.
33. In addition, while the existing building on the site is not unattractive or completely without architectural merit it is not considered to be of sufficient quality or importance to the townscape to be considered an undesignated heritage asset. As a result, no objection is raised to its demolition, so long as any building proposed to replace it would be of sufficiently high quality and deliver a positive contribution to the street scene.

Environmental impact assessment

34. The proposal lies outside the scope of the Town and Country Planning (Environmental Impact Assessment Regulations) 2011 and as such there is no requirement for an EIA.

The impact of the development on the amenity of neighbouring properties

35. Saved policy 3.2 (Protection of amenity) seeks to ensure that new development does not compromise the amenities enjoyed by existing neighbours, for example, by protecting adequate daylight and sunlight, privacy, immediate outlook and a reasonable degree of peace and quiet.

Daylight and sunlight impacts

36. The properties that would potentially be most affected by the new hotel are the predominantly residential development at 2-16 Amelia Street to the east, the predominantly residential development at 22 Amelia Street (also known as 'The Printworks') to the west of the site, and to a lesser extent Chatelain House opposite the site on the south side of Amelia Street. The impact on these properties will be considered in turn.
37. The application has been accompanied by a technical daylight and sunlight report, prepared by Point 2 Surveyors, in line with the established industry guide from the Building Research Establishment (BRE): 'Site Layout Planning for Daylight and Sunlight: a guide to good practice' (Littlefair, P. 2nd Ed. 2011), hereafter referred to as 'the BRE guidelines'. This report was updated to reflect the revised scheme in which the rear half of the hotel has been reduced from 6-storeys to 4-storeys.
38. The BRE guidelines are a recognised mechanism within Southwark's Residential Design Standards SPD to establish the impact of development on daylight and sunlight. It should be noted however, that the BRE criteria provide guidance only, and that it is important to consider the local context of the area within which the site is located. In such situations the BRE guidelines need to be applied more flexibly and the guidelines state that, *"the advice given here is not mandatory and this document should not be seen as an instrument of planning policy...although it gives numerical guidelines, these should be interpreted flexibly because natural lighting is only one of many factors in site layout design."*

39. The submitted report analyses the impact of the proposed development on the levels of daylight and sunlight reaching existing properties in close proximity to the site. It does this via three methods of analysis:
- Vertical sky component (VSC) (with and without balconies where relevant)
 - Daylight distribution (also known as a no-sky line analysis)
 - Average Probable Sunlight Hours (APSH).

Vertical sky component

40. Vertical sky component (VSC) is a 'spot' measure of the skylight reaching the mid-point of a window from an overcast sky. It represents the amount of visible sky that can be seen from that reference point, from over and around an obstruction in front of the window. That area of visible sky is expressed as a percentage of an unobstructed hemisphere of sky, and, therefore, represents the amount of daylight available for that particular window. As it is a 'spot' measurement taken on the outside face of the window, its shortcoming is that it takes no account of the size or number of the windows serving a room, or the size and layout of the room itself.
41. For existing buildings, the Building Research Establishment (BRE) guideline is based on the loss of VSC at a point at the centre of a window, on the outer plane of the wall. The BRE guidelines state that if the VSC at the centre of a window is more than 27% (or if not, then it is more than 80% of its former value), then the diffuse daylighting of the existing building will not be adversely affected.
42. It should, nevertheless, be noted that the 27% VSC target value is derived from a low density suburban housing model. The independent daylight and sunlight review states that in an inner city urban environment, VSC values in excess of 20% should be considered as reasonably good, and that VSC in the mid-teens should be acceptable. However, where the VSC value falls below 10% (so as to be in single figures), the availability of direct light from the sky will be poor.

No-sky line

43. No-sky line (NSL) is a measure of the distribution of diffuse daylight within a room. The NSL simply follows the division between those parts of a room that can receive some direct skylight from those that cannot. If from a point in a room on the working plane (a plane 850mm above the floor) it is possible to see some sky then that point will lie inside the NSL contour. Conversely, if no sky is visible from that point then it would lie outside the contour.
44. Where large parts of the working plane lie beyond the NSL, the internal natural lighting conditions will be poor regardless of the VSC value, and where there is significant movement in the position of the NSL contour following a development, the impact on internal amenity can be significant.
45. When comparing the NSL for existing buildings against that proposed following development, the BRE guidelines state that if the NSL line moves so that the area of the existing room which does receive direct skylight is reduced to less than 0.8 times its former value, then this will be noticeable to the occupants, and more of the room will appear poorly lit.

Daylighting impact on 2-16 Amelia Street

46. All of the potentially affected habitable room windows (53 in the west elevation of the seven-storey block and 2 in the rear elevation of the four-storey front block) in this adjacent development were assessed using the VSC test and of these 55 windows

only 8 were found to fail. The failing windows serve five bedrooms and one kitchen/diner. The table below shows the results for these windows.

Family Mosaic scheme, 2-16 Amelia Street VSC reductions greater than 20%				
Floor	Flat	Rooms	Windows	% VSC reduction
1st	1	R8 (Kitchen/diner)	1. W8/701	42.86
	2	R11 (Bedroom)	2. W11/701	24.54
	3	R12 (Bedroom)	3. W12/701	29.89
			4. W13/701	33.12
		R13 (Bedroom)	5. W14/701	31.65
2nd	4	R12 (Bedroom)	6. W12/702	21.34
			7. W13/702	24.54
		R13 (Bedroom)	8. W14/702	22.53

47. However, the report rightly points out that these windows already experience a less than optimal amount of daylight due to the way in which this development has been designed, i.e., they are significantly 'blinkered' to the south by the rear elevation of the front 4-storey part of the same building. As such, their low future VSC scores (and the high proportion of the reduction relative to the existing VSC scores (shown in the last column in the table above) are largely attributable to this fact rather than to the impact of the proposed new hotel.
48. Further to the VSC analysis above, the NSL analysis of 2-16 Amelia Street indicates that only 6 rooms would experience a noticeable loss of daylight. Furthermore, five of these six rooms would be bedrooms, which the BRE guidelines advise are less important in terms of requiring daylight than a living room, dining room or a kitchen. The remaining room would be a kitchen/diner.
49. In summary, 49 of the 55 nearest habitable room windows in the adjacent development at 2-16 Amelia Street would not experience a noticeable change to their existing daylighting levels. This impact would therefore fall into the category of a 'minor adverse impact' and as such is considered to be acceptable with regard to saved policy 3.12 (Protection of amenity) of the Southwark Plan (2007). Finally, above all else it must be borne in mind that this is an assessment of a neighbouring development currently under construction and is not yet occupied.

Daylighting impact on 'The Printworks', 22 Amelia Street

50. All of the potentially affected habitable room windows, 132 in total, in the east and south elevations of this building were assessed using the VSC test and the NSL test. The table below shows the results for these windows.

'The Printworks', 22 Amelia Street VSC reductions greater than 20%					
Floor	Flat	Rooms	Windows	% VSC reduction	
				With balcony	Without balcony
1st	1 (2bed)	R1/11 (LKD)†	1. W3/11*	51.90	27.10
			2. W4/11	32.96	
		R2/11 (Bedroom)	3. W5/11	35.22	
	2 (2bed)	R3/11 (Bedroom)	4. W6/11	35.30	

		R4/11 (Bedroom)	5. W7/11	32.36	
		R5/11 (LKD)	6. W9/11*	51.80	27.17
	3 (1bed)	R6/11 (LKD)	7. W10/11*	43.02	19.98
		R7/11 (Bedroom)	8. W11/11*	53.15	23.59
	4 (1bed)	R11/11 (Bedroom)	9. W17/11*	29.52	13.42
2nd	5 (2bed)	R1/12 (LKD)†	10. W3/12*	50.28	24.56
			11. W4/12	31.43	
		R2/12 (Bedroom)	12. W5/12	31.64	
	6 (2bed)	R3/12 (Bedroom)	13. W6/12	29.12	
		R4/12 (Bedroom)	14. W7/12	25.13	
		R5/12 (LKD)	15. W9/12*	43.38	21.68
	7 (1bed)	R6/12 (LKD)	16. W10/12*	25.51	12.59
		R7/12 (Bedroom)	17. W11/12*	35.34	17.08
3rd	8 (2bed)	R1/13 (LKD)†	18. W3/13*	31.17	16.59
			19. W4/13	21.04	
		R2/13 (Bedroom)	20. W5/13	22.47	
	9 (2bed)	R3/13 (Bedroom)	21. W6/13	21.48	
		R5/13 (LKD)	22. W9/13*	28.59	15.27
	10 (1bed)	R7/13 (Bedroom)	23. W11/13*	22.63	11.53

*window recessed under a balcony

† room also benefits from an unobstructed window in the south elevation

51. The table above shows that 23 windows serving 10 different flats between the first and third floors within the south-west part of the 'The Printworks' would be noticeably affected in terms of the loss of daylight that they would experience. However, 12 out of the 23 windows are recessed under the balcony of the floor above and therefore the less-than-optimal daylight they currently experience actually originates from the design of the building itself as the balconies block out a significant portion of the sky dome to the windows directly below. The results of the 'without balcony' test in the last column therefore give a truer picture of the impact of the new hotel, i.e., discounting the self-imposed impact inherent in the design of 'The Printworks'.
52. Furthermore, when account is taken of the fact that the living/kitchen/dining rooms of the 2-bed flats occupying the south-west corner of the building (R1/11, R1/12 and R1/13) also benefit from an unobstructed window in the south elevation and that therefore these rooms would not experience a significant loss of daylight, only 9 bedroom windows and 2 living/kitchen/dining rooms serving 7 different flats would experience a noticeable reduction in the level of daylight they currently receive that would be solely attributable to the proposed development.
53. The NSL analysis of 'The Printworks' identifies 14 rooms which would experience a noticeable loss of daylight. 10 of these would be bedrooms and 4 would be living/kitchen/dining rooms. However, 4 of these 14 rooms would only marginally exceed the threshold above which the loss becomes noticeable, i.e., 20%.
54. However, another important factor to bear in mind is that the design and internal layout of 'The Printworks' is such that the vast majority of its habitable rooms are unusually deep (over 5 metres). This is unusual and is acknowledged by the BRE guidelines, as it states,

'If an existing building contains rooms lit from one side only and greater than 5m deep, then a greater movement of the no sky line may be unavoidable'

55. Therefore, as with the balconies which block out a certain amount of daylight to windows behind and directly under, the unusually deep layout of the habitable rooms within the flats also results in them receiving less direct daylight than they would otherwise. So it must be acknowledged that the design of 'The Printworks' results in lower than normal daylighting levels for its flats and this is a significant contributory factor to the proposed VSC and NSL scores that have been recorded.
56. In any event, in the context of 'The Printworks' building as a whole (a development of 164 flats), 7 flats experiencing a noticeable loss of daylight in some of their rooms amounts to only 4% of the total number of residential units and is considered to fall into the category of a 'minor adverse impact' and as such is considered to be acceptable with regard to saved policy 3.12 (Protection of amenity) of the Southwark Plan (2007).

Daylighting impact on proposed development at Chatelain House

57. The VSC results are very favourable as they indicate no noticeable impact on this proposed development lying directly opposite the site on the south side of Amelia Street. The NSL assessment indicates that only 6 habitable rooms out of a total of 52 would experience any noticeable reduction in daylight. Overall, it is considered that the proposal would have no significant impact on the amenity of future occupiers of this neighbouring development.

Overshadowing of neighbouring courtyards and gardens

58. An assessment has also been undertaken of the overshadowing impact of the new hotel on surrounding private courtyards and gardens at 'The Printworks' and the proposed development at 2-16 Amelia Street. The BRE guidelines suggest that for each garden or courtyard affected at least half of the space assessed should still be able to receive at least 2 hours of sunlight on March 21 with the proposed development in place. The results show that the large private (communal) courtyard areas for these adjacent developments would remain unaffected. The only other potentially affected areas are 3 ground-level private rear gardens on the west side of the nearest block in the 2-16 Amelia Street development. Only the nearest, most southerly of these gardens would fail the requirement for 2 hours of sunshine on 21 March and thus would be noticeably affected. However, this garden would still receive some sunshine during the summer months and again it must be noted that this flat is not yet occupied as construction of this development is ongoing.

Privacy

59. Adequate privacy for existing and future occupiers of adjacent flats would be maintained by the careful window design and use of obscure glazing for the hotel bedrooms. The main window panes facing directly west, north or east in each of these elevations would contain only opaque glass or have an opaque treatment applied to it so as to prevent any overlooking of neighbouring residential properties. However, the hotel bedrooms would still be afforded a very modest outlook in a northerly direction through a narrow side return window pane which would be clear-glazed. Therefore officers are satisfied that the existing residents of The Printworks to the west and the future residents of the Family Mosaic development at 2-16 Amelia Street to the east would have their privacy adequately protected despite the relative closeness of the proposed new hotel to both.

Enclosure

60. The predominantly seven-storey high rear block in the 2-16 Amelia Street scheme adjoins the smaller and lower four-storey part that fronts onto Amelia Street, and is aligned at right-angles to it. It is set in from the shared boundary with the application

site by seven metres. It contains habitable room windows in its west elevation. Closest to the application site, the lowest residential units are at first-floor level (below which is an undercroft area providing access within the site), whereas further to the north along the block there are also residential units at ground-floor level. The rear (north) facing elevation of the lower four-storey street-facing block also contains habitable room windows between its first and third (top) floors.

61. With the reduction in height of the rear half of the hotel from six to four storeys (from 18m to 12.5m approximately), future occupiers of the nearest flats in 2-16 Amelia Street (which are at first-floor level), would view the rear part of the hotel (the part closest to them) as being only 2 storeys above them. Indeed, its four storey would be only 2.2m higher than the rear part of the existing hotel on the site (which is 10.3m high to the roof ridge).
62. The four-storey rear part of the hotel would therefore be approximately 6m higher than these lowest flats at the first-floor, the height differential would be approximately equivalent to 6m while a 7m gap would remain between them. With the height differential being less than the separation distance between the two it is considered that the hotel would not create an overbearing sense of enclosure around the 2-16 Amelia Street development to the east. It should also be noted that all of the nearest flats within this adjacent development are dual aspect with another outlook either to the west toward the larger private (communal courtyard and garden) or to the south over Amelia Street.
63. Although, as noted above, there are also flats at ground level in the seven-storey block adjacent to the application site, these would only have an oblique relationship with the rear part of the hotel as they are located further to the north beyond its rear elevation. Therefore, it is also considered that the occupiers of these flats would likewise not experience any significant enclosure of their properties by the new hotel and hence that their amenity would be adequately protected.
64. In summary, it is considered that the reduced height, bulk and mass of the revised proposal before Members would not result in any significantly harmful amenity impacts to existing or future occupiers of nearby dwellings and thus would comply with saved policy 3.2 of the Southwark Plan (2007).

Enclosure impact on 'The Printworks'

65. The separation distance between the opposing elevations of the proposed hotel (west) and The Printworks (east) is approximately 12m (5m greater than the separation between the proposed hotel and 2-16 Amelia Street on the east side of the site), therefore officers are satisfied that the proposal, being 18m high at the front and 12.5m high at the rear, would not create an overbearing sense of enclosure around the nearest flats within this building.

The design of the development and its impact on the character and appearance of the local area.

66. The site is located on Amelia Street adjacent to the recently completed Printworks site to the east and the redeveloped police mortuary at the junction of Amelia Street and Walworth Road to the east. These two developments range in height from 4 storeys in height at Walworth Road (adjacent to The Tankard public house) to 9 storeys in height immediately adjacent to the elevated railway line to the west.
67. The existing building is a charming but unremarkable building constructed around the 1930s. It currently houses the Eurotraveller Hotel in what was formerly The Queen's Head public house. The pub building has been heavily altered with new windows, a

mansard extension and other extensions. Whilst there are still some remnants of its architectural detailing, these have been largely lost or subsumed into the more recent refurbishments. Its demolition is not resisted for an appropriate, high quality development.

Height, Scale, Massing and Arrangement

68. The proposal is arranged in the form of a T-shaped building which fronts onto Amelia Street and extends to the rear of the site parallel to the recently completed Printworks building. The arrangement is logical and appropriate. The arrangement seeks to maximise the depth of the site and to minimise its impact on neighbouring properties.
69. The height and massing is set at 5-storeys high on Amelia Street, just one storey taller than the neighbouring development at 2-16 Amelia Street and then steps up to 6-storeys at the front half, before coming down to 4-storeys at the rear half. In this way the proposal seeks to mediate between the scale and height of the neighbouring developments. The linear arrangement of the hotel wing which extends to the rear of the site seeks to echo the linear form of 'The Printworks' building to the west. The proposed height and massing is considered appropriate in this context.

Detailed design

70. The proposal is designed as a brick-clad mid-height development in a crisp modern design. The repeated internal arrangement of rooms is reflected in the repeated pattern of fenestration, made more interesting by a decorative pattern of inverted arches arranged between windows. The hotel is proposed to be clad in a brown brick (Liverpool Brick from Hagemeister – laid in a traditional stretcher bond) which exhibits subtle variations in tone and texture throughout and which, aside from the proud inverted arch patterning, should add a richness and interest to the elevations.
71. The reinforced concrete floor-ceiling slabs are clearly expressed in the design of the building and this expression together with the contrast in colour between the darker brown brick and their lighter grey colour work to break up the massing of the building. The combination of the repeated pattern of inverted arches between recessed window openings on each floor and the expressed floor-ceiling slabs between the floors sets up a pleasing interplay of vertical and horizontal rhythms which breaks up the massing of the building while conveying a sense of strength and order, which is welcome.
72. Careful consideration has also been given toward the relationship of the new hotel with the street. The entrance to the hotel would be set back from Amelia Street (the public footpath) by 2.5m and would also be set in from the site's western boundary by approximately 1.5m, to a point approximately 5m back from the footpath. This would therefore create a semi public/private ante-space in front of the hotel (covered over by the floor above) which represents a welcome addition to the public realm along the street. As shown on the plans this also allows for guest/visitor cycle parking spaces to be provided in a very visible and accessible location at the front of the hotel (which would also be covered to a degree by the projecting floor slab above) and several planters are also proposed within the space which would potentially enhance the appearance of the hotel entrance.
73. Overall, the design of the hotel is deemed to be a well-considered piece of architecture that would enhance the character and appearance of Amelia Street and be of the quality expected and hoped for when the site was identified within the detailed regeneration framework in the Elephant and Castle OAPF/SPD.

Transport impacts

Servicing

74. No significant uplift in vehicular movements is anticipated as a consequence of the number of guest bedrooms on the site increasing from 31 to 53.

Car parking

75. The site benefits from a public transport accessibility level of 6a (Excellent), is located in a controlled parking zone and the proposed development is presented as a 'car-free' scheme. The standard condition withdrawing eligibility to apply for on-street parking permits is recommended.

Cycle parking

76. Indicatively, seven staff parking spaces are shown within in a secure room at basement level and four visitor parking spaces are shown within the covered ante-space at the front of the hotel. The seven staff parking spaces would be accessed via the service lift which lies adjacent to the cycle store room and this would allow for reasonably convenient access/egress to and from Amelia Street via the ground-level refuse and service bay.
77. The street-level visitor cycle spaces are also considered acceptable. In this location they would be readily visible and accessible and would be largely protected by the elements by the over-sailing floor/ceiling slab of the first-floor above. Also their location near the entrance to the hotel is likely to afford them a degree of added security due to the activity and natural surveillance (as well as quite possibly being within the view of a private CCTV camera).
78. To maximize capacity, accessibility and convenience the use of a dual-stacking system is advised for the staff cycle parking facilities, while 'Sheffield' stands are recommended for the visitors parking spaces and this has been advised with an informative.

Flood risk

79. A flood risk assessment was submitted with the application. No objections are raised by either the flood and drainage team or the Environment Agency but both note that the provision of sleeping accommodation at basement level is contrary to the recommendations of the borough-wide Strategic Flood Risk Assessment. However, given that what is proposed is temporary hotel accommodation rather than housing it is considered that this arrangement would be acceptable subject to the subsequent submission and approval of an acceptable flood response plan. this requirement is detailed within the draft planning conditions set out in the officer recommendation.

Planning obligations (S.106 undertaking or agreement)

80. Although the scheme is a 'Major' development in that it would create a new hotel with approximately 1580sqm of floorspace, the net increase in non-residential (hotel) floorspace on the site would only be 850sqm, which is less than the 1000sqm (net increase) threshold at which financial contributions are required to mitigate site-specific impacts.
81. Other than this, the Local Highways Authority have identified the need for a S.278 Highways agreement to secure suitable protection and improvements to the part of the

public highway which adjoins the application site boundary. As this is the only required planning obligation it can be secured via a negatively-worded 'Grampian' condition rather than by way of a full S.106 legal agreement. This condition is set out within the draft planning conditions set out in the officer recommendation.

Sustainable development implications

82. The scheme falls into the 'Major' development category in that it would create a new hotel with approximately 1580sqm of floorspace. However, the net increase in non-residential (hotel) floorspace on the site would only amount to 850sqm, which is less than the 1000sqm (net increase) threshold at which a contribution to the Carbon Off-set 'Green' fund is required, as set out in the adopted Planning Obligations and CIL SPD (2015). Therefore, although the submitted Energy Statement identifies that the development would fall slightly short in meeting the 35% carbon dioxide emissions reduction target set out in policy 5.2 (Minimising carbon dioxide emissions) of the London Plan (2016) (it would achieve 32.9%) no shortfall off-setting financial contribution can be required of this development.
83. It would, however, be required to achieve a BREEAM 'Excellent' score which is a measure of sustainability in the design and construction for commercial developments. Indeed the application has been accompanied by an independent report which has undertaken an initial assessment of the development's ability to meet the required BREEAM 'Excellent' score. This has identified that the development should achieve a score of at least 71% and which could possibly rise as high as 79%. The threshold for achieving BREEAM excellent is 70% therefore the development should achieve this.

Other matters – Mayoral and Southwark Community Infrastructure Levies (CIL)

84. S143 of the Localism Act 2011 states that any financial sum that an authority has received, will, or could receive in the payment of CIL as a material 'local financial consideration' in planning decisions. The requirement for Mayoral CIL is a material consideration. However, the weight to be attached to a local finance consideration remains a matter for the decision-maker. Mayoral CIL is to be used for strategic transport improvements in London, primarily Crossrail.
85. The application is liable for both the Mayoral CIL and the Southwark CIL because it constitutes a chargeable development under the CIL Regulations 2010 (as amended). The following are the estimated amounts due:

MCIL chargeable area = $Gr - Kr - (Gr \times E/G) = 1560 - 0 - (1560 \times 730/1560) = 830 \text{ sqm}$
MCIL in 2017 = $830\text{sqm} \times £35 \times 286/223 = £37,257$

SCIL Hotel Chargeable Area = $Gr - Kr - (Gr \times E/G) = 1560 - 0 - (1560 \times 730/1560) = 830 \text{ sqm}$

SCIL (Hotel & ancillary Retail Zone 2) = $830\text{sqm} \times £125 \times 286/259 = £114,566$

Conclusion on planning issues

86. The principle of the use on the site is already established through the long-standing presence of the existing hotel on the site. Officers are satisfied that the revised scheme would strike an appropriate balance between the efficient use of the land and the need to protect the amenity of neighbouring residential occupiers. The design of the building is well-considered and would be an interesting and well-detailed piece of contextual design that would sit comfortably in its immediate surroundings. The height and massing of its frontage would be compatible with the prevailing heights of buildings

along Amelia Street that have been established as a result of recent planning permissions, most notably at 2-16 Amelia Street and at Chatelain House along the south side of Amelia Street opposite the application site and therefore would not appear over-dominant in the streetscene. No significant additional transport impacts are envisaged as a result on the modest intensification of the use on the site. For these reasons it is recommended that planning permission be granted.

Community impact statement

87. 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. There are no issues relevant to particular communities/groups likely to be affected by the proposal, and, There are no likely adverse or less good implications for any particular communities/groups.

Consultations

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

Consultation replies

89. A summary of the consultation responses received are set out in Appendix 2.

Human rights implications

90. 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.
91. This application has the legitimate aim of seeking planning permission for a new hotel development. 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/1166-B Application file: 16/AP/3623 Southwark Local Development Framework and Development Plan Documents	Chief Executive's Department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 4877 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Recommendation
Appendix 4	Pre-application advice 15/EQ/0069
Appendix 5	Pre-application advice 15/EQ/0341

AUDIT TRAIL

Lead Officer	Simon Bevan, Director of Planning		
Report Author	Ciaran Regan, Senior Planning Officer		
Version	Final		
Dated	7 March 2017		
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 of 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		8 March 2017	

APPENDIX 1

Consultation undertaken

Site notice date: 13/09/2016

Press notice date: 15/09/2016

Case officer site visit date: n/a

Neighbour consultation letters sent: 13/09/2016

Internal services consulted:

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

Flood and Drainage Team

Highway Development Management

Waste Management

Statutory and non-statutory organisations consulted:

Environment Agency

Thames Water - Development Planning

Neighbour and local groups consulted:

Flat 605 22 Amelia Street SE17 3BZ
Flat 604 22 Amelia Street SE17 3BZ
Flat 606 22 Amelia Street SE17 3BZ
Flat 608 22 Amelia Street SE17 3BZ
Flat 607 22 Amelia Street SE17 3BZ
Flat 522 22 Amelia Street SE17 3BZ
Flat 521 22 Amelia Street SE17 3BZ
Flat 601 22 Amelia Street SE17 3BZ
Flat 603 22 Amelia Street SE17 3BZ
Flat 602 22 Amelia Street SE17 3BZ
Flat 609 22 Amelia Street SE17 3BZ
Flat 616 22 Amelia Street SE17 3BZ
Flat 615 22 Amelia Street SE17 3BZ
Flat 617 22 Amelia Street SE17 3BZ
Flat 619 22 Amelia Street SE17 3BZ
Flat 618 22 Amelia Street SE17 3BZ
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Flat 505 22 Amelia Street SE17 3BZ
Flat 504 22 Amelia Street SE17 3BZ
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Flat 501 22 Amelia Street SE17 3BZ
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Flat 516 22 Amelia Street SE17 3BZ
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Flat 106 22 Amelia Street SE17 3BY
Flat 108 22 Amelia Street SE17 3BY
Flat 107 22 Amelia Street SE17 3BY
Unit A And B 22 Amelia Street SE17 3BZ
Flat 101 22 Amelia Street SE17 3BY
Flat 103 22 Amelia Street SE17 3BY
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Flat 109 22 Amelia Street SE17 3BY
Flat 116 22 Amelia Street SE17 3BY
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Flat 517 22 Amelia Street SE17 3BZ
Flat 513 22 Amelia Street SE17 3BZ
Flat 620 22 Amelia Street SE17 3BZ
Flat 811 22 Amelia Street SE17 3BZ
Flat 810 22 Amelia Street SE17 3BZ
Flat 812 22 Amelia Street SE17 3BZ
Flat 814 22 Amelia Street SE17 3BZ
Flat 813 22 Amelia Street SE17 3BZ
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Flat 807 22 Amelia Street SE17 3BZ
Flat 809 22 Amelia Street SE17 3BZ
Flat 808 22 Amelia Street SE17 3BZ
Flat 815 22 Amelia Street SE17 3BZ
Concierge Office 22 Amelia Street SE17 3PY
Right Hand Unit First Floor SE17 3PY
1 Amelia Street London SE17 3PY
9a Amelia Street London SE17 3PY
18 Amelia Street London SE17 3PY
Ground Floor 3 Amelia Street SE17 3PY
Flat 816 22 Amelia Street SE17 3BZ
First Floor 3-9 Amelia Street SE17 3PY
Middle Unit First Floor SE17 3PY
5-9 Amelia Street London SE17 3PY
Flat 804 22 Amelia Street SE17 3BZ
Flat 705 22 Amelia Street SE17 3BZ
Flat 704 22 Amelia Street SE17 3BZ
Flat 706 22 Amelia Street SE17 3BZ
Flat 708 22 Amelia Street SE17 3BZ
Flat 707 22 Amelia Street SE17 3BZ
Flat 622 22 Amelia Street SE17 3BZ
Flat 621 22 Amelia Street SE17 3BZ
Flat 701 22 Amelia Street SE17 3BZ
Flat 703 22 Amelia Street SE17 3BZ
Flat 702 22 Amelia Street SE17 3BZ
Flat 709 22 Amelia Street SE17 3BZ
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Flat 310 22 Amelia Street SE17 3BY
Flat 312 22 Amelia Street SE17 3BY
Flat 314 22 Amelia Street SE17 3BY
Flat 313 22 Amelia Street SE17 3BY
22 Amelia Street SE173BY
216 Printworks London SE17 3BY
22 Amelia Street London SE17 3BY
C/O 113 The Timberyard Drysdale Street N1 6ND

Re-consultation: n/a

APPENDIX 2

Consultation responses received

Internal services

None

Statutory and non-statutory organisations

Environment Agency

Thames Water - Development Planning

Neighbours and local groups

C/O 113 The Timberyard Drysdale Street N1 6ND

Flat 118 22 Amelia Street SE17 3BY

Flat 118 22 Amelia Street SE17 3BY

Flat 122 22 Amelia Street SE17 3BY

Flat 206 22 Amelia Street SE17 3BY

Flat 402 22 Amelia Street SE17 3BY

Flat 408 22 Amelia Street SE17 3BY

Flat 517 22 Amelia Street SE17 3BZ

Flat 705 22 Amelia Street SE17 3BZ

216 Printworks London SE17 3BY

22 Amelia Street London SE17 3BY

22 Amelia Street SE173BY