

Item No. 6.1	Classification: Open	Date: 29 October 2018	Meeting Name: Planning Committee
Report title:	<p>Development Management planning application: Application 18/AP/0897 for: Full Planning Application</p> <p>Address: RUBY TRIANGLE SITE, LAND BOUNDED BY OLD KENT ROAD, RUBY STREET AND SANDGATE STREET, LONDON SE15 1LG</p> <p>Proposal: Full planning permission is sought for demolition of existing buildings and structures on the site, and redevelopment consisting of three buildings at maximum heights of 17 storeys (including mezzanine) (+64.735m AOD), 48 Storeys (+170.830m AOD) and 40 storeys (including mezzanine) (+144.750m AOD), plus single storey basement under part of the site. Development would provide 1,152 residential dwellings (Class C3), retail, business and community spaces (Classes A1, A2, A3, A4, B1(a),(b),(c) and D1), public sports hall and gym (Class D2), public and private open space, formation of new accesses and alterations to existing accesses, energy centre, associated car and cycle parking and other associated works. (REVISED DESCRIPTION)</p> <p>This application represents a departure from strategic policy 10 'Jobs and Businesses' of the Core Strategy (2011) and Saved Policy 1.2 'Strategic and Local Preferred Industrial Locations' of the Southwark Plan (2007) by virtue of proposing to introduce residential accommodation in a preferred industrial location.</p>		
Ward(s) or groups affected:	Old Kent Road		
From:	Director of Planning		
Application Start Date 20/03/2018		Application Expiry Date 10/07/2018	
Earliest Decision Date 12/05/2018			

RECOMMENDATION

1. That the Planning Committee grant planning permission, subject to:
 - The recommended planning conditions;
 - The Applicant entering into an appropriate legal agreement by no later than 9th April 2019;
 - Referral to the Mayor of London;
 - Referral to the Secretary of State; and
 - Referral to the Health and Safety Executive (HSE).
2. That the environmental information be taken into account as required by Regulation 30 of the Town and Country Planning (Environmental Impact Assessments) Regulations 2017.
3. That following issue of the decision it be confirmed that the Director of Planning shall place a statement on the Statutory Register pursuant to Regulation 30 of the Town and

Country Planning (Environmental Impact Assessments) Regulations and that for the purposes of Regulation 30(1)(d) the main reasons and considerations on which the Local Planning Authority's decision is based shall be set out as in this report.

4. That, in the event that the Section 106 Legal Agreement is not completed by 29 April 2019, that the Director of Planning be authorised to refuse planning permission, if appropriate, for the reasons set out in paragraph 563 of this report.

BACKGROUND INFORMATION

5. Please note that this application was on the agenda to be considered by Planning Committee on 9 October 2018, but was deferred due to time constraints at that meeting.

Site location and description

6. The site comprises an area of 1.36 hectares (ha) bound by Sandgate Street, Ruby Street and Old Kent Road. It lies within the following Southwark Plan designations:
 - Partially within the Old Kent Road Strategic Industrial Location (SIL);
 - Old Kent Road Action Area (Core Area);
 - Urban Density Zone;
 - Bermondsey Lake and Old Kent Road Archaeological Priority Zones;
 - Air Quality Management Area; and
 - Flood Risk Zone 3.
7. The application site is currently occupied by a number of industrial, employment and church uses, which are contained within a range of low density, one or two storey buildings with associated hard standing. A breakdown of the existing uses on the site, both within and outside SIL, is provided in Table 1 below:

Address	Tenant (or most recent tenant)	Gross Internal Area (GIA) Sqm	Number of employees	Predominant Use Class
Existing Uses Within SIL				
1 Ruby Triangle	Southwark Metals Limited	1327.20	15	B8. Used for the transfer, storage and distribution of scrap metal with ancillary offices.
40-64 Sandgate Street	Diamond Scaffolding	167.20	7	B8. Storage of scaffolding with ancillary use of a flat for residential accommodation
7-14 Ruby Triangle	Basepoint International Unit 3	394.25		B1 Office
	Basepoint International Unit 3 (Grace Outreach Centre)	394.25		D1 Church
Units 6 and 7, Sandgate Trading Estate	Basepoint International Unit 4	761	9	B1 Office
Units 3 and 4, Sandgate Trading Estate	Karel Nallet (trading as Hamilton and Palmer Coachworks)	847.40	24	B2 General Industrial
Units 2,	JMBP Ltd	847.40	24	B1

Sandgate Trading Estate				Office
Unit 1, Sandgate Trading Estate	Giorgio Viventi and James Viventi	847.40	13	B1 Office
Unit 5, Sandgate Trading Estate	Dajon Data Management Ltd	845.50	13	B8
25-27 Ruby Street	The Trustees of World Harvest Christian Centre	1,170.40	-	D1 Church
10-18 Sandgate Street	Ethos Group Holdings Limited	682.10	10	B8
Constantine Ltd	Constantine Ltd	655.50	61	B1 Office
Total area in SIL		8,939.6	176	
Total B-Class Area in SIL		7,374.95		
Existing Uses Outside SIL				
The Lodge, Sandgate Trading Estate	Occupied	Included above	N/A	C3 Residential
8 Sandgate Street	Vacant	847	N/A	Vacant
615-629 Old Kent Road	Enterprise Rent A Car UK Ltd.	77	5	Sui generis: Vehicle hire business
631-633 Old Kent Road	Ronald Alan Main	95	2	B1(c)
639 Old Kent Road	Trustees of Hope Cavalry Christian Centre / Four Square Church	449	N/A	D1 Church
641 Old Kent Road	Vacant	Included in the figure above	N/A	Vacant
Total area Outside SIL		1,468	7	
Total B-Class Areas Outside SIL (including vacant units)		942		
Over all Total area		10,407.6	183	
Over all Total B-class (including vacant units)		8,316.95		

Table 1 Existing land uses in the application site

8. As Table 1 shows, the majority of existing uses on the site are B Class uses. There is a potential total of 8,316.95sqm of B class floor space on the site, if the spaces that are currently vacant are included. Of this, 7,469.95 sqm is currently in B class use (i.e. not vacant) and 7,374.95 sqm of that is found within the SIL. This does not include the existing Enterprise car hire business which is considered sui generis land use. The addendum to the submitted Environmental Statement (ES) states that these businesses provide 132 jobs on site, but based on a consultation response from Constantine Ltd, this estimate has been increased to 183. 176 of these jobs are located within the SIL.
9. Table 2 shows the break down of existing uses within the portion of the application site

that is classified as SIL.

Within SIL	
Predominant Land Use	GIA (sqm)
B1	3,505.55
B2	847.40
B8	3,022
Total B class use within SIL	7,374.95
D1	1,564.65
Total GIA within SIL	8,939.6

Table 2 Existing land uses within the SIL

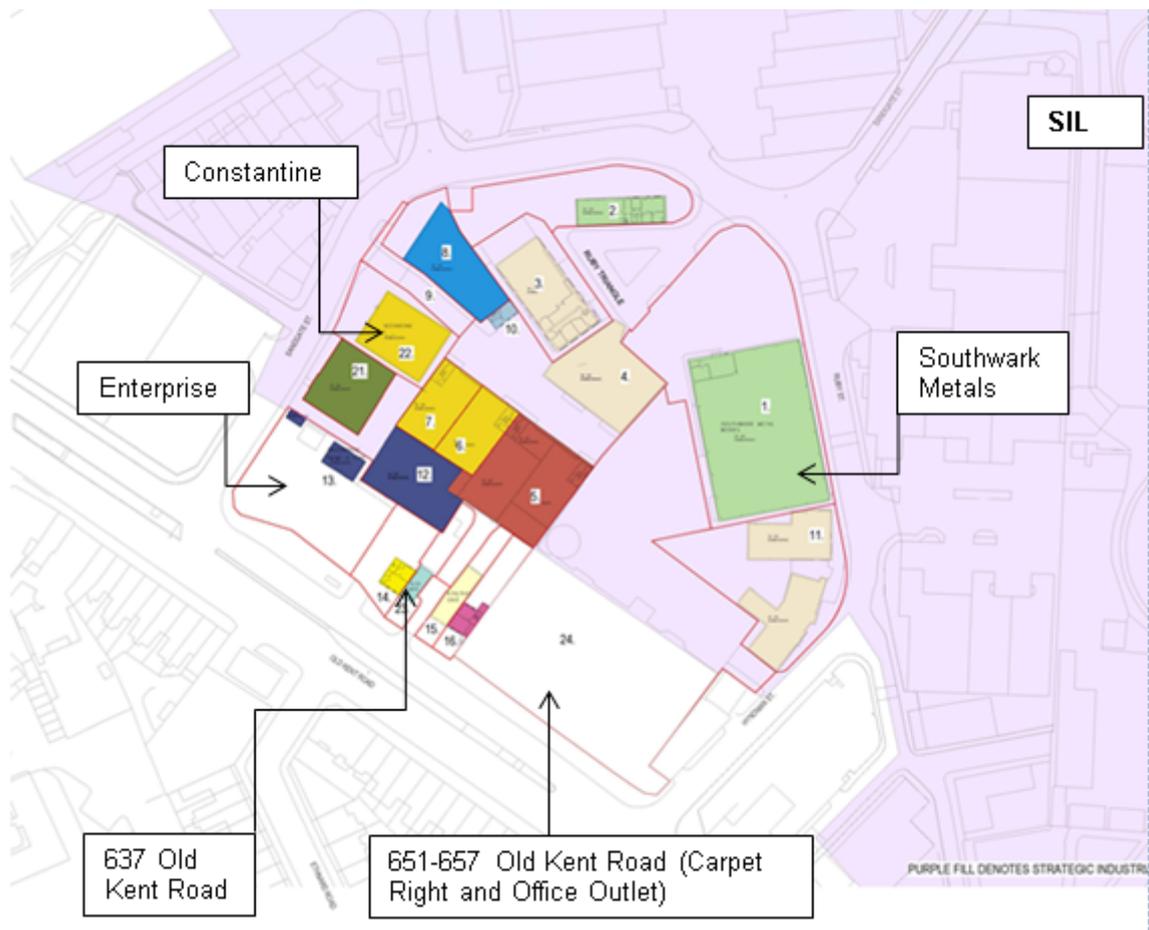


Figure 1 Existing land uses and extent of SIL

10. To the south of the site, fronting onto the Old Kent Road, there is a residential property (no.637 Old Kent Road) and a retail shed currently occupied by Carpet Right and Office Outlet stores (no. 651-657 Old Kent Road). Neither of these properties is included in the boundary of the application site.
11. The surrounding area largely consists of a mix of industrial, office and storage uses, with a very fragmented frontage along the Old Kent Road itself. To the north of the site, on the other side of Sandgate Street, is a terrace of Grade II listed cottages known as the Canal Grove Cottages. They are in residential use. To the south of the site, on the other side of the Old Kent Road, is a terrace of Edwardian buildings, including the Royal London Buildings, which are identified in the further preferred draft of the Old Kent Road Area Action Plan (OKR AAP) as being of townscape merit. To the south of this, the area becomes predominantly residential.

12. The application site is not in a conservation area and does not contain any listed buildings. Numbers 639-641 Old Kent Road, within the site boundary, are identified in the draft OKR AAP as buildings of townscape merit. There are no trees of significant amenity value on the site but to the north, adjacent to the Canal Grove Cottages, there are 13 London Plane trees and one Common Lime tree with Tree Protection Orders (TPOs). To the east, there is a TPO London Plane tree at Unit 26 Kent Park Industrial Estate.
13. The site is located approximately 175m to the south-east of the designated major hazard site at the Old Kent Road Gasholder Station and lies within the 'Middle' HSE consultation zone.
14. National Grid is proposing to construct an electricity tunnel under part of the site. It is understood that this would be 4.5m in diameter with a 3m exclusion zone either side. The Applicant has confirmed that they have been in discussion with National Grid engineers about the exact location of this tunnel and any implications on their foundation design.

Details of the Proposal

15. Full planning permission is sought for the demolition of the majority of the existing properties on the site and construction of a mixed use development comprising residential, commercial, retail and community uses. 1,152 new dwellings are proposed, 40.5% of which would be affordable (when calculated by habitable rooms). This affordable housing would be made up of a policy compliant offer of 35.1% social and intermediate units (split 71.5% social rent and 28.5% intermediate) and an “additional” 5.4% intermediate housing. Overall, 25.1% of the habitable rooms would be for social rent and 15.4% would be of intermediate tenure.
16. Table 3 sets out the proposed housing mix and tenure by split habitable rooms and Table 4 sets out the same by unit numbers.

Unit Type	Market Hab. Rooms	Social Rented Hab. Rooms	Intermediate Hab. Rooms	“Additional” Intermediate Hab. Rooms	Total Affordable Hab. Rooms	Total Hab. Rooms
Studio	16	N/A	N/A	N/A	N/A	16
1 bed	646	232	94	60	386	1,032
2 bed	1,272	421	176	108	705	1,977
3 bed	260	275	100	30	405	665
Total	2,194 (59.5%)	928 (25.1%)	370 (10%)	198 (5.4%)	1,496 (40.5%)	3,690

Table 3 Proposed housing mix and tenure by habitable room

Unit Type	Market Units	Social Rented Units	Intermediate units	“Additional” Intermediate Units	Total Affordable Units	Total Units
Studio	8	N/A	N/A	N/A	N/A	8
1 bed	323	116	47	30	193	524
2 bed	318	106	44	27	177	495
3 bed	52	55	20	6	81	133
Total	701 (60.9%)	277 (24%)	111 (9.6%)	63 (5.5%)	451 (39.1%)	1,152

Table 4 Proposed housing mix and tenure by unit

17. The proposed development would also provide a total of 10,849sqm of non residential floor space, including a new four court public sports hall and gym facility, retail fronting onto the Old Kent Road to reinstate its High Street character and work spaces including workshops and studios. Whilst a flexible land use classification covering B1 (a), (b) and (c) is sought for the work spaces, all would be designed to a specification that could accommodate B1(c) (light industry appropriate in a residential area). There would also be a proportion of affordable work space and a 'business incubator' space. More detail is provided on this in paragraphs 253 - 257 of this report. A full breakdown of the proposed non residential uses proposed is provided in Table 5 below:

Land Use	GIA (Sqm)	Full time jobs
Car Hire Business (re-provision) Office	118	5
Car Hire Business (re-provision) Parking	556	
Car Club Parking	397	
Retail (A1)	692	40
Flexible Retail (A1 / A2 / A3)	121	7
Flexible Food and Beverage (A3 / A4)	400	24
Cycle Hub (A1 / A3 / B1)	178	14
Business B1(a) Offices / (b) Research and Development / (c) Light Industry appropriate in a residential area	5,328	183
Church (re-provision) (D1)	425	
Sports hall and gym (D2)	1,773	10
Commercial bike store	56	
Retail bike store	16	
Shared non residential spaces (areas such as shared corridors, parking, or parts of the basement, which are used by several uses/units and cannot be classified under a specific use)	699	
Shared Plant	82	
Substation	8	
Maintenance		15
Total	10,849	298

Table 5 Proposed non residential uses

18. The total proposed B class floor space, would be 5,328 sqm GIA (not including any office or workshop associated with the cycle hub). As there is currently a total of 8,316.95sqm of B Class (or potential B class) floor space on the site, this would result in a maximum net loss of 2,988.95 sqm across the whole site. This is discussed in further detail in paragraphs 232 – 243 of this report.
19. In addition to the B class floor space outlined above, the existing Enterprise Rent a car business would be re-provided in the proposed development. Provision has been made for this business to continue trading throughout the construction period thanks to a phased relocation. This is confirmed in the revised construction phasing schedule that has been submitted and is reproduced in paragraph 29 of this report. The World Harvest Christian Centre Church has also been offered accommodation within the redevelopment. Officers are aware that negotiations are ongoing with Constantine Ltd.,

with the applicant having offered a number of potential long and short term relocation options.

20. The proposed buildings would be arranged in three blocks (A, B and C), around a new park at the centre of the site. The tallest building would be a maximum height of 170.83m Above Ordnance Datum (AOD) (approximately 168.41m above ground level). This would deliver 46 residential storeys on top of two storeys of commercial and community uses.
21. Block A would front onto the Old Kent Road and would consist of a basement (shared with Block B), ground floor podium (including a mezzanine floor) and part eight / part 15 residential storeys above. It would be a maximum of 64.74m AOD in height (61.58m above ground level). The basement, ground and mezzanine floors would contain the re-provided Enterprise Car Hire business, retail uses including a new convenience store and residential lobbies, cycle and refuse storage. There would be 125 residential units, with associated communal amenity space provided in roof terraces at first and tenth floor levels. The tenure of the residential units would be social rent, and it is proposed that this block would be delivered in one of the first phases of development (anticipated January 2020 - March 2022).
22. Block B (Buildings B1 and B2) would front onto Sandgate Street and would consist of a basement (shared with Block A), ground and first floor podium, a floor of commercial uses at second floor level and part 12 / part 45 residential storeys above. It would contain the tallest of the proposed towers, reaching a maximum of 170.83m AOD in height (168.41m above ground level). The basement would provide plant, bulk storage and cycle storage. The ground and first floors would contain a new publicly accessible sports hall and gym facility, a business incubator space, other commercial spaces, car parking, residential lobbies, cycle parking and refuse storage. There would be 461 residential units with associated communal amenity space provided in roof terraces at levels one and 15. The tenure of Building B1 would be intermediate and the tenure of Building B2 would be private for sale. Construction would be in a later phase of development (anticipated July 2022 to September 2026).
23. Block C (Buildings C1 and C2) would front onto Ruby Street and would consist of a ground floor podium (including mezzanine floor) and part 38 / part 28 / part 10 residential storeys above. It would be a maximum of 144.98m AOD in height (142.63m above ground level). The ground floor would contain a 'cycle hub', commercial and retail spaces, the re-provided church space, car parking, residential lobbies, cycle parking and refuse storage. The mezzanine floor would contain cycle parking and bulk storage. There would be 566 residential units with associated communal amenity provided in roof terraces at first and 12th floor levels. The tenure of the residential units would be part social rent, part intermediate and part private sale. There would be no basement, but a lift pit would need to be excavated. Construction would be in a mid phase of development (anticipated January 2020 to December 2023).

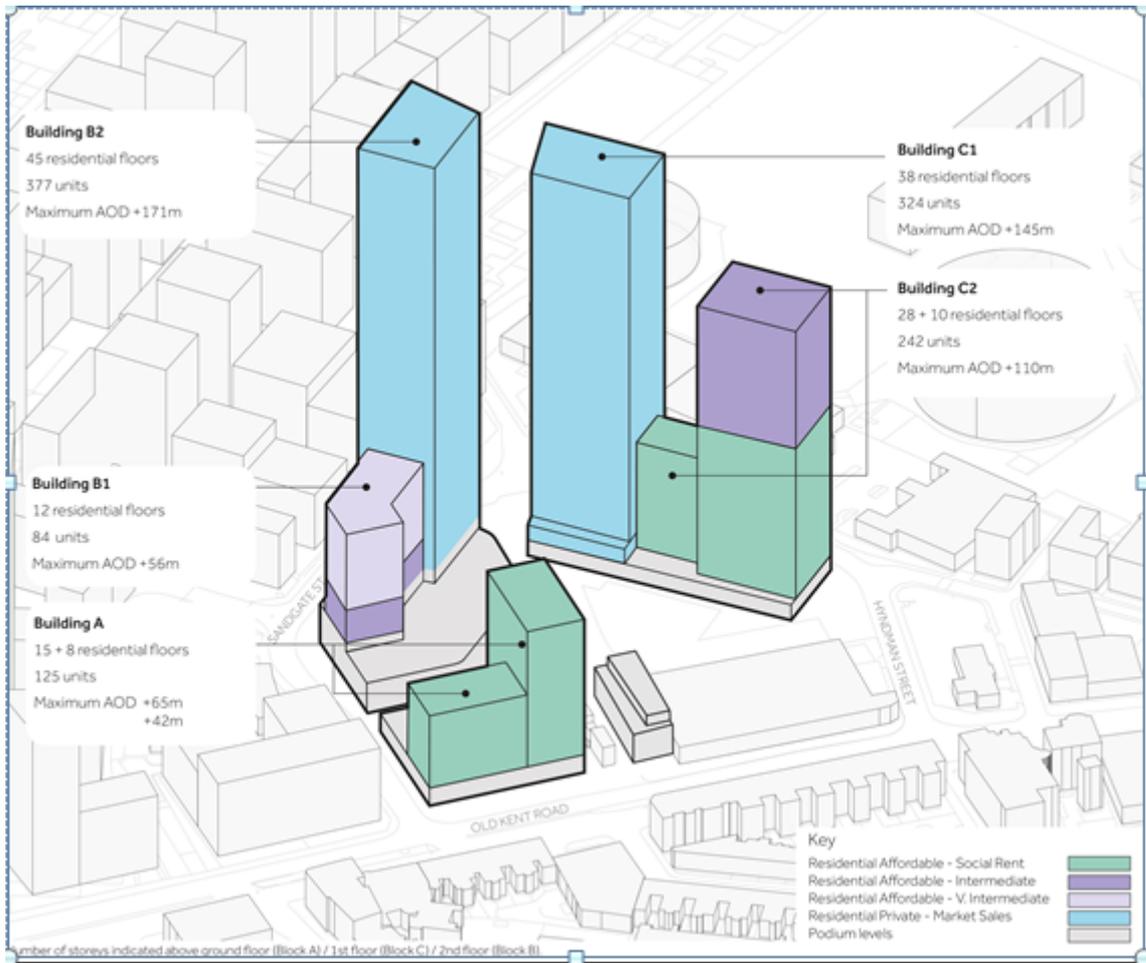


Figure 2 Proposed height, massing and tenure

24. The tenure split of each building is summarised in the following table:

Building	Social Rented	Intermediate	“Additional Intermediate”	Private	Total
A	125				125
B1		21	63		84
B2				377	377
C1				324	324
C2	152	90			242
Total	277	111	63	701	1,152

Table 6 Proposed tenure split of each block

25. The blocks would be arranged around a new park of 3,792sqm, set within a total public realm offer of 4,301sqm. The site layout would allow for future development of the neighbouring site (the Carpet Right / Office Outlet retail shed and space to the rear), in line with the indicative masterplan in the draft OKR AAP. This would almost double the area of this space. New access routes are proposed into the application site from the Old Kent Road to the south, Sandgate Street to the west and north and Ruby Street to the east. The new four court sports hall and gym facility proposed in the podium of Block B would front onto the open space with a double height glazed façade.
26. The existing buildings at 639-641 Old Kent Road, identified as being of Townscape Merit in the draft OKR AAP would be retained and extended. They would contain workspace/ studio space, with B1 (a) (b) (c) use classes applied for.

27. An on site, gas-fired, Combined Heat and Power (CHP) plant is proposed in a site wide energy centre. The energy centre would be future proofed to allow connectivity to the South East London CHP District Heating Network (SELCHP DHN) if/when this becomes available in the future. This would be secured through the Section 106 Agreement. London Borough of Southwark (LBS) Officers are working directly with Veolia to examine the feasibility of connecting all development across the Opportunity Area to SELCHP. The Applicant has also met with SELCHP to look into the feasibility of connecting to this specific scheme.
28. The proposed development would be car free, with the exception of 27 car parking spaces for disabled residents. In addition, a further 43 car and van parking spaces would be provided for the re-provided Enterprise car rental business, 2 of which would be for a residents' car club. No car parking would be provided on site for the other non-residential uses proposed.
29. The proposed development would be delivered in a phased manner. The proposed phasing in the draft Construction Management Plan would be as follows:

Phase	Anticipated Dates
Relocation of Enterprise to alternative location on-site	July 2019 to September 2019
Demolition works (excluding Constantine Offices at 20-26 Sandgate Street)	July 2019 to December 2019
Enabling Works	July 2019 to December 2019
Construction Basement Block A	January 2020 to September 2020
Construction Block A	September 2020 to March 2022
Relocation of Enterprise and temporary relocation of Constantine to Block A	Early 2022
Construction basement and foundations Block C	January 2020 to June 2020
Construction Block C podium	July 2020 to March 2020
Construction Building C2	April 2021 to March 2023
Construction Building C1	April 2021 to December 2023
Construction basement and foundations Block B	July 2022 to December 2022
Construction Block B podium	January 2023 to September 2023
Relocation of Constantine to Block B podium (if required)	September 2023
Construction Building B1	October 2023 to September 2024
Construction Building B2	October 2023 to September 2026
Landscaping	April 2022 to September 2022 July 2024 to December 2024 July 2026 to December 2026

Table 7 Proposed construction phases

Amendments

30. A number of amendments were made to the scheme during the course of the application. The following list summarises the most significant of those changes:
- The amount of affordable housing proposed was increased from 35 to 40.5% following exploration of GLA grant funding;

- The amount of B class floor space was substantially increased to address concerns about the loss of employment space. This resulted in a reduction in the number of dwellings from 1,163 to 1,152, a very slight increase in the height of Block B and some changes to the external appearance of Block B (These changes were the subject of a two week re-consultation);
- The ES was substantially revised during the course of the application, resulting in a new addendum document, new and revised appendices and a new non technical summary being submitted. In line with Regulation 25 of the Town and Country Planning (Environmental Impact Assessments) Regulations, 2017 this further information and evidence was re consulted upon for 30 days;
- Revised residential layouts were prepared in consultation with officers to address, wherever possible, concerns about issues such as access to amenity space and appropriate stacking of uses;
- Revisions were made to the design of the proposed extension to 641 and 639 Old Kent Road; and
- The potential for hot food takeaways being provided on site was removed in response to concerns from LBS and GLA.

31. Pre-application discussions were held in relation to the proposal under consideration now, the details of which are held electronically by the Local Planning Authority (17/EQ/0425). The main matters discussed were around the provision of a sports hall, the loss of employment floor space, the retention of existing buildings on the site, the proposed massing (particularly in terms of impact on the Listed Canal Grove Cottages), elevational design and external appearance of the proposals, the provision of active frontages, cycle parking and the inclusion of a basement. No formal response was issued.

Relevant planning history of the application site

32. 03/AP/1991
7-14 Ruby Triangle, SE15
Change of use of from light industrial and construction of an additional floor to provide mixed use scheme comprising place of worship, computer training centre, offices and a day care centre
33. 07/AP/0203
Unit 10, Sandgate Trading Estate, Sandgate Street, London, SE15 1LE
Change of use from storage and distribution (use class B8) to light industrial/ manufacturing/ storage and distribution (use classes B1, B2 and B8), for the purposes of collection, sorting, de-manufacture, re-manufacture and recycling of ICT/WEEE (waste electric and electrical equipment), together with a new mezzanine floor within the unit and widened fire exit doors
Decision: Granted
34. 08/AP/3085
7-14 Ruby Triangle, Sandgate Street, London, SE15 1LE
Erection of extensions at ground and first floor level, window and door alterations to elevations and alterations to gates and fencing to front of site in connection with use of ground floor as an industrial unit (Use Class B1, B2, or B8) and first floor a place of worship and community facilities (Use Class D2) and change of use of part of the ground floor to provide access and emergency egress from proposed first floor
Decision: Refused
35. 10/AP/0222
615-629 Old Kent Road, London, SE15 1JU
Use for vehicle hire purposes (Sui Generis) with retention of single storey modular

- building providing ancillary reception/office
Decision: Granted
36. 11/AP/1017
615-629 Old Kent Road, London, SE15 1JU
Erection of a single storey building for office use/sales that would be ancillary to Enterprise Rent-a-Car (Sui Generis)
Decision: Granted
37. 11/AP/2521
7-14 Ruby Triangle, Sandgate Street, London, SE15 1LE
Erection of extensions at ground and first floor level, window and door alterations to elevations and alterations to gates and fencing to front of site in connection with use of ground floor as an industrial unit (Use Class B1, B2 or B8) and use of first floor as a unit for place of worship and community facilities (Use Class D1) and change of use of part of the ground floor to provide access and emergency egress from proposed first floor for proposed community facility. Works include installation of 4 A/C units to roof of first floor extension
Decision: Granted
38. 12/AP/3801
20-26 Sandgate Street, London, SE15 1LE
Remove existing roller shutter loading bay entrance and form new entrance on ground floor with windows at first floor level
Decision: Granted
39. 14/AP/1826
40-64 Sandgate Street, London, SE15 1LE
Demolition of existing building and the erection of a three-storey modular building, together with associated facilities, for use as a primary school (Class D1) for a temporary period of 2 years
Application Withdrawn
40. 14/AP/4700
8 Sandgate Street, London, SE15 1LE
Change of use from car servicing garage (Class B2) to storage of ice cream vehicles with ancillary storage of goods(Class Sui Generis); demolition of existing roof structure and construction of new steel portal frame structure to be clad in colour-coated profiled steel sheeting, installation of new roller shutter door
Decision: Granted
41. 15/AP/3032
7-14 and 40-64 Sandgate Street, London, SE15 1LE
Demolition of existing buildings
Decision: Prior Approval Approved
42. 16/AP/3996
Unit 7, Sandgate Trading Estate, Sandgate Street, London, SE15 1LE
Temporary change of use from business, general industrial (use classes B1/B2) to educational training, place of worship (use classes D1/D2) with associated office space for the period of 18 months pending redevelopment
Application Withdraw
43. 18/AP/0111 Application type: Scoping Opinion (EIA) (SCP)
Request for a scoping opinion
Decision date 19/02/2018
Decision: Scoping Opinion Issued

Relevant planning history of adjoining sites

44. A number of recent planning applications have been made within the Old Kent Road Action Area boundary, including the following:
45. 18/AP/0196 Land bounded by Ruby Street, Murdoch Street and 685-695 Old Kent Road
Application Type: FULL
Demolition of existing buildings and construction of a building of up to 19 storeys, comprising 107 residential Private Rented Sector units, 1,227 sqm (GIA) of D1 floorspace for a church with ancillary communal facilities and 2,205 sqm (GIA) of workspace (B1 (a/b/c) Use Class) and 82 sqm (GIA) of A1/A2/B1 floorspace, with associated landscaping, car and cycle parking, servicing and refuse and recycling facilities
Decision: Yet to be determined
46. 17/AP/4596 13-14 Frensham Street, (Nyes Wharf)
Application Type: FULL
Demolition of existing buildings and erection of mixed-use scheme comprising 321sqm (GIA) of flexible A1, A2, A3, A4, B1, D1 and D2 floorspace and 882sqm (GIA) of B1 floorspace at ground and mezzanine levels; with 153 Residential units (Class C3) above in two blocks ranging from 9 to 18 storeys with hard and soft landscaping and associated infrastructure works, including three disabled spaces and cycle parking.
Decision: Resolution to grant, subject to a legal agreement and referral to the GLA (3rd September 2018)
47. 17/AP/4508 6-12 Verney Road
Application Type: FULL
Redevelopment of the site for a mixed use development comprising three buildings (Building 1: ground plus 17 storeys (AOD 66.975m); Building 2: ground plus 22 storeys (AOD 81.975m); Building 3: ground plus 16 storeys (AOD 62.275m)) to accommodate 340 residential units, A1 retail use (197.18 m2 GEA), B1 office use/workspace (4435 m2 GEA), D1 community use (394 m2 GEA), associated cycle and car parking, servicing, refuse and recycling, landscaping including contribution towards the new Surrey Canal linear park, and private and communal residential amenity space and children's playspace.
Decision: Yet to be determined
48. 17/AP/2773 Malt Street Regeneration Site
Hybrid application comprising a full planning application for Phase 1 and outline planning permission for subsequent Phases: Full planning permission is sought for the demolition of existing buildings and structures and redevelopment of the central area (Phase 1) for the erection of 3 buildings at 6, 15 and 40 storeys (+137.070m AOD) (+ single basement) to provide 359 new homes and 1,796sqm (GEA) of non-residential floor space within classes A1-A4 (retail), class B1 (business), class D1 (community uses) and class D2 (leisure uses); an energy centre (750sqm), new public open space and public realm, associated car parking (including 4 car club spaces), 563 cycle spaces and other associated works; Outline planning permission (scale, layout, landscaping, access and appearance reserved) for the demolition of existing buildings and structures and erection of a series of buildings to provide up to 72,400sqm (GEA) of floor space ranging in height from +21.4m AOD to +111.8m AOD, comprising up to 691 residential units and up to 3,704sqm (GEA) of non-residential floor space within classes A1-A4, class B1, class D1 and class D2, with associated public open space, public realm, car parking, cycle parking and associated works.
Decision: Yet to be determined
49. 17/AP/1646 634-636 Old Kent Road

Demolition of the existing buildings to facilitate the redevelopment of the site to create 42x residential units and 272 sq m (GIA) of flexible commercial floorspace (Class A1/A2/A3/B1) in a new building of between three and six storeys in height, together with disabled car parking, cycle parking, landscaping, plant, and associated works.
Decision: Granted with legal agreement 30/11/2017

EIA Scoping Opinions have also be requested and issued for the following sites:

50. 18/AP/1913 LAND AT CANTIUM RETAIL PARK, OLD KENT ROAD, LONDON, SE1 5BA

Request for a EIA Scoping Opinion in respect of the proposed demolition of existing buildings and redevelopment of the site to provide a mixed use development including new buildings ranging between 3 to 48 storeys in height providing up to 1,160 residential units (Class C3), 4,318 sq. m of office floorspace (Class B1), 2,675 sq. m of commercial floorspace (Classes A1 - A3), 2,210 sq. m of destination space (flexible uses), together with associated car parking, landscaping and infrastructure works.
Scoping opinion issued

51. 17/AP/4234 LIVESEY PLACE AND FORMER CIVIC CENTRE SITES, 600-608 OLD KENT ROAD, LONDON, SE15

Scoping Opinion for a Mixed-use redevelopment of sites comprising demolition of all existing buildings/structures (relocation of listed mural) and redevelopment to comprise buildings up to 40 storeys (plus basements), to provide a range of uses including residential, retail, office and a place of worship.
Scoping opinion issued

SUMMARY OF CONSULTATION RESPONSES

52. At the time of writing, a total of 43 consultation responses have been received from members of the public and local businesses and organisations. 27 of them are against the proposed development, one is a petition against the development, 13 are in favour and two make comments but neither object nor support the proposals. This includes responses that were received during, and beyond, the 30 day and two week re-consultations described above.

53. The main issues raised by residents objecting to the proposed development are:

- The buildings are too tall and would harm the character or skyline;
- Fire safety concerns associated with tall buildings;
- There would be harmful overlooking and loss of privacy;
- There would be a harmful loss of daylight and light and harmful overshadowing of neighbouring properties;
- The proposal would be out of character with the surrounding area;
- The proposals do not meet the Council's policies in relation to design, density and affordable housing;
- The proposals do not meet the GLA policies in relation to design and density;
- There would be increased waste/refuse;
- There would be increased pollution;
- It would increase demand on existing local infrastructure and facilities;
- Not enough publicly accessible open space is proposed;
- It would impact harmfully on the listed Canal Grove Cottages;
- Not enough parking is proposed;
- It would increase traffic;
- It would increase noise;
- It would increase light pollution;
- There would be a loss of industrial land;

- The proposals do not address the need for genuinely affordable housing;
- Concern that the 35% affordable housing offer will not be delivered because the Applicant has claimed that the scheme is 'technically unviable' at this level;
- Lack of detail of what 'affordable housing' is (rent levels etc.) or any detail about where the properties will be in the buildings;
- The review mechanism required by the GLA is essential;
- Not enough family housing is proposed;
- There would be harmful wind impacts on the proposed open space;
- The nests and eggs of the magpies in the trees surrounding the Canal Grove Cottages could be disturbed;
- The consultation has been poor, including with existing businesses on the site;
- The proposals would contribute to the social cleansing of the Old Kent Road. There is no where near as much interest in the fate and future of the Ledbury Estate and the Tustin Estate, both social housing estates over the road from these developments; and
- The Planning Department are influenced and controlled by Developers and are not working in the best interests of local people. There seems to be a fear that Developers will pull out if they are made to deliver on policy.

54. Officer Response: Where material planning considerations, these concerns are all addressed in full in this report. Please refer to Table 8 for relevant paragraph numbers.
55. In relation to the character of the area and the impact of the taller buildings, the proposals comply with adopted London Plan (2016) requirements for tall buildings and that the architectural design and material quality would be of the highest standards. A full assessment of the submitted Townscape and Visual Impact Analysis is set out in this report, concluding that of all the views tested, there are only seven in which the impact could be considered harmful. On balance, Officers are of the view that the harm would be less than substantial, as defined by the NPPF (2018), and that this harm would be outweighed by the wider regeneration benefits of the proposals.
56. In relation to density, Strategic Policy 5 of the Southwark Core Strategy clearly states that within opportunity areas, maximum densities may be exceeded when developments are of an exemplary standard of design. In relation to GLA policies, Officers from both authorities have worked with the Applicant to ensure the scheme delivers the highest design quality particularly given the high density and large scale of proposals. The Applicant has provided additional information as well as revised floorplans that address the concerns raised in the GLA Stage 1 report, and GLA Officers have confirmed that they are broadly satisfied with the quality of residential design and architecture proposed.
57. In relation to daylight, sunlight and overshadowing, the submitted analysis demonstrates that most of the neighbouring buildings would not experience any harmful change as a result of the proposed development. Those that would experience a change in excess of guidelines set by the Building Research Establishment (BRE) would maintain a level of daylight and sunlight considered adequate for a dense urban location. The overshadowing tests demonstrate that all rear gardens of neighbouring properties would comply with BRE guidelines.
58. With an offer of 40.5% affordable housing, the proposals would exceed LBS Planning Policy requirements. The affordable housing proposed would be secured through the Section 106 Legal Agreement. The Council's viability consultant has reviewed the submitted viability assessment and amendments and concludes that although the proposals are marginally unviable (with grant funding), they could become viable as a result of some relatively small changes in costs or values. The details of the affordable housing offer are set out in the submitted Viability Assessment and the Applicant has confirmed that rent levels would not exceed the rent levels determined by the formula set

out in the HCA Rent Standard Guidance. The details of where the affordable housing would be within the proposed buildings are set out clearly in the proposed area schedule and on the plans submitted. The review mechanisms required by the GLA would be secured through the Section 106 Legal Agreement.

59. In relation to the magpies, the trees referred to are outside the application site boundary. There are no proposals to make any changes to these trees. Furthermore, all breeding birds are protected from deliberate destruction under the WCA (1981). This is acknowledged in the Preliminary Ecological Assessment and Ecology Enhancement Strategy submitted in support of the application. This document states that “if any nesting bird habitat is to be lost or disturbed through construction, then this should be cleared preferably outside of the nesting season (which is generally March to August) or if this is unavoidable after an ecologist has confirmed active nests are not present.”
60. In terms of consultation, the council wrote to approximately 500 local addresses to seek their views on this application. These addresses were subsequently re-consulted twice during the course of the application. The Statement of Community Involvement submitted by the Applicant confirms that the following public consultation events were held prior to the submission of the application:
 - Workshop: Wednesday 13 December 2017, 1pm – 8pm, at Christ Church Peckham. Invitations sent to 3,700 households. 35 people attended the workshop and 22 left comments.
 - 2 day Public Exhibition: Thursday 18 January 2018, 4pm – 8pm and Saturday 20 January 2018, 10am – 1pm, at Christchurch Peckham. Invitations sent to 3,700 households. 28 people attended these exhibitions and 10 left feedback.
 - 2 day Public Exhibition: Wednesday 21 February 2018, 4pm – 8pm and Saturday 24 February 2018, 10am – 1pm, at Christ Church Peckham. Invitations sent to 3,700 households. A full-page advert was placed in the Southwark News during weeks commencing 12 and 19 February 2018. 17 people attended the exhibition and 10 left comments.
61. There is also a dedicated website providing information about proposals and acting as a contact point. The website can be found at www.avanton-rubytriangle.co.uk
62. In relation to the surrounding housing estates, over the last year the Council has committed time and resources to their improvement and there have been discussions with the TRAs and residents of both the Tustin and Ledbury Estates. Any broader proposals for the future of these estates would however need to be led and agreed by residents.
63. In relation to the relationship between planning officers and the applicant, officers have acted professionally throughout the course of this application. As required by paragraph 38 of the NPPF (2018), officers “work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area”. In this instance, the applicant has been held to planning policy requirements, but balanced judgements have been applied where necessary, and these are set out in detail in this report.
64. The ‘Right to Light’ was also raised in some of these objections, but members should note that this is a civil matter and is separate from daylight and sunlight as considered for planning purposes. One objection letter was received from a Right of Light surveyor appointed by a number of residents of Canal Grove. In relation to planning matters, this letter raised concerns that the daylight and sunlight assessment submitted in support of the application was undertaken without a site visit to inspect the internal arrangements of the Canal Grove properties. They requested that no decision in favour of the application be made until the applicant’s surveyor visits the property to obtain the

internal layout and measurements, amends their computer model and re-runs the BRE daylight and sunlight tests. They also requested a copy of the computer model and analysis.

65. Officer Response: This letter was forwarded to the applicant's surveyors for their comment. Their response reiterates that all the assessments were undertaken in accordance with the BRE report 'Site layout planning for daylight and sunlight: A guide to good practice', more commonly known as "the BRE Guidelines" and the British Standard - BS 8206 Part 2:2008. The primary assessments advocated in the BRE Guidelines are the Vertical Sky Component ("VSC") and Annual Probable Sunlight Hours ("APSH") tests. These take the centre-point of each neighbouring window as the test-point. Therefore, the internal room dimensions are not required when undertaking these primary tests. The important relationship is the position of the neighbouring window relative to the development site when assessing VSC and APSH. In order to facilitate the daylight and sunlight assessments, a full measured survey was undertaken in December 2017 to capture the massing and position of the existing buildings that comprise the site together with the massing and position (including window apertures) of neighbouring buildings within close proximity of the site. The applicant's surveyors therefore confirm that the VSC and APSH tests have been undertaken to an extremely high level of accuracy.
66. In addition to the VSC and APSH tests, No-Sky-Line ("NSL") and Average Daylight Factor ("ADF") tests were also carried out to each of the neighbouring rooms at Canal Grove. Where this required the internal configurations of neighbouring rooms to be assumed, room depths of circa 4.2m have been applied unless the building footprint dictates otherwise. Single-aspect room-arrangements have been adopted in a 'worse-case' scenario. The Applicant's surveyor confirms that layouts have been assumed in a robust way to capture the extent to which the neighbouring properties would experience change in daylight potential via the NSL and ADF tests. Room-uses have been ascertained from external observations. They also explain that, as it is not always possible to acquire information on the internal configurations for every neighbouring property under assessment, the use of assumed room layouts is standard industry practice. The Applicant's agent confirmed by email that a copy of the computer model and analysis will be sent to the surveyor who wrote this objection.
67. Five of the objections have been received in the form of a standard response (some with revision and additions), stating the following:
- Not enough affordable housing is proposed. Southwark needs more affordable housing but this development proposes 65% unaffordable homes;
 - Not enough family housing is proposed Southwark needs more 3-5 bedroom homes. Only 11.5% of the new units are 3 bedroom and no 4-5 bedroom homes are proposed;
 - There will be a loss of industrial jobs;
 - It will cause a strain on public transport;
 - The development's minimum of 2,000 new residents in the area will need to use the Old Kent Road to get around by bus or car. The Old Kent Road is already congested and public transport is under strain already. More people travelling will add to the area's air pollution; and
 - The buildings are too tall. The development's 42 storey and 38 storey towers will change the skyline of the Old Kent Road. This is out of proportion within the context of the area, and better transportation is needed in the area before development on this scale can be allowed.
68. The objection in the form of a petition against the proposed development is from 'OKR People', a collective of residents, businesses and representatives of community groups which live or are active within the Old Kent Road Opportunity Area. No indication is

given in the representation of the number of people or organisations that it has been sent on behalf of. The grounds for objection raised in this representation are as follows:

- 69.
- The planning application is premature and should be refused on the basis that it cannot be decided until the New Southwark Plan (“the NSP”) and the Old Kent Road Area Action Plan (“the AAP”) have been formally adopted;
 - The application should be refused because the mix of unit sizes and tenure proposed does not correspond with Southwark’s housing need, as reported in the South East London Strategic Housing Market Assessment (“the SHMA”), Strategic Policy 7 of the Core Strategy or policy H7 of the draft new London Plan;
 - As the site is located in with an Opportunity Area and Strategic Industrial Location, the threshold approach of 35% affordable housing is not appropriate for the site. Draft London Plan Policy H6 sets an affordable housing threshold of 50% for industrial land;
 - The planning application should be refused on the basis that it involves a loss of industrial floorspace in a Strategic Industrial Location;
 - The affordable or creative workspace proposed would not be appropriate for the small and medium-sized industrial uses that are currently based in the Old Kent Road area or aspire to be;
 - The planning application should be refused due to inadequate provision of active frontage, particularly concerning the Sports Hall;
 - The planning application should be refused on the basis that it fails to indicate how the bus network, which is already at capacity at peak times, will be supported to accommodate the large influx of new residents as a result of the new development prior to the Bakerloo Line Extension taking place;
 - Only providing car parking spaces for residents who may suffer from accessibility and mobility issues in the development, in an area where free on street parking is widely available, will simply mean that future occupants will park their cars on surrounding streets, resulting in competition for parking spaces with existing residents;
 - The proposed number of wheelchair accessible spaces is low, with 26 car parking spaces to be shared between a potential total of 125 wheelchair user dwellings;
 - The proposed development fails to provide sufficient and adequate green space and amenity space for occupants of the development and residents of surrounding properties; and
 - The proposals do not accord with current policy relating to tall buildings. The Old Kent Road is not identified in the Core Strategy as a location where tall buildings can be built and the design is not of the exemplary standard required.
70. Officer Response: All of the issues raised in these objections are addressed in full in the main body of this report. For reference to the specific areas raised please refer to the paragraphs identified in Table 8 below.

Issue raised	Paragraph numbers
Prematurity	202 - 203
The need for genuinely affordable housing	286 – 293
The loss of industrial land floor space	232 – 243
The relocation of existing businesses, including Southwark Metals	244 – 246 and 609
Density and over development of the site	282 - 285
Tall buildings and their impact on skyline	429 – 445 and 500 – 553
Fire Safety in tall residential buildings	590
Impact on listed buildings and other heritage assets	494 – 499
Active frontages (including the sports hall)	419 – 422

Open Space	312 – 322 and 459 - 468
Overlooking and loss of privacy	328 - 330
Daylight, sunlight and overshadowing	331 – 369
Car parking and wheelchair car parking	408 – 410
Public transport, including bus capacity	402 – 403
Traffic	396 - 399
Waste/refuse	404 and 609
Pollution and air quality	386 - 391
Demand on local facilities	613
Noise	383 - 385
Light pollution	371 - 373
Wind	374 - 382
Public consultation	629 - 630

Table 8 Relevant paragraphs of this report addressing issues raised in consultation responses

71. An objection has been received from a local campaign group called the ‘35% Campaign’. This objection can be summarised as follows:
- The GLA Stage 1 report refers to Affordable Rent rather than Social Rent;
 - There is no table of rents or percentage of market rent for the affordable housing for rent;
 - The proposal does not meet the draft New London Plan’s threshold of 50% affordable housing for developments on Strategic Industrial Locations (draft NLP H6 B);
 - The Applicant is silent on the social rented or affordable rented housing provider;
 - The Applicant should apply for grant funding to increase the amount of affordable housing;
 - The Applicant’s claim that the affordable housing “can only be funded in the absence of a review mechanism” is unjustified. The review mechanism is required by GLA because the 50% affordable housing threshold for developments on a SIL has not been met and must be implemented; and
 - The Applicant’s claim that the scheme is “technically unviable” and that there are “additional risks” that need to be mitigated by the “absence of the review mechanism” are challenged. The objection considers that the review mechanism must be implemented to capture the maximum reasonable amount of affordable housing in line with London Plan Policy 3.12.
72. Officer Response: The GLA’s Stage 1 Report refers to Affordable Rent in error. The Applicant is committed to the provision of Social Rent in accordance with Strategic Policy 6 of the Southwark Core Strategy. Whilst they have not submitted a table of rents (as these would be subject to change), the Applicant has confirmed that, in accordance with the definition of Social Rent, the rents would not exceed the rent levels determined by the formula set out in the Homes and Communities Agency’s (HCA) Rent Standard Guidance (sometimes referred to as rent caps or target rent levels).
73. The draft New London Plan is not yet adopted and therefore carries limited weight in determining planning decisions. Furthermore, the “threshold approach” set out in Policy H6 does not set a target for affordable housing delivery, but rather sets a threshold above which applicants would not be required to submit a viability assessment to the GLA at application stage. As the amount of affordable housing proposed here is below the threshold of 50% on Strategic Industrial Land, a full viability review has been submitted to and reviewed by the GLA. The GLA’s response to this is set out in paragraphs 107 and 123 - 124 of this report. It is also worth noting that Southwark’s Development Viability SPD (2016) requires a viability assessment to be submitted in

support of all planning applications where there is a planning policy requirement for affordable housing.

74. The Applicant's Financial Viability Appraisal, which was published one full week prior to the 9 October 2018 Planning Committee date, confirms that A2 Dominion has been secured as the affordable housing provider. The affordable housing offer has been increased to 40.5% using grant and other internal funding. The review mechanisms required by the GLA will be secured through the Section 106 Legal Agreement.
75. A letter from Kaymet (a local Old Kent Road business) and Vital OKR (an association of local businesses) was sent to Planning Committee members in advance of the 9 October 2018 Planning Committee. This letter raises concerns about the loss of the existing churches on the site and the responsibilities of the decision makers under the Equality Act (2010). The letter identifies "as many as four churches on the site", and claims that the officer report published before the 9 October 2018 Planning Committee failed to mention two of the churches on the site or that the current churches occupy in excess of 2,000 sqm. The letter also raises concerns that the new church accommodation proposed would only occupy 425 sqm.
76. Officer Response: In response to these concerns, a fuller discussion of the Public Sector Equalities Duties has been included within this report. Please refer to paragraphs 204 – 220 for further detail. In summary, as reported in the previous version of this report, there are three lawful churches on the site. The fourth is not lawful and is subject to a planning enforcement action (see 14/EN/0051 for details). Officers are therefore satisfied that the quantum of church space has reported accurately, in line with the best information available at the time of writing. Officers understand that two of the churches already have plans to relocate elsewhere, in locations that could be more convenient for their congregations. The third, The Trustees of World Harvest Christian Centre, has been relocated to South Norwood in a property that has been refurbished and is now operational. This church would also be re-provided for within the proposed development. Whilst the re-provided church floor space would be smaller than existing, it would be purpose built, and more fit for purpose than the existing premises. A Structural Condition Survey, dated February 2017, confirms that the existing property is in a poor and dangerous state. Given that this church also has new premises in South Norwood, this reduction in size is not considered detrimental. A Business Relocation and Retention Strategy would be required by the Section 106 Legal Agreement, and this would be expected to set out the full requirements of the church and how these would be met in the new facility. The Business Relocation and Retention Strategy would also be expected to set out the relocation options for the churches that would leave the site, including any specific requirements and any temporary relocation arrangements.
77. Constantine Ltd, the leaseholder of an existing office building on the site has written three letters against the proposed development. They raise the following issues:
 - Prematurity in planning terms, as the proposals would precede the requisite Development Plan changes;
 - Insufficient open space to support buildings of the height proposed;
 - Over development of the site;
 - Impacts on the skyline,
 - Locations of tall buildings would not relate to the tall building strategy in draft OKR AAP;
 - Increased traffic;
 - Constantine's lease runs until 2028, but the initial phasing strategy would have see their building demolished between July 2019 and December 2019;
 - The revised phasing strategy envisages Constantine being relocated into Block A in early 2022 so that their existing premises can be demolished, but they have not agreed to relocation;

- Constantine's preference would be to have a single move from all their premises in the Opportunity Area to a new site as soon as they can manage it, which will not be before 2023 at the earliest;
- As such, the Applicant has failed to take all reasonable steps to facilitate the successful relocation of an existing occupier;
- And, should planning permission be granted, the need for robust planning conditions to ensure that if planning permission is granted, the impact of construction and operation of the development on Constantine Ltd. and their specific needs will not be harmful.

78. Officer Response: Where related to planning matters, these issues are addressed in full in the main body of this report. Please refer to Table 8 for the relevant paragraph numbers. With specific reference to Constantine Ltd.'s leasehold property on the site, the Applicant has met with Constantine Ltd. during the course of the application and offered a number of 'in principle' options that would accommodate them should they decide to stay in the locality in the long term or move to an alternative location, but not in the immediate future. The Applicant has also updated the proposed construction programme to take account of the remaining length of Constantine Ltd.'s lease and they have agreed to meet on a regular basis (suggested quarterly) for updates on development progress. Whilst the amended programme would not mean that they could stay in their existing building until their lease expires in 2028, they would be able to stay until 2022, which would allow them to be re-accommodated temporarily in Block A once that is constructed and then permanently rehoused in Block B if required. Officers consider therefore that reasonable steps have been taken to facilitate the successful relocation of this existing occupier. In addition, a final Construction Environment Management Plan and Business Relocation and Retention Strategy would be secured by the Section 106 Legal Agreement. These documents would ensure best practice in construction, including the avoidance of harm to existing business and would be expected to address Constantine's specific needs.

79. One further letter of objection was been received on behalf of Constantine Ltd. prior to the planning committee on 9 October 2018. This letter set out to clarify matters set out in the Case Officer's report. The matters raised are summarised as follows:

- The application directly affects 61 employees in a business within the application site, with a further 54 on adjacent sites, mostly residents of the Borough;
- The Applicant has not adjusted the Construction Programme to reflect the unexpired lease – which runs until 2028. The Construction programme proposed is therefore not robust and achievable;
- The Applicant has failed to engage effectively with this existing employer on the site about relocation;
- The report fails to outline adequate safeguards for Constantine Ltd in terms of the noise, vibration, smell, fumes, smoke, soot, ash, dust or grit arising from the demolition and construction immediately adjoining the offices. The terms of reference for the proposed Construction Environment Management Plan and Business Relocation and Retention Strategy have not been outlined.

80. The letter urges committee members to defer consideration of the application pending:

- Further discussions between the Applicant and leaseholder on the site to see if an agreement can be reached for the relocation of businesses commensurate with current lease arrangements, so that the committee can determine whether the construction programme is achievable; and
- Further clarification of the content of the Construction Environment Management Plan to ensure than an appropriate standard of amenity can be maintained for existing businesses during the demolition and construction periods

81. The letter goes on to request that, if committee members are minded to grant approval, then they are urged to consider the imposition of conditions:
- To ensure that reasonable and substantive efforts are taken to relocate existing businesses, including Constantine Ltd, as required by the GLA, and to demonstrate this;
 - To impose robust planning conditions to mitigate the impact of noise, vibration and nuisance neighbouring properties and premises still in occupation on the site; and
 - To require the Officers to report back to the Planning Committee on progress at least quarterly.
82. Officer Response: In this letter Constantine advise that the number of employees stated as working in their office on the application site is wrong in submitted material and consequently in the officers report prepared for Planning Committee on 9 October 2018. The submitted material estimated 10 employees, based on the known floor space and the application of standard employment densities (HCA Employment Density Guidelines). Constantine Ltd. now advise that the figure is actually 61. Constantine had not advised of this error in any of their previous letters. It is not clear whether these are full time jobs, but Officers will assume a 'worst case scenario' that they are. The impact of this revised figure is that the total number of full time jobs currently provided on the site would rise from 132 as quoted previously, to 183. The total number of full time jobs proposed would remain at 298, which would still result in a substantial net increase of 115. This has been corrected throughout this report. The Section 106 Agreement would also secure employment and training for local people and the Applicant has agreed to enter into a Unilateral Undertaking to ensure that employees in the proposed development are paid the London Living Wage.
83. During the course of the application, the proposed construction programme was adjusted in response to concerns raised by Constantine Ltd. Whilst this amendment would not mean that they could stay in their existing building until their lease expires in 2028, they would be able to stay until 2022, which would allow them to be re-accommodated temporarily in Block A once that is constructed and then permanently rehoused in Block B if required. Officers consider this reasonable, robust and achievable. As Constantine's lease runs until 2028 they can not be forced to leave in advance. The Applicant would need to negotiate a solution that is acceptable to all parties.
84. To ensure this process is reasonable, the proposals for relocation of Constantine Ltd would be developed and tested further through the Business Relocation and Retention Strategy and Retention Strategy mentioned above. This would be secured through the Section 106 Agreement and would be required to comply with the requirements set out in Policy P38 of the draft New Southwark Plan, particularly the following:
- It would be written in consultation with the affected business;
 - It would set out viable relocation options, including specific business requirements and any temporary relocation arrangements;
 - It would set out details of all relocation options explored and the assistance that will be provided;
 - It would provide evidence that the relocation option is suitable for the viable continuation of the business; and
 - It would demonstrate collaboration with other land owners where necessary.
85. Based on the construction activity safeguards that the Construction Environment Management Plan (CEMP) required by the Section 106 would secure, Officers are satisfied that Constantine's operations on the site would not be harmed. As a result of these safeguards, it is also not considered necessary to impose the conditions

suggested. Guidance on preparing CEMPs and best construction practice can be found at <http://www.southwark.gov.uk/noise-and-antisocial-behaviour/construction-noise>. The CEMP would oblige the Applicant, developer and contractors to commit to current best practice with regard to site management and to use all best endeavours to minimise off site impacts. A copy of the CEMP would be available on site at all times and would include the following information:

- A detailed specification of demolition and construction works at each phase of development including consideration of all environmental impacts and the identified remedial measures;
- Engineering measures to eliminate or mitigate identified environmental impacts e.g. acoustic screening, sound insulation, dust control, emission reduction, location of specific activities on site, etc.;
- Arrangements for direct responsive contact for nearby occupiers with the site management during demolition and/or construction (signage on hoardings, newsletters, resident's liaison meetings);
- A commitment to adopt and implement of the ICE Demolition Protocol and Considerate Contractor Scheme;
- Site traffic – Routing of in-bound and outbound site traffic, one way site traffic, lay off areas, etc.; and
- Waste Management – Accurate waste identification, separation, storage, registered waste carriers for transportation and disposal to appropriate destinations.

86. All demolition and construction work would then be undertaken in strict accordance with the plan and relevant codes of practice, unless otherwise agreed in writing by the Local Planning Authority.
87. RTS Waste Management Ltd. a local business have written in to object to the loss of Southwark Metals, the existing scrap yard on the application site on whom they rely. They identify that this is not compliant with Policy 5.17 of the London Plan.
88. Officer Response: London Plan (2016) Policy 5.17 H requires that “if, for any reason, an existing waste management site is lost to a non-waste use, an additional compensatory site provision will be required that normally meets the maximum throughput that the site could have achieved”. Approval has recently been given for LBS to purchase land near the application site on which compensatory provision for the loss of Southwark Metals would be provided. As required by the London Plan (2016) policy, this would be addressed through LDF preparation and secured in the final OKR AAP.
89. Representatives of the Kent Park Industrial Estate, which occupies a site to the east of the application site have written to raise concerns about the potential daylight, sunlight and overshadowing impacts on any future residential scheme that may come forward on their site. Their representation raises concerns that this is not addressed in the cumulative impact assessments undertaken in the submitted ES.
90. Officer Response: The draft OKR AAP does indicate that this site has potential for high density, mixed use development, which would be supported in principle should an application come forward in the future. It is considered reasonable that these issues could be addressed in the design of any scheme that was to come forward on this site. It is not necessary for any future redevelopment proposals for this site to be assessed as cumulative development under the EIA regulations (2017), as no plans have yet been submitted and this requirement is restricted to “other existing development and/or approved development”.
91. The thirteen responses received in support of the application have come from residents who live in close proximity to the application site, from residents in other areas of

Southwark such as Peckham, from residents in Lewisham and from residents in other London Boroughs. Two have come from outside London. The comments received in support identify the following benefits:

- High quality architecture and design;
- Appropriate density for a site so close to a potential Bakerloo Line Extension (BLE) station;
- Provision of housing, jobs and businesses;
- It will start the regeneration of the Old Kent Road; and
- It will provide a more compelling case for the delivery of the BLE.

92. A letter in support of the application has been received from Camelot Primary School. They consider that the proposed development would improve the community through the provision of new retail and commercial frontages, bringing businesses to the area and improving local employment. They are also in support of improvements to the streetscape and public realm and the contribution of a large number of residential dwellings at a critical time for London's housing.
93. They state that "the improvements to the local area will be very welcome for us and we know many of our families, children as well as staff members will benefit from a development of this nature."
94. Representations have also been received from the following external and statutory consultees.

Ministry of Housing, Communities and Local Government

95. No comments to make.

GLA

96. The GLA's Stage 1 response considers that the application does not comply with the London Plan and draft new London Plan. The reasons for this, along with Officer responses, are set out below.
97. The GLA do not support the inclusion of residential units on this protected industrial site, in line with London Plan Policies 2.17 and 4.4 and draft London Plan Policy E6. They do not consider the balance of uses proposed to accord with London Plan Policy 4.4 and Policy E7 of the draft London Plan. Should the site be considered suitable for mixed-use development the GLA would expect an increase in industrial floor space to address the requirements of draft London Plan Policy E7 and the draft Old Kent Road Area Action Plan.
98. Officer Response: In response to this concern, and concerns raised by LBS Officers, the Applicant has made significant revisions to the scheme, including significant increases to the quantum of B1 (c) (light industrial appropriate in a residential area) floor space and setting out a clear specification for the nature of this space. This is discussed in further detail in paragraph 241 of this report. During informal discussions, GLA Officers have indicated that these changes address their concerns.
99. Furthermore, the GLA and LBS have now agreed an approach to phasing the release of protected industrial land for mixed use development in the Old Kent Road Opportunity Area. The application site is agreed to be in the first phase of released sites. A letter was received from the Deputy Mayor for Planning, Regeneration and Skills, dated 17th September 2018 which confirms the "agreed means for Southwark, the GLA and TfL to deliver the scale of change and quality we want to see for Old Kent Road. This agreement is very welcome, and I believe places us in the best position to continue to

make the case for BLE funding to government.” The letter goes on to identify detailed matters that still need to be addressed, but the Deputy Mayor states that he is “confident these final matters can be fully resolved over the coming months”. We will make this letter publicly accessible on our website. Members should however note that even with this agreement in place the draft OKR AAP and New Southwark Plan (NSP) would still need to be subject to an EiP and approval of the Secretary of State before they become the adopted development plan position. It should also be noted that there have been a number of objections to the proposed release of industrial land from third parties which would need to be considered at the EiP.

100. The GLA note that the application site is within 400 metres of Camelot Primary School and St Francis Catholic Primary School, so the provision of Use Class A5 (hot food takeaways) would be contrary to Policy E9 ‘Retail, markets and hot food takeaways’ of the draft London Plan.
101. Officer Response: In response to this concern, and concern from LBS Officers, hot food takeaways are no longer proposed as part of this development.
102. The GLA note that the application site contains or has contained a waste management facility (Southwark Metals) which London Plan Policy 5.17H and draft London Plan Policy SI19, require compensatory provision to be provided if the site were to be lost to a non-waste use. They requested full details of Southwark Metals waste throughputs going back at least 3 years, clarification of the site’s existing and potential waste throughputs (broken down into individual streams and differentiating between apportioned and non-apportioned wastes), and confirmation of where and how these capacities could be re-provided elsewhere in London.
103. Officer Response: London Plan (2016) Policy 5.17 H requires that “if, for any reason, an existing waste management site is lost to a non-waste use, an additional compensatory site provision will be required that normally meets the maximum throughput that the site could have achieved”. Approval has recently been given for LBS to purchase land near the application site on which compensatory provision for the loss of Southwark Metals would be provided. As required by the London Plan (2016) policy, this would be addressed through LDF preparation and secured in the final OKR AAP. The Applicant provided waste throughputs to the GLA by email on 18 June 2018.
104. It is also worth noting that the Council have agreed on a cross borough level how waste apportionment will be managed. The Integrated Waste Management Facility is the only waste site in the borough being safeguarded.
105. The GLA note that the application site is in close proximity to three gasholders which have been decommissioned, although a hazardous substance consent is still in place and falls within the Health and Safety (HSE) consultation zone and that the HSE has advised against the granting of planning permission for this development or the inclusion of a Grampian style condition. The GLA would be in support of the latter approach.
106. Officer Response: The response to the HSE’s objection is set out in paragraphs 598 – 606 of this report.
107. The GLA Stage 1 report was written before the affordable housing offer was raised from 35% to 40.5%. They noted the proposal for 35% affordable housing by habitable room with a 72/28 split in favour of social rented tenure. As the application site is industrial land and within an Opportunity Area it is subject to the GLA’s viability tested route. GLA Officers have robustly interrogated the Applicant’s submitted viability assessment and concluded that, as identified by both the Applicant’s viability consultant and the independent review commissioned by LBS, the scheme cannot deliver more than the 35% affordable housing proposed based on the tenure split. (As advised by email dated

17 August 2018). They did however also request that the Applicant should investigate the use of grant funding to increase the affordable housing provision.

108. The GLA also require early implementation and late stage review mechanisms to be secured by the S.106 in accordance with Policy H6 of the draft London Plan. A baseline appraisal will need to be established for these review mechanisms, which the GLA advise should be based on the review carried out by GVA on behalf of LBS.
109. Officer Response: The Section 106 Legal Agreement will secure early implementation and late stage reviews with an agreed baseline. As required by the GLA, a draft of the S106 agreement will be made available to them so that they can ensure the review mechanisms have been applied. In addition, the Applicant would be using GLA grant funding to increase the affordable housing offer from 35% to 40.5%.
110. The GLA raise concerns that there are instances where the number of units sharing the same core at each level exceeds the recommended eight units per core of the Mayor's Housing SPG and that this has created a high proportion of single aspect units.
111. Officer Response: The proposed design has been revised throughout the application process to address and mitigate a number of these concerns. GLA officers have been advised of this and the ways in which the residential accommodation is considered to be of a high quality, as set out in paragraphs 307 - 309 of this report. GLA Officers have indicated that these changes address their concerns.
112. The GLA advise that consideration will need to be given to the 'Agent of Change' principles and the Applicant must demonstrate that the scheme has been designed to enable existing noise generating uses and activities to remain viable, and fully detail any required mitigation measures.
113. Officer Response: The Agent of Change principles are discussed in paragraph 328 of this report.
114. In relation to urban design, the GLA raised concerns about:
 - How the proposals would respond to the AAP's wider pedestrian and public realm framework;
 - Small areas of inactive frontage (although they note that in general there is a good level of active frontages proposed);
 - How the sports hall frontage can positively connect with the open space;
 - How the layout, height and massing of the tall buildings have been informed by a plan-led approach; and
 - Design of the tall buildings.
115. Officer Response: These concerns are all addressed in full in the body of this report, particularly paragraphs 419 to 469. GLA Officers have indicated that these changes address their concerns.
116. The GLA requested a number of clarifications in relation to the submitted energy strategy, all of which were provided by the Applicant. They also requested that continued exploration of potential connections to the South East London Combined Heat and Power (SELCHP) network should be required by condition.
117. Officer Response: The potential for the proposed development to be connected to the (SELCHP) District Heating Network will be secured through the Section 106 Legal Agreement.
118. The GLA requested further information on water consumption to demonstrate that all dwellings would achieve water consumption of 105 litres per person per day or less.

119. Officer Response: The Applicant has confirmed that all dwellings would be designed to meet 105 litres per person per day (internal water usage), which is equivalent to the 'optional' requirement of the Building Regulations Part G (105 litres/person/day for internal water usage plus 5 litres/person/day for outdoor external usage = 110 litres/person/day). The specific flow rates for the sanitary ware and water consuming appliances for each of the dwelling types will be provided during the design stage. This would be required by planning condition.
120. In relation to transport, the GLA refer to TfL's consultation response, which is addressed below.
121. The GLA's Stage 1 response also identifies a number of areas in which they support the proposed development, including:
- The re-provision of the existing place of worship;
 - The proposed housing mix;
 - Introducing street frontages to the edges of the site
 - Creating an open space the heart of the site;
 - The simple form of architecture with high quality facing materials, distinction between the base, middle and tops of each building element and well-defined, deep set window reveals;
 - That the proposal would not harm the composition of strategic and local protected views;
 - That the proposal would not harm the setting of the neighbouring heritage assets; and
 - That the proposal would meet the requirements of Building Regulations Part M4(2) 'accessible and that 10% of the proposed dwellings would meet Building Regulation requirement M4(3) 'wheelchair user dwellings'
122. On 5 October 2018, GLA Officers provided an update on the strategic planning issues raised in the Mayor's Stage 1 Report (18th June 2018). Members should note that this update is officer level only and without prejudice to the Mayor's formal consideration of the application. This update can be summarised as follows:
- GLA, LBS and TfL have agreed an approach to the phased release of industrial land for high density, residential led, mixed use regeneration in the Old Kent Road Opportunity Area in advance of the Bakerloo Line Extension (BLE). The application site falls within the first phase of this release, which would see up to 9,500 new homes being delivered prior to the signing of a BLE construction contract;
 - The scheme has been revised to include 5,858 sqm of flexible B1 floorspace which the Applicant has confirmed will accommodate a range of B Class employment uses including industrial. Providing all or the vast majority of this floorspace is designed to accommodate B1c, B2 or B8 uses, GLA officers welcome this and support this amendment which could potentially make the overall scheme acceptable in land use terms;
 - The proposed A5 use (hot food takeaways) has been removed, which is welcomed by GLA Officers;
 - Approval has recently been given for LBS to purchase land near the application site on which compensatory provision for the loss of Southwark Metals would be provided. This approach is satisfactory subject to the Council securing the compensatory provision through an obligation or condition prior to the loss of the existing facility;
 - The GLA expects that LBS will secure a Grampian-style planning condition to restrict the occupation of the development until the hazardous substance

consent has been revoked in its entirety as advised at Stage 1 and by the Health and Safety Executive (HSE);

- The affordable housing offer has been revised to 40% by habitable room, inclusive of grant funding, and GLA Officers confirm that this is likely to represent the maximum amount of affordable housing the scheme can deliver;
- The Section 106 should include an agreed Gross Development Value (GDV) and build costs for viability review purposes, it should secure 40% affordable housing unconditionally and it should secure both early and late review mechanisms;
- A draft of the Section 106 must be submitted to the GLA;
- Revisions to the scheme address the concerns raised by GLA Officers in relation to residential design and architectural quality, subject to conditions and obligations. However, concerns still remain in relation to the functionality of ground floor uses, the green open space and the extent of genuinely active frontages;
- GLA officers will continue to work with LBS Officers and the Applicant to address the co-location of light industrial uses with residential uses to ensure 'Agent of Change' principles are adequately addressed;
- The proposal includes total area of 5,137 sqm of potentially playable space across the development, but as this has not yet been designed in detail, the scheme is not yet considered to meet London Plan Policy 3.6, draft London plan policy S4 and the Play and information recreation SPG;
- Consideration should be given to addressing concerns raised by Southwark's Design Review Panel (DRP);
- GLA officers will continue to work with LBS Officers, the Applicant and TfL to address concerns regarding the connections of the scheme to wider public realm improvements for the Sandgate Street/Old Kent Road intersection;
- The Applicant has demonstrated that the scheme meets the requirements of London Plan Policy 5.2 and Policy SI2 of the draft London Plan (energy);
- The Applicant and LBS are engaging separately with TfL officers to address issues raised in relation to compliance with London Plan and draft London Plan transport policies.

123. Officer Response: Officers welcome this update from the GLA and are pleased that such significant progress has been made in addressing concerns raised in the Mayor's Stage 1 Report. Officers note that no B2 or B8 space is applied for, but that 5,328 sqm of B1 space is proposed, all of which would be designed to accommodate B1 (c) (light industrial appropriate in a residential area) uses. An obligation ensuring that compensatory waste provision would be provided before Southwark Metals leave the application site would be secured through the Section 106 Legal Agreement. As set out in paragraphs 598 to 606 of the Officer's report, LBS do not propose to impose a Grampian Condition in relation to the hazardous substance licence, but would refer the proposals to the HSE as required. The Section 106 agreement would secure all of the GLA's requirements, including agreed GDV and build costs, 40.5% affordable housing and early and late stage reviews. A draft would be provided to the GLA. As set out in the Officer's Report, the functionality of ground floor uses, the green open space and the extent of genuinely active frontages are all considered acceptable by LBS Officers. Detailed design of the landscape proposals would be secured by condition. Full consideration has been given to the DRP concerns, as set out in the Officers Report. LBS Officers would welcome further collaborative work with the GLA as the detailed design evolves.

TfL

124. TfL note that there is only limited capacity on the transport network to accommodate the demand generated by additional homes and jobs in the Old Kent Road area in advance of the opening of the planned BLE. Ahead of this, some development could be accommodated through improvements to the existing primarily bus-based transport and

to active travel.

125. Officer Response: As noted by TfL, The GLA, TfL and LBS are in discussions regarding an area-wide approach to increasing the capacity of the transport network.
126. TfL welcome the generous set backs of Blocks B and C to provide a more generous space for pedestrians, but raise concerns that the footway on Sandgate Street in front of Block A would only be 2.4m wide and could be obscured by on-street cycle parking stands.
127. Officer Response: 2.4m is the minimum acceptable width for footways in Southwark's Street Design Manual (SSDM). As such, this is acceptable. The precise location of cycle stands and other street furniture will be addressed through detailed design during negotiation of a Section 278 between the Applicant and the council. This will be secured by the Section 106 Agreement. Such furniture will only be permitted in locations that comply with the SSDM. Transport Officers have confirmed that, subject to detailed design, the proposed development would not prevent the delivery of the Council's plans for Sandgate Street and Ruby Street.
128. TfL welcome the aspiration to introduce further on-street cycle parking and tree planting on the Old Kent Road, but note that the current design conflicts with their Healthy Streets scheme which is under design development for Old Kent Road.
129. Officer Response: The position of trees and other street furniture shown on the Old Kent Road should be thought of as indicative only. Their precise location will be agreed through Section 278 negotiations with TfL as the Highways Authority for the Transport for London Road Network (TLRN). This will be secured through the Section 106 Agreement.
130. TfL requested a financial contribution of £1,165,000 toward the cost of the Healthy Streets scheme.
131. Officer Response: Although the Council supports TfL's aspirations for the Old Kent Road Healthy Streets scheme it is currently only in feasibility stage. The developer has contributed land to facilitate the changes should they be taken forward and will be subject to S278 with both highway authorities. Surface transport infrastructure is an area covered by CIL. Officers are of the view that the improvements necessary for the Healthy Streets scheme should be secured by TfL through negotiation of a S278 legal agreement with the Applicant.
132. TfL request that funding for Legible London wayfinding and improvements to local roads should also be secured.
133. Officer Response: If signage is found to be necessary in the future, it could be paid for from the public realm contributions that will be secured through the Section 106 Agreement (see paragraphs 325 - 353 of this report for details). Improvements to local roads will be secured through Section 278 Agreements with LBS and TfL, the negotiation of which will be required by the Section 106 Agreement.
134. TfL note that generous public realm is proposed within the site (including a notional layout for the "Carpet Right" site) and that the proposed buildings will provide generally provide a good degree of natural surveillance of these spaces
135. Officer Response: Noted
136. TfL note that, whilst the proposed cycle parking appears to exceed current London Plan quantity standards, it is sub-standard in terms of accessibility and the nature of the

stands proposed.

137. Officer Response: Details of the cycle parking will be agreed through a planning condition, but officers are satisfied that the material submitted demonstrates thoughtful consideration of the needs of different cyclists. There is also a proposal for a cycle hub on site, which is considered a very positive aspect of the scheme.
138. TfL note that no audit of cycling infrastructure is provided in support of the application.
139. Officer Response: This is not considered necessary
140. TfL request the provision of a suitable on-site location and funding of £220,000 for a cycle hire docking station.
141. Officer Response: Although the council supports an aspiration for an extension to the Santander cycle hire system, there is no programme to facilitate this at the moment. Docking stations would most likely be delivered after the Bakerloo Line Extension (BLE) as part of the supporting surface transport infrastructure. As such, it could be covered by the Community Infrastructure Levy (CIL). To ensure there is an option for cycle hire use in the area prior to this, Officers have requested that the Applicant provide access to the dockless cycle hire schemes that will be licenced by LBS by the time of first occupation or an equivalent, acceptable cycle hire scheme. The proposal also includes a cycle hub which could also offer cycle hire to the community, including new residents. Appropriate cycle hire access would be secured through the Section 106 Agreement.
142. TfL consider the quantum of parking for people with disabilities, at 2.3% of the number of residential units proposed, to fall below the initial provision equivalent to 3% of homes required by Policy T6.1 of the London Plan and note that no evidence is provided that up to 10% could be provided at a later date if needed. They also state that the potential lease of wheelchair parking spaces to able-bodied residents would not be acceptable.
143. Officer Response: The quantum of car parking is considered sufficient because although slightly below the emerging guidance, currently there is no restriction in the surrounding borough highway for blue badge parking. To ensure the proposed wheelchair accessible parking spaces would not be leased to non wheelchair accessible units, officers have agreed that, should the spaces not be needed by disabled residents, they will be made available on a short stay basis for 'essential workers' such as carers, health visitors, plumbers and electricians or to increase cycle parking. No parking space would be allocated to a non-wheelchair accessible unit resident. This will be secured through the Section 106 Agreement.
144. TfL identify that the site is not within an existing Controlled Parking Zone (CPZ) and so there is no way of securing a car-free development. They therefore recommend that the Council secures funding for a new CPZ or extension to a nearby CPZ.
145. Officer Response: This is being explored and there will be a clause in the Section 106 Agreement preventing residents or occupiers of the proposed development from obtaining residents parking permits for any future CPZ. The Council has made the developer aware of its emerging plans for the Sandgate Road area and that it is likely to include the introduction of parking controls and will include this into the S278 agreement
146. TfL note that electric vehicle charging points are proposed to meet the London Plan minimum standards but would encourage provision of a greater proportion.
147. Officer Response: The number of Electric Vehicle (EV) charging points is policy compliant and therefore acceptable. The council is in the process of rolling out EV charging points in lamp columns across the borough and it is likely that some will be in

walking distance of this site by the time it is occupied.

148. TfL request a contribution of £1,108,125 per year, for five years to fund the cost of 12.3 additional peak hour bus journeys.
149. Officer Response: Increased and improved bus services are needed to accommodate growth in the Old Kent Road Opportunity Area prior to the arrival of the Bakerloo Line Extension (BLE) and developers will be expected to fund adequate mitigation in advance of its delivery. LBS Officers are working with TfL to produce a phasing plan which will ensure this happens. It will require contributions from developers to pay for additional bus services. The LBS Section 106 Planning Obligations and Community Infrastructure Levy (CIL) SPD (2015) is clear and transparent in what it expects development to deliver for local people and these contributions need to be subject to the same rigour. In addition, as the collecting and enforcing authority for the Section 106 Agreement, LBS need to know that the contributions requested pass the Section 106 tests and are fair and proportionate and reasonably related to mitigating the impacts of each individual scheme. If this is not confirmed according to a clear evidence base setting out exactly what is required and what can be accommodated, any contributions may be subject to challenge. LBS officers are therefore working with TfL to set out a strategy that is deliverable, transparent and can be seen by local people and developers alike to address concerns about bus capacity and overcrowding.
150. TfL welcome the framework travel plan but consider that it requires more work before being fully acceptable.
151. Officer Response: Southwark Transport Planning Officers no longer require Travel Plans. The proposed Delivery Service Plan (DSP) bond is considered a more robust approach. More detail is provided on this in paragraphs 404 - 407 of this report.
152. TfL raise concerns about servicing the scheme from the street and whether this is sufficient given the anticipated road scheme promoted by LBS.
153. Officer Response: The DSP addresses this issue and is considered acceptable by Officers. As set out in paragraphs 404 - 407, a financial bond will be secured against it.
154. TfL note that a good draft Construction Management Plan is supplied but further details should be secured by condition.
155. Officer Response: A final Construction Management Plan will be secured by the Section 106 Legal Agreement.

London Underground

156. No comments to make on the application.

Metropolitan Police

157. The Designing Out Crime Officer has met with the Applicant and is satisfied that, should this application proceed, it should be able to achieve the security requirements of Secured by Design with the guidance of both Secured by Design Homes 2016 and Commercial 2015 guides. Conditions requiring the proposed development to adhere to the principles and physical security requirements of Secured By Design are recommended.
158. Officer Response: The recommended conditions are included with this recommendation.
159. A planning consultancy called Lambert Smith Hampton has requested that the

development incorporate a Metropolitan Police Dedicated Ward Office (DWO). A DWO is a 20 -50 sqm space with secure lockers, showers, toilets, cooking facilities and access to Wi-Fi and charging facilities.

160. Officer Response: Officers gave this request careful consideration, but decided that there are more suitable sites in the OKR Opportunity Area for such a facility. Officers have contacted to planning consultants to discuss these options and will continue to monitor this need.

Natural England

161. No comments to make on the application

Environment Agency

162. Planning permission should only be granted subject to the conditions recommended.

Officer Response: The recommended conditions are included.

163. Health and Safety Executive (HSE)

164. The HSE consider that there are sufficient reasons, on safety grounds, for advising against the granting of planning permission in this case. They would not advise against the granting of planning permission for the proposed development if a condition were to be attached to the permission, so as to prevent the occupation of any of the buildings until the hazardous substances consent for the Old Kent Road Gas Holder Station has been revoked.

165. If planning permission is granted without the above condition, the local planning authority is required to give HSE advance notice of when it is minded to grant planning permission against HSE's advice, and allow 21 days from that notice for HSE to consider whether to request that the Secretary of State for Communities and Local Government call-in the application for their own determination.

166. Officer response: These issues are discussed in detail in paragraphs 600 - 606 of this report. In summary, given that the Gas Holder station is no longer operational, and that two of the gas holders have now been demolished, it is not considered that it would be proportionate to refuse planning permission on the basis that the hazardous substances licence has not yet been revoked. For the same reasons, it is also considered that the condition recommended by the HSE would be unnecessarily punitive, and is therefore not included with this recommendation. Any resolution to grant planning permission would be referred to the HSE as requested.

Historic England (HE)

167. HE advise that this application is the latest in a succession of tall building proposals along the Old Kent Road, which is of growing concern to them. Tall building development should follow a plan-led approach rather than a reaction to speculative development applications. However, we note that there is not currently an adopted policy for tall building development along the Old Kent Road.

168. Officer Response: The draft OKR AAP includes a tall building strategy. This plan has reached the 'Preferred Option' stage, and the Council consulted on it between December 2017 and March 2018. Adoption of the plan is expected in 2019. It is however agreed that this plan is not adopted, and as it is still in draft form, it can only be attributed very limited weight in determining applications. The assessment of the tall buildings proposed is set out in paragraphs 429 – 445 of this report.

169. HE considers that this proposal would have major townscape impact in a wide range of views, many of which would be harmful to the historic environment. They consider the most significant impact to be on:

- Cobourg Road Conservation Area: The proposed development would rise substantially above the existing tree and roofline of otherwise unspoilt views from Burgess Park towards the Conservation Area resulting in a dominant intrusion on the skyline;
- Glengall Road Conservation Area: The proposed development would break the unobstructed roofline at the corner of Glengall Road and Glengall Terrace which would detract from the historic streetscape of these Grade II listed terraces;
- Caroline Gardens Conservation Area: The proposed development, although peripheral to important views of the listed almshouses would exacerbate the existing impact presented by the existing tower blocks;
- Parliament Hill (London View Management Framework (LVMF) View 2A.1): The proposed development, whilst peripheral to the central viewing corridor, would add to the existing tall buildings which currently encroach on the dome of St Paul's Cathedral in this important view. Whilst not a major impact, HE consider that this would result in some incremental harm to the setting of St Paul's Cathedral.

170. Officer Response: The impact of the proposed development on sensitive views is assessed in paragraphs 500 - 553 of this report. It is also worth noting that the GLA do not consider that the proposed development would result in any harm to the strategic views in the LVMF.

171. In conclusion, HE considers that the proposed development would fail to preserve both the setting of the listed buildings mentioned above and the character of the conservation areas identified. They do not consider the level of harm to any individual designated heritage asset to be 'substantial' in NPPF terms, but they do consider that the cumulative impact of the development to be of concern. They also express concerns about the consideration of this application in the absence of an adopted strategy for the area.

National Air Traffic Services (NATS)

172. Initially, NATS submitted an objection to the application, based on preliminary technical findings. They subsequently came to the view that the design could be changed to modify its impact on radar equipment and therefore withdrew their objection subject to the inclusion of standard radar mitigation conditions.

173. Officer Response: The recommended conditions are included.

Arquiva

174. Arquiva have no objection to the proposed development in relation to the terrestrial television broadcast network and radio broadcast networks they operate. They do however note that there is potential for some interference with viewer reception. This is a separate issue and they recommend that the Council needs to consider whether it is appropriate to impose a condition or obligation by way of planning agreement to ensure the necessary surveys and mitigation measures to address this.

175. Officer response: The recommended conditions are included.

Thames Water

176. Thames Water does not have any objection with regard to the combined water network infrastructure capacity.
177. Thames Water has identified an inability of the existing water network infrastructure to accommodate the needs of this development proposal. As such, they have requested a condition preventing any properties being occupied until confirmation has been provided that either all water network upgrades required to accommodate the additional flows from the development have been completed; or a housing and infrastructure phasing plan has been agreed with Thames Water.
178. The magnitude of this development is such that significant water network and treatment infrastructure upgrades will be required to accommodate the development. As such, Thames Water have also requested a condition requiring an integrated water management strategy to ensure that sufficient capacity is made available to cater for the new development.
179. They also advise that there are water mains crossing or close to the proposed development. Construction over or within 3m of water mains is not permitted. The Applicant must check that the proposed development wouldn't reduce capacity, limit repair or maintenance activities during and after construction, or inhibit the services we provide in any other way.
180. The proposed development is also located within 15m of underground water assets and as such, Thames Water has requested an informative relating to this. For the information of the developer, they also note that there is a 100mm Ductile Iron (DI) private main crossing the development site.
181. In relation to waste, Thames Water is currently liaising with the developer via the pre-development enquiry process to confirm the point of connection to the public combined sewer.

London Fire Brigade

The London Fire Brigade

182. The London Fire Brigade require an undertaking to be given that access for fire appliances as required by Part B5 of the current Building Regulations Approved Document B and adequate water supplies for fire fighting purposes will be provided. Officers are confident that this has been achieved in the proposed design, as set out in the relevant paragraphs of this report. Nonetheless, a condition is recommended requiring this undertaken prior to commencement of development.
183. Officer Response: Recommended conditions and informatives included. It should also be noted that an Opportunity Area-wide Integrated Water Management Strategy (IWMS) is currently being produced.
184. The advice received from other Southwark Officers has been summarised in the table below. Further detail is provided throughout this report.

Officer	Summary of comments	Officer response
Urban Forester	Approve subject to conditions	Recommended conditions included
Local Economy Team (LET)	Approve subject to recommended contributions	Recommended contributions to be secured through the S106
Environmental Protection Team (EPT)	Approve subject to conditions	Recommended conditions included with this report, or as clauses in S106.
Ecology Team	Approve subject to conditions	Recommended conditions

		included
Flood risk and drainage team	Dan seeking clarification BIA condition?	Approve subject to conditions
Transport	Approve subject to conditions and Section 106 clauses.	Recommended conditions included with this report, or as clauses in S106
Highways	Approve subject to agreement to enter into S278 Agreement.	Requirement for S278 Agreement will be secured through S106.
Public Health	Approve subject to condition requiring a Health Impact Assessment and implementation of all mitigation proposed therein.	Recommended condition included.
Planning Policy	Advice given on emerging policy and waste apportionment	Advice included in relevant paragraphs of this report.
Archaeology	Approve subject to conditions	Recommended conditions included

Table 9 Summary of LBS officer consultation responses

KEY ISSUES FOR CONSIDERATION

Summary of main issues

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

- Principle of the proposed land use, including emerging policy for the Old Kent Road;
- Environmental Impact Assessment;
- Design;
- Townscape and impact upon the setting of adjacent listed buildings;
- Density;
- Affordable housing;
- Housing mix;
- Quality of accommodation;
- Wheelchair accessible housing;
- Impact of proposed development on amenity of adjoining occupiers and surrounding area;
- Transport;
- Noise and vibration;
- Trees and landscaping;
- Planning obligations (S.106 undertaking or agreement);
- Southwark and Mayoral Community Infrastructure levy;
- Sustainable development implications;
- Ecology;
- Contaminated land;
- Air quality;
- Water resources and flood risk;
- Archaeology;
- Wind;
- Health impact;
- Equalities and human rights; and
- Statement of community involvement

Legal context

186. Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires planning

applications to be determined in accordance with the development plan, unless material considerations indicate otherwise. In this instance the development plan comprises the London Plan 2016, the Core Strategy 2011, and the Saved Southwark Plan 2007.

187. There are also specific statutory duties in respect of the Public Sector Equalities Duty which are highlighted in the relevant sections below and in the overall assessment at the end of the report.

Planning policy

National Planning Policy Framework (the Framework)

188. National planning policy is set out in the revised National Planning Policy Framework ('the NPPF'), published on 24 July 2018. The NPPF focuses on a presumption in favour of sustainable development, of which there are three strands; economic, social and environmental. The core planning principles include, amongst others, the requirement to 'drive and support development'.
189. Paragraph 48 of the revised NPPF states that weight can be afforded to relevant policies in emerging plans depending on the stage of preparation of the plan. The council is preparing the New Southwark Plan (NSP) and OKR AAP which are emerging policy documents. The new London Plan is also in draft form. The weight that can be afforded to these emerging documents is discussed in greater detail in paragraphs 198 - 203 of this report.

Section 5 - Delivering a sufficient supply of homes

Section 6 - Building a strong, competitive economy

Section 8 - Promoting healthy and safe communities

Section 9 - Promoting sustainable transport

Section 11 - Making effective use of land

Section 12 - Achieving well-designed places

Section 14 - Meeting the challenge of climate change, flooding and coastal change

Section 15 - Conserving and enhancing the natural environment

Section 16 - Conserving and enhancing the historic environment

National Planning Policy Guidance (2014)

The London Plan 2016

190. The London Plan is the regional planning framework and was adopted in 2016.

Policy 2.17 Strategic Industrial locations

Policy 3.3 Increasing housing supply

Policy 3.5 Quality and design of housing developments

Policy 3.6 Children and young people's play and informal recreation facilities

Policy 3.8 Housing choice

Policy 3.9 Mixed and balanced communities

Policy 3.10 Definition of affordable housing

Policy 3.11 Affordable housing targets

Policy 3.12 Negotiating affordable housing on individual private residential and mixed use schemes

Policy 3.13 Affordable housing thresholds

Policy 4.3 Mixed use development and offices

Policy 4.4 Managing industrial land and premises

Policy 5.7 Renewable energy

Policy 5.8 Innovative energy technologies

Policy 5.11 Green roofs and development site environs

Policy 5.12 Flood risk management
Policy 5.13 Sustainable drainage
Policy 5.21 Contaminated land
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
Policy 7.21 Trees and woodlands
Policy 8.2 Planning obligations
Policy 8.3 Community infrastructure levy

191. The London Plan 2016 identifies the Old Kent Road as an Opportunity Area with “significant potential for residential – led development along the Old Kent Road corridor” and identified an indicative employment capacity of 1,000 and a minimum of 2,500 new homes. Opportunity areas are described in the London Plan 2016 as London’s major reservoirs of brownfield land with significant capacity to accommodate new housing, commercial and other development linked to existing or potential improvements to public transport accessibility.
192. Policy 2.13 in the London Plan 2016 sets out the strategic policy for the development and intensification of opportunity areas. Annex 1 includes an indicative capacity for Old Kent Road of 2,500 homes and 1,000 jobs and supports the development of a planning framework to realise the area’s full growth potential. It goes on to state that the employment and minimum homes figures should be explored further and refined in a planning framework for the area and through a review of the Strategic Industrial Location and capacity to accommodate a phased rationalisation of its functions in the opportunity area or a provision elsewhere.

Core Strategy 2011

193. Strategic policy 1 - Sustainable development
Strategic policy 2 - Sustainable transport
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
Strategic policy 14 - Implementation and delivery

Southwark Plan 2007 (July) - saved policies

194. The adopted local plan for Southwark includes the saved policies from the 2007 Southwark Plan in addition to the 2011 Core Strategy including its strategic policies.
195. 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.

- 1.1 - Access to employment opportunities
- 1.2 - Strategic and local preferred industrial locations
- 1.5 - Small businesses
- 2.1 - Enhancement of Community Facilities
- 2.2 - Provision of New Community Facilities
- 2.5 - Planning obligations
- 3.2 - Protection of amenity
- 3.3 - Sustainability assessment
- 3.4 - Energy efficiency
- 3.6 - Air quality
- 3.7 - Waste reduction
- 3.9 - Water
- 3.11 - Efficient use of land
- 3.12 - Quality in design
- 3.13 - Urban design
- 3.14 - Designing out crime
- 3.15 - Conservation of the Historic Environment
- 3.18 – Setting of Listed Buildings, Conservation Areas and World Heritage Sites
- 3.19 – Archaeology
- 3.20 – Tall Buildings
- 3.22 – Important Local Views
- 3.28 - Biodiversity
- 4.2 - Quality of residential accommodation
- 4.3 - Mix of dwellings
- 4.4 - Affordable housing
- 4.5 - Wheelchair affordable housing
- 5.2 - Transport impacts
- 5.3 - Walking and cycling
- 5.6 - Car parking
- 5.7 - Parking standards for disabled people and the mobility impaired

Supplementary Planning Documents

196.

- Sustainable Design and construction SPD (2009)
- Sustainability Assessments SPD (2009)
- Sustainable Transport SPD (2010)
- Affordable Housing SPD (2008 - Adopted and 2011 - Draft)
- Residential Design Standards SPD (2011 and 2015)
- Section 106 Planning Obligations and Community Infrastructure Levy (2015)
- Development Viability SPD (2016)
- Design and Access Statements SPD (2007)

Greater London Authority Supplementary Guidance

197.

- Housing SPG (2016)
- London View Management Framework (2012)
- London's World Heritage Sites SPG (2012)
- Providing for Children and Young People's Play and Informal Recreation (2008)
- Use of planning obligations in the funding of Crossrail (2010)
- Affordable Housing and Viability SPG (2017)
- Planning for Equality and Diversity in London (October 2007)

Emerging Policy

Draft New London Plan

198. The draft New London Plan was published on 30 November 2017 and the first and only stage of consultation closed on 2nd March 2018. The document is expected to reach examination stage later this year however, given the stage of preparation it can only be attributed limited weight. The draft New London Plan identified the Old Kent Road as having a minimum capacity for housing of 12,000 and a jobs target of 5,000.

Old Kent Road Area Action Plan (OKR AAP)

199. The council is preparing an Area Action Plan/Opportunity Area Planning Framework for Old Kent Road (AAP/OAPF) which proposes significant transformation of the Old Kent Road area over the next 20 years, including the extension of the Bakerloo Line with new stations along the Old Kent Road towards New Cross and Lewisham. Consultation has been underway for 3 years, with a first draft published in 2016. A further preferred option of the Old Kent Road AAP (Regulation 18) was published in December 2017 and concluded consultation on 21 March 2018. As the document is still in draft form, it can only be attributed very limited weight.
200. Whilst acknowledging this very limited weight, members are advised that the draft OKR AAP places the application site within the proposed Action Area Core, and within proposal site OKR 13 which covers the Sandgate Street and Verney Road area. Requirements for this allocation site include replacement of existing employment floor space and provision of a range of employment spaces, replacement of existing retail space and activation of frontages on the Old Kent Road through provision of retail, provision of housing, provision of a new sports hall, provision of a new park at the Ruby Triangle site and provision of on-site servicing.

New Southwark Plan

201. For the last 5 years the council has been preparing the New Southwark Plan (NSP) which will replace the saved policies of the 2007 Southwark Plan and the 2011 Core Strategy. The council concluded consultation on the Proposed Submission version (Regulation 19) on 27 February 2018. It is anticipated that the plan will be adopted in 2019 following an Examination in Public (EIP). Similarly with the OKR AAP, as the NSP is not yet adopted policy, it can only be attributed limited weight.
202. Some of the objections to the proposed development have argued that this application should be refused because it is premature and would prejudice the emerging OKR AAP. Legal Advice received in relation to this issue highlights the following from the National Planning Policy Guidance "arguments that an application is premature are unlikely to justify a refusal of planning permission other than where it is clear that the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, taking the policies in the Framework and any other material considerations into account. Such circumstances are likely, but not exclusively, to be limited to situations where both:
- (a) the development proposed is so substantial, or its cumulative effect would be so significant, that to grant permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to an emerging Local Plan or neighbourhood planning; and
 - (b) the emerging plan is at an advanced stage but is not yet formally part of the development plan for the area.
203. Refusal of planning permission on grounds of prematurity will seldom be justified where a draft Local Plan has yet to be submitted for examination, or in the case of a Neighbourhood Plan, before the end of the local planning authority publicity period. Where planning permission is refused on grounds of prematurity, the local planning

authority will need to indicate clearly how the grant of permission for the development concerned would prejudice the outcome of the plan-making process.”

Equality Implications

Legal Context

204. The Equality Act (2010) provides protection from discrimination in respect of the following protected characteristics: race, age, gender reassignment, pregnancy and maternity, disability, sexual orientation, religion or belief, sex, marriage and civil partnership. Section 149 of the Equality Act 2010 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; and
 - Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
 - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
205. As set out in the Essential Guide to the Public Sector Equality Duty (2014), “the duty is on the decision maker personally in terms of what he or she new and took into account. A decision maker cannot be assumed to know what was in the minds of his or her officials giving advice on the decision”. A public authority must have sufficient evidence in which to base consideration of the impact of a decision.
206. This section of the report examines the impact of the proposals on those with protected characteristics, with a particular focus on the Council’s legal duties under Section 149 of the Equality Act (2010). One particular issue that has been raised is the demolition of the existing churches on the site. As with a number of former industrial buildings in the Old Kent Road Opportunity Area, three buildings on the site are now lawfully occupied by churches. As the proposed development would require the demolition of all the existing buildings on the site, these churches would need to be re-provided for within the proposed development or relocated elsewhere. If re-provided within the proposed development, they may need to be temporarily relocated during demolition and construction phases.

Affected groups

207. There are currently three lawful churches occupying properties on the application site: 7-14 Ruby Triangle, 25-27 Ruby Street and 639 Old Kent Road. Together they occupy 2,013.65sqm (GIA). As a result of the potential demolition of these churches, impacts upon the following groups sharing protected characteristics have been identified:
- Religion or Belief (Demolition of existing churches on the site); and
 - Race (the congregations of the churches are predominantly black and minority ethnic (BME))
208. During consultation on this application, each of the churches was written to. No responses were received from any of them, but this should not be taken to imply support for the proposals.
209. Two of the churches on the site have already made plans to relocate to alternative

locations that are more convenient for their congregations, many of whom travel some distance to use the facilities. Four Square Church (639 Old Kent Road) have used the money from the sale of their property to purchase another property in Enfield. As the occupants were commuting from Enfield, this is a beneficial move. Grace Outreach Centre (7-14 Ruby Triangle), has been relocated to a property in East Hill in Dartford, which the Bishop confirms is more convenient for the majority of his congregation. The third church on the site, The World Harvest Christian Centre (25-27 Ruby Street), has been relocated to a newly refurbished property in South Norwood, which is now fully operational. This church has also requested that the Applicant provides a space for them within the proposed development. The Applicant has agreed to this and proposes a D1 space in the podium of Block C, which would open onto a generous area of public realm at the corner of Ruby Street and Hyndman Street. The Section 106 Agreement would ensure that The World Harvest Christian Centre would have first refusal to occupy this space.

210. One consultation response, received from a local business and business association, raised concerns about the way in which the impact on the churches was reported in the Case Officer's Report prior to Planning Committee meeting on 9th October 2018. Whilst Officers have always been fully mindful of the Public Sector Equalities Duties when assessing the application, further details are now provided in response to the concerns raised. The information provided on the number of churches on the site and the floor space that they occupy, as set out in Table 1 of this report, is based on thorough searches of planning history and other available data, to establish the lawful use of these properties. As such, Officers are satisfied that, as previously reported, there are three lawful churches occupying properties on the site at 7-14 Ruby Triangle, 25-27 Ruby Street and 639 Old Kent Road, and that they occupy 2,013.65sqm (GIA). The consultation response received also identifies that there is also a church in Unit 7 of the Sandgate Trading Estate. It should however be noted that this is not the lawful use of this property and it is subject to ongoing planning enforcement action (14/EN/0051). The initial report into this case states that the use of the site as a Class D1 use is harmful to the supply of premises for small to medium businesses, in conflict with Policy 2.17 of the London Plan, Southwark Plan saved Policy 1.2 and Strategic Policy 10 of the Core Strategy.

Impacts upon users of the existing churches and Proposed Mitigation

211. Without re-provision, relocation and/or other mitigation, the loss of the existing churches on the application site would give rise to inequalities to those with protected characteristics. However, as set out above, two of the churches on the site have already made plans to relocate and the third church on the site, The World Harvest Christian Centre, will be re-provided within the proposed development (in addition to being relocated to South Norwood). It is acknowledged that the space proposed for the re-provided church (425 sq.) would be smaller in overall GIA than that which it currently occupies (1,170.4 sqm). However, it is also understood that this has been agreed with the church who are satisfied with the offer. It is also noted that the building which the church currently occupies is a former office building, with a partially constructed, but unlawful and incomplete residential development to the rear. Part of the building has no roof and is not fit for habitation. A Structural Condition Survey dated February 2017 concludes that it is in a poor and dangerous state. It is therefore apparent that the church does not occupy the entirety of this building and that their current facility is of a poor quality. As noted above, this church has also been relocated to a newly refurbished facility in South Norwood. A purpose built D1 space and a newly refurbished facility in another location would therefore have a beneficial impact on the users of the church in the short, medium and long term. It is noted that there are a number of other churches within the immediate vicinity of the application site, but understood that each of these offers unique opportunities for worship to their specific congregations, so using alternative facilities may not be an option for many of the people affected. Given that all

of the churches have alternative sites to relocate to there should not be any temporary negative impacts during construction

212. In order to ensure a smooth relocation and re-provision process, and as part of LBS's ongoing equalities duties, the Business Relocation and Retention Strategy required by the Section 106 agreement would include detailed assessment of the needs of the churches and the ways in which these would be met. In line with the requirements of Policy P38 of the draft New Southwark Plan, the Business Relocation and Retention Strategy would be expected to fulfil (amongst others) the following requirements:
- It would be written in consultation with the affected churches;
 - It would set out viable relocation options, including specific requirements of the existing facilities and any temporary relocation arrangements;
 - It would set out details of all relocation options explored and the assistance that will be provided;
 - It would provide evidence that the relocation option is suitable for the viable continuation of the church in question; and
 - It would demonstrate collaboration with other land owners where necessary.
213. It has also been brought to Officers' attention that the Applicant has been involved in a dialogue with another church currently located elsewhere in the wider area who are looking to relocate to the proposed development. This dialogue is ongoing and Officers have offered their support to work through the outcomes.

Other equality measures

214. The Design and Access Statement contains a section on 'Inclusive Access' which sets out measures which would be incorporated into the development to assist people with mobility impairments, visual impairments, deaf people, older people and small children. Measures which would be incorporated include level access to buildings with suitable non-slip, even, level walking surfaces; suitable tonal contrast for any structure that might protrude into the public area; a suitably design set-down point for community transport vehicles; access to at least two lifts for all the proposed dwellings; wheelchair accessible and adaptable residential units and wheelchair accessible parking spaces.

Positive equality impacts

Provision of new housing including affordable housing

The Strategic Housing Market Assessment (SHMA) prepared on behalf of a number of South East London boroughs states that Southwark, together with Lewisham, has the most ethnically mixed population in the South East London sub-region. Compared to the population at large a very high proportion of Black households (70%) are housed in the social/affordable rented sector. These groups could therefore stand to benefit from the proposed affordable housing, which would include social rented units.

Improved and more accessible public realm

215. Physical measures such as the level surfaces, resting places and high quality lighting proposed could particularly benefit disabled people. There would be improved connections to the wider area which would benefit older people, disabled people, young people, women and children.

New sports and retail facilities

216. The majority of people living in the opportunity area are likely to benefit from the new sports and retail facilities proposed.

Affordable Work Space

217. The proposed development would include 541 sqm new affordable work space. The Applicant is in discussions with Southwark Studios, a local Affordable Workspace Provider, about them taking on this affordable workspace and leasing it at affordable rents to individual artists and small businesses in the creative industries. These units would be marketed to businesses based in the Old Kent Road Opportunity Area for nine months before being marketed to businesses in the rest of Southwark.

Conclusion on Equality Implications

218. The proposed development could have resulted in adverse equality impacts in relation to the protected characteristics of religion or belief and race as a result of the loss of the existing churches on the site if it weren't for the relocation and re-provision of these facilities. In addition, the Section 106 Agreement would also require a Business Relocation and Retention Strategy to consider in detail the specific needs of the churches. As such, it is considered that the proposals would safeguard and promote the objectives of Section 149 of the Equality Act 2010 as far as reasonably possible, given the nature of this major regeneration proposal.
219. The proposed development would undoubtedly result in a significant change to the site. The public sector equality duty does not prevent change but it is important that the Council consider the acceptability of the change with a careful eye on the equality implications of that change given its duty under Section 149 of the Equality Act 2010. The Council's duty is to have due regard to the objectives identified above when making its decision. In the present context, this means focussing carefully on how the proposed change would affect those with protected characteristics and ensuring that their interests are protected and equality objectives promoted as far as possible.
220. Officers are satisfied that equality implications have been carefully considered throughout the planning process and that Members have sufficient information available to them to have due regard to the equality impacts of the proposal as required by Section 149 of the Equality Act 2010 in determining whether planning permission should be granted.

Environmental Impact Assessment

221. The proposed development constitutes an urban development project within the meaning of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. 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. In accordance with the EIA Regulations, an Environmental Statement (ES) comprising a Non-Technical Summary, Environmental Statement and Technical Appendices has been submitted.
222. Prior to the submission of the application the Applicant requested a formal 'Scoping Opinion' under Regulation 13 of the EIA Regulations, to ascertain what information the Local Planning Authority considered should be included within the Environmental Statement (ES) (application reference 18/AP/0111).
223. The submitted ES and ES addendum comprise a Main Report, Technical Appendices, and a Non-Technical Summary. It details the results of the EIA and provides a detailed verification of the potential beneficial and adverse environmental impacts in relation to the proposed development, including the following areas of impact (in the order that they

appear in the ES):

- Socio-Economics Effects;
- Population and Human Health;
- Air Quality;
- Noise and Vibration;
- Transport and Access;
- Ground Conditions and Soils;
- Hydrology and Flood Risk;
- Cultural Heritage;
- Archaeology;
- Townscape and Visual Impacts;
- Daylight and Sunlight Effects;
- Wind and Microclimate;
- Aviation;
- Electrical Interference;
- Climate Change, Major Accidents and Material Assets; and
- Cumulative Effects

224. In assessing the likely environmental effects of a scheme, the ES identifies the existing (baseline) environmental conditions prevailing at the site, and the likely environmental impacts (including magnitude, duration, and significance) taking account of potential sensitive receptors. It further identifies measures to mitigate any adverse impacts, and a summary of potential positive and negative residual effects remaining after mitigation measures is included.

225. Additional environmental information or 'Further Information' was received during the course of the application and in accordance with Regulation 22 of the EIA Regulations all statutory consultees and neighbours were been re-consulted in writing. The assessment of the ES and Further Information and the conclusions reached regarding the environmental effects of the proposed development as well as mitigation measures (where required), are set out in the relevant section of this report, although cumulative impacts are considered below.

Alternatives

226. In relation to alternatives, the ES considers alternative designs and uses for the site, each of which would have presented different challenges. The ES confirms that the Applicant considered financial viability, quality of design, market requirements, land ownership, planning policy and environmental effects of the following alternatives:

- Two architectural companies were invited to explore options for the application site. A variety massing options were explored and each included a proposed mixed use scheme with a number of tall buildings located along the site perimeter.
- Farrells were then invited to explore options and were later appointed by the client to design the final Proposed Development. A number of massing options were explored, and the details of these are set out in the submitted Design and Access Statement. The reasons why the submitted option was chosen include:
 - The alignment of the buildings proposed along the site's perimeter offers a bigger public realm in middle of the Proposed Development;
 - The design offers improved connectivity and circulation through the site
 - There is more variety and hierarchy offered in the buildings' height and therefore provides a unique identity and better definition for each building
 - Overlooking issues are better resolved due to the articulation of the towers.

227. The ES Addendum also considers a 'do nothing' scenario and concludes that, had the adopted London Plan (2016), not identified the application site as part of an Opportunity Area, the redevelopment of site would have been less likely. However, as the site has been identified as an Opportunity Area, it is more than likely that another developer would propose to develop the site to a similar capacity.
228. Alternative sites are not considered, but given the location of the application site in the Old Kent Road Opportunity Area, as identified by the London Plan (2016), this is considered an acceptable approach.

Cumulative Impacts

229. Each chapter in the ES assesses the cumulative effects of the proposed development and other surrounding proposals. This is summarised in Chapter 22 of the ES Addendum, and discussed in more detail where relevant in this report. In summary, the ES concludes that the proposed Ruby Triangle development and the other identified committed developments would cumulatively attract more than 22,000 people to the area and help to implement the aims of the draft OKR AAP with the facilities and amenities required to support a sustainable community. It identifies that, cumulatively, the Ruby Triangle development and other committed developments would provide 3,500 new homes, with associated infrastructure and a substantial number of new jobs and new community facilities (for example the sports hall at Ruby Triangle). It is also anticipated that these developments would be beneficial to the local community's long-term health with developments being car-free, providing cycling facilities, public open space, green links and amenity areas. The area's local biodiversity would also be improved with new local planting which would attract local wildlife. Finally, the ES also identifies that the Ruby Triangle development and other committed developments would have a positive effect on the townscape with high quality design providing focal points into an area which has traditionally comprised warehousing and other industrial and retail buildings with little townscape merit.
230. The ES does however, also acknowledged that there would be some adverse impacts caused by the cumulative developments. During construction this would mainly comprise traffic impacts, noise, air quality, townscape and visual impacts (due to demolition, site clearance and emerging building structures). However, these impacts would be intermittent and temporary in duration. Many would be mitigated through the implementation of a robust Construction Management Plan. It is also unlikely that all of the cumulative developments identified would be constructed at the same time. During operation there may be some light pollution, and a reduction in daylight and sunlight in amenity areas and in some existing properties. However, these impacts would also be mitigated as far as possible.

Conclusions of the EIA and ES

231. The ES concludes that, in most cases, the proposed development would provide beneficial impacts to residents, businesses and the general public. It does however acknowledge that some receptors would experience adverse impacts and that most of these would occur during construction. As such, they would be temporary and mitigation measures have been identified which would help to reduce them significantly.

Principle of Development and Proposed Land Uses

232. The application site is partially located in a Strategic Industrial Location (SIL), as identified in the Core Strategy and illustrated in figure 1 of this report. The proposed development would increase the overall non residential floor space on the site from 10,407.6 sqm (GIA) (existing) to 10,849 sqm (GIA), but would result in a net loss of B

class floor space. Of the existing non residential floor space on the site, 8,316.95sqm is currently in B class use (B1, B2 or B8), or could potentially be in B Class use if it weren't vacant. As 5,328 sqm of new B1 floor space is proposed, this would result in a net loss of 2,988.95 sqm across the whole site. As 7374.95 sqm of the existing B class use is in the SIL, this equates to a net loss of 2046.95 sqm in the SIL. This does not include the existing Enterprise car hire business that currently operates from the site (although outside SIL), as this is classed as sui generis. This business will be re-provided in the proposed development.

233. Strategic Policy 10 of the Core Strategy states that SIL will be protected for industrial and warehousing uses. Saved Southwark Plan Policy 1.2 states that the only developments that will be permitted in SIL are B class uses and other sui generis uses which are inappropriate in residential areas. The proposals under consideration here are therefore contrary to both Strategic Policy 10 of the Core Strategy and Saved Policy 1.2 of the Southwark Plan as they would result in the loss of B class floor space and would introduce residential and other mixed uses into the SIL.
234. However, the Core Strategy also sets out the future vision for the Old Kent Road as a growth and regeneration action area, subject to a future area action plan (AAP). The Old Kent Road was also designated as an Opportunity Area in the London Plan in 2015. As mentioned above, Opportunity Areas are described in the adopted London Plan (2016) as London's major reservoirs of brownfield land with significant capacity to accommodate new housing, commercial and other development linked to existing or potential improvements to public transport accessibility.
235. Policy 2.13 in the adopted London Plan sets out the strategic policy for the development and intensification of opportunity areas. Annex 1 includes an indicative capacity for Old Kent Road for 2,500 homes and 1,000 jobs and supports the development of a planning framework to realise the area's full growth potential. Annex 1 also provides for residential-led development and a review of the Strategic Industrial Location designation and capacity to accommodate a phased rationalisation of its functions in the Opportunity Area or elsewhere.
236. Policy 2.17 (Strategic Industrial Locations (SILs)) in the adopted London Plan 2016 states that development proposals in SILs should be refused unless they are part of a strategically co-ordinated process of SIL consolidation through an opportunity area framework or borough development plan document. The policy requires boroughs to identify SILs on proposals maps and develop local policies in relation to protecting their function. Policy 4.4. (Managing Industrial Land and Premises) requires industrial sites to be planned and managed in local circumstances in line with this strategic policy, taking account of borough level groupings for the transfer of industrial land to other uses (part c). Map 4.1 shows Southwark as a limited transfer borough with exceptional planned release. This is reflective of the designation of the Old Kent Road opportunity area, which contains the majority of Southwark's SIL.
237. Part B of adopted London Plan Policy 2.13 states that planning decisions should be made for development proposals that support the strategic policy directions for the opportunity areas set out in Annex 1, and where relevant, in adopted opportunity area planning frameworks (part a). The policy requires planning authorities to seek to optimise residential and non-residential output and densities, providing infrastructure to sustain growth, and where appropriate, contain a mix of uses (part b). The policy also requires meeting or, where appropriate, exceeding the minimum guidelines for housing and employment capacity as set out in Annex 1, tested through OAPFs (part c), realising the scope for intensification associated with significant transport improvements (part d) and supporting wider regeneration.
238. Emerging policy is developing at the regional and local scale to realise the ambitions of

the Old Kent Road Opportunity Area set by adopted policy. The draft new London Plan recognises much greater capacity for development within the Old Kent Road accompanied by a commitment to major new transport improvements with the extension of the Bakerloo Line. The draft New London Plan increases the minimum target for new homes in the Old Kent Road Opportunity Area from 2,500 in the adopted 2016 London Plan to 12,000 and the jobs target from 1,000 to 5,000. The draft New London Plan also sets out ways in which industrial land can be managed, including how uses can be mixed within some industrial designations. The emerging AAP for the Old Kent Road contains proposals for an innovative mix of industrial and residential uses in a detailed masterplanning approach across the opportunity area, including phased rationalisation of and proposed new sites for SIL. Whilst the draft new London Plan and OKR AAP currently have limited or very limited weight in planning decisions, it is important to note the future strategic direction envisaged for the Old Kent Road in the adopted London Plan as further policy is being developed in line with LBS and the Mayor's aspirations for the designated opportunity area.

239. So, whilst the application site contains designated SIL, the adopted London Plan clearly identifies the Old Kent Road as an Opportunity Area which will undergo significant transformation, including a SIL review and residential led development. Furthermore, the GLA and LBS have now agreed an approach to phasing the release of protected industrial land for mixed use development in the Old Kent Road Opportunity Area. The application site is agreed to be in the first phase of released sites. Members should however note that even with this agreement in place the draft OKR AAP and New Southwark Plan (NSP) would still need to be subject to an EiP and approval of the Secretary of State before they become the adopted development plan position. It should also be noted that there have been a number of objections to the proposed release of industrial land from third parties which would need to be considered at the EiP.
240. In their Stage 1 report however, the GLA state that the inclusion of residential units on this protected industrial site is not currently supported, in line with London Plan Policies 2.17 and 4.4 and draft London Plan Policy E6. They consider that the balance of uses proposed does not accord with London Plan Policy 4.4 and Policy E7 of the draft London Plan. Should the site be considered suitable for mixed-use development, they would require the Applicant to increase industrial floorspace to address the requirements of draft London Plan Policy E7 and the draft Old Kent Road Area Action Plan.
241. In response to these comments, the proposed development has been revised to substantially increase the industrial floor space proposed and to provide much clearer land use designations. Through informal discussion, the GLA have indicated that this addresses their concerns. As submitted, the scheme originally proposed approximately 5,200 sqm (GIA) of commercial floorspace within a wide range of land use classifications. The maximum possible B1 floor space that could have been delivered was 4,007 sqm (GIA), but it was very unlikely that this would all have been delivered as B class floor space given the flexibility of uses applied for, ranging from A1 to D1. In addition, the original application did not specify that any of the floor space would be B1(c) (light industry appropriate in a residential area). The revised scheme that is now under consideration clearly proposes 5,328 sqm of floor space that can only be delivered for B1 class uses. Whilst a range from B1 (a) to (c) has been applied for, the Applicant has confirmed that all of this space would be would be designed to B1 (c) specifications. This includes:
- The average floor to floor height would be 5m;
 - The floors would be designed to take light industrial loadings (current floor load allowance is 5.0kN/m² plus 1.0kN/m² for lightweight partitions. This is in excess of the EuroCode requirements of 2.5 kN/m²);
 - Soffits would have a capacity of 0.75 kN/m² for the services;
 - There would be private goods lifts to serve upper units;

- Screed would be finished with oil resistant and slip resistant epoxy paints;
- Sound insulation would be provided if required;
- The separating slab between commercial and residential above would be sized and constructed to provide sound attenuation (noise transfer between commercial and residential uses would also be controlled by a planning condition);
- Units would be open plan for flexibility of use;
- Metered hot water would be supplied from the site wide energy centre if required;
- There would be an extract system for noxious output; and
- They would be fitted out with Mechanical and Engineering services;
- Individually metered water, electricity, telecoms/data and hot water would be supplied as required.

242. The Applicant has also confirmed that priority would be given to existing Southwark businesses who want occupy this space. Five and ten year leases would be available with five yearly rent reviews.

243. In light of the adopted policy position, when determining the acceptability of the proposed development in land use terms, Members are advised to consider whether the wider regeneration benefits of the scheme would outweigh any harm caused by the loss of B class floor space and the introduction of residential, retail and community uses, and whether those benefits therefore justify a departure from the adopted planning policy. Officers consider that the key benefits arising from the proposal would outweigh the harm that would be caused by this departure from adopted policy. Those wider benefits are set out in detail in the following paragraphs of this report.

Business Relocation and Retention

244. Officers have worked with the applicants and some of the existing businesses on the site to understand whether they can be re-provided for within the development, or relocated to another site. Table 10 below summarises these discussions.

Business	Gross Internal Area (GIA) Sqm	Number of employees	Use Class	Relocation or re-provision options explored?
Southwark Metals Limited	1327	15	B8	London Plan (2016) Policy 5.17 requires the capacity of the Southwark Metals waste operation to be re-provided. Approval has recently been given for LBS to purchase land near the application site on which it would be possible to reallocate this capacity.
Diamond Scaffolding	167.2	7	B8	The applicant advises that they have already left the site.
The Trustees of World Harvest Christian Centre	1,170.4	-	D1	This church has been offered a new space within proposed development. They have also been relocated to a new site in South Norwood. The Section 106 agreement will include a clause that gives the church first right of refusal to the new space proposed.
Enterprise Rent A Car UK Ltd.	77	5	B1 (a)	This existing business is to be re-provided within the proposed redevelopment according to a phased re-provision.
Constantine Ltd	655.5	61	B1	Negotiations ongoing. Please see paragraph 245 below for more detail. It

				should be noted that Constantine has not agreed to any of the relocation options offered.
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Table 10 Existing businesses and organisations that are to be relocated

245. Constantine Ltd. has objected to the proposed development, citing amongst other reasons, concerns about the loss of their leasehold property on the site. Facilitated by Officers, the applicant has met with Constantine Ltd. during the course of the application and offered a number of 'in principle' options that would accommodate them should they decide to stay in the locality in the long term or move to an alternative location, but not in the immediate future. The applicant has also updated the proposed construction programme to take account of the length of Constantine Ltd.'s lease and they have agreed to meet them on a regular basis (suggested quarterly) for updates on development progress. Whilst this amendment to the construction programme would not mean that they could stay in their existing building until their lease expires in 2028, they would be able to stay until 2022, which would allow them to be re-accommodated temporarily in Block A once that is constructed and then permanently rehoused in Block B if required. Officers consider this reasonable, robust and achievable. As Constantine's lease runs until 2028 they can't be forced to leave in advance. The Applicant would need to negotiate a solution that is acceptable to all parties.
246. In addition, a final Construction Environment Management Plan would be secured by the Section 106 Legal Agreement in order to ensure that existing businesses and residents are not harmed by the construction process.

Regeneration of an Ageing Industrial Area

247. A borough-wide industrial and warehousing study was carried out by GVA in 2014 on behalf of LBS. The study was commissioned and mostly completed before the Old Kent Road was designated as an Opportunity Area. Across Southwark, it identified that the majority of the industrial and warehousing supply is within purpose built, older premises which is of increasingly poor quality. The application site was assessed specifically within a wider cluster around the Sandgate Trading Estate. This cluster was shown to have a mixed level of adequacy, with stock closer to the Old Kent Road demonstrating inefficient use of space and lower quality units. It was considered that this area would benefit from investment and intensification.
248. In its conclusion, the GVA study identified the need for the borough to balance the protection and enhancement of industrial sites with the delivery of other aspirations and requirements, including increasing housing provision. It also identified that the two needn't be mutually exclusive and that changes in occupier types increasingly lend themselves to improved integration within a wider mix of uses. Based on the mixed and ageing condition of the existing units on the site, it is considered that the delivery of new workspace, all designed to modern B1 (c) specifications is a positive aspect of the proposed development.

Job Creation

249. The submission advises that there are currently 132 employees working on the site. Based on a consultation response from Constantine Ltd. this has been revised upwards to 183. Based on HCA Employment Density Guidelines (2015), the proposed development would create 298 full time jobs (once constructed). This is a net gain of approximately 115 jobs which is a significant positive aspect of the scheme.
250. As advised by LBS's Local Economy Team (LET), a financial contribution of £10,590 is required to mitigate the loss of B class floor space. This would be invested in skills and

employment programmes in the borough, which in turn would help residents into employment. This has been calculated in accordance with the Council's Planning Obligations and CIL SPD and would be secured through the Section 106 Agreement.

251. The LET have also set out further requirements in order to ensure that this development delivers employment and training for local people. All will be secured through the Section 106 agreement. During the construction phase, the proposed development would be expected to deliver: 261 sustained jobs to unemployed Southwark residents; deliver 261 short courses; and take on 65 construction industry apprentices. Once the development is constructed, it would be expected to provide 52 sustained jobs for unemployed Southwark residents. If any of these expectations were not to be achieved, a financial contribution would be sought in accordance with the Council's Planning Obligations and CIL SPD. An Employment, Skills and Business Support Plan (construction phase) and a Skills and Employment Plan (operational phase) would also be secured through the Section 106 Agreement.
252. In addition to the increase in the number of jobs proposed, during the course of the application the applicant has also agreed to enter into a Unilateral Undertaking to ensure employees in the proposed development are paid the London Living Wage.

The Specific Nature of the Workspace Proposed

253. A range of flexible workspaces are proposed that could accommodate a range of different unit sizes and shared workspaces, but as set out above, all would be specified to meet the requirements of B1 (c) uses. A clause in the Section 106 Agreement would ensure Practical Completion of the commercial spaces under each block on or before the Practical Completion of the residential units above.

Affordable Workspace

254. The proposed development would deliver 541 sqm GIA of affordable workspace on site, comprising of 11 approximately 40 sqm units, with typical floor to ceiling heights of between 3.5 and 7m. This equates to approximately 10.15% of the total proposed B1 floor space (5,328 sqm GIA). This would be secured through the Section 106 Agreement. This is considered a very positive aspect of the scheme.
255. The basic terms would be as follows:
- Weekly rental set at between £150-200 per week including service charges (subject to annual RPI increase). This equates to approximately £18 to £24 per sq ft per year;
 - Flexible Leases up to 5 years;
 - The units will only be available for a single premises business;
 - Applicants must either have an existing business in LB Southwark or be a resident of LB Southwark;
 - During the construction period, a database of interested parties will be compiled and maintained;
 - On completion, the units will be marketed using a website, newspapers, agencies, managing agent, database, and external signage;
 - Units would be actively marketed for nine months to Old Kent Road businesses, then for nine months to other Southwark businesses. Only if the units remain unoccupied after this period of marketing will the units be made available to the open market and rented to any interested party for up to five years. After those five years, the process would start again. During this time the existing tenant can remain until an "Affordable Category" tenant is found;
 - The day to day management of the units would be carried out by a suitably competent management company;
 - Each unit would have an accessible WC and kitchenette. and

- The units would remain as affordable units for a period of 30 years.
256. As with the other proposed work space, all of the affordable units would be built to B1 (c) specifications, but may be used for B1 a, b or c uses.
257. The Applicant is in discussions with Southwark Studios, a local Affordable Workspace Provider, about them taking on this affordable workspace and leasing it at affordable rents to individual artists and small businesses in the creative industries.
258. In addition, the proposed development would also deliver a Business Incubator space of 481 sqm at ground and first floor levels in Block B. It would aim to support and develop up to 24 start-up businesses per year, and consist of six individual offices, communal co-working space and a café. It would be managed locally, and start ups would be provided with guidance, resources and investment. There would also be an associated incubator programme that would provide networking platforms, mentorship and expertise across a wide range of industries. The communal workspace would provide hot desks, meeting spaces and other services for hire. Reduced prices would be offered to residents of Southwark.

Provision of Housing, Including Affordable Housing

259. The scheme would provide 1,152 new residential units, including an affordable housing offer that is in excess of policy requirements. There is a pressing need for housing in the borough. The adopted London Plan (2016) requires the provision of a range of housing and sets the borough a target of 27,362 new homes between 2015 and 2025. Strategic Policy 5 of the Core Strategy requires development to meet the housing needs of people who want to live in Southwark and London by providing high quality new homes in attractive areas, particularly growth areas. This is echoed by emerging policy in the draft new London Plan, NSP and OKR AAP. The proposal would make a sizeable contribution to the borough's housing stock and combined with a generous affordable housing offer, this is considered to represent a significant positive aspect of the scheme.

Provision of New Sports Hall and Gym Facility

260. The proposed development would include a new four court public sports hall and gym, which would be offered to LBS for a peppercorn rent. This would meet a need identified in the draft Facilities Planning Model report prepared by Sport England in March 2016. Whilst this report identified that the number of sports halls in Southwark is above the London average, it concluded that there is evidence of currently unmet demand which will be exacerbated by growth. The areas in which unmet demand is greatest are Camberwell and Bermondsey. The new sports hall and gym facility proposed here, alongside proposals for new leisure facilities at Canada Water, would contribute towards meeting existing and future demand. As such, this is considered a significant positive aspect of the scheme of benefit to the existing and new communities. This would be secured through the Section 106 Agreement.
261. Officers from the Parks and Leisure Team have met with Officers from the Old Kent Road Regeneration team on a number of occasions in relation to the proposed development. They have provided the following response to the proposals:
- “The proposed scheme of sports hall and gym will provide another venue from which the council can deliver the free gym element of its free gym and swim scheme. The sports hall is a welcome addition as there is a shortage of publically accessible sports halls in the borough in which the population is set to increase. In addition to this, the sports hall will be able to assist in the delivery of sports activities for neighbouring schools which will not have on site sports facilities.
Officers have had positive discussions in relation to the future management of the

facility, draft business plans and draft programming of activities. Leisure Officers have had positive meetings with the developers to explore further details on the proposed scheme.”

262. The detailed design of the internal layout of the sports hall and gym would be required by condition, to be agreed with the Council’s Parks and Leisure team. Details relating to the offer will also be secured through the Section 106 Agreement, all of which would also be subject to agreement by Parks and Leisure. This would include securing the fit out of the facility to LBS specifications (including heating, cooling and ventilation) and securing a long lease and peppercorn rent. The sports hall would conform to Sports England standards and BB103 for school design.
263. It is considered that the new proposal for the new sports hall and gym facility would meet the requirements of Southwark Plan Saved Policy 2.2 (Provision of New Community Facilities) as it would be used by all members of the community, it would not be detrimental to the amenity of present and future occupiers of the surrounding area and a Transport Assessment has been submitted.

Provision of a New Park

264. The proposed development would deliver high quality public realm of 4,301 sqm, including a new park of 3,792 sqm. This has the potential to be enlarged in the future through the delivery of further open space in the neighbouring site (currently occupied by Carpet Right / Office Outlet). Planning permission for the redevelopment of that site would not be granted if it did not include a suitable open space, as identified in the draft OKR AAP.
265. The proposal would increase park and open space provision in line with the strategic objectives of LBS’s Open Space Strategy (2013). The Strategy identifies the ‘Bermondsey and Old Kent Road sub-area’ as having the lowest level of local park provision in the Borough with a total of 0.17ha of park provision per 1,000 population. This local park provision is expected to fall to just 0.13ha per 1,000 population in 2026 as a result of population growth. The existing deficiency results from large areas of extensive commercial activity within the area that does not provide parks or open spaces. The provision of this new park is therefore considered a significant positive aspect of the scheme, which would be of benefit to the existing and new communities.

Re-provision of Church Space

266. As identified above, some of the existing former industrial floor space on the application has been converted for use as places of worship. The proposed development includes 425 sqm (GIA) D1 space intended for the re-provision of the Trustees of World Harvest Christian Centre church. This is considered a positive aspect of the scheme of particular benefit to the existing community. As discussed above, although this is smaller than the existing premises occupied by this church, the existing premises is in a poor and dangerous structural condition and not fit for purpose. In addition to the proposed facility within the new redevelopment, the Trustees of World Harvest Christian Centre have also relocated to a newly refurbished property in South Norwood, overcoming any concerns about a loss of floor space.
267. It should be noted that there are currently three lawful churches occupying buildings on the application site, and only one of these would be re-provided for within the proposed development (as described above). As set out in the Equalities Impact section above, it is understood that the two churches that would not be re-provided within the proposed development have plans to re-locate elsewhere, to locations that would be more convenient to their congregations, many of whom travel some distance to worship here. As such, it is considered that the proposals accord with Saved Policy 2.1 of the

Southwark Plan (Enhancement of Community Facilities) in so far as the LPA is satisfied that these facilities are surplus to the requirements of the *local* community [our emphasis] and that the replacement development meets the identified need for new housing, jobs, sports provision, retail and open space in the Old Kent Road Opportunity Area.

Re-instatement of Retail Frontage to the Old Kent Road

268. Although it is outside the SIL, and therefore not a departure from the adopted plan, it is worth noting that the proposal to introduce retail uses along the Old Kent Road is also considered a positive benefit of the proposed development. Not only would this contribute positively to the character of the area by re-instating the 'High Street' character of the Old Kent Road and creating an active frontage, it would also contribute to the employment opportunities identified above.

Town Centre Uses

269. The NPPF (2018) defines Main Town Centre Uses as: "Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities)."
270. In order to provide a mixed use place, the proposals under consideration would incorporate a mix of residential, commercial and community uses. The non-residential uses would be concentrated on the lower floors of the proposed buildings, where they would contribute to the creation of a vibrant, well animated street scene. The breakdown of non residential land uses proposed is set out in Table 5 of this report, but to summarise it consists of 10,849 sqm of non residential floor space, including 1,773 sqm leisure uses (sports hall and gym facility), 1,391 A class retail uses and 5,328 B1 class business uses. Whilst, as discussed above the B class space would all be designed to B1 (c) (light industrial) specification, planning permission for a flexible range of B1 class uses, including B1 (a) (offices) is sought. The proposed sports hall and gym facility would be a community use rather than a Main Town Centre leisure use. It would be operated by the Council, would meet an identified local need and is likely to serve local schools. Furthermore, the majority of the floor space proposed would be delivered as a four court sports hall, rather than health and fitness centre uses. As such, a maximum potential 6,719 sqm town centre uses is proposed.
271. The revised NPPF (2018) identifies that local planning authorities should be promoting competitive town centres. In paragraph 86, the NPPF advises that "Local planning authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan". Paragraph 89 of the NPPF states that local authorities should require a retail and leisure impact assessment if the proposed development is not in accordance with an up-to-date plan and where the quantum of retail and leisure uses proposed would be over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500 sqm). Paragraph 90 goes on to state that where an application fails to satisfy the sequential test or is likely to have a significant adverse impact, it should be refused. The London Plan (2016) is consistent with the policy guidance of the NPPF.
272. Strategic Policy 3 of the Southwark Core Strategy relates specifically to shopping, leisure and entertainment and aims to maintain Southwark's network of successful designated town centres. As part of this, the policy identifies a hierarchy of town and

local centres, reflecting their size and role in the borough. In the adopted Core Strategy, the Old Kent Road is not identified as one of these designated town centres, despite the significant retail offer that it provides. The Policy then goes on to identify the tests set out in national planning policy and the London Plan for new shopping and leisure space which are proposed outside designated town and local centres.

273. Southwark Plan Saved Policy 1.7 relates to development within town centres, and states that most new development for town centre uses should be accommodated within existing town centres and local centres. Policy 1.8 (Location of retail outside town centres) was not found to be in conformity with the NPPF and was accordingly not saved when the plan was revised in 2013.
274. The Southwark Retail Study was published in 2015 to provide a robust and credible evidence base to inform the Council's work on the New Southwark Plan. This identified that Old Kent Road is the dominant destination for comparison shopping in the borough, and that as it is not currently a designated town centre it is vulnerable. It identifies that the area has been designated as an Opportunity Area and that there is a potential for a new town and/or local centres.
275. Acknowledging its limited weight, it is worth noting that emerging Policy P30, Town and Local Centres, of the draft NSP proposes the Old Kent Road as a new Major Town Centre. It also states that town centre uses will be permitted in town centres where:
 - The scale and nature is appropriate to the role and catchment of the centre; and
 - A Use Classes are retained or replaced by an alternative use that provides a service to the general public, and would not harm the vitality and viability of the centre; and
 - The development would not harm the amenity of surrounding occupiers or result in a concentration of uses that harms the character of the area; and
 - The development provides an active use at ground floor in locations with high footfall; and
 - Large schemes for town centre uses that are 1,000 sqm or more provide public toilets, public drinking fountains and public seating.
276. In terms of the allocation sites identified in the draft NSP, the application site is contained within the boundary of NSP 67: Sandgate Street and Verney Road within the Draft Old Kent Road Area Vision. The NSP states that development here should provide a new part of the town centre and identifies that the site is appropriate for new homes (Class C3) retail (A1, A2, A3 and A4) on the Old Kent Road frontage, employment (Class B) and community (Class D) uses. It also supports the provision of new public open space and states that comprehensive mixed-use redevelopment of the site could include taller buildings subject to consideration of impacts on existing character, heritage and townscape.
277. Again, acknowledging its very limited weight, draft OKR AAP, Emerging Policy AAP7, Town Centres, Leisure and Entertainment, identifies the area as a major town centre and identifies the uses that would be appropriate, including retail, community, leisure, cultural and offices above shops. Emerging policy AAP6, Business and Workspace – The Bow Tie, requires an innovative mix of uses including light industrial, offices, manufacturing, distribution and creative workspaces. With specific reference to the site itself, which sits within OKR 13, the application site is identified as appropriate for new and re-provided homes, employment, retail and community uses (including specific reference to a new sports hall).
278. It is clear therefore that emerging policy and the existing evidence base for the Old Kent Opportunity Road area support mixed use development and the designation of the Old Kent Road as a high street and Major Town Centre. Nonetheless, and in recognition of

the limited weight of this emerging policy, the Applicant has carried out a sequential test and retail impact assessment of the proposed development.

279. The Sequential test concludes that there are no sites within the closest defined centre at The Blue (1.25km to the north of the application site) which are available and suitable to accommodate a proposal of the nature under consideration here (mixed use development with significant open space offer). Furthermore, it is concluded that locating the proposed uses at The Blue, or any other currently defined centre, would not meet the locational requirements the emerging policies for the site which specifically seek to define the Old Kent Road as a Major Town Centre. Therefore, the proposals are considered to comply with the sequential approach to development as required in the Core Strategy and the NPPF.
280. During the course of the application, and in response to concerns raised by LBS and the GLA about the lack of B class floor space, the amount of retail floor space proposed has reduced significantly. Initially, up to 4,500 sqm was proposed for all A1-A5 uses (with a maximum of 3,575sqm for A1 retail). Following revisions, only 1,213 sqm for all A1 to A4 uses is now proposed. The proposed sports hall and gym facility would be a community use rather than a main town centre leisure use (health and fitness centres are identified in the NPPF as main town centre uses, but sports halls are not). It would be operated by the Council, would meet an identified local need and is likely to serve local schools. Furthermore, the majority of the floor space proposed would be delivered as a four court sports hall, rather than health and fitness centre uses. As such, it is considered that the proposal no longer exceeds the NPPF threshold of 2,500sqm over which a retail and leisure use impact assessment would be required. Officers are satisfied that the additional population anticipated in the Opportunity Area would generate demand for retail uses and that this relatively small retail offer would not detract from other designated centres.

Conclusion on Land Use

281. To conclude in relation to land uses and the principle of development, the proposed development would be contrary to Strategic Policy 10 of the Core Strategy and Saved Policy 1.2 of the Southwark Plan owing to the loss of B class floorspace and the introduction of retail, residential and D class floorspace into SIL. This must therefore be weighed against the major regeneration benefits of the scheme, including job creation, the provision of good quality, flexible commercial space including affordable workspace and a business incubator space, a sizeable contribution to the borough's housing stock, including affordable housing, and the provision of new open space and a new public sports hall and gym. Job creation and new housing would be in accordance with the London Plan (2016) requirements for the Old Kent Road Opportunity Area. For these reasons, officers consider that the principle of the proposed development in land use terms should be supported in this instance. In relation to town centre uses, it is considered that whilst the proposed development would introduce Main Town Centre Uses outside a currently designated town centre, the proposals would comply with the tests set out in the NPPF and emerging policy and that this would not be to the detriment of other designated centres.

Density

282. London Plan (2016) Policy 3.4, Optimising Housing Potential, states that development should optimise housing output for different types of location within the relevant density range. It also requires local context, design principles and public transport capacity to be taken into account. Strategic Policy 5, 'Providing New Homes' of the Southwark Core Strategy sets out the density ranges that residential and mixed use developments are expected to meet. As the application site is located within the Urban Zone, a density range of 200 to 700 habitable rooms per hectare would be sought here. This policy also

clearly states however, that within opportunity areas and action area cores, the maximum densities may be exceeded when developments are of an exemplary standard of design. Criteria for exceptional design are set out in section 2.2 of the Residential Design Standards SPD (2015).

283. The density of the proposed development would be approximately 2,713 habitable rooms per hectare (hrrh). This is clearly significantly higher than the upper limit set by Strategic Policy 5 for the Urban Density Zone, so it is necessary to assess it against the exception made for Opportunity Areas. There is a pressing need to optimise the use of land in London, particularly in Opportunity Areas. The proposal would result in a good standard of accommodation, with many of the 'exemplary' requirements of the Southwark Residential Design Standards SPD met. This is summarised in the table below. Officers have worked with the architect and design team during the course of this application to secure revisions to the layout to ensure that the proposed development is of the highest residential design standards possible. Further detail on residential quality is provided in paragraphs 300 - 320 of this report.

Exemplary residential design criteria from Southwark Residential Design Standards SPD	Commentary
Provide for bulk storage	Each of the apartments proposed would have storage, broadly in compliance with the Residential Design Standards SPD. In addition to this, 161 sqm bulk storage is proposed across the blocks, mostly in the basements and at mezzanine levels. This is distributed across each of the proposed buildings as follows: <ul style="list-style-type: none"> • A – 42sqm • B1 – 28sqm • B2 – 32sqm • C1 – 32sqm • C2 – 27sqm
Exceed minimum privacy distances	Minimum privacy distances would be exceeded.
Good sunlight and daylight standards	Good sunlight and daylight standards would be achieved.
Exceed minimum ceiling heights of 2.3m	All residential ceiling heights would exceed 2.3m. All living / bedrooms would have floor to ceiling heights of 2.55m and all kitchens / bathrooms / hallways would have 2.35m.
Exceed amenity space standards (both private and communal)	The amenity space proposed is set out in detail in paragraphs 312 - 322 below. Whilst there would be a small shortfall, this would be compensated by a financial contribution in line with the requirements of Southwark's Section 106 Planning Obligations and Community Infrastructure Levy (CIL) SPD (2015).
Secure by Design certification	The scheme should achieve Secure by Design accreditation. Conditions to require this are recommended.
No more than 5% studio flats	Only 0.7% of the units proposed would be studio flats.
Maximise the potential of the site	The potential of the site would be maximised, providing mixed use development, a new park, and a new public sports hall and gym facility.

Include a minimum 10% of units that are suitable for wheelchair users	Over 10% of the proposed units would be suitable for wheelchair users.
Have excellent accessibility within buildings	The accessibility within the buildings would be excellent.
Have exceptional environmental performance	The environmental performance would be fully policy compliant, taking into account a contribution to the Southwark Green Fund. The potential to connect to SELCHP is designed in.
Minimise noise nuisance between flats by stacking floors so that bedrooms are above bedrooms, lounges above lounges	Officers have met with the design team on a number of occasions to go through the residential layouts and ensure that this is the case wherever possible. In addition, it is confirmed that the proposed development would be designed to provide a higher level of sound insulation than the minimum requirements of Approved Document E: 2003 (amended 2004, 2010, 2013 and 2015) of the Building Regulations (ADE). In areas where plant rooms are adjacent to residential areas, the plant shall be selected and provided with appropriate mitigation to ensure acceptable noise levels.
Make a positive contribution to local context, character and communities	The proposed development would make a positive contribution to local context, character and communities in terms of its quality of design and regeneration benefits including affordable housing, workspace, including affordable workspace, a new park and a new public sports hall and gym facility.
Include a predominance of dual aspect units	Approximately 50% of the proposed units would be dual or corner aspect. This relatively high proportion of single aspect units is mitigated by a number of design details, as set out in paragraphs 303 - 304 below.
Have natural light and ventilation in all kitchens and bathrooms	This would not be the achieved.
At least 60% of units contain two or more bedrooms	54.5% of the total number of units across all tenures would have two or more bedrooms. Of the affordable housing, 57.2% would have two or more bedrooms. Refer to paragraphs 294 - 297 for more detail.
Significantly exceed the minimum floor space standards	All units would meet the space standards, and many would exceed them, some to a significant degree.
Minimise corridor lengths by having additional cores	This is discussed in further detail in paragraphs 306 - 308 below.

Table 11 Exemplary residential design criteria from the Southwark Residential Design Standards SPD

284. In addition, Officers have identified the following exceptional aspects of the residential design:

- Exceptional architectural design, with high quality materials proposed;
- Recessed and partially recessed balconies. No 'bolt on' balconies;
- Tenure blind design;
- Choice of layouts, with some open plan and others with separate kitchen diners and living rooms;

- Family homes proposed on lower floors to improve access to external amenity;
- Wherever possible all new dwellings have an entrance lobby or hall and access to bedrooms from circulation space rather than another room; and
- Dwellings with three or more bedrooms have a second WC with a hand wash basin.

285. Whilst the proposed buildings would be very tall, they would be set within a generous landscaped area, and officers consider that the impact upon neighbouring occupiers would be acceptable. As such, the higher density proposed would not compromise the quality of accommodation and the impacts of the development would be acceptable. It is therefore considered that the exceedance of the density threshold would not warrant withholding permission.

Affordable Housing

286. Strategic Policy 6 of the Core Strategy, 'Homes for People on Different Incomes', requires at least 35% of the residential units to be affordable. For developments of 15 or more units affordable housing is calculated as a percentage of the habitable rooms and further information on this can be found in the Council's draft Affordable Housing SPD (2011). All of the affordable units should be provided on site and a mix of housing types and sizes is required.

287. The proposed development would provide 40.5% affordable housing in total (calculated by habitable room). A policy compliant 35% of this would be split 71.5% social rented and 28.5% intermediate (again, calculated by habitable rooms). An "additional" 5.4% would be intermediate. This equates to 25.1% of the total habitable rooms being provided within social rent homes and 15.4% of all habitable rooms being provided in intermediate homes. This generous affordable housing offer, which is in excess of that required by planning policy, is welcomed and considered a significant benefit of the proposed development. The tenure split proposed is set out in more detail in the Tables 3, 4 and 12 of this report.

Tenure	Habitable Rooms*		Units*	
Social	928	25.1%	277	24%
Intermediate	370	10%	111	9.6%
"Additional" Intermediate	198	5.4%	63	5.5%
Private	2,194	59.5%	701	60.9%
Total	3,690		1,152	

Table 12 Proposed tenure

288. Southwark Plan Saved Policy 4.4 sets a requirement for a minimum of 35% affordable housing, of which 50% should be provided as social housing and 50% intermediate housing in the Old Kent Road Action Area. The adopted London Plan 2016 sets a requirement for affordable housing provision to comprise 60% social housing and 40% intermediate housing which is the most up to date development plan. The emerging New Southwark Plan sets a requirement for a minimum of 25% of all the housing to be provided as social rented and a minimum of 10% intermediate housing to be provided, this equates to a split of 70% social housing and 30% intermediate housing. As such, the proposed development is in accordance with the emerging New Southwark Plan. Whilst the New Southwark Plan departs from the adopted London Plan provision of 60% social housing and 40% intermediate housing, the London Plan highlights that affordable housing targets can be set in light of local circumstances, provided a robust basis for implementing these targets is set out.

289. The requirement for social housing set out in the New Southwark Plan is higher than the

London Plan and the saved Southwark Plan policy given the acute need for social housing in Southwark. Approximately 57% of the borough's total affordable housing need is for intermediate housing to meet the housing needs of lower and middle income residents. However, the most acute affordable housing need is for social rented housing to meet the needs of homeless households living in unsuitable temporary accommodation such as beds and breakfasts or overcrowded conditions. Overcrowding is strongly related to poor physical and mental health and can strain family relationships. Children in overcrowded homes often achieve poorly at school and suffer disturbed sleep. Social rented housing is vital to social regeneration as it allows residents who cannot afford suitable market housing to remain close to their families, friends and employment. For this reason emerging Policy P1 requires a minimum 25% of homes to be provided as social rented housing which the proposed development complies with.

290. The affordable housing proposed would be provided in Blocks A, B1 and C2. Block A, which would provide 125 social rented units, including 41 family sized, three bed homes, which would be delivered in the first phases of development. Across the proposed development, there would be 55 social rented three bed homes and 26 intermediate three bed homes. The later phases would deliver a mix of private, social rented and intermediate housing. The Section 106 legal agreement would secure the delivery of these units, including clauses to prevent the occupation of more than 50% of the private apartments until 50% of the affordable units are completed in any phase, and a clause to prevent more than 90% of the private sale apartments being occupied across the development until 100% of the affordable housing is complete. In line with the Mayor's Affordable Housing and Viability SPG, an early review mechanism would be secured by the Section 106 agreement, which would come into effect if the development does not substantially commence within 24 months. The review would determine whether the viability of the development has improved during that time, and accordingly whether it could deliver any more affordable housing. As required by the GLA's Stage 1 response, a late stage viability review would also be secured.
291. Viability information has been submitted which supports the delivery of the quantum of affordable housing proposed. More detail on this is provided in paragraphs 566 - 571 of this report.
292. A contribution of £59,689.85 (a charge of £132.35 per affordable unit) has been agreed towards affordable housing monitoring and maintained provision of these units, and would be secured by the Section 106 Agreement.
293. The affordable housing would be owned and managed by A2Dominion Housing Association. A2 Dominion is one of London's largest affordable housing providers with over 37,000 existing properties under management and circa 8,000 more in the pipeline. The Applicant has worked with A2Dominion on many other projects over a period of almost 20 years and together they have a track record of delivery throughout London. A2Dominion have been involved throughout the development of the proposals under consideration here, and are fully committed to the early delivery of the affordable housing and to its future long term management.

Housing Mix

294. Core Strategy Strategic Policy 7, 'Family Homes', requires a housing mix of at least 60% dwellings with two or more bedrooms, with 20% having at least three bedrooms. No more than 5% of the units should be studios, and these can only be for private housing. This is reiterated in emerging policy in the draft OKR AAP and the NSP.
295. The proposed housing mix is summarised in the following tables:

Unit Type	Units	Percentage of total number of units
Studio	8	0.7%
1 bed	516	44.8%
2 bed	495	43%
3 bed	133	11.5%
Total	1,152	
2 or more bedrooms	628	54.5%

Table 13 Proposed Housing Mix Across All Tenures

Unit Type	Social Rented Units	Intermediate Units	Percentage of 35% affordable housing	“Additional” Intermediate Units	Total Affordable Units
Studio	0	0	0	0	0
1 bed	116 (41.9%)	47 (42.3%)	163 (42%)	30 (47.6%)	193 (42.8%)
2 bed	106 (38.3%)	44 (39.6%)	150 (38.7%)	27 (42.9%)	177 (39.2%)
3 bed	55 (19.9%)	20 (18%)	75 (19.3%)	6 (9.5%)	81 (18%)
Total	277	111	388	63	451
2 or more bedrooms	161 (58.1%)	64 (57.7%)	225 (58%)	33 (52.4%)	258 (57.2%)

Table 14 Proposed Housing Mix Across Affordable Tenures

296. At 0.7%, the proposed proportion of studio units is well under the policy maximum of 5%. Overall however, the proposals would fall short of the other housing mix policy requirements with only 54.5% of the dwellings having two or more bedrooms and 11.5% having three bedrooms. For the affordable housing however, the mix is much closer to the policy position, with 57.2% having two or more bedrooms and 18% having 3 bedrooms. This is even closer to the policy requirements if the “additional” intermediate is excluded. If this is broken down even further, of the proposed social rented dwellings, 58.1% would have two or more bedrooms and 19.9% would have three bedrooms.
297. Members must consider whether this overall shortfall of two and three bedroom units is of such concern that it would outweigh the other significant regeneration benefits of the scheme. Officers have identified these regeneration benefits elsewhere in this report. They include: an increase in the number of jobs on the site; a significant contribution to the borough’s housing stock, including 451 affordable units, 81 of which would have 3 bedrooms; the proposed sports hall and gym facility; and the proposed new park. Officers consider that the wider benefits of the scheme would outweigh any harm caused by this shortfall in the housing mix.

Wheelchair Housing

298. Saved Policy 4.3 of the Southwark Plan requires at least 10% of all major new residential developments to be suitable for wheelchair users and London Plan Policy 3.8 requires 90% of new housing meets Building Regulations requirement M4 (2) ‘accessible and adaptable’ and 10% to meet Building Regulations requirement M4 (3) ‘wheelchair user dwellings’. This is reiterated in emerging policy in the draft OKR AAP and the NSP.

299. Within the proposed development, 89.6% all of the residential units would meet Building Regulation M4(2) standards, and 10.4% would be fully adaptable and adjustable to wheelchair users, in compliance with M4(3) standards. This equates to 120 wheelchair accessible units, spread proportionately across all tenures and unit sizes, as shown in table 16 below. The wheelchair housing would be secured through the Section 106 Agreement. Level, safe access would also be provided throughout the proposed public realm and new park.

Unit Type	Social Rented	Intermediate	“Additional” Intermediate	Private	Total
Studio	0	0	0	0	0
1 bed	10	6	1	29	46
2 bed	15	3	1	42	61
3 bed	6	2	0	5	13
Total	31 (25.8%)	11 (9.2%)	2 (1.6%)	76 (63.3%)	120

Table 15 Proposed Wheelchair housing

Quality of Accommodation

300. Saved Policy 4.2 of the Southwark Plan 'Quality of Accommodation' requires developments to achieve good quality living conditions. The Council's Residential Design Standards SPD establishes minimum room and overall flat sizes, dependant on occupancy levels and requires dwellings to be dual aspect, to allow for good levels of light, outlook and cross-ventilation. This is reiterated in emerging policy in the draft OKR AAP and the NSP.
301. Throughout the course of the application, Officers have met with the design team on a number of occasions to agree amendments to residential design in order to improve the quality proposed. These discussions resulted in improvements including:
- Improved, direct access to communal amenity space;
 - Increases in the amount of private amenity space;
 - Improved stacking arrangements;
 - Improved and enlarged living spaces.

Privacy

302. The Residential Design Standards SPD recommends a minimum of 21m between the backs of properties to prevent any overlooking, and 12m where properties would face each other across a highway or other public realm. Between the residential floors of building A and building B1 there would be 48 m, which is more that sufficient to ensure no harm to residential amenity. The distance between building B2 and C1 would be 17 m, but these buildings do not sit parallel to each other, so there would be no direct overlooking. The distance between buildings C1 and C2 would be 21m which complies with the guidance in Southwark's Residential Design Standards SPD. No residential units are proposed at ground floor directly adjacent to the public realm, so there is no concern about defensible space at this level. Where residential units overlook communal roof terraces, each would be provided with a defensible space to ensure privacy. In addition, the layout of the units within the buildings and locations of windows and balconies have been strategically arranged to minimise overlooking. Where balconies sit immediately adjacent to each other they would have privacy screens between them.



Figure 3 Overlooking and privacy distances

Aspect

303. Approximately 50% of the proposed units would be dual or corner aspect and 50% would be single aspect. This equates to 576 single aspect units and 576 dual or corner aspect units. Of the single aspect units, 120 would be north facing (between North East and North West). This equates to 10.4% of the total number of units proposed, and 20.8% of the total number of single aspect units. 18 of the north facing single aspect units would be for social rent. None of the social rent, north facing, single aspect units would face the Old Kent Road. Instead, they would all be oriented towards the new landscaped space proposed at the centre of the scheme. Of all the single aspect units (north, east, south and west facing), there would be no three bedroom single aspect units, and only 90 would have two bedrooms. The vast majority (83%) would be one bedroom units. The majority of the single aspect units (64%) would also be private tenure. The distribution of single aspect units is broken down in Tables 16 and 17 below.

Building	Single aspect studios	Single aspect 1 bed	Single aspect 2 bed	Total
A	-	25 (9 north facing)	27 (9 north facing)	52 (18 north facing)
B1	-	36 (12 north facing)	0	36 (12 north facing)
B2	8 (0% north facing)	162 (48 north facing)	30 (20 north facing)	200 (68 north)

				facing)
C1	-	149 (22 north facing)	21 (0 north facing)	170 (22 north facing)
C2	-	106 (0 north facing)	12 (0 north facing)	118 (0 north facing)
Total	8 (0% north facing)	478 (19% north facing)	90 (32% north facing)	576 (20.8% north facing)
Proportion of total single aspect units	1.4%	83%	15.6%	

Table 16 Single aspect units by apartment size, including north facing units

Building	Single Aspect Social rented	Single aspect Intermediate	Single aspect "Additional" Intermediate	Single aspect Private	Total
A	52 (18 north facing)	-	-	-	52 (18 north facing)
B1	-	9 (3 north facing)	27 (9 north facing)	-	36 (12 north facing)
B2	-	-	-	200 (68 north facing)	200 (68 north facing)
C1	-	-	-	170 (22 north facing)	170 (22 north facing)
C2	80 (0%)	38 (0% north facing)	-	-	118 (0 north facing)
Total	132 (34.6% north facing)	47 (6.4% north facing)	27 (33% north facing)	370 (24.3% north facing)	576 (20.8% north facing)
Proportion of total single aspect units	23%	8.2%	4.7%	64 %	

Table 17 Single aspect units by tenure, including north facing units

304. Whilst this is a high proportion of single aspect units, it is considered that the low proportion of single aspect north facing units (none of which would be for social rent), the low proportion of two bedroom single aspect units and the low proportion of affordable, single aspect units goes some way to mitigate the impact this would have. Mitigation is also proposed in the form of full height glazing, large opening windows and well laid out dwellings. Furthermore, over 70% of the units across the scheme would be oversized in terms of floorspace and all living rooms and bedrooms would have floor to ceiling

heights of 2.55m. Members must consider whether this proportion of single aspect units is of such concern that it would outweigh the other significant regeneration benefits of the scheme (e.g. increased number of jobs, significant contribution to the borough's housing stock, including affordable housing, new sports hall and gym facility, new park). Officers consider that the wider benefits of the scheme would outweigh any harm caused by this proportion of single aspect units.

Unit Sizes

305. All of the dwellings proposed would satisfy the minimum floor areas set out in Southwark's Residential Design Standards SPD. 70% of the units would exceed these minimum floor areas, many substantially. All of the individual room sizes would also comply with the standards set out in the Residential Design Standards SPD.

Number of Units Per Core

306. One of the exemplary design standards in the Southwark Residential Design Standards SPD is to minimise corridor lengths by having an increased number of cores. Standard 12 of the Mayor's Housing Design SPG requires that each core should be accessible to generally no more than eight units on each floor. Concern about this was raised in the GLA's Stage 1 report.
307. Whilst it is acknowledged that there would be floors in the proposed development where the number of units served by a core would exceed eight, this is not the case across the whole development. Indeed, the submitted material demonstrates that on average the number of units per core in each of the proposed buildings would be 8. The floors that exceed eight units per core are set out in the following table:

Block	Floors with more than 8 units per core	Number of floors	No of units per core
A	1-9 (private)	9	10
B2	3-6 (private)	4	9
	16-24 (private)	9	9
	26-31 (private)	6	9
	32-39 (private)	8	9
C1	13-24 (private)	12	9
	26-34 (private)	9	9
C2	1-3 (social)	3	10
	4-6 (social)	3	9
	7-11 (social)	5	11

Table 18 Floors with more than eight units per core

308. Where the target of eight units per core is exceeded, the design mitigates for any harm this would cause by minimising corridor lengths where possible. For example in Block A, where a substantial proportion of the social rented units would be delivered, cores have been placed on corners, so that there are two corridors rather than one, significantly reducing the perception of the number of units per core. Other design techniques proposed to minimise any harm caused include generous corridor widths and the creation of distinctive arrival points upon leaving the lifts/stairs, ensuring a sense of arrival and address and reducing the anonymity caused by a high number of units per core.

Internal light levels

309. An assessment of the daylight and sunlight amenity within the residential elements of the proposed development is reported in Chapter 17 of the submitted Environmental Statement Addendum and appendices. The assessment is based on Building Research

Establishment (BRE) guidance and considers the potential light to the proposed dwellings using the Average Daylight Factor (ADF). ADF determines the natural internal light or daylight appearance of a room and the BRE guidance recommends an ADF of 1% for bedrooms, 1.5% for living rooms and 2% for kitchens. Where a room serves more than one purpose, the minimum ADF should be for the room type with the highest value.

310. Of the 637 proposed rooms assessed 597 (94%) would meet the ADF standard recommended in the BRE Guidelines. All of the rooms in Block B would meet the BRE Guidelines' recommended levels of ADF. In Blocks C and A, only 40 rooms would not meet the recommended standard. These would consist of a mix of Lounge Kitchen Dining-Rooms, Living Rooms and Bedrooms. Where rooms are non-compliant, this is usually as a result of having a recessed balcony, which is considered advantageous in terms of the provision of amenity and quality of design, or the result of there being a balcony on the floor above, shading windows. There is often a trade-off in schemes of this size between the provision of private amenity space and the daylight penetration to the rooms with windows situated underneath balconies.
311. A balanced assessment of the importance of both aspects of quality residential design is required. Given the size and scale of development, the internal levels of daylight within the proposed dwellings are considered to be very good and indicative of exemplary residential design quality.

Outdoor Amenity Space

312. All new residential development must provide an adequate amount of useable outdoor amenity space. Southwark's Residential Design Standards SPD sets out the required amenity space standards, which can take the form of private gardens and balconies, shared terraces and roof gardens. In order to comply with the requirements of existing and emerging policy, including the Residential Design Standards SPD, the following private and communal amenity space should be provided:
- For units containing 3 or more bedrooms, 10sqm of private amenity space;
 - For units containing 2 bedrooms or less, ideally 10sqm of private amenity space, with the balance added to the communal space; and
 - 50sqm communal amenity space per block.
313. In the proposed development, private amenity would be provided for the majority of residential units in the form of balconies. Communal amenity spaces for residents would be provided in the form of roof terraces, in the locations indicated in Table 19. These terraces would provide opportunities for seating, play and recreation. All amenity terraces would also provide water attenuation, as 'green blue roofs'. Other roof spaces not used for amenity (except in the towers), would provide attenuation as well as a brown roof component, making them 'brown blue roofs'.

Building	Location of Roof terrace Amenity	Area of roof terrace (sqm)
A	First floor	623
	Tenth floor	372
B1	First floor	919
	Fifteenth floor	535
B2	First floor	508
C1	-	-
C2	First floor	163
	Twelfth floor	207
Total		3,327

Table 19 Communal amenity on roof terraces

314. It was agreed with Officers during pre application discussions that for a proportion of the

private tenure apartments, it would be acceptable to have no private external balcony, but rather provide larger internal living spaces. It is subsequently proposed that a total of 290 units would not have a balcony, which equates to 25% of the total. Where no private balcony is proposed, all living spaces would exceed the minimum floor space required. In addition, many of the units that do have a balcony would also be oversized. All affordable units, both social rent and intermediate, would have a balcony. This approach has been design led, and the omission of a balcony was only agreed in circumstances where:

- The height of the towers could result in uncomfortable conditions on external balconies (particularly wind conditions);
- The additional amenity space being included into the living areas of the flat creates a more spacious, better laid out flat and gives more options to future residents;
- It allows for higher levels of natural light because there are no balconies to shade windows below; and
- It allows corner flats to take full advantage of dual aspect views and daylight.

315. In line with the Southwark Section 106 and CIL SPD, any shortfall in the required provision of amenity space will be charged at £205 per square metre. This represents the average cost in Southwark for improving open spaces. This will be secured through the Section 106 Agreement.

316. The private amenity shortfall and communal amenity proposed for each building is set out in the table below. This takes account of units where balconies have been 'internalised':

	Balcony shortfall (sqm)	Balcony shortfall, taking account of extra internal living space (sqm)	Communal terrace proposed (sqm)	Private and Communal amenity shortfall (sqm)
Building A (125 apartments)	300 shortfall (Maximum total required 1,250)	166 shortfall	995	None (+829 over requirements)
Building B1 (84 apartments)	179 shortfall (Maximum total required 840)	118 shortfall	919	None (+801 over requirements)
Building B2 (377 apartments)	2,401 shortfall (Maximum total required 3,770)	741 shortfall	1,043	None (+302 over requirements)
Building C1 (324 apartments)	2,227 shortfall (Maximum total required 3,240)	664 shortfall	163	501 shortfall
Building C2 (242 apartments)	543 shortfall (Maximum total required 2,420)	344 shortfall	207	137 shortfall
Total	5,650 shortfall (Maximum total required 11,520)	2,033 shortfall	3,327	638

Table 20 Private and Communal Amenity Space, including maximum total private amenity space that would be required if a 10 sqm balcony were provided for every unit

317. The figures in the table above indicate that there would be a small short fall of 638 sqm of amenity space in buildings C1 and C2. In addition, 50sqm is required per block as per the Residential Design Standards SPD. This comes to a total shortfall of 788 sqm, which

would require a financial contribution of £161,540. This would be secured through the Section 106 Legal Agreement.

318. Developers sometimes seek to vary consents having got planning permission by including additional units in later revised schemes within the same built envelope. This scheme is supported because of its oversized units. Any future attempt to vary this would not be supported.

Children's Play Space

319. Policy 3.6 of the London Plan requires new developments to make provision for play areas based on the expected child population of the development. Children's play areas should be provided at a rate of 10sqm per child bed space (covering a range of age groups). This is reiterated in Southwark's Residential Design Standards SPD and the Section 106 and CIL SPD.
320. In line with the Mayor's Providing for Children and Young People's Play and Informal Recreation SPG, the proposed development would be required to provide 3,087.6 sqm of children's play space. The submission material sets out a variety of different typologies of play provision across different areas of the public open space at ground floor and on the communal roof terraces. A total area of 5,137 sqm of potentially playable space across the development, consisting of formal play structures, incidental play features and informal play/playable landscape features is identified. The submitted material indicates in principle where these play spaces would be delivered, but they have not yet been designed in detail, so a precise area calculation is not available. A planning condition requiring detailed design is recommended. Officers are satisfied that, due to the overall generosity of the open space proposed, the proposal to provide a publicly accessible four court sports hall and gym facility and the agreement of the Applicant to meet the draft OKR AAP emerging policy requirements for public open space, despite their very limited weight, this is an acceptable approach.

Public Open Space

321. In addition to the existing amenity space requirements set out above, emerging Policy AAP10 of the draft OKR AAP requires the provision of 5sqm of public open space per dwelling or a financial contribution in lieu. The 1,152 dwellings proposed here would require a provision of 5,760 sqm public open space under this emerging policy. The proposed development would deliver 4,301 sqm of publicly accessible open space, which results in a shortfall of 1,459 sqm, although it is noted that the new publicly accessible sports hall would be 1,773 sqm. Although this emerging policy currently has very limited weight, the Applicant has agreed to make the required financial contribution of £299,095 based on a cost of £205 per sqm. As set out in the Southwark Section 106 and CIL SPD, £205 per sqm represents the average cost in Southwark for improving open space. This would be secured through the Section 106 Agreement and could be spent on future public realm enhancements around Canal Grove Cottages (as proposed in the draft OKR AAP).
322. The applicant has paid £31,336 towards the cost of saving a number of steel structural elements from Gas Holder 12 from the Old Kent Road Gas Works, which has recently been demolished. These steels would be re used in the new park at the centre of the proposed development as sculptural wind baffles. Should planning permission be granted, this cost would be deducted from the overall open space financial contribution required. This would result in a contribution of £267,759, which will be secured through the S106 Agreement.

Secure By Design

323. The application has been reviewed by the Metropolitan Police Secure by Design Advisor who is satisfied that, should this application proceed, it would be able to achieve the security requirements of both the Secured by Design Homes 2016 and Commercial 2015 guides. Planning conditions requiring the proposed development to adhere to the principles and physical security requirements of Secured By Design are included with the recommendation.

Conclusion on quality of residential accommodation

324. To conclude, Officers are satisfied that the quality of residential accommodation proposed would be high and would justify the high density of the scheme. Whilst there would be a relatively high proportion of single aspect units, and there would be floors where more than eight units would be served by a single core, the design would include measures to mitigate these concerns. Members should weigh these aspects of the residential design, which would be contrary to the Southwark Residential Design Standards SPD and the Mayor's Housing Design SPG, against the positive aspects of the residential design, including good privacy and outlook, good internal daylight levels and good provision of outdoor amenity space and children's play space, as well as the other major regeneration benefits of the scheme. As set out above, the other regeneration benefits of the scheme include job creation, the provision of good quality commercial space, a sizeable contribution to the borough's housing stock (including affordable housing), the provision of a new public sports hall and gym facility and a new park.

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

325. London Plan (2016) Policy 7.6 states that buildings and structures should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and micro-climate. London Plan (2016) Policy 7.7 notes that large buildings should not adversely affect their surroundings in terms of overshadowing and solar reflected glare. Strategic Policy 13 of the Core Strategy, 'High Environmental Standards', seeks to ensure that development sets high standards for reducing air, land, noise and light pollution and avoiding amenity and environmental problems that affect how we enjoy the environment in which we live and work; Saved Policy 3.2 of the Southwark Plan states that permission will not be granted for developments where a harmful loss of amenity, including disturbance from noise, would be caused. The adopted Residential Design Standards SPD expands on policy and sets out guidance for protecting amenity in relation to privacy, daylight and sunlight.

Impact of the proposed uses

326. For many years, the application site has operated as an industrial estate, including a scrap metal yard, in close proximity to residential properties. The proposed non-residential floorspace would be likely to be more compatible with residential uses than these existing uses. With the exception of the convenience store proposed fronting onto the Old Kent Road (and some distance from any existing residents), the retail uses proposed would be very modest in scale. The noise transmission would be controlled by planning conditions, as recommended by the Council's Environmental Protection Team. Overall it is not considered that any of the uses proposed would result in any significant loss of amenity to neighbouring residential occupiers, nor would they hinder the operation of the neighbouring industrial and warehousing units on the rest of the Sandgate Trading Estate, Gasworks and Devon Street cluster.

Agent of Change

327. In their Stage 1 report, the GLA required the 'Agent of Change' principle to be examined in relation to the proposed development. Paragraph 182 of the NPPF defines the Agent of Change principle as follows: "Planning policies and decisions should ensure that new development can be integrated effectively with existing businesses and community facilities (such as places of worship, pubs, music venues and sports clubs). Existing businesses and facilities should not have unreasonable restrictions placed on them as a result of development permitted after they were established. Where the operation of an existing business or community facility could have a significant adverse effect on new development (including changes of use) in its vicinity, the Applicant (or 'agent of change') should be required to provide suitable mitigation before the development has been completed." It is considered that the proposed development would integrate well with existing businesses surrounding the site. The position of residential uses at first floor and above would go some way to ensuring that any noise nuisance would be mitigated for example. Furthermore, the building façade design, including glazed elements, would be designed to achieve the internal noise criteria defined within BS 8233: 2014 as detailed within Southwark Council's Technical Guidance for Noise.

Privacy and Overlooking

328. As stated above, in order to avoid harmful overlooking and ensure no harm to privacy, Southwark's Residential Design Standards SPD recommends a minimum of 21m between the backs of properties and 12m where properties would face each other across a highway.
329. The nearest existing residential properties to the proposed development are the Grade II listed Canal Grove cottages. At the closest point these would be approximately 21m from the proposed development, and therefore in accordance with the guidance in the SPD. It is worth noting that the proposed development would face the rear of the Canal Grove properties.
330. Concerns have been raised that the proposed development would prejudice the development potential of the Kent Park Industrial Estate to the east of the proposed development. The distance between the front of the buildings proposed on Ruby Street and the back edge of pavement on the other side of the road is approximately 14.5m. This demonstrates that there would be an acceptable distance between the proposal under consideration here and any future development proposals on this adjacent site.

Daylight and sunlight

331. Chapter 17 of the ES Addendum considers the potential daylight, sunlight, overshadowing and light pollution impacts of the proposed development on surrounding residential properties. This analysis is based on guidance published by the Building Research Establishment (BRE) and Institute of Lighting Professionals (ILP).
332. In relation to daylight, sunlight and overshadowing, Members should note that the BRE Guidelines are based on a suburban environment, and as such a degree of flexibility needs to be applied when considering an urban environment such as the application site. It is also important to note that the existing scale of development on the application site is exceptionally low for an urban location. This establishes a baseline situation that exceeds the normal expectations of an urban area, and reductions would be expected to result from any development here. Paragraph 123 of the NPPF (2018) also states that:

"Local planning authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in this Framework. In this context, when considering applications for housing, authorities should take a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would

otherwise inhibit making efficient use of a site (as long as the resulting scheme would provide acceptable living standards).”

333. The BRE Guidelines also state that residential properties warrant detailed consideration in terms of daylight and sunlight effects, but that properties of a commercial nature have a lower requirement. As such, the submitted daylight and sunlight assessments relate to existing residential properties only. It is not necessary for any future redevelopment proposals for this site to be assessed as cumulative development under the EIA regulations (2017), as no plans have yet been submitted and this requirement is restricted to “other existing development and/or approved development”.

Daylight Impacts

334. The ES considers the daylight impacts of the proposed development on 1056 windows serving 509 residential rooms surrounding the application site. As required by the ES Regulations, the submitted assessment has been undertaken by competent, experienced, registered professionals. The following tests have been undertaken:

Test	Description	BRE Criteria	Baseline Conditions
Vertical Sky Component (VSC)	The amount of skylight reaching a window expressed as a percentage	A window may be adversely affected if the VSC measured at the centre of the window is less than 27% and less than 0.8 its former value. Experienced daylight and sunlight assessors suggest that 20% VSC is a good level of daylight for a dense urban location and a VSC above 15% is adequate.	In the current situation, 67% of the surrounding properties benefit from greater than 27% VSC.
No-Sky Line (NSL) or daylight distribution	The area of a room at desk height that can see the sky	A room may be adversely affected if the daylight distribution (no sky line) is reduced beyond 0.8 times its existing area.	In the current situation, 94% of the rooms within the surrounding properties benefit from direct skylight at desk height to greater than 80% of the current room area.
Average Daylight Factor (ADF)	The daylight appearance of a room	ADF of 1% for bedrooms, 1.5% for living rooms and 2% for kitchens. Where a room serves more than one purpose, the minimum ADF should be for the room type with the highest value.	In the current situation, 24% of the rooms within the surrounding properties achieve the 2% ADF target recommended in the BRE Guidelines for Lounge/Kitchen/Dining-rooms in new development.

Table 21 Daylight impact assessment undertaken

335. The results of the assessment show that 60% of the windows tested (631 out of 1056) would still meet the recommended VSC levels (27% VSC) once the proposed development is constructed, and that 94% of the rooms tested (478 out of 509) would still meet the recommended NSL levels.
336. Average Daylight Factor (ADF) has also been tested, but as not all of the room uses and layouts of the neighbouring properties have been verified, these have not been relied

upon. The BRE guidance suggests that ADF is less relevant when used to assess impact upon existing properties.

337. The proposed development would result in BRE compliant VSC and NSL reductions (i.e. not less than 0.8 times their former value) to the windows and rooms the following properties:

- 14 Ruby Street
- 2a Ruby Street
- 681 Old Kent Road
- Nos. 10 – 36 (even) Ethnard Road
- Nos. 1 – 17 (odd) Ethnard Road
- 634 Old Kent Road
- 636 Old Kent Road
- 622 Old Kent Road
- 624 Old Kent Road
- 610 Old Kent Road
- 612 Old Kent Road
- 614 Old Kent Road
- 1 Peckham Park Road
- 3 Peckham Park Road

338. The remaining properties would experience a degree of harm in excess of the BRE guidelines. In the instances set out in Table 21, although the VSC reductions to *some* of the windows serving these properties would not be BRE compliant, the NSL reductions would remain within the acceptable range established by the BRE. In these instances it is recognised that there would be a degree of harm to the daylight amenity of residents, but this harm would be minor and acceptable in an urban location. Although the amount of skylight reaching the windows would be reduced, the reduction in the proportion of room area that could see the sky at desk height would not be materially altered. Given the urban context of the site and the low level of existing development on the application site, these results are indicative of a relatively good retained level of daylight.

Property	VSC % of former value (BRE guidance >80%)	NSL % of former value (BRE guidance >80%)
1 Canal Grove	5/8 windows tested would fall below BRE guidelines. Between 68.17% and 99.29% of former value (% losses of 0.71% to 31.83%).	Between 85.6% and 100% of former value (% losses of 0% to 14.4%).
4 Canal Grove	5/5 windows tested would fall below BRE guidelines. Between 56.21% and 77.43% of former value (% losses of 22.57% to 43.79%).	Between 93.7% and 100% of former value (% losses of 0% to 6.3%).
6 Canal Grove	3/6 windows tested would fall below BRE guidelines. Between 58.56% and 95.09% of former value (% losses of 4.91% to 41.44%).	Between 81.8% and 100% of former value (% losses of 0% to 18.2%).
670-672 Old Kent Road	28/40 windows tested would fall below BRE guidelines. Between 60.77% and 100% of former value (% losses of 0% to 39.23%).	Between 94.7% and 100% of former value (% losses of 0% to 5.3%).
Nos. 648 - 668 (even) Old Kent Road	146/166 windows tested would fall below BRE guidelines. Between 50.83% and 89.03% of former	Between 92.7% and 100% of former value (% losses of 0% to

	value (% losses of 10.97% to 49.17%).	7.3%).
644-646 Old Kent Road	49/93 windows tested would fall below BRE guidelines. Between 49.8% and 100% of former value (% losses of 0% to 50.02%).	Between 84.6% and 100% of former value (% losses of 0% to 15.4%).
Nos. 2 – 8 (even) Ethnard Road	14/28 windows tested would fall below BRE guidelines. Between 63.4% and 99.7% of former value (% losses of 0.30% to 36.60%).	Between 91% and 99.4% of former value (% losses of 0.6% to 9%).
399 Rotherhithe New Road	15/227 windows tested fail. Between 51.25% and 100% of former value (% losses of 0% to 48.79%).	Between 89.6% and 100% of former value (% losses of 0% to 10.4%).

Table 22 Properties where VSC changes would be material, (according to BRE recommended levels) but NSL would not.

339. In the properties identified in Table 22, the VSC and NSL alterations would both exceed the BRE guidelines, but would either remain above 70% of their baseline values or, if not, the room's main window/s would retain at least 18% VSC and at least 50% of the area of the room would still benefit from direct skylight at desk height (NSL). Again, in these instances it is recognised that there would be a degree of harm to the daylight amenity of residents, but these remaining daylight levels are considered acceptable for an urban environment.

Property	VSC - % of former value BRE guidance >80%	Remaining VSC	NSL - % of former value BRE guidance >80%	Remaining NSL (% of room area)
2 Canal Grove	8/8 windows tested would fall below BRE guidelines. Between 61.98% and 79.99% of former value (% losses of 20.01% to 38.02%).	11.97 – 21.23%	1/5 rooms tested would fall below BRE guidelines Between 75.6% and 93.2% of former value (% losses of 6.8% to 24.4%).	72 -89.95%
3 Canal Grove	6/8 windows tested would fall below BRE guidelines. Between 65.37% and 95.58% of former value (% losses of 4.42% to 34.63%).	16.62 – 22.70%	1/5 rooms tested would fall below BRE guidelines Between 76.8% and 97.1% of former value (% losses of 2.9% to 23.2%).	73.32 – 93.10%
Nos. 628 – 632 (even) Old Kent Road	12/13 windows tested would fall below BRE guidelines. Between 59.39% and 100% of former value (% losses of 0% to 40.61%).	22.52 – 36.45%	3/9 rooms tested would fall below BRE guidelines Between 64.8% and 88.7% of former value (% losses of 11.3% to 35.2%).	64.10 – 86.98%

Table 23 Properties where both VSC and NSL would fall below BRE recommended levels, but would retain acceptable daylight levels for an urban area.

340. The following paragraphs set out the daylight impacts on the remaining properties tested.
341. At 5 Canal Grove all seven windows tested would experience VSC reductions beyond the levels recommended by the BRE (reductions to between 45.61% and 70.51% of their existing values / % losses of 29.49% to 54.39%). The resultant VSC levels would be between 9.41 and 24.38%. These windows are thought to serve five rooms, comprising a kitchen, bedrooms and bathrooms. The BRE guidelines advise that bathrooms can be discounted and bedrooms have lower requirements for daylight than main habitable rooms such as living-rooms. It is also worth noting that, as these windows currently look out over an underdeveloped portion of the application site, the existing VSC levels are unusually high for an urban location.
342. The NSL results demonstrate that four out of the five rooms tested would still benefit from direct skylight at desk height to over 85% of the total room area, which is considered a good level of daylight amenity in an urban location. The remaining room would have direct skylight at desk level over 45% of the total room area, which is considered adequate for a dense urban location.
343. At 7 Canal Grove, all six windows tested would experience VSC reductions beyond the levels recommended by the BRE (reductions to between 39.1% and 52.59% of their existing values / % losses of 47.41% to 60.90%). The resultant VSC levels would be between 8.43 and 18.35%. These windows are thought to serve four rooms comprising a kitchen, bedrooms and bathrooms. As stated above, such rooms have lower requirements for daylight than main habitable rooms such as living-rooms. It is also worth noting these windows also currently look out over an underdeveloped portion of the application site, so the existing VSC levels are also unusually high for an urban location.
344. The NSL results demonstrate that all four rooms in this property would still benefit from direct skylight at desk height to over 50% of the total room area, which is considered an adequate level of daylight amenity in an urban location.
345. At 8 Canal Grove all six windows tested would experience VSC reductions beyond the levels recommended by the BRE (reductions to between 42.51% and 50.7% of their existing values / % losses of 49.30% to 57.49%). The resultant VSC levels would be between 10.71 and 17.79%. These windows are thought to serve four rooms comprising kitchen, bedrooms and bathrooms, with lower requirements for daylight than main habitable rooms. They also currently look out over an underdeveloped portion of the application site, so their existing VSC levels are unusually high for an urban location.
346. The NSL results demonstrate that two of the four rooms would still benefit from direct skylight at desk level to over 60% of the total room area, which is considered a good level of daylight amenity in an urban location. The remaining two rooms would experience reductions to 43% and 39% of the room areas. It is understood that one of these rooms is a bedroom, which the BRE guidelines places less significance upon in daylighting terms.
347. In 10-13 Canal Grove, four out of the twelve windows tested would meet the recommended VSC levels. The eight remaining windows that would experience reductions beyond recommended VSC levels (reductions to between 38.58% and 50.72% of their existing values / % losses of 49.28% to 61.42%). The resultant VSC levels would be between 11.27 and 23.94%. These windows are thought to serve eight rooms comprising kitchen, bedrooms and bathrooms, with lower requirements for

daylight than main habitable rooms. It is also worth noting that the windows currently look out over an underdeveloped portion of the application site, so the existing VSC levels are unusually high for an urban location.

348. The NSL results demonstrate that five out of these eight rooms would meet the BRE Guidelines. The remaining three remaining rooms would still benefit from direct skylight at desk height to over 70% of the total room area, which is considered a good level of daylight amenity in an urban location.
349. In 14-17 Canal Grove, four out of twelve windows would meet the recommended VSC levels. The eight remaining windows would experience reductions in VSC beyond the BRE recommended levels (reductions to between 31.58% and 79.39% of their existing values / % losses of 20.61% to 68.42%). The resultant VSC levels would be between 8.84 and 25.72%. These windows are thought to serve eight rooms comprising kitchen, bedrooms and bathrooms with lower requirements for daylight than main habitable rooms. It is also worth noting that the windows currently look out over an underdeveloped portion of the application site, so the existing VSC levels are unusually high for an urban location.
350. The NSL results demonstrate that two out of these eight rooms would meet the advisory levels recommended in the BRE Guidelines. The remaining six rooms would still benefit from direct skylight at desk height to over 60% of the total room area, which is considered a good level of daylight amenity in an urban location.
351. In 635 Old Kent Road, the two windows tested would experience reductions in VSC beyond the BRE recommended levels (reductions to between 19.02% and 23.67% of their existing values / % losses of 76.33% to 80.98%). The resultant VSC levels would be between 5.69 and 7.09%. Both are thought to serve bedrooms which have lower requirements for daylight than main habitable rooms.
352. The NSL results demonstrate that both rooms would still benefit from direct skylight at desk height to over 50% of the total room area, which is considered an adequate level of daylight amenity in an urban location.
353. In 1-30 Lynn House, 24 out of 94 windows tested would meet the recommended VSC levels. The remaining 70 windows would experience reductions in VSC beyond the BRE recommended levels (reductions to between 38.05% and 78.07% of their existing values / % losses of 21.93% to 61.95%). The NSL results demonstrate that all rooms at Lynn House (100%) would meet the levels recommended in the BRE Guidelines

Sunlight

354. 625 predominantly south-facing windows, serving 293 residential rooms, have been tested for sunlight amenity using the Annual Probable Sunlight Hours (APSH) methodology:

Test	Description	BRE Criteria	Baseline Conditions
Annual Probable Sunlight Hours (APSH)	The amount of sunlight a window receives. This should be considered for all windows facing within 90 degrees of due south (windows outside of this orientation do not receive direct sunlight in the UK).	A window may be adversely affected if it receives for a whole year, less than 25% APSH, including at least 5% APSH during the winter months (21 September to 21 March), less than 0.8 times its former sunlight hours during either period, and if there is a reduction in total APSH which is greater than 4%.	In the current situation, 39% of the rooms within the surrounding properties benefit from at least 25% total APSH, with at least 5% APSH in the winter months which, according to the BRE Guidelines, is sufficient to give reasonable sunlight amenity results in a suburban environment.

Table 24 APSH Test.

355. The APSH results show that 96% of the rooms tested (280 out of 293) would meet the levels recommended by the BRE Guidelines.
356. The following properties would experience minor detrimental impacts on their sunlight amenity, or already have sunlight amenity below BRE guideline levels:

Property	APSH Results
1 Canal Grove	Of the five rooms tested, four would experience APSH reductions greater than 4%, but all APSH values would remain above those recommended by BRE.
2 Canal Grove	All 5 rooms tested would experience APSH reductions greater than 4%, but all APSH values would remain above those recommended by BRE
3 Canal Grove	All 5 rooms tested would experience APSH reductions greater than 4%, but all APSH values would remain above those recommended by BRE
8 Canal Grove	All 4 rooms tested would experience APSH reductions greater than 4%, but all APSH values would remain above those recommended by BRE
670-672 Old Kent Road	Winter APSH below would be below 5% in three rooms and annual APSH below 25% in two rooms, but this is <u>as existing</u> . I.e. these rooms don't meet BRE guidelines in existing condition
Nos. 2 – 8 (even) Ethnard Road	No change - but levels are already below BRE guidelines in some rooms.
Nos. 15, 19, 23 and 27 Ethnard Road	No change - but levels are already below BRE guidelines in some rooms.
1-30 Lynn House	Some windows are already below BRE guidelines. There would be no loss over 4%
Nos. 610 and 630 Old Kent Road	1 window tested would experience a loss greater than 4%, but the results would remain above guideline levels.
Nos. 1 and 3 Peckham Park Road	All three rooms tested would have losses greater than 4%, but results would remain above guideline levels.
399 Rotherhithe Road	Of 152 rooms tested, 74 would experience losses over 4% but only 16 would not have 25% APSH and only 1 would not have 5% winter APSH.

Table 25 Properties that would experience minor detrimental impacts on their sunlight amenity, or already have sunlight amenity below BRE guideline levels.

357. The following properties would experience APSH alterations that are beyond BRE Guidelines, with losses ranging from 10.3% to 68.6%:

- 4 Canal Grove
- 5 Canal Grove
- 6 Canal Grove
- 7 Canal Grove
- 9 Canal Grove
- 10-13 Canal Grove
- 14-17 Canal Grove

358. Despite these apparently significant losses, most would retain a level of sunlight amenity that is considered good for an urban environment. This is because the existing development on the application site is so low that the existing sunlight amenity enjoyed by these properties is exceptionally high.

359. In 4 Canal Grove, three of the four rooms tested would retain BRE compliant levels of sunlight amenity. The one room that would not be BRE compliant would retain an annual APSH of 13% and winter APSH of 2%. The window serving this room is already obscured by the rear wings of nos. 4 and 5 Canal Grove.

360. In 5 Canal Grove, four of the five rooms tested would retain BRE compliant levels of sunlight amenity. The one room that would not be BRE compliant would retain an annual APSH of 11% and winter APSH of 2%. The window serving this room is already obscured by the rear wings of nos. 5 and 6 Canal Grove.

361. In 6 Canal Grove, three of the four rooms would retain BRE compliant levels of sunlight amenity. The 1 room that would not be BRE compliant would retain an annual APSH of 15% and winter APSH of 3%. The window serving this room is already obscured by the rear wings of nos. 5 and 6 Canal Grove.

362. In 7 Canal Grove, two of the four rooms tested would retain BRE compliant levels of sunlight amenity. The remaining 2 rooms would retain an annual APSH of 21% and 24% respectively. Both rooms would retain a winter APSH of 4% and 5%. These results are only marginally below the advisory levels recommended in the BRE Guidelines, and still considered a good level of sunlight amenity for a dense urban location.

363. In 9 Canal Grove three of the four rooms tested would retain BRE compliant levels of sunlight amenity. The remaining room would retain an annual APSH of 31%, but a winter APSH of only 3%. This annual result is BRE compliant, but the winter level is below the advisory level recommended in the BRE Guidelines. It is still considered a good level of sunlight amenity for a dense urban location.

364. In 10-13 Canal Grove, seven of the ten rooms tested would retain BRE compliant levels of sunlight amenity. The three remaining rooms would retain an annual APSH of 23% and 24%. All rooms would retain a winter APSH in excess of 5%. These results are only marginally below the advisory levels recommended in the BRE Guidelines, and are still considered a good level of sunlight amenity for a dense urban location.

365. In 14-17 Canal Grove, four of the eight rooms tested would retain BRE compliant levels of sunlight amenity. The remaining four rooms would retain an annual APSH of 22% to 24%. All rooms would retain a winter APSH in excess of 5%. These results are only marginally below the advisory levels recommended in the BRE Guidelines, and are still considered a good level of sunlight amenity for a dense urban location.

Overshadowing

366. The following tests were undertaken on the rear gardens of 1-17 Canal Grove:

Test	Description	BRE Criteria	Baseline Conditions
Sun on Ground	Area where the sun would reach the ground and where it would not on the Spring Equinox (21 March)	For a garden or amenity area to appear adequately sunlit throughout the year, no more than half (50%) of the area should be prevented by buildings from receiving two hours of sunlight on 21 March each year.	
Transient Overshadowing	The shadows cast over an open space at the following key dates through the year: <ul style="list-style-type: none">• 21 March (Spring Equinox);• 21 June (Summer Solstice); and• 21 December (Winter Solstice).	For an outdoor area to appear adequately sunlit throughout the year, at least half of the garden or amenity area should receive at least 2 hours of sunlight on 21 March. If the area which can receive two hours of sun on 21 March is less than 0.8 times its former value, the loss of sunlight is likely to be noticeable	Due to the exceptionally low heights of the existing buildings on the application site, they cast virtually no transient shadow upon the rear gardens at 1-9 Canal Grove and 14-17 Canal Grove on 31 March, 21 June and 21 December. This is unusual for an urban location.

Table 26 Overshadowing tests

367. The Sun on Ground and transient overshadowing results demonstrate that all rear gardens at nos. 1-17 Canal Grove would comply with the overshadowing guidelines recommended by the BRE.

Cumulative impacts on daylight, sunlight and overshadowing

368. The submitted ES states that the only proposed development within close proximity to the application site that could have an effect on daylight or sunlight amenity is the Malt Street Regeneration scheme. The location of this proposal would however, result in a negligible effect on the windows, rooms and open spaces tested

Conclusion on daylight, sunlight and overshadowing impacts

369. In conclusion in relation to daylight, sunlight and overshadowing impacts on existing properties surrounding the site, the results of the submitted analysis demonstrate that most of the residential properties tested would not experience any harmful change once the proposed development is built. The massing of the proposed scheme was revised during the pre application process, particularly the lowering and setting back of building B1 to reduce harm to the Canal Grove cottages. Some properties would however still

experience some harmful changes. Members need to balance this loss to amenity against the other significant regeneration benefits of the proposed development, as set out elsewhere in this report.

Solar Glare

370. The potential impacts of solar glare resulting from the sun reflecting off the proposed buildings have been considered. As there would be no excessively large areas of reflective, tinted glass or other reflective cladding, harmful solar glare is considered very unlikely. The balconies proposed would also help to prevent glare. In terms of cumulative impact, it is not considered that any proposed developments within close proximity to the application site would have an effect on solar glare.

Light Pollution

371. The closest residential buildings to the proposed development that have the potential to be affected by light pollution are located on Canal Grove and Old Kent Road. These were tested against a 'worst case scenario' using the level of light spillage from a typical office; with light internal finishes, 0.68 transmittance glazing, the working plane illuminated to a range of 300-500 lux, and no blinds or curtains against the following guidance:

Test	Description	ILP Criteria
Light Intrusion	Any light emitting from artificial sources into spaces where it is unwanted or causes a nuisance.	The Institute of Lighting Professionals (ILP) Guidance Notes provide measurable lighting level values to assess light intrusion in different contexts. The context of the application site is described as "E4- High District Brightness (e.g. town/city centres with high levels of night time activity)". The ILP notes suggest light intrusion into windows in this context should not exceed 25 Ev (Vertical Illumination in lux) before the ILP identified 'curfew' begins and 5 Ev after any curfew*.

* Curfew = The time after which stricter requirements (for the control of obtrusive light) will apply; often a condition of use of lighting applied by the planning authority. 23.00 hrs is suggested.

Table 27 Light pollution tests

372. This submitted analysis shows that the rear windows at nos. 1 to 9 Canal Grove would fall within the recommendation of the ILP guidance for Zone E4. There would be approximately 15 lux recorded to the windows in the rear of nos. 10 to 17 Canal Grove. This is below the pre-curfew recommendation of 25 lux, but above the post-curfew of 5 lux. The submitted ES also recommends that it is unlikely the entire building would be lit as the worst case scenario described above, especially throughout the night. A well considered lighting design would be likely to reduce the light spillage levels to within ILP guidance. This would be required by condition.
373. In terms of cumulative impact, there are no proposed developments within close proximity to the application site that could have an effect on light pollution.

Wind and Microclimate

374. Chapter 18 of the ES Addendum assesses the likely impacts of the proposed development on wind and microclimate in terms of pedestrian safety and comfort using a computer model. It concludes that some of the new buildings would affect the speed and

direction of wind flows and could result in pedestrian discomfort, especially around the northern end of the site at the base of the two tallest buildings. As a result, the proposed design has tested numerous options to reduce these impacts to a safe and comfortable level, and concluded that planting trees and installing wind baffles in the new park would ensure pedestrian comfort. The baffles would be arranged to allow access for emergency vehicles.

375. The Lawson Criteria have been applied to determine the acceptability of wind for pedestrian safety and comfort. The Lawson Safety Criteria identify areas where people could find walking difficult, or even stumble and fall. This establishes wind speeds not to be exceeded for more than 0.025% of the year (approximately 2 hours/year). These safety criteria are set in the table below:

Safety Rating	Threshold mean hourly wind speed exceeded once per annum (0.025%)	Wind conditions as experienced by people	Safety concern
Unsuitable for the general public (S15)	>15 m/s	Less able and cyclists find conditions physically difficult.	Areas accessible to the general public: sitting areas, standing areas, walking areas.
Unsuitable for able-bodies (S20)	>20 m/s	Able-bodied persons find conditions difficult. Physically impossible to remain standing during gusts.	Areas with limited public access, maintenance areas, carparks, motorways.

Table 28 The Lawson Safety Criteria

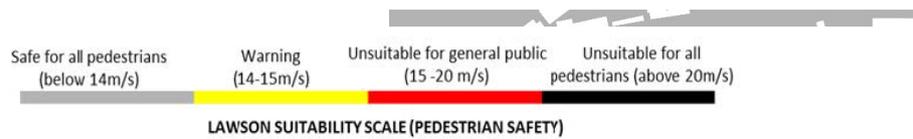
376. The Lawson Comfort Criteria establish wind speeds that should not be exceeded for more than 5% of the time in a season in order to ensure pedestrian comfort for different activities. These criteria are set out in the table below:

Comfort Category	5% Exceedance Threshold	Description
Sitting	<4 m/s	Light breezes desired for outdoor restaurants and seating areas where one can read a paper or comfortably sit for long periods.
Pedestrian standing	<6 m/s	Gentle breezes suitable for main building entrances, pick-up/drop-off points and bus stops.
Strolling	<8 m/s	Moderate breezes that would be appropriate for strolling along a city/town centre street, plaza or park.
Business Walk	<10 m/s	Relatively high speeds that can be tolerated if one's objective is to walk, run or cycle without lingering.
Roads/ Car Park	>10 m/s	Winds of this magnitude are considered a nuisance for most activities, and wind mitigation is typically recommended.

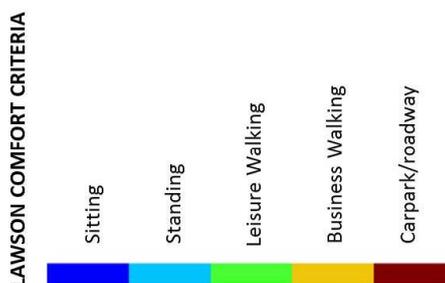
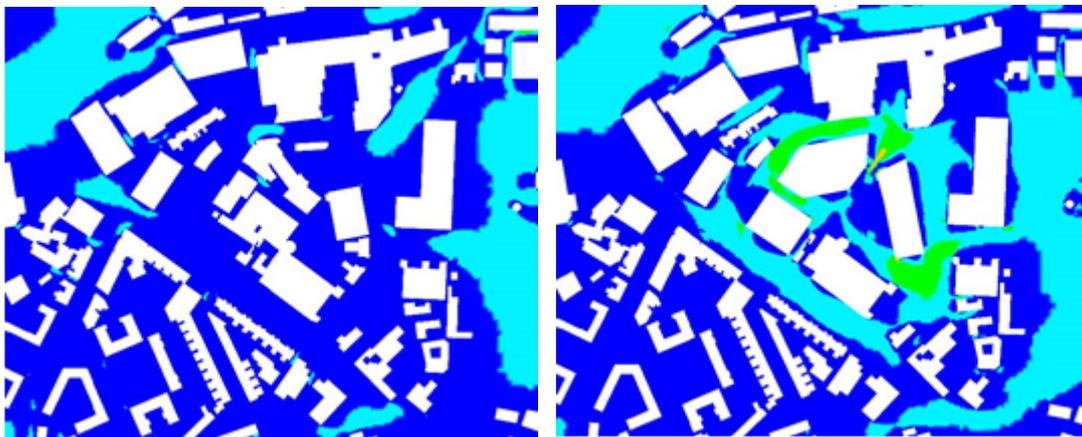
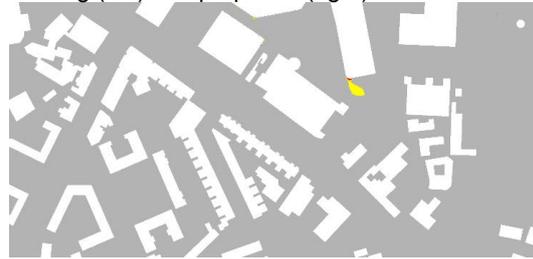
Table 29 The Lawson Comfort Criteria

377. The results of the submitted wind and microclimate assessment indicate that the existing wind environment of the application site is generally suitable for pedestrian activities. All of the areas tested, both inside and outside the application site would fall within the recommended criteria for safety and comfort.
378. During demolition, wind speeds would be likely to increase slightly as a result of the removal of the existing buildings, which serve to obstruct the wind. Any undesirable wind conditions during construction would be temporary and confined to the application site, which would not be open to the public.
379. Once constructed, some of the new buildings and landscape would affect the speed and direction of wind flows. The computer modelling shows that there would be a clear increase in the general windiness over the application site as a result of the proposed development, but in general, the wind environment would remain within the recommended Lawson Safety Criteria. However, there would be some areas where the safety criteria would be exceeded, particularly between the two tallest towers, at the corner of Ruby Street and Hyndman Street and on Sandgate Street.
380. Mitigation studies were carried out to improve the likely wind conditions and ensure pedestrian safety and comfort. These studies focused on introducing landscape features including trees and wind baffles arranged within the new park at the centre of the site. This would diffuse the wind arising from the south and south-western directions, whilst still allowing access for emergency vehicles. The results of the tests for both safety and comfort, prior to the proposed development, and following the proposed development (including mitigation measures) are shown in the figures below.





Figures 4 and 5 Pedestrian Safety Assessment: Existing (left) and proposed (right)



Figures 6 and 7 Pedestrian Comfort Assessment: Existing (left) and proposed (right)

381. Whilst they establish the principle that the windiness could be reduced to a safe and comfortable level, the results of the submitted analysis do still show some very localised areas of windiness which will require further mitigation and additional testing. This will be carried out during detailed design, and evidence of the results will be required by a planning condition (include with landscape detailed design condition). This detailed testing will include assessing in detail the proposal to re use some steel structural elements from Gas Holder 12 as wind baffles, whilst also ensuring a landscape design that tells a coherent story about the industrial history of the area
382. The submitted ES states that assessment of the proposed development in a cumulative scenario, including other committed developments in the surrounding area, demonstrates that there would be no additional wind issues.

Noise and Vibration

383. Chapter 10 of the ES assesses the likely impacts of the proposed development on Noise and Vibration. The assessment is based on detailed environmental noise measurements undertaken at the site and predictive modelling of the future noise and vibration levels, particularly relating to the potential Bakerloo Line Extension.
384. The ES has been reviewed by the Council's Environmental Protection Team (EPT) who has recommended conditions to ensure that appropriate internal noise levels (in dwellings) are not exceeded due to environmental noise. These conditions are intended to address the following:
- Where potentially significant noise-generating commercial and/or community uses are directly below residents, there is reasonable resistance to the transmission of sound;
 - The sound level from any plant does not exceed the Background sound levels; and
 - Any deliveries or collections to the commercial units shall only be between the following hours: 08.00 to 20.00hrs on Monday to Saturday and 10.00 to 16.00hrs on Sundays and Bank Holidays
385. Construction noise and vibration monitoring would be carried out in collaboration with the Council, with the levels to be agreed by the Council in advance. This would be secured through the Construction Environment Management Plan (CEMP) that would be required by the Section 106 Agreement.

Air Quality

386. The site lies within an Air Quality Management Area. This means the air quality is poor, with high levels of pollutants including particulate matter (PM10) and nitrogen dioxide (NO₂). Southwark Plan Policy 3.6, Air Quality, states that planning permission will not be granted for development that would "lead to a reduction in air quality." London Plan (2016) Policy 7.14 states that development proposals should minimise increased exposure to existing poor air quality and make provision to address local problems of air quality.
387. The submitted ES and ES Addendum set out an assessment of the potential impacts of the proposed development on local air quality. The assessment found that construction activities would pose a high risk of dust impacts and a medium risk of increases in particulate matter concentrations. It also identified that through good site practice and the implementation of suitable mitigation measures, the effect of dust and PM10 releases would be significantly reduced. These will be secured through the CEMP required by the Section 106 Agreement. The ES concluded that the residual effects of dust and PM10 generated by construction activities on air quality would not be significant. The residual effects of emissions to air from construction vehicles and plant on local air quality were also not considered to be significant.
388. The submitted Air Quality Assessment also considers the impacts that the proposed development would have once construction is complete, particularly in relation to the impact from traffic emissions and the proposed energy centre. The pollutants considered are NO₂, PM10 and PM2.5. The assessment shows that impacts on air quality for existing and proposed receptors would be negligible and the residual effects would not be significant.
389. The following measures would be incorporated as part of the design and would be of benefit to local air quality:
- 20% of car parking spaces would have electric vehicle charging points;

- There would be one cycle parking space per residential unit;
- There would be a cycling hub, including space for a bike maintenance facility, cycle hire and cycle training;
- Parking spaces would be for disabled residents only; and
- NOX emissions for the proposed energy centre, CHP and boilers units would meet the London Guidance for Sustainable Design and Construction.

390. An Air Quality Neutral Assessment (which is required in London) was also undertaken. This shows that the proposed development would be compliant with the building and transport emissions benchmarks for NO_x and PM10. As such it would be air quality neutral.

391. The Council's EPT have reviewed the ES and raised no concerns or objections relating to air quality.

Transport issues

392. Saved Policy 5.2 of the Southwark Plan seeks to ensure that developments do not result in adverse highway conditions; 5.3 requires the needs of pedestrians and cyclists to be considered and 5.6 establishes maximum parking standards.

393. Chapter 11 in the submitted ES and ES Addendum presents an assessment of the potential impacts of the proposed development on the local transport network. The risks identified during the construction phase include a temporary, minor risk of delays to pedestrians and cyclists as well as a minor risk of transport users feeling fearful or intimidated by the volume of Heavy Goods Vehicles (HGVs) associated with construction activities. This can be mitigated through the CEMP that will be secured by the Section 106 Agreement. Once construction is complete, the assessment concludes that potential impacts on the transport network are likely to be negligible in terms of delays to drivers, bus passengers and rail passengers. It is also noted that the proposed development would result in improvements to the pedestrian and cycle environments.

394. The Old Kent Road is managed by TfL as part of the Transport for London Road Network (TLRN). Sandgate, Ruby and Hyndman Streets are all LBS borough roads. The application site is approximately 0.8km south west of South Bermondsey Station, 3.2km south east of London Bridge Station and 4.8km south east of the City of London. The site's current Public Transport Accessibility Level (PTAL) is between 3 and 4, indicating 'moderate' to 'good' access to public transport. The Old Kent Road is a main arterial route (i.e. the A2) and comprises six lanes.

395. Members should note that the council is developing plans for changing the traffic management on Sandgate, Hyndman and Ruby Streets. The proposed development would not prevent those changes from being actioned, but would also work satisfactorily within the existing arrangements.

Access and trip generation

396. Vehicular access to the site would be from the surrounding streets and the central open space would be car free (with the exception of emergency vehicles). Automatic bollards would prevent vehicular access whilst allowing emergency access to the heart of the site. This would be secured by the Section 106 Agreement.

397. Each of the proposed blocks would have a self-contained car park. Block A, which would provide parking for the Enterprise car rental business and car club facility, would have a basement level car park, accessed by a two-way ramp. Blocks B and C would have car parks at ground level.

398. The proposed access arrangements are considered to be acceptable, and would enable all delivery vehicles to enter and exit the site in a forward gear, including fire engines and rigid HGVs of up to 12m length. All works to the highway would require Section 278 Agreement, and a clause to secure this would be included in the Section 106 Agreement.
399. Once occupied the estimated trip generation from the site would be as set out in Table 30. Please note that the trips generated by the re-provided Enterprise car rental business have not been included in this data.

Time Period	LGV	HGV	Total
08:00-09:00	9	3	12
17:00-18:00	14	0	14
18:00-19:00	14	1	15
Daily (07:00 – 19:00)	177	44	221

Table 30 Estimated Trip generation

Walking

400. The Pedestrian Environment Review System (PERS) audit and Bus Stop Audit submitted in support of the application demonstrate that the proposed development would improve the pedestrian experience. This would be achieved by improving pedestrian connections through the site, including access to the proposed sports hall and potential secondary school to the north. Improved pedestrian permeability would largely be delivered through the area of landscaping proposed within the site boundary.

Cycling

401. The Council is developing a cycle link from Ilderton Road to Rotherhithe New Road, running parallel to the Old Kent Road. The proposed development would not prevent the delivery of this. The proposed cycle hub is welcomed as it would contribute to increasing cycle mode share. The cycle hub would provide a multi functional space, including a workshop for cycle repairs, a cycle shop and showroom, cycle training services, a bike fitting studio and a food and coffee bar. A planning condition is recommended to require further details including detailed drawings. The Section 106 Agreement would secure three year membership to a licensed dockless cycle hire scheme for all residents or an equivalent, acceptable offer.

Public Transport

402. The site has convenient access to public bus services. The main bus routes running along the Old Kent Road connect the area to New Cross, Elephant and Castle, London Bridge, Waterloo and Kings Cross. There are bus stops immediately in front of the site, within a maximum distance of 150m from the entrances into the buildings.
403. Increased and improved bus services are needed to accommodate growth in the Old Kent Road Opportunity Area prior to the arrival of the Bakerloo Line Extension (BLE) and developers will be expected to fund adequate mitigation in advance of its delivery. LBS Officers are working with TfL to produce a phasing plan which will ensure this happens. LBS officers are therefore working with TfL to set out a strategy that is deliverable, transparent and can be seen by local people and developers alike to address concerns about bus capacity and overcrowding. Should a resolution to grant planning permission be agreed, once this strategy is complete and agreed by all parties, an appropriate financial contribution will be secured through the Section 106 Agreement.

Delivery and Servicing

404. A detailed waste management strategy has been submitted in support of the application. Refuse collection would be managed, with bins moved to collection points by a Facilities Management company. Residential bin stores would be located adjacent to each of the building cores and residents would carry their own refuse and recyclables to their local store. When full, these bins would be transferred to the main store, and replaced with empty bins. This would avoid the risk of the build up of bad odours. Bin stores in buildings B2 and C1 would be in excess of 10m from the parking location of the refuse collection vehicle, so operatives would be employed to transfer the bins to external presentation points on collection days. The bin presentation points have been designed to ensure that pedestrian movement along the footway would not be hindered on bin collection day.
405. In order to ensure that on-street servicing and deliveries do not negatively impact on the highway network, the Applicant has agreed to enter into a Delivery Service Plan (DSP) Bond with the Council against submitted baseline figures for daily servicing and delivery trips. These bonds would be calculated at £100 per residential unit and £100 per 500 sqm non-residential floorspace. The company responsible for the management of the proposed development would be expected to monitor daily vehicular activity (both commercial and residential), quarterly for a period of 2 years from 75% occupancy of each block. The DSP Bond would not include the trip generation of the Enterprise Car Hire as this could be deemed punitive to the economic survival of the re-provided business. The total bond has been calculated as set out in the table below:

	Quantum Proposed	Bond Amount
Residential units	1,152	£115,200.00
Non residential floorspace	10,837 sqm	£2,167.40
Total		£117,367.40

Table 31 DSP Bond Calculations

406. If the site meets or betters its own baseline target, the bond will be returned to the Applicant within 6 months of the end of the monitoring period. If the site fails to meet its own baseline, the bonded sum will be made available to the Council for sustainable transport projects in the ward of the development. The council will retain £1,600 per block for assessing the quarterly monitoring.
407. A draft Construction Management Plan has been submitted. In order to ensure that increases in traffic, noise and dust associated with the construction phase of the development are minimised, the Section 106 Agreement would secure a final draft, to be agreed with both TfL and Southwark Highway Authority once the developer has engaged a contractor.

Car Parking

408. The proposed development would be largely car free, but would provide 27 disabled parking bays for the residents of wheelchair accessible dwellings. Eight accessible parking spaces would be provided at basement level under Block A, with step-free access from the residential lobby at ground floor via two passenger lifts. Ten accessible parking spaces are proposed in the ground floor of Block B, with an internal step-free route to the lift cores. Nine accessible parking spaces are proposed in the ground floor of Block C, with internal step-free routes leading to both residential lobbies and lift cores.
409. The existing Enterprise car hire business would be re-provided as part of the proposed

development, with the cars and vans housed in the basement car park under Block A. This would be accessed via a two way ramp from Sandgate Street. 43 car and van parking spaces are proposed for this business, which is considered proportionate. Two of these spaces would be used for a car club, membership of which would be offered to residents of the proposed development, secured through the Section 106 Agreement. The Section 106 Agreement would also ensure that no future residents or occupiers of the proposed development could obtain resident parking permits for any future CPZ.

410. 20% of the proposed car parking spaces would have electric vehicle charging points. This too would be secured through the Section 106.

Residential Cycle Parking

411. The innovative proposals relating to cycle parking are considered a positive aspect of this application. A total of 1,425 cycle parking spaces would be provided across the scheme. 1,168 cycle parking spaces for residents would be located in enclosed cycle stores at ground floor in Block A, within the basement under Block B and at mezzanine level in Block C. 30 cycle spaces would also be provided in the public realm for residential short-stay.

412. At least 5% of the total cycle parking spaces would be easily accessible Sheffield stands, in line with the London Plan and London Cycling Design Standards. Accessible cycle parking for residents would be provided within the cycle stores in Blocks B2, C1 and C2. The needs of disabled residents would be monitored and additional spaces provided in the future if needed. This would be secured through the Section 106 legal Agreement. The approach to accessible cycle parking would be via oversized / goods lifts accessed at ground floor from the residential lobbies. The lifts would have internal cars of 1100mm width by 2100mm depth that are capable of accommodating adapted cycles and exceed the minimum dimensions required for passenger lifts.

Non-Residential Cycle Parking Provision

413. The proposed development would include non residential cycle parking for 83 long stay and 155 short stay across the site. The short stay visitor cycle parking is significantly higher than the minimum required (76). Most importantly the proposal includes a cycle hub at ground floor in Block C. The intention is not that this unit would become a cycle shop, but that it would provide a home for the cycling community, consisting of a multi functional space providing:

- a workshop for cycle repairs;
- a cycle shop and showroom;
- cycle training services;
- a bike fitting studio; and
- a food and coffee bar.

414. This facility would be secured through the Section 106 Agreement, and a condition requiring a detailed design of space is recommended.

Construction Impacts

415. Chapter 11 of the ES relates to transportation and access and concludes that during the demolition / construction phase there would be a short-term increase in traffic flow, particularly heavy goods vehicles (HGVs) associated with general plant and materials deliveries and the removal of waste from the site. A draft Construction Environment Management Plan (CEMP) has been submitted, which includes measures to manage this. As advised above, a final version of this will be secured through the Section 106 Agreement. The submission advises that the development would be registered under

the Considerate Constructors Scheme.

Conclusion on Transport Issues

416. The proposed development would reduce car dependency, provide good quality pedestrian and cycle permeability and allow for emerging plans for the surrounding public highway to be delivered. Residential management proposals would reduce the impact of servicing and delivery. As such, it is considered that, in relation to transport issues, the proposed development should be supported.

Design issues

417. Strategic Policy 12 of the Southwark Core Strategy (2011) states that all development in the borough will be expected to “achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in.” Saved Policy 3.12 ‘Quality in design’ of the Southwark Plan asserts that developments should achieve a high quality of both architectural and urban design, enhancing the quality of the built environment in order to create attractive, high amenity environments people will choose to live in, work in and visit. Saved Policy 3.13 of the Southwark Plan asserts that the principles of good urban design must be taken into account in all developments. This includes height, scale and massing of buildings, consideration of the local context, its character and townscape as well as the local views and resultant streetscape. With specific reference to tall buildings, Policy 7.7 of the London Plan (2016), ‘Location and Design of Tall and Large Buildings’ and Saved Policy 3.20 of the Southwark Plan sets out design requirements for tall buildings, both of which are discussed in further detail in the following paragraphs.

Site Layout

418. The proposed site layout would comprise three blocks (referred to as A, B and C) around a new park space of 3,792 sqm. The total amount of public realm at ground floor would be 4,301 sqm. The new park space would be for pedestrians and cyclists only, although there would be thoughtfully designed access for emergency vehicles. A new connection would be created through the proposed park space, from the Old Kent Road towards the site to the north, which has been identified for a future secondary school in the draft OKR AAP. Well designed breaks in the massing are proposed to ensure good levels of sunlight to the central space.
419. The ground floor layout would be outward-looking, with active frontages along Old Kent Road, Sandgate Street, Ruby Street as well as fronting the new park space. The Old Kent Road would be activated by new retail units, including a new convenience store and the re-provided Enterprise Car Hire business. The shop front design would contribute to the reinstatement of a high street character along the Old Kent Road and the convenience store would benefit from a dedicated servicing area from Sandgate Street. Fronting onto Ruby Street and Sandgate Street would be potential commercial and workshop spaces, interspersed with residential lobbies and car park entrances.
420. The re-provided Enterprise car hire business would be located in broadly the same location as it is found in today, but the car parking would be underground. This is considered positive, as it allows the business to continue operating with good street presence, whilst ensuring that the Old Kent Road frontage is not dominated by parked cars. The double height sports hall, the cycle hub and the proposed workspaces would front onto the new park, giving a visual identity to the emerging idea of creating a ‘healthy Old Kent Road’.
421. During consultation, some concerns have been raised that the proposed sports hall would not present an active frontage onto the new park space as it would only be used

at certain times and the windows could be obscured. Officers are however satisfied that that there is sufficient demand for this facility in the local area that it would be very well used (including by local schools) and that with careful design and attention to detail, it would provide a very successful frontage onto the new park. It would also provide an engaging representation of the aspiration to deliver a 'Healthy Old Kent Road'. As mentioned above, detailed design of the internal layout of the sports hall and gym facility would be required by planning condition, and the Section 106 Agreement would require it to be designed to LBS specification.

422. There would be one frontage to the rear of Block A that would be less active as it would enclose the ramped access to the basement car park. This lack of active frontage has been mitigated to a degree with a living green wall, and well articulated brick detailing. It is not considered that the lack of active frontage in this location would result in harm so substantial as to justify refusing planning permission.
423. The site layout allows for the development of the neighbouring retail warehouse and site to the rear as part of the comprehensive regeneration of the Old Kent Road Opportunity Area. This would be expected to complete the delivery of the central open space, resulting in roughly double the area of new park proposed here. Expectations for this site would be guided by emerging policy in the draft OKR AAP.

7.5 Floor layouts (LB1 - L02)

GROUND FLOOR LAYOUT



Figure 8 Ground floor layout showing proposed uses

Retained Buildings at 639 and 640 Old Kent Road

424. During the pre application process, the existing buildings at 639 and 641 Old Kent Road (see photographs below) were identified as being of townscape merit as traces of the history of the site and a reminder of what the Old Kent Road streetscape once was. Both are identified as buildings of townscape merit in the draft OKR AAP. The Applicant was therefore asked to look into options for their retention.



Figures 9 and 10 Retained buildings at 639 and 641 Old Kent Road (left) and sketch showing proposed rooftop additions (right).

425. The proposed development would therefore retain these two buildings and extend them deeper into the site with a new circulation core and connected floor plates. As a result, a greater floor area would be opened up across the two buildings, offering further potential B1 (c) floor space. To the centre of the enlarged building would be an open courtyard that would allow good levels of natural light in.
426. One additional storey would be added to the number 639 and two additional storeys would be added to number 640. Following on going discussion with officers throughout the application process, a bold approach to the design and appearance of these additional storeys is proposed. The addition to 639 would be a calm metal box (possibly corten or powder coated metal), which would return into the site along the length of the existing building. Where this would be joined the rear extension to the existing building, it would take on the form of a contemporary saw-tooth roof, as has been commonly found on factory buildings in the past. This would achieve great quality north light on the upper floors of the building that would suit artists and makers particularly well. The rooftop addition to number 640 would be more expressive, picking up on the form of the existing butterfly roof and using that geometry to create a new feature that would appear to hover over the existing building.
427. The existing side elevation to number 639 would be largely retained as existing, with the simple addition of a new door opening at ground floor to increase accessibility, visibility and active frontages. The extension to the rear of this would be completed in a contemporary, but complimentary brick with fenestration details that pick up on the design proposals for the other proposed buildings. This would open up to the north to have a lighter elevation that offers views over the new park.
428. The design approach to these retained buildings is welcomed as a very positive aspect of the scheme. The expressive way in which it would adapt and re use these existing buildings is considered very successful, with the potential to become a very high quality addition to the OKR frontage. Design and material quality would be secured via planning conditions requiring detailed drawings and material samples.

Height, Scale and Massing

429. Block A, fronting onto the Old Kent Road, would be part 8 and part 15 residential storeys on top of the ground and mezzanine floors. The massing would be lowered to only ground and mezzanine floors to the rear of the block in response to the sensitive setting

of the Grade II listed Canal Grove Cottages and to give a more 'human scale' to the entrance to the new park and the sports hall opposite.

430. Block B, fronting Sandgate Street, would be part 12 and part 45 residential storeys on top of the ground and first floor podium and second floor commercial uses. The massing would be reduced to two storeys adjacent to the listed Canal Grove Cottages in response to their heritage significance and in order to minimise impacts on daylight and sunlight. The tallest building in this block (B2) would be located furthest from the Old Kent Road. It would act as a marker signifying the presence of the new park and one half of a 'gateway' at the entrance to the site from the north.
431. Block C, fronting onto Ruby Street would be part 38, part 28 and part 10 residential storeys on top of ground and mezzanine floors. The tallest element would complement the tower in Block B, forming the other half of the gateway described above. The lowest element would sit between the two taller towers, acting as a ligament, breaking up the massing and allowing sunlight and daylight into the site and views out of the buildings. The second tall element would be subservient to the tallest towers, but would still act as an important anchor on the corner of Ruby Street and Hyndman Street.
432. The heights proposed would result in a well articulated composition of a three stepping buildings defining the new park. They would step away from the Old Kent Road in response to the existing lower context. The design of the tall buildings is described in detail below, but essentially they would be of high architectural quality thanks to strong vertical emphasis, well defined bases, middles and tops and well considered fenestration and detailing that would lengthen the buildings as they get higher to both reduce the perception of scale and ensure the buildings lighten towards the top.



Figure 11 Visualisation across Old Kent Road looking north

433. The height of the buildings proposed marks a step change in the scale of development in the area. The massing strategy is however in line with the emerging policy set out in the draft AAP (acknowledging the very limited weight of that document), which states that

the tallest "tier 1" buildings should be at the locations of greatest, city wide importance, including sites "adjacent to the largest new open spaces, like that proposed in Ruby Triangle". As the development would be substantially taller than its existing surroundings, it would be defined as a tall building in the adopted London Plan (2016). Policy 7.7 of the 2016 London Plan, 'Location and Design of Tall and Large Buildings', states that tall buildings should be limited to sites in the Central Activity Zone, opportunity areas, areas of intensification or town centres that have good access to public transport. Furthermore, London Plan Policy 2.13 requires development in Opportunity Areas to optimise residential and non residential output densities, meet or exceed minimum housing and employment guidelines and support wider regeneration objectives. Annexe 1 of the 2016 London Plan sets out the specific requirements for the Old Kent Road Opportunity Area, identifying it as having significant potential for residential- led redevelopment. As such, it is considered that the Old Kent Road Opportunity Area is, in principle, an acceptable location for tall buildings which optimise housing delivery and regeneration benefits. The proposed development is considered to achieve both, whilst also meeting the other requirements of Policy 7.7, which are as follows:

- Generally be limited to sites in the Central Activity Zone, opportunity areas, areas of intensification or town centres that have good access to public transport;
- Only be considered in areas whose character would not be affected adversely by the scale, mass or bulk of a tall or large building;
- Relate well to the form, proportion, composition, scale and character of surrounding buildings, urban grain and public realm (including landscape features), particularly at street level;
- Individually or as a group, improve the legibility of an area, by emphasising a point of civic or visual significance where appropriate, and enhance the skyline and image of London;
- Incorporate the highest standards of architecture and materials, including sustainable design and construction practices;
- Have ground floor activities that provide a positive relationship to the surrounding streets;
- Contribute to improving the permeability of the site and wider area, where possible;
- Incorporate publicly accessible areas on the upper floors, where appropriate;
- Make a significant contribution to local regeneration;
- Not affect their surroundings adversely in terms of microclimate, wind turbulence, overshadowing, noise, reflected glare, aviation, navigation and telecommunication interference; and
- Not impact on local or strategic views adversely.

434. It also states that the impact of tall buildings proposed in sensitive locations, including the settings of conservation areas and listed buildings should be given particular consideration.

435. The character of the area would not be adversely affected by the scale, mass or bulk of the tall buildings proposed because it is not generally considered sensitive to change of this type. The nearest conservation area is at least 340m from the site. There is a terrace of Grade II listed buildings in the immediate vicinity of the site (the Canal Grove Cottages), but their existing setting, beyond the mature trees that screen them from their industrial neighbours, is considered to detract from their heritage significance rather than contribute to it. The proposed development would be of very high quality architectural and urban design, and would therefore enhance the setting of these heritage assets. The specific impact of the proposed development on the townscape of the area is assessed in more detail in paragraphs 500 - 553 below, where the submitted Townscape and Visual Impact Analysis (TVIA) is considered.

436. It is considered that the proposals would relate well to their surroundings, particularly at street level, with active frontages as described above and retail uses proposed to reintroduce the high street character of the Old Kent Road itself. The public realm proposals would respond well to the existing streets, repairing and reinforcing the existing street grain but also contribute to improving permeability by introducing new links through the site. The robust masonry design would respond well to best of the existing local character, particularly the industrial brick buildings and undesignated heritage assets like the Royal London Buildings on the other side of the Old Kent Road.
437. As a group, the proposed tall buildings would mark the presence of the new park and public sports hall within the development and the potential secondary school to the north. As a result of this cluster of community spaces, it is likely that the proposed development would become a focus of activity for both existing and new communities and, as a result become a point of civic significance. It is considered appropriate, and in line with the requirements of London Plan Policy 7.7 therefore, for this to be marked on the skyline in order to improve the legibility of the area. The design proposed would enhance the skyline and image of London with the three tallest buildings forming a well considered composition of varying heights, each with a strong vertical articulation and characterful top creating a visually interesting silhouette.
438. As described in paragraphs 446 - 458 below, it is considered that the proposals demonstrate the highest standards of architectural design and incorporate the highest quality materials. In order to secure this design quality, planning condition requiring detailed drawings, material samples and full scale mock ups are recommended. It is also clear from the submitted energy and sustainability strategies that the proposals would incorporate high quality sustainable design (see paragraphs 572 - 585 of this report) and the draft CEMP demonstrates commitment to excellent construction practices.
439. The proposed development would not incorporate any publicly accessible areas on the upper floors, as the Applicant was advised at their initial Secure by Design meetings that this would not be appropriate. It is noted however, that the London Plan (2016) only requires this "where appropriate". A number of communal terraces for the new residents would be introduced, giving a soft, green layer of articulation to the appearance of the buildings.
440. The contribution that the scheme would make to local regeneration would be very significant. As has already been identified throughout this report, this would include the provision of significant contribution to the borough's housing stock, including affordable housing; a significant increase in jobs and new, flexible work spaces; the delivery of a new public sports hall and gym facility; and the creation of a generous new park space.
441. The impact of the proposed development on microclimate, wind turbulence, overshadowing, noise, reflected glare, aviation, navigation and telecommunication interference is all assessed in the submitted ES and presented elsewhere in this report. In each case it is concluded that there would be no significant adverse impacts.
442. Finally, it is also considered that there would be no unjustifiably harmful impact on local or strategic views, although as identified in paragraphs 500 - 553, there would be a small number of sensitive locations from which this needs a carefully balanced view.
443. As the most recently adopted document in the Local Plan, and the only document adopted after the Old Kent Road was designated as an Opportunity Area with significant potential for residential-led redevelopment, it is considered that these London Plan (2016) policies in relation to tall buildings are more relevant than Southwark Plan Saved Policy 3.20 dating from 2007. Nevertheless, the proposed development has also been assessed against the requirements of this saved policy. Saved Policy 3.20 requires any

building over 30 metres tall to ensure that it:

- Makes a positive contribution to the landscape; and
- Is located at a point of landmark significance; and
- Is of the highest architectural standard; and
- Relates well to its surroundings, particularly at street level; and
- Contributes positively to the London skyline as a whole consolidating a cluster within that skyline or providing key focus within views.

444. The proposed development would make a very positive contribution to the landscape through the new park space proposed at the centre of the site and the enhancements proposed to the surrounding streets, including wider footways and a public realm set piece outside the potential new secondary school. Although the application site is not currently a point of landmark significance, it is considered that the cluster of health and community uses proposed would give it a civic importance once constructed. It would also be within the designated opportunity area and would optimise the development capacity of the site without harming the character of the surrounding area.

445. As set out below, the proposed development would be of a high architectural standard and would significantly enhance its surroundings particularly at street level. It would also contribute positively to the London skyline, initially providing a key focus within views from the surrounding area, and eventually as part of a cluster following the regeneration of the area.

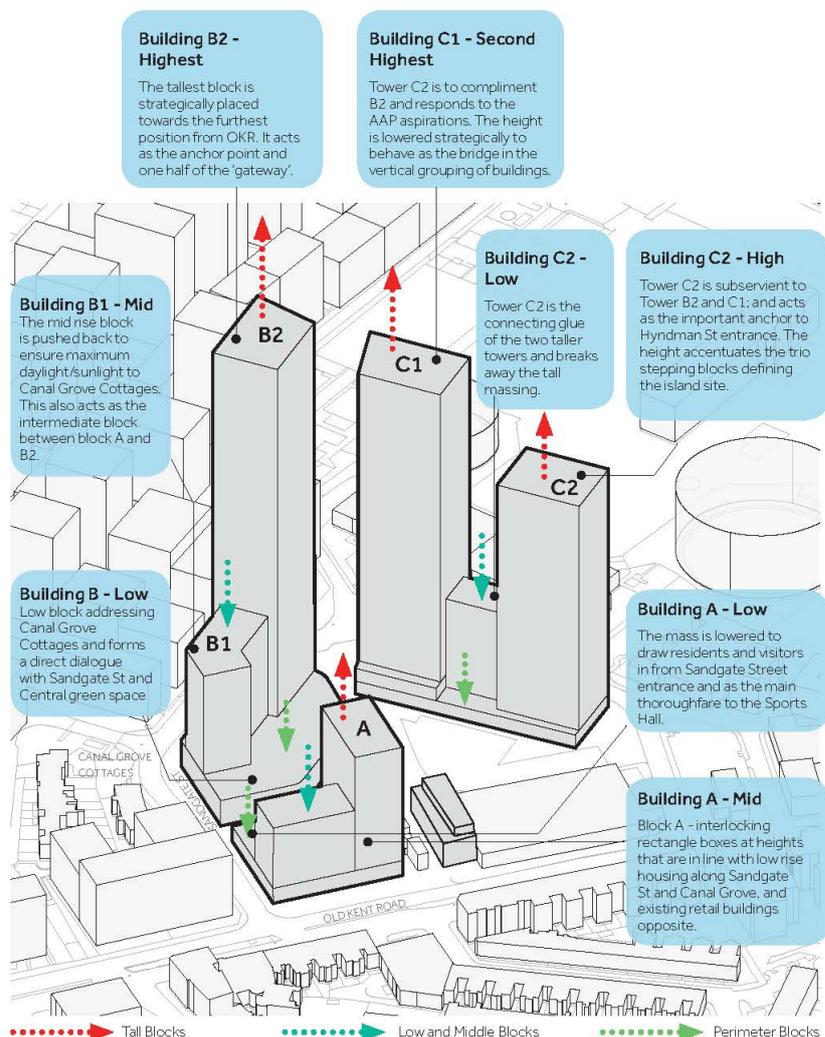


Figure 12 Height and Massing principles (extract from submitted DAS)

Architectural Design and Materiality

446. The proposed buildings would be of masonry character, referencing the solidity and robustness of the best of the existing architecture found in the area. Terracotta and plaster details are proposed to echo those found in the Grade II listed Camberwell Public Library and Livesey Museum and the Royal London Buildings, which are identified as being of townscape merit in the draft OKR AAP. The elevational strategy for the development would also create a common masonry language across the site, but as the buildings get taller, they would also get lighter in appearance with the incorporation of terracotta, Glass Reinforced Concrete (GRC) and metal.
447. The lowest buildings on the site, A and B1 would be of the most traditional appearance. They would be clad in brick with punched windows of a full brick length in depth. Their bases, middles and tops would be well defined through a combination of string courses, variations in bay widths and the form and treatment of windows, including their vertical groupings. This would reflect the uses found within. Their façades would have a vertical emphasis, with vertical pilasters coming strongly to the ground. There would be a mixture of inset and open balconies, finely detailed façade modelling and open, framed corners.
448. The tops of these buildings would be articulated through elongated window groupings, a finer grained grouping of pilasters and a strong horizontal cornice line, with subtle dentil detailing.
449. Along the Old Kent Road frontage, although the shop fronts would be taller than the older shop fronts elsewhere in the Opportunity Area, their rhythm, proportion and detailing would respond to the best of the existing high street character. They would be defined by strong brick pilasters coming to ground and deep, lighter, contrasting terracotta or stone reveals. Modern interpretations of traditional cornices and corbel details would be incorporated in the detailing.

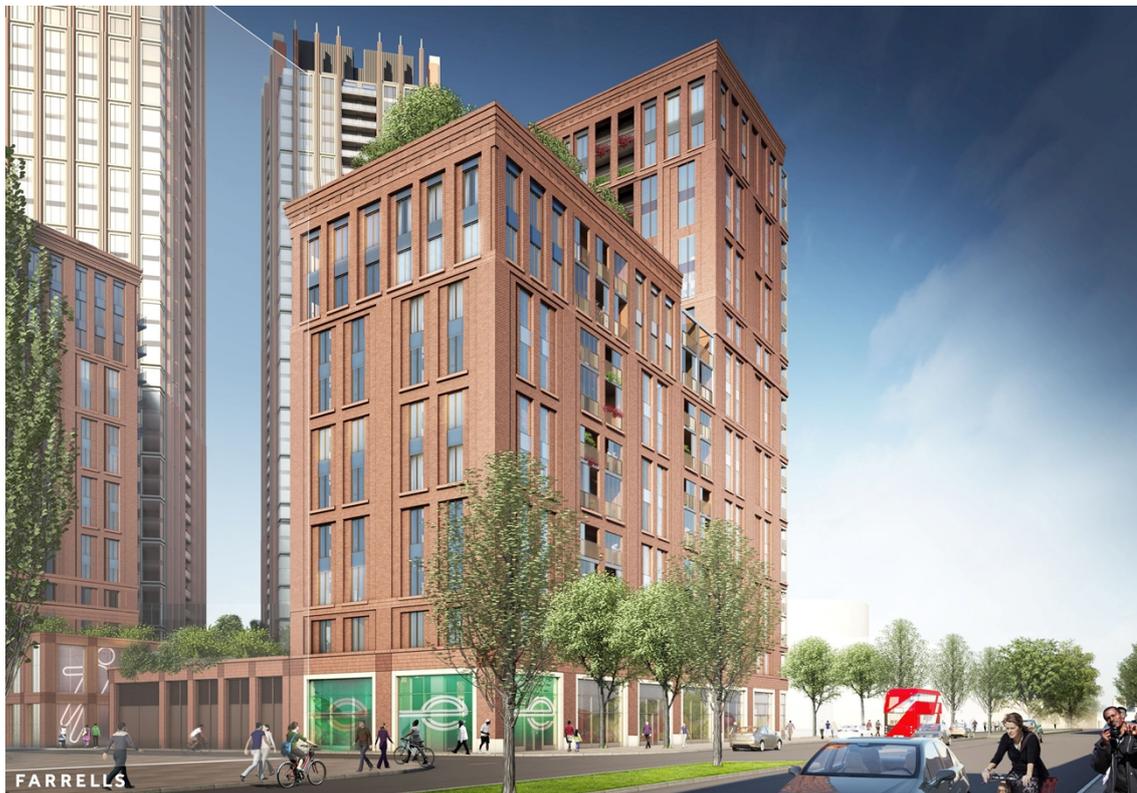


Figure 13 Visualisation from Old Kent Road, near the junction with Sandgate Street

450. Building C2, would be clad in brick with punched windows and deep reveals, but would have a slightly lighter, more contemporary appearance than the lower buildings A and B1. The base, middle and top would be defined by a combination of expressive brick details, variations in bay widths and the form, treatment and grouping of the windows. The facades would have a vertical emphasis defined by strong brick pilasters that would come to ground and articulate the sky line at roof level. The windows would be grouped over two floors (as in buildings A and B1) at lower levels, three floors above a mid-level point and five floors at the top of the building. There would be a mixture of inset and projecting balconies.
451. The top of the building would be well articulated, with the brick pilasters breaking through the parapet level and folding over the top of the building. The cornice lines would be recessed between the pilasters with a fine vertical texture to the brickwork. This would create a characterful top and contribute well to the skyline.
452. The base would be defined by stone facings and deep reveals, defined by the primary vertical pilasters that would come all the way to ground.
453. The tallest towers, buildings B2 and C1, would be of the lightest appearance. Like the other buildings, they too would have strong vertical articulation. In these buildings this would be defined by vertical fins expressed for the entire heights of the buildings, dividing them into single glazing bays. In order to further strengthen the vertical emphasis and disaggregate the overall mass of the towers, each elevation would have a central bay where one fin would be omitted, resulting in a double-bay. The fins would recede towards the tops of the buildings, but they would continue beyond the final floor to create an articulated and characterful skyline with reference to building C2. At the very top, recessed screens would give a contrasting back drop to the fins, whilst enclosing the roof plant areas. The fins would be clad in a material with a lighter tone than the red brick used elsewhere. Terracotta, GRC and metal are all being explored, and would be agreed with Officers in order to discharge planning conditions requiring detailed drawings and material samples.

454. As they get taller, the windows in these tallest buildings would be arranged in progressively larger vertical groupings. Towards the bottom of each tower, the windows would be grouped in vertical pairs, and this would increase up the height of the buildings, culminating in groups of five at the tops. The corners of the towers would be glazed to help the buildings turn the corners and to contrast with the central recessed balcony element. The glazing bays would be surrounded by a cream coloured metal frame defining the double and triple height bays. Their expression would be further strengthened with a dark recess either side.
455. The vertical fins would come to ground, with residential entrances and non residential uses set between them. Contrasting stone facings and deep reveals would define the base of the towers and give character to the ground floor.



Figure 14 View of Ruby Triangle public space and tower residential entrances.

456. The proposed sports hall in the lower levels of Block B would front onto the new park. The façade would be composed of repeating vertical elements that would relate to the internal arrangements of the space and the structural requirements of a double height sports hall. These vertical elements would also act as a screen to the sun whilst allowing views in and out. Corten steel is proposed to clad these vertical elements, in response to the industrial heritage of the area and the proposals to incorporate gas holder steels into the landscape (see paragraphs 459 - 498 of this report for more detail on landscaping proposals).

Materials

457. A very high quality material palette is proposed across the development. Whilst each building would differ in the ways described above, there would also be a strong sense of commonality between them, largely derived from the materials proposed:
- Brick cladding and detailing;

- Metal framed windows;
- Metal balustrades and balcony framing;
- Glass balustrades and glazed screens to balconies;
- Metal panelling and ventilation louvres;
- Terracotta / reconstituted stone facings;
- Glazed shop fronts;
- Corten steel facing panels;
- Terracotta / PC metal / GRC facings; and
- Metal / opaque glass plant screens.

458. The predominantly masonry texture proposed would respond well to the best of the existing buildings in the area, including those to be retained on the site and those facing the site on the other side of the Old Kent Road. The quality of these materials would be assured by planning conditions requiring detailed design drawings and samples of all facing materials. The Section 106 Agreement would also include a clause requiring the current architect (Farrell's) to be retained to complete the detailed design and construction phases of the project unless otherwise agreed in writing.

Landscaping

459. The proposed development would provide 4,301 sqm of public realm, including a new park of 3,792 sqm. The new park would include a large area of lawn of 1333 sqm. The site layout would allow for the long term aspiration of the draft OKR AAP to provide a new park of approximately double this size in this area. The proposed park and public realm would be publicly accessible at all times, which will be secured through the Section 106 Agreement.

460. The public realm would respond well to the activities planned for the ground floor of the proposed development. There would be a strong focus on health and wellbeing, driven by the proposed public sports hall and gym facility and its relationship with the new park. In this spirit, large areas of flexible lawned areas would be available for play, exercise and recreation. Running and walking routes of set distances would also be set out and there would be opportunities for signage and local information within the sports hall.

461. The arrangement of the proposed buildings would ensure that 99.8% the new park would receive direct sunlight more than 2 hours a day on March 21 each year and 99.9% would receive direct sunlight for 2 hours or more on 21 June each year. The landscape proposals would also accommodate measures to mitigate harmful wind speeds in order to ensure pedestrian comfort. Three mature trees of 10-12m in height would be planted in the new park. These would not only mitigate wind speeds, but also contribute to the character of the proposed development, provide natural structure that will develop over time and support natural habitats and biodiversity. The industrial heritage of the area would be incorporated through the re-use of retained elements of one of the recently demolished Gas Holders from the neighbouring gas works site. The exact location and arrangement of these components will be developed further at the detailed design stages of the project. This will be controlled by a planning condition requiring detailed drawings of landscape proposals. The Section 106 Agreement will ensure that the gas holder structures are well maintained and remain on the application site unless otherwise agreed in writing.

462. The public realm and streetscape would be fully accessible, and would provide level thresholds between internal and external spaces and across the public realm. There would be no steps or ramps within the new park, and any gradients would be no steeper than 1:25 (in line with building regulations). A substantial number of new street trees are proposed and will be secured through the Section 278 Legal Agreements with TfL and LBS.

463. The streets surrounding the whole site would be widened to provide an improved street scape and an appropriate setting for increased numbers of people using the area. The minimum street width would be 2.4m in line with the Southwark Street Design Manual.
464. The hard landscape material palette would consist of a simple range of natural materials which would be robust and complementary to the industrial heritage of the area. This would include:
- Natural Stone paving to surrounding streets;
 - Natural Stone cobbles and resin bound gravel within the new park; and
 - Natural Stone seating with hardwood inserts.
465. As mentioned above the details of the landscape proposals would be secured by planning conditions. This is in accordance with the recommendation of the Council's Urban Forester who responded to consultation that:
466. "The inclusion of trees in the central green open space that are in proportion to the scale of the development is welcome. Elsewhere, sufficient footway widths and public realm allow for appropriate soft landscaping. Green links are further enhanced by planting of street trees, roof terraces and green roofs. The overall layout of soft and hard spaces together with the outline materials and species palette are acceptable and of design merit.
467. However, the recommendation to only plant exclusively native species described in the ecology report is not necessary due to the need to ensure successful establishment of species suitable to the site. This can be controlled via a landscape condition.
468. A separate tree planting condition is also necessary to ensure street trees are provided as proposed. This is especially important given the scale of development, poor air quality and foreseeable problems in agreeing planting on TfL footways."



Figure 15 Landscape proposals showing public realm and communal amenity terraces

Design Review Panel

469. The Applicant presented a relatively early version of their proposals to the Southwark Design Review Plan on 15 January 2018, with the report received on 2 February 2018. The Panel raised a number of concerns relating to urban rationale, public realm, technical justification and quality of design. The comments the Panel made, and the changes proposed to the scheme in response are summarised below.
470. Whilst the Panel noted that the draft OKR AAP identifies areas of higher density around key nodes, they questioned whether this justifies buildings of the scale proposed, and whether the site was able to accommodate buildings of this scale. They noted that a key justification for buildings of scale is that they should deliver key public benefits and exemplary design. The panel questioned whether either of these is being met with the current design.
471. Officer Response: The scheme delivers significant regeneration benefits, including a substantial contribution to the borough's housing stock, including affordable housing, a significant uplift in the number of jobs on the site, the creation of high quality, flexible workspace, a new public sports hall and gym and a new park. It is considered that the heights proposed are proportionate to these benefits to the area, and that the site is able to accommodate them.
472. The Panel stressed the importance of the existing streets, spaces and places immediately around the site which will remain the main ways to access and appreciate this site both in the shorter and longer term.

473. Officer Response: The ways in which the scheme addresses the surrounding streets was revised during pre application discussions in order to achieve successful active frontages.
474. The Panel felt that a proposal which includes two substantial towers should be accompanied by exceptional quality of design and urban design. In order to demonstrate this, the Panel requested a detailed and thorough urban rationale for the proposed urban form and heights.
475. Officer Response: The material submitted in support of the application demonstrates that the towers would be of exceptional design quality. This material was not available at the time of the DRP as the design was still evolving.
476. The Panel highlighted the contribution of the public realm to any scheme that includes tall buildings. The Panel raised substantial issues over the quality of the quality and generosity of the public realm and asked the Applicant to develop this further and to demonstrate with plans and cross sections how these important public spaces will be used and experienced.
477. Officer Response: The quantum of public realm offered (3,792sqm new park set within a total public realm offer of 4,301sqm) is considered generous. The design of the space has developed significantly since the DRP. More detail on the proposed landscape is set out in paragraphs 459 - 468 of this report.
478. When they considered the approach to the two existing retained buildings, the Panel felt they added charm and interest to the proposal. They should be considered, not only in the context of the elevation of Old Kent Road frontage, but also as an integral part of the public realm in and around the site.
479. Officer Response: The retained buildings have been considered in this context, as described in paragraphs 424 – 428 above.
480. In respect of the ground floor uses, the Panel questioned the fragmented nature of the design and the distribution of the commercial uses. They felt the arrangement and distribution of 'artist' studio space felt like an afterthought and could struggle for suitable occupants if it is not consolidated in one location, is bright and airy, and demonstrates that it responds to the needs of the end-users. They asked for a robust and convincing strategy for the marketing and use of this space as well as more information about its detailed design to better understand how it will relate to the street scape and the public realm;
481. Officer Response: The design of the ground floor has been significantly revised since the DRP and is now much less fragmented. The quantity and clustering of workspace has also improved and more detail has been provided. A marketing strategy for all commercial uses will be required by the Section 106 Legal Agreement.
482. The Panel did not accept the architect's assertion that the sports hall would animate the public space – the combination of the need for rebound screen and the requirements for safeguarding will lead to views in and out of the sports hall being obstructed
483. Officer Response: This concern has been carefully considered, and it is felt that, with careful design and attention to detail, the sports hall would provide a very successful frontage onto the new park, and along with the cycle hub would give a sense of identity to this space based around activity and healthy living. As mentioned above, detailed drawings of the internal layout of the sports hall and gym facility would be required by planning condition.

484. The Panel commented on the predominance of car parking and service spaces on the ground floor facing both the street and the open space which, together with the sports hall, could present large expanses of inactive frontage, affecting the quality of the public realm.
485. Officer Response: Since the DRP, the proposed basement has been enlarged to accommodate more of these 'back of house' functions and enable more active frontage to be created. Whilst there is still ground floor car parking in Blocks B and C, this is a relatively small proportion of the frontage and the architectural design mitigates for any harmful impact this could have on the pedestrian experience.
486. The Panel asked the Applicant to ensure that studies into the sunlight/daylight and wind and micro-climate impact of the proposal both on existing and future occupiers as well as the public realm are prepared and presented to them.
487. Officer Response: Although it was not possible for these studies to be presented to the DRP, they have been completed and can be found in the following chapters of the ES:
488.
 - Sunlight/daylight: Chapter 17
 - Wind and micro-climate: Chapter 18
489. In terms of the detailed architectural design the Panel were not able to endorse the proposal. They raised significant concerns over the initial design for the block on the Old Kent Road. As a key building on the Old Kent Road the proposed design lacked distinction and composition to demonstrate how it has responded to its context. This is especially evident in the large blank flank at the prominent corner with Sandgate Street. They were not able to comment on the design of the linear blocks on Sandgate Street and Ruby Street because these were not presented in detail. The presentation included very little information about the detailed design of the towers, their materiality, plan-form or architectural composition.
490. Officer Response: The detailed design of the scheme has improved significantly since the DRP, in close consultation with officers. The resultant quality of design is considered to be very high. The level of detail submitted is also considered very thorough and planning conditions recommended requiring even further levels of detail to be agreed.
491. The Panel also raised significant concerns over the quality of the accommodation and in particular the predominance of single-aspect units and the unacceptably high level of single-aspect north facing units. They asked the architects to present the detailed flat layouts and to demonstrate how they will meet and exceed the minimum Residential Design Standards.
492. Officer Response: As set out in paragraph 324 of this report, there are areas of the residential design that do not meet expected standards, including the number of single aspect units. Members are advised however, that a balanced judgement is required in relation to this, as there are also areas in which residential design standards are exceeded. Where standards are not met, the design mitigates against any potential harm.
493. The Panel challenged the Applicant to address their concerns return to the DRP in advance of submitting a planning application. As set out above, the Applicant has addressed the majority of these concerns, but did not return to the DRP. Officers, in consultation with Design and Conservation Officers are satisfied that the issues raised by the DRP have been addressed and the design of the scheme is of an exceptionally high quality.

494. London Plan (2016) Policy 7.4, Local Character, states that development proposals should respond to their context, including buildings, open spaces, street patterns and the historic environment and Policy 7.8, Heritage Assets and Archaeology, seeks to record, maintain and protect London's heritage assets in order to utilise their potential within the community. It states that development should conserve the significance of any heritage asset it affects. Southwark Core Strategy Strategic Policy 12, Design and Conservation, states that development should ensure that the significance of built heritage assets should be conserved. Saved Policy 3.15, Conservation of the Historic Environment of the Southwark Plan states that development should preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance and Policy 3.18, Setting of Listed Buildings, Conservation Areas and World Heritage Sites states that the immediate or wider settings of designated heritage assets must be preserved. This is reiterated in the draft NSP and OKR AAP.
495. The application site does not sit in a conservation area and it contains no listed buildings. The nearest designated heritage assets are the Grade II Listed Canal Grove Cottages and Grade II Listed gas lamp to the north west of the application site. The cottages date from the first half of the nineteenth century and provide an important reminder of the area's working heritage through their historical association with the South Metropolitan Gas Company. The buildings and structures on the application site share no historical relationship with these listed buildings and are not considered to contribute positively to their setting.
496. Also within the area surrounding the application site are the following Grade II listed buildings and structures:
- Gasholder No. 13;
 - Camberwell Public Library and Livesey Museum;
 - Statue of George Livesey;
 - Mural at the Civic Centre;
 - The Kentish Drovers Public House;
 - 12-14 Asylum Road; and
 - Numbers 1-50 Clifton Crescent.
497. There are no conservation areas in the immediate vicinity of the site, but Coburg Road, Trafalgar Avenue, Glengall Road and Caroline Gardens Conservation Areas are all within 1km of the application site, and could therefore be impacted upon.
498. Although of very limited weight, the draft OKR AAP also identifies buildings and features of townscape merit and buildings of architectural or historic interest. The following buildings, each within 250m of the application site, are identified as such.

Property	Description
Nos. 639 and 641 Old Kent Road	Building or Feature of Townscape Merit
Christ Church	Building of Architectural or Historic Interest
644-672 (evens) Old Kent Road	Building or Feature of Townscape Merit
610-636 (evens) Old Kent Road	Building or Feature of Townscape Merit

499. Chapter 14 of the submitted ES considers the impact of the proposals on the cultural heritage of the surrounding area. It concludes that although the proposed development would not affect the fabric of the designated or undesignated heritage assets, the heights of the buildings would result in considerable change in the townscape of the area and could impact on their settings. The impact of this is discussed in greater detail in

response to the submitted Townscape and Visual Impact Analysis (TVIA) in paragraphs 500 - 553 below. In summary, and on balance, it is considered that the replacement of the poor quality townscape that currently occupies the application site would enhance the settings of these heritage assets. The high quality detailed design of the proposed development would respond well to the best of the local architecture and material palettes and the proposed site layout would enhance the local townscape by introducing new public space and improving the permeability of the site.

Townscape and Visual Impact Analysis (TVIA)

500. A Townscape and Visual Impact Analysis is set out in Chapter 16 of the ES. It reports on the impact of the proposed development on 35 views from the surrounding area. The views were selected in consultation with Officers in order to ensure the most sensitive views were tested.

View 1 – Old Kent Road/ Ossory Road

501. This view is from the Old Kent Road junction with Ossory Road, looking south east. It is generally of low heritage and townscape significance, but is useful to show how the proposed development would impact on the local context. The proposed development would appear to the left in the middle distance, with a visually interesting composition, stepping down in height. The elevational strategy proposed would ensure a sense of commonality, but avoid visual coalescence. The vertical emphasis of the taller buildings would result in elegant proportions, and a strong landmark presence. Considered cumulatively with other proposed development in this area, the submission shows that the Malt Street scheme (17/AP/ 2773 - yet to be determined) would also be visible to the right in this view, resulting in a balanced composition across the Old Kent Road

Views 2, 3 and 4 - From Nile Terrace, Cobourg Road and Cobourg Road Towards Former Church of St. Mark

502. These views are either located within the Trafalgar Avenue or Cobourg Road Conservation Areas, or look into the Conservation Areas. They are therefore of relatively high heritage and townscape importance. In each of the views however, the proposed development would be completely obscured by existing buildings and would therefore have no impact.

View 5 – Burgess Park Lake

503. This view is from the edge of the lake in Burgess Park, looking into the Cobourg Road Conservation Area, including some listed buildings, from some distance. It is therefore of some heritage and townscape importance.
504. The proposed development would be visible in the background of this view. It would form a new distinct layer of townscape and skyline; clearly separate from the park in the foreground and other lower scale buildings (including those within the Cobourg Conservation Area) in the middle distance. The proposed composition would be visually interesting, with height stepping down away from the viewer. The elevational strategy and distinctive building tops proposed would ensure a sense of commonality, but avoid visual coalescence. The vertical emphasis of the taller buildings would result in elegant proportions, and a strong landmark presence. Considered cumulatively, the Malt Street scheme would also be visible in the middle distance of this view, adding to the new distinctive townscape layer and skyline.
505. Historic England (HE) considers that the impact of the proposed development in this view would undermine the attractive and picturesque qualities of the Cobourg Road Conservation Area and Grade II listed houses in views from Burgess Park. Officers do

not agree with this assessment given the distance of the viewing point from the Conservation Area and Listed Buildings, and the substantial tree coverage screening many of the heritage assets. Members are advised to balance any potential harm caused against the wider regeneration benefits of the proposal.



Figure 16 View 5 – Burgess Park Lake

Views 6 and 7 – Burgess Park

506. These views are from Burgess Park, on important routes through the open space. The proposed development would appear in the middle distance, at the end of the routes through the park, forming a focal point on the skyline. As above, it would form a new, distinct layer of townscape and skyline. It would have a visually interesting composition, with buildings stepping down in height. The elevational strategy proposed would ensure a sense of commonality, but avoid visual coalescence. The vertical emphasis of the taller buildings would result in elegant proportions, and a strong landmark presence at this focal point. Considered cumulatively, in both views the Malt Street scheme would be visible in front of the proposed development, thus heightening the impacts described above. As the proposed development would improve the legibility of the skyline at these key routes through the park, it could be considered beneficial.

View 8 – Glengall Terrace

507. This view is from Glengall Terrace, within the Glengall Road Conservation Area. Most of the houses in the view are Grade II listed. As such it is relatively high sensitivity in terms of heritage and townscape. The proposed development would appear behind the houses on Glengall Road, as a background element within the view. The composition would be visually interesting, with height stepping down towards the centre of the view. The buildings would be of high architectural quality, with strong vertical articulation, distinct tops and an elevational strategy that would avoid visual coalescence. Considered cumulatively, the Malt Street scheme would appear closer to the viewpoint.
508. HE considers that the proposed development would break the unobstructed roofline at the corner of Glengall Road and Glengall Terrace which would detract from the historic streetscape and cause less than substantial harm to both the Conservation Area and the setting of these Grade II listed houses.
509. The appearance of modern tall elements in the background of this relatively coherent

historic townscape would, on balance, have an adverse visual impact. Officers agree with HE that the harm caused would be less than substantial and are satisfied that this harm would not undermine the heritage significance of the conservation area and that it would be outweighed by the wider regeneration benefits of the proposals.



Figure 17 View 8 – Glengall Terrace

View 10 - Goldsmith Road/ Friary Road

510. This view is from the junction of Goldsmith Road and Friary Road. Both sides of Friary Road are lined by two storey historic terraces creating a considerable degree of coherence. Those on the east are Grade II listed. There is a school building in the middle distance. The view is of relatively high townscape sensitivity. The tallest parts of the proposed development would appear behind the houses on the eastern side of Friary Road, breaking the consistent roofline. They would be screened to some extent by tree branches in winter view, and partially obscured by foliage in summer.
511. The proposed development would be read as a background layer to one side of the view, distinct from the listed houses in the foreground of the view. They would be of very high architectural quality, with well ordered, vertically proportioned elevations, distinctive tops on the skyline and an elevational strategy that would avoid visual coalescence. Considered cumulatively, the Malt Street scheme would be barely visible.
512. The appearance of modern tall elements in the background of this relatively coherent historic townscape would, on balance, have an adverse visual impact. Officers consider that the harm caused would be less than substantial and are satisfied that it would not undermine the heritage significance of the conservation area and that it would be outweighed by the wider regeneration benefits of the proposals.



Figure 18 View 10 – Goldsmith Road / Friary Road

View 11 - Bird in Bush Road / Friary Road

513. This view is from the corner of Bird in Bush Road/ Friary Road. It is of low heritage and townscape sensitivity. The tallest parts of the proposed development would be visible behind the Friary Estate blocks. It would read as a distinct composition of high architectural quality in the middle distance. The impact is not considered harmful. There would be no cumulative schemes visible in this view.

View 12 - Caroline Gardens

514. This view is from Caroline Gardens, off Asylum Road. It is within the Caroline Gardens Conservation Area. The focus of the view is the Grade II listed Almshouses, central courtyard and mature trees. This specific viewpoint was chosen as it takes in both the central portico and the wider Almshouse complex. The 14 storey blocks of the Ledbury Estate are visible in the background. The proposed development would be visible to the far right of the view. It would be partially screened by tree branches in winter, and largely obscured from sight by foliage in summer. It is however important to note that there would be other points around the square, particularly to the west (left), from where the proposed development would be less hidden by trees.
515. The proposed development would be read as the same background layer of townscape as the Ledbury Estate buildings. This layer is clearly distinct from the heritage assets in the foreground of the view. The addition to this layer of townscape would be of very high architectural quality, and therefore has the potential to improve the view. Considered cumulatively, the Malt Street scheme would appear to the left, directly behind the listed former Almshouses. Given the high architectural quality anticipated for the Malt Street scheme, it is considered that the cumulative impact would not be harmful.
516. HE considers that the proposed development, although peripheral to important views, would exacerbate the impact presented by the existing tower blocks and further detract from the formal orthogonal plan and enclosed setting of Caroline Gardens. In HE's view, this would cause some less than substantial harm to the character of the Conservation Area and the setting of the Grade II listed almshouse buildings. Southwark Officers do not agree with this assessment and consider that the proposed development would be so peripheral as to not cause any harm.

517. Members must be satisfied that the appearance of modern tall elements in the background of this coherent and sensitive historic townscape would either result in an enhancement, or that any harm that would be caused would be outweighed by the other positive elements of the proposals described elsewhere in this report.



Figure 19 View 12 – Caroline Gardens

View 13 - Asylum Road

518. This view is from Asylum Road, opposite the junction with Studholme Street. Amongst the mix of building styles in this view are the Grade II listed Nos. 12 and 14 Asylum Road. The Grade II listed Office to the Licensed Victuallers Almshouses and Grade II listed South Lodge to Licensed Victuallers Benevolent Institution are also visible to the north. As a result, this view is of some heritage sensitivity. The proposed development would be seen in the middle distance, screened by tree branches to a significant extent in the winter and would be almost completely obscured by foliage in summer. It would not be seen in direct relation to the listed buildings described above (from this viewing position). It is therefore not considered to result in any harm. There would be no cumulative schemes visible in this view.

View 14 - Clifton Crescent/ Brimmington Park

519. This view looks over Brimmington Park to the Grade II listed buildings of Clifton Crescent. Clifton Crescent forms a high quality, coherent piece of historic townscape, although the towers of the Tustin Estate appear above the roofscape in the middle distance. The view is therefore of relatively high significance. The tallest parts of the proposed development would be visible in the middle distance to the left of the view. The extent of their visibility would be far less than that of the Tustin Estate towers and given the high architectural quality proposed, Officers consider that they could enhance this view. As such, it is not considered that there would be any harm. Considered cumulatively, a small part of the Malt Street scheme would be visible at the far left edge of the view.
520. Members must be satisfied that the appearance of modern tall elements in the background of this sensitive historic townscape would either result in an enhancement to the view, or that any harm that would be caused would be outweighed by the other positive elements of the proposals described elsewhere in this report. HE has raised no concerns in relation to this view.



Figure 20 View 14 – Clifton Crescent / Brimington Park

View 15 – Old Kent Road, Opposite Sylvan Grove

521. This view is from Old Kent Road, opposite the junction with Sylvan Grove. It is of low heritage and townscape sensitivity, but is useful to show how the proposed development would impact on the local context. The proposed development would appear to the right in the middle distance, with a visually interesting composition, stepping down up in height. The elevational strategy proposed would avoid visual coalescence. The vertical emphasis of the taller buildings would result in elegant proportions, and a strong landmark presence. The impact is therefore considered beneficial. Considered cumulatively, only a small part of the Malt Street scheme would appear behind the Ledbury Estate towers, screened to a large extent by trees. It would not have a significant visual presence in this view.

View 16 - Hunsdon Road

522. This view is from Hunsdon Road in the Hatcham Conservation Area in the London Borough of Lewisham. The Grade II listed Gasholder No. 13 near the site appears in the distance. The view is of relatively high heritage sensitivity. The proposed development would be seen in the background of the view, behind the houses and broadly on axis with Hunsdon Road. As such, it would form a high quality focal point within this view. Considered cumulatively, the uppermost parts of the Malt Street scheme would be visible to the left in this view, screened to some extent by trees
523. The appearance of modern tall elements in the background of this relatively coherent historic townscape would, on balance, have a minor adverse visual impact. Officers consider that the harm caused would be less than substantial and are satisfied that this harm would not undermine the heritage significance of the conservation area and that it would be outweighed by the wider regeneration benefits of the proposals. HE has raised no concern with this view.



Figure 21 View 16 – Hunsdon Road

View 17 – Bridge House Meadows

524. This view from Bridge House Meadows in Lewisham. It is of low heritage or townscape sensitivity. The proposed development would be very visible in the background of the view. The unlisted gas holder that is obscured in the view as submitted has since been demolished. The Grade II listed gas holder would remain visible and would form a central focal point within the panorama. Given the low sensitivity of this view, it is not considered that the impact would be harmful. Considered cumulatively, the Malt street scheme would also be visible, forming part of the same focal point.

View 18 - Ilderton Road, looking along Manor Grove

525. This view is from Ilderton Road, looking west along Manor Grove. Although the church to the right is identified in the draft AAP as being of townscape merit, overall the view is of low sensitivity. Only a small part of the proposed development would be visible behind existing buildings, and the impact on the view would be minimal.

View 19 – Roundabout adjacent to recycling facility

526. This view is taken next to the IWMF recycling facility to the east of the application site, looking directly towards the listed gas holder. It is therefore of some heritage sensitivity. The proposed development would appear in the middle distance, directly behind the listed gas holder. As it would sit within the extent of the listed structure, and be perceived as being of lower height, it is not considered to detract from its appearance. Considered cumulatively, the Malt Street scheme would also appear in the middle distance, to the left of the listed gas holder and perceived as being of significantly lower height. Cumulatively, harm to the setting of the listed structure would therefore be avoided.

View 20 – Verney Road/ Bramcote Park

527. This view is from Verney Road, with Bramcote Park (identified as a London Square in the London Squares Preservation Act 1931) clearly visible to the left. The view is therefore of some limited sensitivity. The tallest parts of the proposed development would be visible behind the medium rise modern buildings on the western side of the square. They would appear as background elements, distinct from the buildings and the square, and would be screened by tree branches and foliage to substantial extent in

both winter and summer. As such, their visual impact would be minimal. There would be no cumulative schemes visible in this view.

Views 21 and 22 - Ilderton Road near South Bermondsey Station entrance and Sheppard Road

528. These views are from the north looking towards the proposed development. Both are of low sensitivity. In both, the proposed development would be visible in the middle distance, beyond the low scale housing further in the foreground. Given the low sensitivity of the views, and the high quality of the architecture proposed, it is considered that these views would not be harmed.

Views 23 and 24 - Camilla Road and Thorburn Square

529. Both of these views focus on sensitive heritage assets, such as the Grade II* listed former Church of St. Augustine, now converted to housing, the Grade II former Vicarage to St. Augustine and the Thorburn Square Conservation Area. The views are therefore of relatively high heritage sensitivity, but the proposed development would be completely obscured from sight by existing buildings in both and would therefore have no effect.

View 26 – Canal Grove

530. This view is from the pedestrian footpath leading towards the site from Canal Grove. Although the Canal Grove Cottages are Grade II listed, only the gable is visible in this view to the left of the image. The main frontages of the cottages face west. The cottages are understood in the context of a variety of types of development, primarily modern and post-war warehouse and retail units. The existing buildings on the site which are seen at the end of Canal Grove are a poor quality focus for the view. As a result, this view is of medium sensitivity.
531. The proposed development would be visually prominent on the other side of Sandgate Street. The route into the site from Sandgate Street would be aligned with Canal Grove and readily apparent in this view, inviting pedestrians into the proposed central open space. The substantial reduction of an eight storey block that was originally proposed into this location, negotiated by officers during pre application discussions, is of significant benefit in this view.
532. The arrangement of the buildings and their different heights within the proposed development would result in a visually interesting composition, with a general stepping up in height towards the north. The architecture would be of a high quality and the elevational strategy would ensure that visual coalescence was avoided, whilst creating visual interest. There would be no cumulative schemes visible in this view.
533. The scale of the proposed development would be substantially greater than that of the existing buildings on the site and would represent a considerable change to the local context and the setting of the listed Canal Grove cottages. It is important to note however, that the cottages are a fragment of historic development, currently surrounded by other modern development. Officers are of the view that the harm caused would be less than substantial and are satisfied that this harm would not undermine the heritage significance of the listed properties and that it would be outweighed by the wider regeneration benefits of the proposals. HE does not raise any concerns about this view.



Figure 22 View 26 – Canal Grove

Views 27 and 28 – Old Kent Road, Opposite St. James’s Road and Old Kent Road Opposite Murdock St

534. These views are from the southern side of Old Kent Road, one looking south east towards the proposed development and one looking north west. View 28 from the junction with Murdock Street, is in the vicinity of the Grade II listed Camberwell Public Library and Livesey Museum and other buildings of architectural or historic interest as identified in the draft OKR AAP. This view is therefore of some heritage significance, but as the surrounding townscape is of low quality it is not considered to contribute well to the settings of the heritage assets. The proposed development would be visually prominent, but given the low quality of the existing townscape and the high quality of the architecture proposed, it is not considered that this view would be harmed. Indeed, the impact could be considered beneficial. There would be no cumulative schemes visible in this view.

View 29 – Green Hundred Road, looking along Ethnard Road

535. This view is from western side of Green Hundred Road, looking north-east along Ethnard Road. The northern side of the road is lined by two storey Victorian terraced housing of coherent quality. These houses, and those visible at the end of the road, are identified as buildings of townscape merit in the OKR AAP. The view is therefore of some limited heritage and townscape sensitivity. The three tall buildings of the proposed development would be visible in the background of the view. They would step up in height, resulting in a visually interesting composition and overall sense of order. Each tall building would have a strong vertical emphasis and visual coalescence would be avoided. The tops of the buildings would be distinctive on the skyline. It is not considered that they would result in any harm. There would be no cumulative schemes visible in this view.

View 30 - Peckham Park Road/ opp. Green Hundred Road

536. This view is from the western side of Peckham Park Road, opposite the junction with Green Hundred Road. The five storey brick block of the Friary Estate is visible, as is the three storey 19th century terrace on Peckham Park Road. The latter was identified as buildings and features of townscape merit in the draft Old Kent Road AAP. The view is therefore of some very limited sensitivity. The proposed development would be visually

prominent, but would appear clearly distinct from these buildings in the foreground of the view. It is not considered that it would result in any harm. There would be no cumulative schemes visible in this view.

Borough Views

537. Although of limited weight, the draft NSP, Policy P19, 'Borough Views', states that development must positively enhance the borough views which have been identified. The Borough Views potentially impacted on by the proposed development are the London Panorama of St Paul's Cathedral from One Tree Hill and the linear view of St Paul's Cathedral from Nunhead Cemetery. The draft policy states in both cases that development must "maintain the view of St. Paul's Cathedral from the viewpoint place", "not exceed the threshold height of the view's Landmark Viewing Corridor", and "not compromise the sensitive Wider Assessment Area that is located either side of the Landmark Viewing Corridor to ensure the viewer's ability to recognise and appreciate St. Paul's Cathedral and its setting". It also states that a canyon effect of the view of St. Paul's Cathedral must be avoided.
538. The Site does not fall within the Landmark Viewing Corridor or the Wider Setting Consultation Areas to either side of each corridor, from either One Tree Hill or Nunhead Cemetery.

Nunhead Cemetery

539. This Borough View is located in Nunhead Cemetery, within the Nunhead Cemetery Conservation Area. The view is towards St. Paul's Cathedral, with Highgate West Hill beyond it in the distance. The view is framed by trees, specifically maintained to ensure the view is visible. The view is of high sensitivity.
540. The proposed development would be located well to the side of St. Paul's Cathedral in this view, and obscured by tree branches to such an extent that it would be virtually indiscernible, even in winter. It is considered that there would be no harm to this view. The Malt Street scheme would be visible to a minor extent, further west (left) of the proposed development.

One Tree Hill

541. This Borough View is from on One Tree Hill in Honor Oak Park, looking towards central London. The view towards central London is framed by trees. St. Paul's Cathedral is visible to the east of the Shard (on the left side of the image). Its profile is almost entirely uninterrupted by development in its foreground. The towers in the City of London appear further west (right). The view is of high sensitivity.
542. The proposed development would be visible in the distance, towards the centre of the view, some distance from St. Paul's Cathedral and the cluster of towers in central London. It would be screened to some extent by tree branches in winter and would be largely obscured by foliage in summer. It would be read as part of an extensive panorama and would contribute to a layered townscape. It would appear as a visually interesting grouping of buildings, comprising elements of different heights and with different elevational finishes. It is considered that there would be no harm to this view. The Malt Street scheme would appear to the west (left) of the proposed development, some distance from St Paul's Cathedral.

London View Management Framework (LVMF) Views

543. London Plan (2016) Policy 7.11, London View Management Framework, and Policy 7.12, Implementing the London View Management Framework relates to the identified

strategic views in London. They state that development should not harm, and where possible should make a positive contribution to the characteristics and composition of strategic views. Supplementary Planning Guidance on the LVMF was published in March 2012.

544. The LVMF views likely to be impacted upon by the proposed development are 2A.1 from Parliament Hill, 3A.1 from Kenwood and 6A.1 from Blackheath Point.

Blackheath Point (LVMF 6A.1)

545. This view is from LVMF viewing location 6A.1, at Blackheath Point. The view is a panorama towards the City of London. The LVMF guidance is concerned primarily with St Paul's Cathedral, which is partially visible to the right hand side. The view is of high sensitivity in respect of the visibility of St Paul's Cathedral. The proposed development would be visible on the skyline a significant distance from St Paul's Cathedral. It would appear as part of the layered townscape in this extensive panorama, composed as a visually interesting grouping of buildings, with distinctive tops read against the skyline. The Malt Street scheme would be visible to the west (left) of the proposed development, also contributing to this coherent layer of townscape within the view and together the schemes would help to mark the area of major regeneration around Old Kent Road. It is considered that there would be no harm to this strategic view. The GLA consider that the proposed development would create an additional point of interest in this viewpoint. HE raises no objection.

Parliament Hill (LVMF 2A.1)

546. This view is from LVMF viewing location 2A.1 at the summit of Parliament Hill. The view crosses a wide span of London. The foreground is occupied by the open space of Hampstead Heath. The tall buildings of central London appear in the distance, including the City of London cluster. The vista to St Paul's Cathedral in the centre of the view is protected. The view is of high sensitivity.
547. The proposed development would be visible in the background of the view to the right of Guys Hospital and at a similar height. It would appear consistent with the existing character of the part of the view in which it appears, and would help to mark the major regeneration around Old Kent Road. There would be no effect on the silhouette of St. Paul's Cathedral or the ability to appreciate St. Paul's in this view. Considered cumulatively, the under-construction scheme at Fielden House (Shard Place), adjacent to the Shard, would appear directly behind the western towers of St. Paul's and the Malt Street scheme would appear to the west (left) of the proposed development. These other schemes would have a greater impact on the appreciation of St Paul's. It is not considered that the proposed development would result in any harm to this view.
548. HE considers that the proposed development, whilst peripheral to the central viewing corridor, would add to the existing tall buildings which currently encroach on the dome of St Paul's Cathedral. Whilst not a major impact, they do consider that this would result in some incremental harm.
549. In contrast, the GLA assess that although the proposed development would be visible to the right of Guys Hospital, in the background of the view of St Paul's, it would not detract from the viewer's ability to recognise the landmark, or harm the composition of the view as a whole. Southwark Officers agree with this assessment, but Members must balance this against advice from HE in coming to a view on the degree of harm that would be caused.



Figure 23 LVMF viewing location 2A.1 at the summit of Parliament Hill

Kenwood (LVMF 3A.1)

550. This view is from LVMF viewing location 3A.1, at the viewing gazebo at Kenwood House, set within an estate bordering Hampstead Heath. The foreground of the view is occupied by the open parkland, with a band of mature trees providing a sense of containment beyond. Central London, and particularly the tall buildings of the City, is visible beyond to the left of centre in the view. St Paul's Cathedral is visible to the right of the Shard. The vista towards St Paul's is protected. The view is of high sensitivity.
551. A small slither of Building B2 would be visible behind the Shard, to an extent that would be barely noticeable. A smaller part of Building B1 would be visible behind and to the left of St. Paul's Cathedral, in the gap between it and the Shard. The apparent height of this part of B1 would be considerably lower than that of the dome of St. Paul's. In practice, at this distance, it would be barely discernible without the aid of binoculars, and would have no effect on the viewer's ability to appreciate St. Paul's. Considered cumulatively, the under-construction scheme at Fielden House (Shard Place), adjacent to the Shard, will also appear in the gap between the Shard and St. Paul's Cathedral, and would completely obscure Building B1 from sight. It is therefore considered that there would be no harm to this view. The GLA conclude that the proposed development would not be visible behind St Paul's Cathedral and HE raises no objection.

Conclusion on the Setting of Listed Buildings, Conservation Areas and Townscape

552. In conclusion in relation to the TVIA, it is clear from the assessment that the proposed development would have a significant impact on many of the sensitive views assessed. However, in the majority of cases, the impact is not considered to be harmful. Indeed in some views it is considered beneficial. The quality of design would be high, with a good composition of buildings strong vertical emphasis and characterful tops creating new interest on the skyline.
553. There is however seven views where either Southwark Officers or HE (or both) consider that there would be some harm to townscape and heritage significance. Neither Southwark Officers nor HE consider that this harm would be 'substantial', as defined by the NPPF, and Southwark Officers do not consider that the degree of harm would warrant refusal of this planning application. Members need to assess the degree of harm

and be satisfied that it would be outweighed by the other substantial regeneration benefits of this proposal.

Impact on trees

554. Saved Policy 3.13 of the Southwark Plan requires high quality and appropriately designed streetscape and landscape proposals. The Council's Urban Forester has identified that the "loss of two small C category Sycamores and other groups of low importance to amenity is more than adequately mitigated via the proposed landscaping, which will provide a net increase in canopy cover."

Planning obligations (S.106 undertaking or agreement)

555. 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 Community Infrastructure Levy SPD. A Section 106 Legal Agreement is currently being drafted which should include clauses to secure the following:

- Archaeology: £11,171;
- Affordable Housing Monitoring: £132.35 per affordable property, 451 x 132.35 = £59,689.85;
- Carbon offset – green fund: £1,445,532;
- Loss of employment floorspace: £10,590;
- Contributions to the bus network to be agreed in line with emerging TfL and LBS evidence base;
- DSP Bond: £117,367.40;
- Contribution in lieu of private / communal amenity space: £161,540;
- Public open space contribution: £299,095 (minus £31,336 paid towards retention of gas holder steels = £267,759);
- Voluntary education contribution: £60,000; and
- Section 106 admin charge.

556. In addition, the following non-financial contributions would be secured within the Section 106 Legal Agreement:

- Affordable housing: 40.5% overall, consisting of a policy compliant offer of 35% with a tenure split of 71.5% social rent and 28.5% intermediate and an "additional" 5.4% intermediate (all calculated by habitable rooms);
- Not more than 50% of the private apartments would be occupied until 50% of the affordable units are complete per phase. Following this, not more than 90% of the private sale apartments would be occupied until 100% of the affordable units are complete;
- At least 10% of dwellings to be fully wheelchair accessible;
- Jobs, skills and training during construction period (including fall-back financial contribution if targets not met);
- Jobs, skills and training once the proposed development is operational (including fall-back financial contribution if targets not met);
- 541 sqm Affordable work space (see terms below);
- Practical completion of the commercial space under each block to be at the same time, or before, practical completion of the residential units above. All commercial spaces to be completed with mechanical and electrical services

- fitted out, including heating and cooling / ventilation;
- Public sports hall and fitness facilities to be offered to Southwark Council for a peppercorn rent, with full internal fit out to LBS specifications;
- 3 years car club membership within the re-provided car hire business, for all eligible adult residents of the proposed development;
- 3 years dockless cycle hire or an acceptable equivalent offer;
- Estate management strategy;
- Future SELCHP connection;
- Early and late stage Affordable Housing reviews;
- Final Construction and Environment Management Plan;
- Business Relocation and Retention Strategy;
- Public access to open space;
- Commitment to S278 negotiations with both Southwark Council and TfL;
- Retention of Farrells (architects) to oversee delivery of development until completion, unless otherwise agreed in writing;
- Retention of parking spaces for disabled residents only;
- Obligation ensuring that compensatory waste provision would be provided before Southwark Metals leave the application site;
- First refusal on the proposed D1 space for The Trustees of World Harvest Christian Centre;
- Maintenance of gas holder structures and retention as agreed in public space unless otherwise agreed in writing;
- Electric Vehicle charging points; and
- CPZ controls for any future CPZ.

557. In addition, a separate Unilateral Undertaking would secure a commitment to ensuring that any future commercial occupiers would pay employees London Living Wage as a minimum.

558. S278 Works Outline

The Council's Highway Officers have indicated that works required through a Section 278 Agreement would include:

- a. Repaving of the footway fronting the development on Sandgate Street, Ruby Street and Hyndman Street using 600mm x 600mm concrete paving slabs and new 150mm wide silver grey natural granite stone;
- b. Provide at least 2.4m wide footway width where this is not provided for and donating for adoption as highway;
- c. Construct raised entry carpets at the junctions of Sandgate Street and Hyndman Street with Old Kent Road to slow down traffic and provide a level crossing surface for pedestrians;
- d. Construct raised entry carpets at all accesses to the developments to provide a continuous level walking surface for pedestrians and the mobility impaired;
- e. Provide more details regarding the planting of new trees in the highway. SSDM DS 501 should be the guideline for tree planting within the public highway;
- f. The proposed public realm routes linking Old Kent Road to Sandgate Street should be available for the public but not adopted. The right of the public to pass and re-pass these routes should be defined in the s106 agreement;
- g. Construct flush tree pit edgings around all existing trees and level;
- h. Promote a TMO to legalise any changes to traffic restrictions; and
- i. Upgrade street lighting to current LBS standards, including the un-adopted public realm.

559. This could also include electrical charging points integrated into lamp posts.

560. As noted above, a separate agreement with TfL would also be required.

Affordable Workspace Terms

561. The final details of the affordable workspace offer are subject to negotiations of the Section 106 Agreement, but 541 sqm GIA, across 11 units would be secured subject to the following terms:

- Weekly rental set at between £150-200 per week including service charges;
- The rental figure is based on Q2 2018 and would increase each year by RPI;
- Flexible Leases up to 5 years;
- The units will only be available for a single premises business;
- Applicants must either have an existing business in LB Southwark or be a resident of LB Southwark;
- During the construction period, a database of interested parties will be compiled and maintained;
- On completion, the units will be marketed using a website, newspapers, agencies, managing agent, database, and external signage;
- The order of eligibility will be as follows:
 - Based in the OKR AAP for 9 months
 - LB Southwark for 9 months;
- Following this process should any unit be unoccupied for more than 18 months, then it can be let on normal commercial terms (outside the 1954 Act) to any interested party for up to 5 years after which the process will start again. During this time the existing tenant can remain until an “Affordable Category” tenant is found;
- The day to day management of the space will be carried out by a suitably competent management company;
- The units will remain as affordable units for a period of 30 years;
- The specification of the units would comprise screed floors, painted blockwork walls, exposed ceiling and partly glazed frontages. The services provided would include individually metered water, electricity, telecoms/data and heating/cooling/ventilation; and
- Each unit would have an accessible WC and kitchenette including a sink and cupboard space.

562. These terms would be secured through the Section 106 Legal Agreement and the provision of this space is considered to be a significant positive aspect of the proposal, mitigating the loss of B class space and adding to the vibrancy and mix of uses.

563. In the event that a satisfactory legal agreement has not been entered into by 29th April 2019 it is recommended that the Director of Planning refuses planning permission, if appropriate, for the following reason:

“The proposal, by failing to provide for appropriate planning obligations secured through the completion of a S106 agreement, fails to ensure adequate provision of affordable housing and mitigation against the adverse impacts of the development through projects or contributions in accordance with 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 Planning Obligations and Community Infrastructure Levy SPD (2015)”.

Mayoral and Southwark Community Infrastructure Levy (CIL)

564. 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 investments in London as a whole, primarily Crossrail, while Southwark's CIL will provide for infrastructure that supports growth in Southwark.

565. In this instance a Mayoral CIL payment of £5,331,695.34 and a Southwark CIL payment of £25,291,379.25 would be required. These are pre-social housing relief figures and accordingly would be reduced when the CIL Social Housing Relief claim is submitted after the grant of planning permission.

Development Viability

566. Southwark's Development Viability SPD requires a financial viability appraisal to be submitted for all planning applications which trigger a requirement to provide affordable housing. The financial viability appraisal should identify the maximum level of affordable housing that can be sustained and justify any proposed departures from planning policy requirements.
567. This application is therefore accompanied by viability report, which was reviewed by independent consultants on behalf of the Council. This was amended during the course of the application, following revisions described elsewhere in this report. The viability report addendum concludes that the 35% policy compliant affordable housing, together with the 5% "additional" Intermediate Housing is the maximum viable, as it would result in a negative Residual Land Value. Taking into account GLA Grant Funding, the Residual Land Value would be substantially increased, but would remain negative.
568. The independent review of the initial viability assessment undertaken on behalf of LBS concludes that on an appraisal basis, the proposed scheme would not be viable with a 35% affordable housing offer (i.e. it would result in a negative Residual Land value), but that 'stand back' analysis (using evidence of local land sales with planning permission to ascertain a price per habitable room) indicates that it would be deliverable. The sensitivity analysis applied in this review also shows that relatively small changes in key variables would result in a viable scheme. As such, they conclude that the scheme can provide 35% affordable housing on a policy compliant basis.
569. The Council's Viability Consultant also reviewed the submitted Viability Addendum that followed the amendments to the scheme. This review concludes that the revised scheme remains unviable, but that with the grant scheme it would only be marginally unviable. Furthermore, sensitivity analysis confirms that with only a 5% movement in costs or values the scheme would become potentially viable in the short to medium term. Alternatively, a 2.5% increase in sales value and a 2.5% decrease in costs would also result in a viable position. Overall, in light of this analysis, they consider the scheme to be viable
570. GLA Officers have also interrogated the Applicant's submitted viability assessment and concluded, that, as identified by both the Applicant's viability consultant and the independent review commissioned by LBS, the scheme cannot deliver more than the 35% affordable housing proposed based on the tenure split. They did encourage the Applicant to explore the use of grant funding. Following the revisions made to the proposals, including the proposal to use grant funding, office level advice from the GLA in relation to viability is as follows:

- The affordable housing offer has been revised to 40% by habitable room, inclusive of grant funding, and GLA Officers confirm that this is likely to represent the maximum amount of affordable housing the scheme can deliver;
- The Section 106 should include an agreed Gross Development Value (GDV) and

build costs for viability review purposes, it should secure 40% affordable housing unconditionally and it should secure both early and late review mechanisms;

- A draft of the Section 106 must be submitted to the GLA;

571. The Section 106 Agreement would secure all of the GLA's requirements, including agreed GDV and build costs, 40% affordable housing and early and late stage reviews. A draft would be provided to the GLA.

Sustainable development implications

572. Policy 5.2 of the London Plan requires major developments to provide an assessment of their energy demands and to demonstrate that they have taken steps to apply the Mayor's energy hierarchy. Policies 5.5 and 5.6 require consideration of decentralised energy networks and policy 5.7 requires the use of on-site renewable technologies, where feasible. Of note is that residential buildings must now be carbon zero, and non-domestic buildings must comply with the Building Regulations in terms of their carbon dioxide emissions. An Energy statement and Sustainability Assessment based on the Mayor's hierarchy have been submitted. Concerns raised in the GLA's Stage 1 report were addressed during the course of the application.

Be Lean (use less energy)

573. A range of passive and active energy efficiency measures are to be employed within the development including:

- High-performance, engineered facade with optimised U-values and g-values;
- Windows carefully designed to balance daylight, heat loss and heat gain;
- Solar control measures;
- Low air permeability;
- Centralised and energy efficient gas fired boilers;
- Mechanical ventilation with heat recovery; and
- Low energy lighting (LED lighting throughout).

574. After the incorporation of 'Be Lean' passive and active energy efficiency measures, the domestic CO₂ emissions would be 7% lower than a Part L1A 2013 compliant development, which is the baseline scheme. The non-domestic CO₂ emissions after the incorporation of 'Be Lean' measures would be approximately 6% lower than a Part L2A compliant development.

Be Clean (supply energy efficiently)

575. A gas-fired CHP is proposed within the site wide energy centre. The site wide energy centre will be future proofed to allow connectivity to the South East London CHP (SELCHP) District Heating Network (DHN) when it becomes available in the future. This would be secured through the Section 106 Agreement. Officers are currently developing a District Heat Network scheme with GLA and Veolia (the operators of SELCHP).

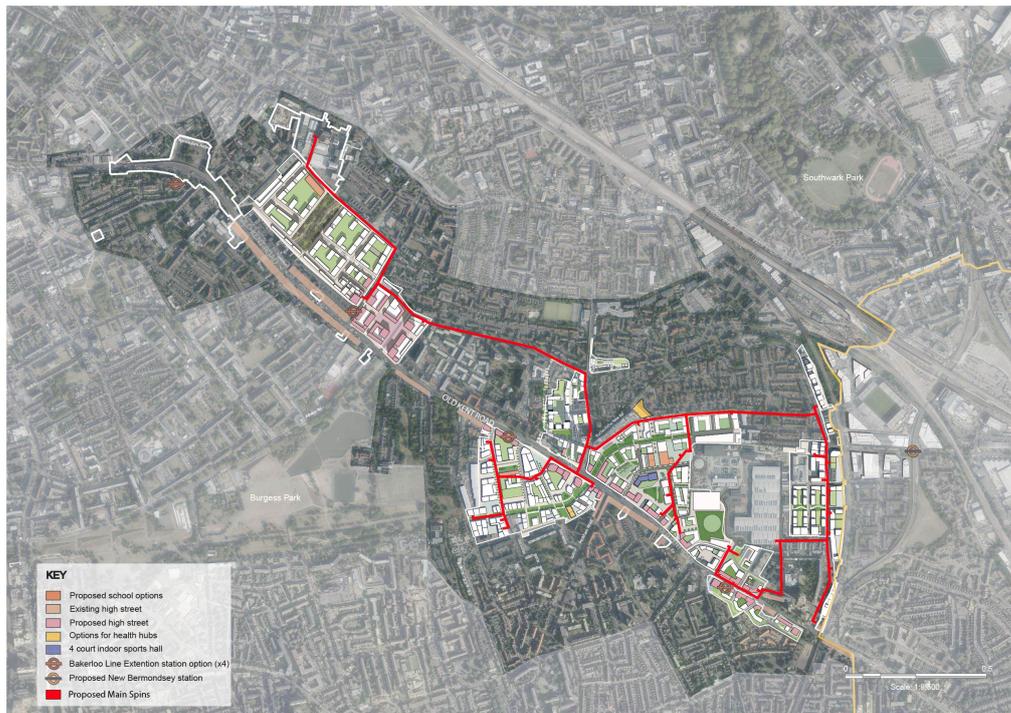


Figure 24 Potential District Heat Network within the Opportunity Area (note limited weight of draft AAP masterplan)

576. 'Be Clean' measures would provide a further 24% reduction in domestic CO₂ emissions, amounting to 31% along with 'Be Lean' measures. The non-domestic emissions would be reduced by a further 22%, amounting to around 27% along with 'Be Lean' measures.

Be Green (low or carbon zero energy)

577. A number of renewable technologies were assessed in terms of their technical, physical and financial feasibility. The most suitable renewable technology for the proposed development was found to be solar PV panels located on the roof of Buildings A, B1 and C2.
578. 'Be Green' measures would provide a further 1% reduction in domestic emissions, amounting to a total saving of 32% across the residential component of the proposed development. This represents an annual saving of approximately 365 tonnes of CO₂. To enable the new dwellings to meet the zero carbon target, a one off carbon offset payment of approximately £1,391,205 will be required in line with Southwark's Core Strategy and London Plan Policy. This figure is based on a shortfall of 773 tonnes CO₂ per year for a period of 30 years at a rate of £60 / tonne of CO₂.
579. As there would be no PV array for the non domestic uses, the reduction in non domestic emissions would remain the same as identified at the 'Be Clean' stage. The total non domestic reduction in CO₂ emissions would therefore be approximately 27%, which represents an annual saving of approximately 109 tonnes of CO₂. To enable the non-domestic units to meet the carbon reduction target, a one off carbon offset payment of approximately £54,327 will be required in line with Southwark's Core Strategy and London Plan Policy. This figure is based on a shortfall of 30 tonnes CO₂ per year for a period of 30 years at a rate of £60 / tonne of CO₂.
580. Recognising that both the residential and commercial aspects fall below the policy requirements in relation to carbon savings, the total contribution towards the council's carbon offset fund would be £1,445,532. The Applicant has agreed to make this contribution, which would be secured through the Section 106 Agreement and would

therefore make this aspect of the scheme fully policy compliant. The carbon offset fund could be used for the installation of PV panels on existing buildings, insulation, tree planting, LED lightbulb exchanges, homeowner grants to replace boilers, funds for community-led projects etc.

Overheating and Cooling

581. Policy 5.9 of the London Plan “Overheating and Cooling” states that major development proposals should reduce potential overheating and reliance on air conditioning systems and demonstrate this in accordance with the cooling hierarchy. This policy seeks to reduce the impact of the urban heat island effect.
582. Preliminary overheating analysis has been carried out in order to demonstrate compliance with Building Regulations (Part L Criterion 3). Further dynamic modelling would be undertaken as the scheme progresses towards construction. Final details would be required by condition.
583. The proposals to demonstrate compliance are as follows:
- Energy efficient enhanced ventilation systems, thermal insulation on pipework and low energy lighting;
 - Energy efficient facades with appropriate proportions of glazing;
 - External shading provided by balconies and vertical fin elements within façades;
 - Glazing shading to minimise solar gain in the summer, but also to maximise solar gain in winter;
 - Light coloured blinds;
 - Generous ceiling heights;
 - Mechanical Ventilation with Heat Recovery (MVHR) units for background ventilation, incorporating a summer bypass;
 - Enhanced levels of ventilation to mitigate heat build-up during summertime;
 - Comfort cooling will be installed to the community facility and residential amenity spaces.

BREEAM

584. Strategic Policy 13 of the Core Strategy requires commercial units to achieve BREEAM “excellent” and community facilities to achieve “very good”. A BREEAM Pre-assessment report has been undertaken which demonstrates that the community facilities (Sports Hall) would achieve an “Excellent” rating, and the commercial units (Retail, Office and Healthcare) would achieve a “Very Good” rating as a minimum. The commercial spaces would not achieve “excellent” because the Applicant only assessed it on the basis that only the shell would be delivered. As set out above, heating and cooling systems would also be provided, which should address this. The submitted sustainability statement also states that the commercial spaces could achieve a BREEAM “Excellent” following fit-out by future tenants. A planning condition is recommended to secure an independently verified BREEAM report demonstrating that the ‘excellent’ rating would be achieved prior to the fit out of any of the commercial premises.

Ecology

585. A Preliminary Ecological Assessment and Ecology Enhancement Strategy has been submitted in support of this application. The council’s ecology officer has reviewed this, and, following the submission of a Bat Emergence survey during the course of the application, has confirmed that no further surveys are required. The Ecology Enhancement Strategy makes a number of recommendations in relation to ecology that should be implemented. As a result, the site would be able to provide biodiversity net gain. The ecology officer recommended conditions relating to the following, all of which

have been included with this recommendation:

- Brown roofs;
- Nesting and bat roost enhancements;
- Soft landscaping ecological enhancements and roofs; and
- Implementation of all the recommendations in the Ecology Enhancement Strategy.

Other matters

Flood Risk and Water Resources

586. Chapter 13 in the ES sets out the effects of the proposed development on hydrology (i.e. the water environment) and flood risk. The application site is located within Flood Zone 3, which is considered to be 'High Risk' but does benefit from the Thames tidal defences. The proposed development has been designed to ensure that the buildings would be protected from surface water flooding by raising ground levels and placing residential units at levels above the proposed podiums. A Drainage Management Plan (DMP) has been prepared to ensure the Proposed Development does not increase surface water runoff once in operation. Sustainable Drainage Systems (SuDS) in the form of Green/brown/blue roofs and permeable paving are also proposed in addition to the large area of lawn in the new park. The DMP sets out that the proposed surface water discharge rate for the proposed development would be restricted to a runoff rate of 15.5 l/s, a reduction of 173.2 l/s (92%) from the existing rate providing a significant betterment. A total attenuation volume of 743m³ would be provided to accommodate the 1 in 100 year plus 40% climate change scenario.
587. The Environment Agency (EA) has reviewed the Applicant's Flood Risk Assessment and considers it to be acceptable subject to conditions being attached to any grant of planning permission. The conditions are included with the recommendation.
588. The Council's Flood Risk and Drainage team have also reviewed the submitted material and Drainage Strategy. They are pleased that the drainage strategy incorporates blue, green and brown roofs and permeable paving, and note that these areas are then supplemented with two underground attenuation tanks. They consider the amount of water to be attenuated to be a good achievement.
589. Due to the basement and ground levels of the site being at residual flood risk from the River Thames, and some surface water flood risk, the flood risk team have requested a Basement Impact Assessment, a Flood Resistance and Resilience Report and a stand alone Flood Warning and Emergency Evacuation Plan to be required by planning condition. The conditions are included with the recommendation.

Fire Safety Strategy

590. A high level fire safety strategy has been submitted by the Applicant. This confirms that the functional requirements of the Building Regulations relating to fire safety would be satisfied through application of Approved Document B - Volume 2 – Buildings other than Dwellinghouses (ADB), as well as guidance from relevant British Standards. Sprinkler systems designed in accordance with BS 9251 would be provided in all apartments. Open plan apartments with open kitchens would have sprinklers and Category LD1 automatic fire detection designed to BS 5839-1, and cooking equipment would be suitably separated from the escape routes. The apartments in each building would be served by a single firefighting stair and firefighting lift, and would be accessed via common corridors. Mechanical smoke ventilation would be provided to the common corridors in accordance with the guidance in BS 9999. Each apartment would be enclosed with a minimum of 1 hour compartmentation and have sprinkler protection to

support the 'Defend in Place' evacuation strategy. In addition, the external wall surface would achieve Class 0 (National Classification) or Class B-s3, d2 or better (European Classification) surface spread of flame classification, and cavity barriers in any external wall cavity would be provided in accordance with Clause 19 of BS 9991.

Archaeology

591. Chapter 15 in the ES presents an assessment of potential impacts on archaeology. This has been reviewed by the Council's archaeology officer, who has advised the following:

"This large site lies within two borough designated Archaeological Priority Zones (APZs): 'Bermondsey Lake' and 'Old Kent Road'. The 'Bermondsey Lake' APZ is designed to protect the palaeoecological environment and prehistoric archaeology recovered from the shoreline and relict fills of the large Late Glacial Bermondsey Lake and the associated riverine geology and topology. The 'Old Kent Road' APZ has the potential to contain features associated with the former route of 'Watling Street', the major Roman road between London and Canterbury. Significant archaeological remains predominately of prehistoric and Roman date have been discovered along the Old Kent Road from a number of sites. These works have identified multi-period archaeological deposits including in situ prehistoric flint-work and Roman settlement features, as well as medieval and post-medieval archaeological deposits."

592. The Ruby Triangle has the potential to contain significant archaeological remains which should be appropriately managed.

593. In accordance with the council's saved Policy 3.19 applicants are required to submit a desk based assessment (DBA) and the results of an archaeological evaluation in support of planning applications within Archaeological Priority Areas. The Applicant has submitted a DBA and has carried out two stages of predetermination fieldwork, which has demonstrated that archaeological cut features do survive on the site. The works to date, although of a small scale (owing to logistical constraints), also show that the site has been subject to impacts from previous developments, which will have compromised the archaeological deposits in localised areas across the site.

594. On balance, there is now sufficient information to establish that the development is not likely to cause such harm as to justify refusal of planning permission on the grounds of archaeological interest provided that robust archaeological conditions are applied to any grant of consent. However, the Applicant must be mindful that for any archaeological remains that are encountered - if these cannot be preserved in situ under a foundation design condition - they must be prepared to pay for and manage the excavation of these remains entirely and/or potentially lift and preserve off-site or in the new development any previously unknown but important remains. Other requirements will also be to carry out full archaeological post-excavation mitigation. The benefits of doing some further early phases of trial trench evaluation cannot be overstated and this would put the Applicant in a more informed position.

595. The required conditions are included with this recommendation and relate to:

- Archaeological Evaluation
- Archaeological Mitigation
- Archaeological Foundation Design
- Archaeology Reporting Site Work

Contaminated Land

596. Chapter 12 of the ES relates to ground conditions and soil and notes that the site has had a number of industrial uses over the past two centuries, including commercial and

industrial uses which could present a source of contamination. Also, within 250m of the site there have also been a number of industrial land uses which could present sources of contamination on-site, particularly the South Metropolitan Gas Works. The ES identified that during construction there could be a risk of the exposure of construction workers / adjacent land uses to exposed contaminated materials (i.e. during excavation) and leaching of contamination to underlying aquifers. The ES sets out potential mitigation measures that would be employed depending on the type of contamination encountered (which is to be assessed during an intrusive ground investigation prior to development). Potential risks were also identified post construction. As above, the mitigation measures will depend on the nature and extent of the contamination (if encountered) during a future ground investigation and appropriate risk assessment.

597. The submitted material has been reviewed by both the EA and EPT. Both have recommended conditions to deal with contaminated land which have been included with this recommendation.

Hazardous Sites

598. Paragraph 45 of the NPPF states that local planning authorities should consult the appropriate bodies when planning, or determining applications, for development around major hazards. The site is located within the designated Consultation Distance of a Major Hazard Site (Old Kent Road Gas Holder Station, 709 Old Kent Road) and as such the Health and Safety Executive (HSE) is a statutory consultee for this application.
599. Advice from HSE is that there are sufficient reasons, on safety grounds, for advising against the granting of planning permission as there would be a risk of harm to people at the proposed development. Alternatively, they would not advise against the granting of planning permission for the proposed development if the following condition were to be attached to the permission, so as to prevent the occupation of any of the buildings until the hazardous substances consent for the Old Kent Road Gas Holder Station has been revoked:
600. "No part of the development shall be occupied until the hazardous substances consent for the storage and distribution of natural gas at the Old Kent Road Gas Holder Station has been revoked in its entirety under the provisions of the Planning (Hazardous Substances) Act 1990, and written confirmation of the necessary revocation has been issued by the Hazardous Substances Authority."
601. In the event that Planning Committee resolves to grant permission without applying the condition recommended by the HSE, the HSE should be notified in accordance with Section 9, Paragraph 072 of the online Planning Practice Guidance on Hazardous Substances - Handling development proposals around hazardous installations, published by the Department for Communities. The HSE then has 21 days from that notice to consider whether to request that the Secretary of State for Communities and Local Government to call-in the application for their own determination.
602. The Old Kent Road Gas Holder Station was designated a major accident hazard establishment under EU Directive 96/82/EC (the Seveso II Directive) as amended by Directive 2003/105/EC. Saved Policy 3.10 'Hazardous Substances' of the Southwark Plan (2007) states that planning permission for development including hazardous substances, and development in the vicinity of sites where hazardous substances are used, stored or transported, will only be granted if it can be demonstrated that such development will not materially harm or put at risk the health, safety or amenity of users of the site, neighbouring occupiers or the environment. This policy reflects the requirements of the Seveso II Directive (1999) which requires that land use policies take into account the prevention of major accidents involving hazardous substances and limiting their consequences for people and the environment.

603. The Gas Holder Station is no longer operational and was de-notified under the Control of Major Accident Hazards Regulations in 2015, but its Hazardous Substances Licence has not yet been revoked. It is HSE's policy to continue to provide land use planning advice around major hazard sites until all hazardous substances consents which relate to the site have been formally revoked by the hazardous substances authority in accordance with Sections 14 or 17 of the Planning (Hazardous Substances) Act 1990.
604. Officers have been in discussion with Southern Gas Networks (SGN) about the potential to develop the sites still in their ownership as part of the draft OKR AAP masterplan aspirations. Initial discussions have been encouraging and Officers are seeking to get to a position where the licence will be revoked.
605. Given that the gasholder station is no longer operational, and that two of the three remaining gas holders have now been demolished, it is not considered that it would be proportionate to refuse planning permission on the basis that the hazardous substances licence has not yet been revoked. It is also considered that the condition recommended by the HSE would be unnecessarily onerous, and is therefore not included with this recommendation.
606. It is also worth noting that the recently developed site at 8-24 Sylvan Grove, which is also within the designated Consultation Distance from the Gas Holder, has been previously granted two separate planning permissions, one for mixed use development (commercial and residential) and one for residential development (13/AP/2782 and 15/AP/1330 respectively). The latter has now been built. HSE advised against the granting of planning permission in both cases, and in both cases was given advance notice of the intention to grant permission. In neither case did the HSE decide to call the application in, "after careful consideration and on the basis that the council fully understand the major accident risks to people at the development". Their response to these applications does state that this does not mean that they have withdrawn their advice against the proposals and that "the decision in this case should not be seen as setting a precedent for other applications around major accident hazards in the borough".

Aviation

607. Chapter 19 in the ES presents an assessment of potential impacts on aviation. The tallest proposed building would penetrate London City Airport's 'Outer Horizontal Surface' (OHS) which is of large significance for aviation. National Air Traffic Services (NATS) were consulted about this and initially objected to the application, but then withdrew their objection based on the potential for the concerns raised to be addressed by mitigation. NATS recommended conditions relating to a 'radar mitigation scheme', both of which have been included with this recommendation.

Telecommunications and Electronic Interference

608. Chapter 20 in the ES presents an assessment of the potential electrical interference that could be caused by the proposed development. This chapter concludes that, overall the proposed development would have minor, adverse, short-term impacts upon a small number of local television users, particularly digital satellite television users to the immediate northwest of the Site. It also identifies that simple mitigation solutions exist that would enable the restoration of reception, leaving no long-term residual effects. Arqiva have responded to consultation on the application, stating that they have no objection to the proposed development, but noting that there is some potential interference with viewer reception. A planning condition has been included requiring details of any impact on television, radio and other telecommunications services, including the measures to be taken to rectify any problems identified.

Waste Capacity

609. London Plan (2016) Policy 5.17 H requires that “if, for any reason, an existing waste management site is lost to a non-waste use, an additional compensatory site provision will be required that normally meets the maximum throughput that the site could have achieved”. Approval has recently been given for LBS to purchase land near the application site on which compensatory provision for the loss of Southwark Metals would be provided. As required by the London Plan (2016) policy, this would be addressed through LDF preparation and secured in the final OKR AAP. It is also worth noting that the Council have agreed on a cross borough level how waste apportionment will be managed. The Integrated Waste Management Facility is the only waste site in the borough being safeguarded.

Socio-Economics Effects and Population and Human Health

610. Chapter 7 in the ES presents an assessment of the potential socio economic effects of the proposed development. This chapter concludes that, during the construction phase, the majority of businesses and services would be moved or displaced. However, the Enterprise car rental business would remain trading on site throughout. The revised phasing strategy also ensures that the office currently used by Constantine Ltd. would not be demolished before the end of their lease, and the Applicant has offered a number of options for their relocation into the proposed development. The final CEMP, to be secured by the Section 106 Agreement, would ensure that construction methods and practices were not harmful to businesses remaining on the site.
611. The ES states that “construction works are expected to create the around 2,708 person years of temporary employment jobs over construction development lifetime equating to 271 permanent construction jobs along with wider multiplier employment benefits”.
612. Once constructed, the operational phase is expected to provide 298 full time jobs, which equates to a net gain of 115 jobs on the application site. During the course of the application, the Applicant has agreed to enter into a Unilateral Undertaking to ensure employees in the proposed development are paid the London Living Wage. One of the existing churches would be re-provided on site, and one existing business would remain (Enterprise). Officers are satisfied that other businesses have been engaged with by the Applicant and offered relocation within the proposed development where appropriate. In addition, a business incubator, 541 sqm of affordable workspace and a new public sports hall and gym facility would be provided. The proposed development would also provide 4,301 sqm publically accessible open space. This represents a substantial new public park for the local area which would have the potential to connect with other open spaces proposed as a part of the wider regeneration of the Old Kent Road Opportunity Area.
613. It is estimated that the new population of the proposed development would be approximately 2,400 people, including 309 children, who would require local services including health and education. The ES concludes that, based on public data sources, there is sufficient capacity in local services to accommodate these new people, supported by further mitigation that would be delivered with contributions to the Community Infrastructure Levy.
614. Chapter 8 in the ES presents an assessment of the potential impacts of the proposed development on population and human health. This considers the combined effects on health identified by other technical disciplines including Socio Economics, Townscape and Visual, Transport and Access, Air Quality, Noise and Vibration, Hydrology and Flood Risk, and Ground Conditions and Soils.

615. A range of effects on human health have been identified during the construction phase, including the displacement of employment and community facilities, minor transport delays, adverse air quality effects and temporary noise and vibration effects. However, the technical chapters of the ES go on to identify a range of mitigation which would ensure that the overall adverse effect is negligible, temporary, and of only slight significance.
616. In terms of the operational phase of the proposed development the ES identifies moderate improvements to human health through measures such as improvements to the pedestrian and cycle environments, new homes and affordable homes, new jobs, enhanced and additional green space / amenity space and a new public sports hall and gym facility. Adverse operational noise impacts experienced by nearby dwellings would be minor and the ES does not consider them to be significant. Noise levels and lighting design would be controlled by planning conditions to avoid harmful impacts. Taking account of proposed mitigation, the ES concludes that the overall health effects would be of slight beneficial significance.
617. The Council's Public Health team were consulted on this application and have agreed that a Health Impact Assessment (HIA) should be required by planning condition. This planning condition should ensure that all mitigation measures proposed in the submitted HIA are implemented.

Conclusion on planning issues

618. The proposed development would result in the introduction of residential uses into to the SIL would therefore represent a departure from the adopted development plan. However, the adopted London Plan (the most up to date adopted development plan for the area) clearly identifies the Old Kent Road as an opportunity area which will undergo significant transformation with substantial growth including new housing. In advance of emerging policy being adopted, and SIL being formally released, this proposal must be weighed against the wider regeneration benefits of the scheme which would include:
- A substantial contribution of 1,152 new dwellings to the borough's housing stock;
 - A policy compliant offer of 35% affordable housing (split 71.5% social rented to 28.5% intermediate) and an "additional" contribution of 5.4% intermediate housing. This would be a total 451 new affordable dwellings;
 - 298 new full time jobs, representing a net increase of 115 full time employment opportunities and an agreement to enter into a unilateral undertaking to ensure that all employees are paid London Living Wage;
 - 5,328 sqm of good quality, flexible work space, including 541 sqm affordable workspace;
 - Space for existing businesses and place of worship to be relocated;
 - A new public four court sports hall and gym facility to be offered to the council for a peppercorn rent;
 - A new publicly accessible park of 3,792sqm, set within a total public realm offer of 4,301sqm;
 - Re-provided church;
 - Improved connectivity, particularly for cyclists and pedestrians;
 - A new and innovative cycle hub; and
 - Retained buildings of townscape merit on the Old Kent Road frontage and the reintroduction of a high street character.
619. In light of this, officers consider that the departure from the adopted local plan policy can be justified and the principle of the proposed development in land use terms should be supported.

620. The proposed buildings would be of exemplary architectural design, using materials and detailing of the highest quality. The ground floor pedestrian experience would be vibrant and well animated with characterful ground floor frontages enhancing the surrounding area. The building heights proposed would represent a step change in the existing scale of the area, but as an Opportunity Area site, it is considered that the height proposed would be in accordance with the objectives of the London Plan (2016), in that it would optimise the development potential of the site without harming the character of the surrounding area. The impact on the settings of surrounding conservation areas and listed buildings would generally be either beneficial or neutral. Where there would be some potential minor harm, this should be weighed against the wider regeneration benefits of the scheme as set out above.
621. The proposal would deliver a very high standard of accommodation, which would comply with the majority of the standards and principles of exemplary residential design, as set out in Southwark's residential design standards SPD. Where these standards would not be met, particularly in relation to the relatively high proportion of single aspect units and the floors where more than eight units would be served by a core, any potentially negative impacts are mitigated by other aspects of the design. Over 10% of the proposed dwellings would be fully wheelchair accessible.
622. The impacts of the scheme in relation to daylight and sunlight are generally considered good, with the majority of surrounding properties meeting the standards set by the BRE. Where these standards are not met, the remaining daylight sunlight levels are still considered adequate for a dense urban area.
623. In order to ensure that on-street servicing and deliveries do not negatively impact on the highway network, the Applicant has agreed to enter into a Delivery Service Plan (DSP) Bond with the Council. Cycle and car parking levels are acceptable, and innovative proposals to encourage people to use alternative transport measures, such as the cycle hub, are welcomed.
624. It is therefore recommended that planning permission be granted subject to conditions, referral to the Mayor of London, referral to the Secretary of State, referral to the Health and Safety executive and the completion of a Section 106 Legal Agreement under the terms as set out above.

Community impact statement / Equalities Assessment

625. The Public Sector Equality Duty (PSED) contained in Section 149 (1) of the Equality Act 2010 imposes a duty on public authorities to have, in the exercise of their functions, due regard to three "needs" which are central to the aims of the Act:
- a) The need to eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Act
- b) The need to advance equality of opportunity between persons sharing a relevant protected characteristic and persons who do not share it. This involves having due regard to the need to:
- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic
 - Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it
 - Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low
626. The protected characteristics are: race, age, gender reassignment, pregnancy and

maternity, disability, sexual orientation, religion or belief, sex, marriage and civil partnership.

627. The Council must not act in a way which is incompatible with rights contained within the European Convention of Human Rights.
628. The Council has given due regard to the above needs and rights where relevant throughout the course of determining this application and consider that the proposals would not give rise to any equalities issues.

Consultations

629. Details of consultation undertaken by the Applicant on the proposed development prior to submission of the planning application have been provided in a Statement of Community Involvement. This states that five public exhibitions took place between 13 December 2017 and 24 February 2017. They were publicised by stamped, addressed invitation leaflets, adverts in the Southwark News and a live project website. The Applicant has also met local ward councillors.
630. Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1. As noted above, re-consultation in line with Regulation 25 of the Town and Country Planning (Environmental Impact Assessments) Regulations 2017 was required because further EIA information and evidence was submitted.

Consultation replies

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

Human rights implications

632. This planning application engages certain human rights under the Human Rights Act 1998 (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.
633. This application has the legitimate aim of providing new mixed use 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/2404-1 Application file: 18/AP/0897 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: 0207 525 7194 Council website: www.southwark.gov.uk

APPENDICES

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

AUDIT TRAIL

Lead Officer	Simon Bevan, Director of Planning	
Report Author	Sarah Parsons, Team Leader	
Version	Final	
Dated	17 October 2018	
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		17 October 2018

APPENDIX 1

Consultation undertaken

Site notice date: 10/04/2018

Press notice date: 19/04/2018

Case officer site visit date: n/a

Neighbour consultation letters sent: 11/04/2018

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
Housing Regeneration Initiatives
Parks & Open Spaces
Property Division
Public Health Team
Waste Management

Statutory and non-statutory organisations consulted:

Arqiva - digital communications
Civil Aviation Authority
Council for British Archaeology
EDF Energy
Environment Agency
Greater London Authority
Health & Safety Executive
Historic England
London Borough of Lewisham, Building Services South
London Fire & Emergency Planning Authority
London Underground Limited
Metropolitan Police Service (Designing out Crime)
National Air Traffic Safeguarding Office
National Planning Casework Unit
Natural England - London Region & South East Region
Network Rail (Planning)
Thames Water - Development Planning
Transport for London (referable & non-referable app notifications and pre-apps)

Neighbour and local groups consulted:

641 Old Kent Road London SE15 1JU
Unit 11 57 Sandgate Street SE15 1LE
20-26 Sandgate Street London SE15 1LE
10-18 Sandgate Street London SE15 1LE
1 Ruby Triangle London SE15 1LG

Flat 4 670 Old Kent Road SE15 1JF
Flat 3 670 Old Kent Road SE15 1JF
19b Peckham Park Road London SE15 6TR
Storage Land Part Unit 9 709 Old Kent Road SE15 1JZ
Living Accommodation 14 Ruby Street SE15 1LL

648 Old Kent Road London SE15 1JF
589 Old Kent Road London SE15 1LA
Unit 4 709 Old Kent Road SE15 1JZ
676-680 Old Kent Road London SE15 1JF
36b Ethnard Road London SE15 1RU
626 Old Kent Road London SE15 1JB
634 Old Kent Road London SE15 1JB
Unit 26 Kent Park Industrial Estate SE15 1LR
Unit 28 To 32 Kent Park Industrial Estate SE15 1LR

683 Old Kent Road London SE15 1JS
681 Old Kent Road London SE15 1JS
615-629 Old Kent Road London SE15 1JU
674 Old Kent Road London SE15 1JF
671-679 Old Kent Road London SE15 1JS
691-695 Old Kent Road London SE15 1JS
651-653 Old Kent Road London SE15 1JU
Unit 9 57 Sandgate Street SE15 1LE
Unit 1 57 Sandgate Street SE15 1LE
Unit 1 Sandgate Trading Estate SE15 1LE
Unit 4 57 Sandgate Street SE15 1LE
591 Old Kent Road London SE15 1LA
639 Old Kent Road London SE15 1JU
Unit 16 To 18 Kent Park Industrial Estate SE15 1LR
654 Old Kent Road London SE15 1JF
22 Peckham Park Road London SE15 6TW
20 Peckham Park Road London SE15 6TW
1a Peckham Park Road London SE15 6TR
8 Peckham Park Road London SE15 6TW
14 Peckham Park Road London SE15 6TW
12 Peckham Park Road London SE15 6TW
18 Peckham Park Road London SE15 6TW
16 Peckham Park Road London SE15 6TW
6 Peckham Park Road London SE15 6TW
4 Verney Road London SE16 3DH
24 Peckham Park Road London SE15 6TW
20a Ethnard Road London SE15 1RU
14-16 Verney Road London SE16 3DZ
9 Peckham Park Road London SE15 6TR
3 Peckham Park Road London SE15 6TR
2 Livesey Place London SE15 6SL
Unit 7 57 Sandgate Street SE15 1LE
2a Ruby Street London SE15 1LL
1 Peckham Park Road London SE15 6TR
Unit 8 57 Sandgate Street SE15 1LE
Unit 1 709 Old Kent Road SE15 1JZ
Unit 5 To 6 57 Sandgate Street SE15 1LE
Unit 9 709 Old Kent Road SE15 1JZ
11 Peckham Park Road London SE15 6TR
5 Peckham Park Road London SE15 6TR
21 Peckham Park Road London SE15 6TR
10 Peckham Park Road London SE15 6TW
7 Peckham Park Road London SE15 6TR
15 Peckham Park Road London SE15 6TR
13 Peckham Park Road London SE15 6TR
17 Peckham Park Road London SE15 6TR
Flat 6 Lynn House Friary Estate SE15 1RR
Flat 5 Lynn House Friary Estate SE15 1RR
Flat 8 Lynn House Friary Estate SE15 1RR
Flat 7 Lynn House Friary Estate SE15 1RR
Flat 3 Lynn House Friary Estate SE15 1RR
Flat 29 Lynn House Friary Estate SE15 1RR
Flat 4 Lynn House Friary Estate SE15 1RR
Flat 30 Lynn House Friary Estate SE15 1RR
Flat 9 Lynn House Friary Estate SE15 1RR
Flat 6 Royal London Buildings SE15 1RX
Flat 5 Royal London Buildings SE15 1RX
Flat 8 Royal London Buildings SE15 1RX
Flat 7 Royal London Buildings SE15 1RX
Flat 2 Royal London Buildings SE15 1RX
Flat 1 Royal London Buildings SE15 1RX
Flat 4 Royal London Buildings SE15 1RX
Flat 3 Royal London Buildings SE15 1RX
Flat 18 Lynn House Friary Estate SE15 1RR
Flat 17 Lynn House Friary Estate SE15 1RR
Flat 2 Lynn House Friary Estate SE15 1RR
Flat 19 Lynn House Friary Estate SE15 1RR
Flat 14 Lynn House Friary Estate SE15 1RR
Flat 13 Lynn House Friary Estate SE15 1RR

644-646 Old Kent Road London SE15 1JF
Flat 10 610 Old Kent Road SE15 1JB
Flat 9 610 Old Kent Road SE15 1JB
Flat 12 610 Old Kent Road SE15 1JB
Flat 11 610 Old Kent Road SE15 1JB
Flat 2 666 Old Kent Road SE15 1JF
1d Livesey Place London SE15 6SL
1c Livesey Place London SE15 6SL
Maisonette First Floor To Third Floor Flat 654 Old Kent Road SE15 1JF
Ground Floor Rear 16 Peckham Park Road SE15 6TW
Ground Floor Front 16 Peckham Park Road SE15 6TW
1b Livesey Place London SE15 6SL
1a Livesey Place London SE15 6SL
6 Canal Grove London SE15 1LB
5 Canal Grove London SE15 1LB
8 Canal Grove London SE15 1LB
7 Canal Grove London SE15 1LB
2 Canal Grove London SE15 1LB
4 Canal Grove London SE15 1LB
3 Canal Grove London SE15 1LB
9 Canal Grove London SE15 1LB
2 Ethnard Road London SE15 1RU
24 Ethnard Road London SE15 1RU
22 Ethnard Road London SE15 1RU
12 Ethnard Road London SE15 1RU
40-64 Sandgate Street London SE15 1LE
18 Ethnard Road London SE15 1RU
14 Ethnard Road London SE15 1RU
626b Old Kent Road London SE15 1JB
Flat 6 Lyons Court SE15 1RT
Flat 9b Royal London Buildings SE15 1RX
Flat 9a Royal London Buildings SE15 1RX
Flat 3 Lyons Court SE15 1RT
Flat 2 Lyons Court SE15 1RT
Flat 5 Lyons Court SE15 1RT
Flat 4 Lyons Court SE15 1RT
Flat 9c Royal London Buildings SE15 1RX
8 Sandgate Street London SE15 1LE
The Everlasting Arms Ministry 600-608 Old Kent Road SE15 1JB
40b Ethnard Road London SE15 1RU
40a Ethnard Road London SE15 1RU
9d Peckham Park Road London SE15 6TR
9c Peckham Park Road London SE15 6TR
Luxford Bar 610 Old Kent Road SE15 1JB
Flat A 614 Old Kent Road SE15 1JB
Flat A 669 Old Kent Road SE15 1JU
Ground Floor Flat 3 Ethnard Road SE15 1RY
World Harvest Christian Centre 25-27 Ruby Street SE15 1LL
Flat B 669 Old Kent Road SE15 1JU
First Floor Flat 660 Old Kent Road SE15 1JF
Flat 1 681a Old Kent Road SE15 1JS
First Floor Flat 668 Old Kent Road SE15 1JF
Land 669 Old Kent Road SE15 1JU
Flat 3 666 Old Kent Road SE15 1JF
Ledbury Estate Tenants Hall Old Kent Road SE15 1JF
Workshop 669 Old Kent Road SE15 1JU
First Floor 636 Old Kent Road SE15 1JB
631-633 Old Kent Road London SE15 1JU
666b Old Kent Road London SE15 1JF
Front Of 636 Old Kent Road SE15 1JB
Unit 7a 709 Old Kent Road SE15 1JZ
Units 1 To 3 Wevco Wharf SE15 1LE
The Lodge Sandgate Trading Estate SE15 1LE
Unit 2 To 3 57 Sandgate Street SE15 1LE
Flat C 616 Old Kent Road SE15 1JB
Flat B 616 Old Kent Road SE15 1JB
Flat C 668 Old Kent Road SE15 1JF
Flat B 668 Old Kent Road SE15 1JF
Flat 1 683 Old Kent Road SE15 1JS
Flat 1 8 Ethnard Road SE15 1RU
Flat A 616 Old Kent Road SE15 1JB
Flat 2 683 Old Kent Road SE15 1JS
Flat 6 610 Old Kent Road SE15 1JB
Flat 5 610 Old Kent Road SE15 1JB
Flat 8 610 Old Kent Road SE15 1JB
Flat 7 610 Old Kent Road SE15 1JB
Flat 2 610 Old Kent Road SE15 1JB
Flat 1 610 Old Kent Road SE15 1JB

Flat 16 Lynn House Friary Estate SE15 1RR
Flat 15 Lynn House Friary Estate SE15 1RR
Flat 20 Lynn House Friary Estate SE15 1RR
Flat 26 Lynn House Friary Estate SE15 1RR
Flat 25 Lynn House Friary Estate SE15 1RR
Flat 28 Lynn House Friary Estate SE15 1RR
Flat 27 Lynn House Friary Estate SE15 1RR
Flat 22 Lynn House Friary Estate SE15 1RR
Flat 21 Lynn House Friary Estate SE15 1RR
Flat 24 Lynn House Friary Estate SE15 1RR
Flat 23 Lynn House Friary Estate SE15 1RR
614 Old Kent Road London SE15 1JB
596-598 Old Kent Road London SE15 1JB
622 Old Kent Road London SE15 1JB
616 Old Kent Road London SE15 1JB
The Prince Of Wales 14 Ruby Street SE15 1LL
682 Old Kent Road London SE15 1JF
Unit 6 Sandgate Trading Estate SE15 1LE
Unit 5 Sandgate Trading Estate SE15 1LE
624 Old Kent Road London SE15 1JB
670 Old Kent Road London SE15 1JF
666 Old Kent Road London SE15 1JF
684 Old Kent Road London SE15 1JF
First Floor And Second Floor Flat 634 Old Kent Road SE15 1JB
632 Old Kent Road London SE15 1JB
628 Old Kent Road London SE15 1JB
Unit 7 Sandgate Trading Estate SE15 1LE
652 Old Kent Road London SE15 1JF
10 Canal Grove London SE15 1LB
Unit 10 57 Sandgate Street SE15 1LE
12 Canal Grove London SE15 1LB
11 Canal Grove London SE15 1LB
Unit 20 Kent Park Industrial Estate SE15 1LR
Flat 9 Royal London Buildings SE15 1RX
Unit 24 Kent Park Industrial Estate SE15 1LR
Unit 22 Kent Park Industrial Estate SE15 1LR
13 Canal Grove London SE15 1LB
Flat 4a Royal London Buildings SE15 1RX
1 Canal Grove London SE15 1LB
Outside 1 Murdock Street SE15 1LW
Flat 4b Royal London Buildings SE15 1RX
15 Canal Grove London SE15 1LB
14 Canal Grove London SE15 1LB
17 Canal Grove London SE15 1LB
16 Canal Grove London SE15 1LB
20b Ethnard Road London SE15 1RU
6 Lewes House Friary Estate Green Hundred Road SE15 1RP
5 Lewes House Friary Estate Green Hundred Road SE15 1RP
8 Lewes House Friary Estate Green Hundred Road SE15 1RP
7 Lewes House Friary Estate Green Hundred Road SE15 1RP
39 Lewes House Friary Estate Green Hundred Road SE15 1RP
38 Lewes House Friary Estate Green Hundred Road SE15 1RP
40 Lewes House Friary Estate Green Hundred Road SE15 1RP
4 Lewes House Friary Estate Green Hundred Road SE15 1RP
9 Lewes House Friary Estate Green Hundred Road SE15 1RP
14 Reading House Friary Estate Green Hundred Road SE15 1RS
13 Reading House Friary Estate Green Hundred Road SE15 1RS
16 Reading House Friary Estate Green Hundred Road SE15 1RS
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12 Reading House Friary Estate Green Hundred Road SE15 1RS
11 Reading House Friary Estate Green Hundred Road SE15 1RS
27 Lewes House Friary Estate Green Hundred Road SE15 1RP
26 Lewes House Friary Estate Green Hundred Road SE15 1RP
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35 Lewes House Friary Estate Green Hundred Road SE15 1RP
34 Lewes House Friary Estate Green Hundred Road SE15 1RP
37 Lewes House Friary Estate Green Hundred Road SE15 1RP
36 Lewes House Friary Estate Green Hundred Road SE15 1RP
31 Lewes House Friary Estate Green Hundred Road SE15 1RP
30 Lewes House Friary Estate Green Hundred Road SE15 1RP
33 Lewes House Friary Estate Green Hundred Road SE15 1RP
Flat 4 610 Old Kent Road SE15 1JB
Flat 3 610 Old Kent Road SE15 1JB
Ground Floor And First Floor 685-689 Old Kent Road SE15 1JS
658 Old Kent Road London SE15 1JF
9a Peckham Park Road London SE15 6TR
41a Ruby Triangle London SE15 1LG
21b Peckham Park Road London SE15 6TR
7a Peckham Park Road London SE15 6TR
First Floor Rear 635 Old Kent Road SE15 1JU
First Floor Front 635 Old Kent Road SE15 1JU
Unit 4 Sandgate Trading Estate SE15 1LE
19a Peckham Park Road London SE15 6TR
Flat 2 8 Ethnard Road SE15 1RU
Land At 709 Old Kent Road SE15 1JL
16-18 Kent Park Industrial Estate Ruby Street SE15 1LR
Flat B 691-695 Old Kent Road SE15 1JS
Flat A 691-695 Old Kent Road SE15 1JS
26 Ethnard Road London SE15 1RU
12 Pencraig Way London SE15 1SH
11 Pencraig Way London SE15 1SH
14 Pencraig Way London SE15 1SH
13 Pencraig Way London SE15 1SH
9 Windspoint Drive London SE15 1SD
8 Windspoint Drive London SE15 1SD
10 Pencraig Way London SE15 1SH
1 Pencraig Way London SE15 1SH
15 Pencraig Way London SE15 1SH
20 Pencraig Way London SE15 1SH
2 Pencraig Way London SE15 1SH
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21 Pencraig Way London SE15 1SH
17 Pencraig Way London SE15 1SH
16 Pencraig Way London SE15 1SH
19 Pencraig Way London SE15 1SH
18 Pencraig Way London SE15 1SH
24 Windspoint Drive London SE15 1SD
23 Windspoint Drive London SE15 1SD
26 Windspoint Drive London SE15 1SD
25 Windspoint Drive London SE15 1SD
20 Windspoint Drive London SE15 1SD
2 Windspoint Drive London SE15 1SD
22 Windspoint Drive London SE15 1SD
21 Windspoint Drive London SE15 1SD
27 Windspoint Drive London SE15 1SD
5 Windspoint Drive London SE15 1SD
4 Windspoint Drive London SE15 1SD
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6 Windspoint Drive London SE15 1SD
29 Windspoint Drive London SE15 1SD
28 Windspoint Drive London SE15 1SD
30 Windspoint Drive London SE15 1SD
3 Windspoint Drive London SE15 1SD
672a Old Kent Road London SE15 1JF
670a Old Kent Road London SE15 1JF
593-613 Old Kent Road London SE15 1LA
Flat 1 666 Old Kent Road SE15 1JF
First Floor And Second Floor Flat 658 Old Kent Road SE15 1JF
656 Old Kent Road London SE15 1JF
664 Old Kent Road London SE15 1JF
662 Old Kent Road London SE15 1JF
10a Ethnard Road London SE15 1RU
Flat 1 Lynn House Friary Estate SE15 1RR
Flat B 27 Ethnard Road SE15 1RY
Flat 11 Lynn House Friary Estate SE15 1RR
Flat 10 Lynn House Friary Estate SE15 1RR
16a Ethnard Road London SE15 1RU
10b Ethnard Road London SE15 1RU
Flat A 27 Ethnard Road SE15 1RY
16b Ethnard Road London SE15 1RU
28 Pencraig Way London SE15 1SH
27 Pencraig Way London SE15 1SH
4 Pencraig Way London SE15 1SH
3 Pencraig Way London SE15 1SH
24 Pencraig Way London SE15 1SH
23 Pencraig Way London SE15 1SH
26 Pencraig Way London SE15 1SH
25 Pencraig Way London SE15 1SH
5 Pencraig Way London SE15 1SH
620 Old Kent Road London SE15 1JB

32 Lewes House Friary Estate Green Hundred Road SE15 1RP 612 Old Kent Road London SE15 1JB
 36 Reading House Friary Estate Green Hundred Road SE15 1RS 650 Old Kent Road London SE15 1JF
 35 Reading House Friary Estate Green Hundred Road SE15 1RS 630 Old Kent Road London SE15 1JB
 38 Reading House Friary Estate Green Hundred Road SE15 1RS 7 Pencraig Way London SE15 1SH
 37 Reading House Friary Estate Green Hundred Road SE15 1RS 6 Pencraig Way London SE15 1SH
 32 Reading House Friary Estate Green Hundred Road SE15 1RS 9 Pencraig Way London SE15 1SH
 31 Reading House Friary Estate Green Hundred Road SE15 1RS 8 Pencraig Way London SE15 1SH
 34 Reading House Friary Estate Green Hundred Road SE15 1RS 11 Ethnard Road London SE15 1RY
 33 Reading House Friary Estate Green Hundred Road SE15 1RS 1 Ethnard Road London SE15 1RY
 4 Reading House Friary Estate Green Hundred Road SE15 1RS 15 Ethnard Road London SE15 1RY
 9 Reading House Friary Estate Green Hundred Road SE15 1RS 13 Ethnard Road London SE15 1RY
 9a Reading House Friary Estate Green Hundred Road SE15 1RS 66 Ethnard Road London SE15 1RU
 6 Reading House Friary Estate Green Hundred Road SE15 1RS 64 Ethnard Road London SE15 1RU
 5 Reading House Friary Estate Green Hundred Road SE15 1RS 68 Ethnard Road London SE15 1RU
 8 Reading House Friary Estate Green Hundred Road SE15 1RS 17 Ethnard Road London SE15 1RY
 7 Reading House Friary Estate Green Hundred Road SE15 1RS 7 Ethnard Road London SE15 1RY
 21 Reading House Friary Estate Green Hundred Road SE15 1RS 5 Ethnard Road London SE15 1RY
 20 Reading House Friary Estate Green Hundred Road SE15 1RS 29 Ethnard Road London SE15 1SB
 23 Reading House Friary Estate Green Hundred Road SE15 1RS 9 Ethnard Road London SE15 1RY
 22 Reading House Friary Estate Green Hundred Road SE15 1RS 21 Ethnard Road London SE15 1RY
 18 Reading House Friary Estate Green Hundred Road SE15 1RS 19 Ethnard Road London SE15 1RY
 17 Reading House Friary Estate Green Hundred Road SE15 1RS 25 Ethnard Road London SE15 1RY
 2 Reading House Friary Estate Green Hundred Road SE15 1RS 23 Ethnard Road London SE15 1RY
 19 Reading House Friary Estate Green Hundred Road SE15 1RS 4 Ethnard Road London SE15 1RU
 24 Reading House Friary Estate Green Hundred Road SE15 1RS 36a Ethnard Road London SE15 1RU
 3 Reading House Friary Estate Green Hundred Road SE15 1RS 46 Ethnard Road London SE15 1RU
 29 Reading House Friary Estate Green Hundred Road SE15 1RS 44 Ethnard Road London SE15 1RU
 30 Reading House Friary Estate Green Hundred Road SE15 1RS 28 Ethnard Road London SE15 1RU
 30a Reading House Friary Estate Green Hundred Road SE15 1RS 34 Ethnard Road London SE15 1RU
 26 Reading House Friary Estate Green Hundred Road SE15 1RS 32 Ethnard Road London SE15 1RU
 25 Reading House Friary Estate Green Hundred Road SE15 1RS 48 Ethnard Road London SE15 1RU
 28 Reading House Friary Estate Green Hundred Road SE15 1RS 6 Ethnard Road London SE15 1RU
 27 Reading House Friary Estate Green Hundred Road SE15 1RS 58 Ethnard Road London SE15 1RU
 Second Floor Flat 660 Old Kent Road SE15 1JF 62 Ethnard Road London SE15 1RU
 Rear 7 Peckham Park Road SE15 6TR 60 Ethnard Road London SE15 1RU
 9b Peckham Park Road London SE15 6TR 52 Ethnard Road London SE15 1RU
 Second Floor Flat 681 Old Kent Road SE15 1JS 50 Ethnard Road London SE15 1RU
 Flat B 612 Old Kent Road SE15 1JB 56 Ethnard Road London SE15 1RU
 Flat A 612 Old Kent Road SE15 1JB 54 Ethnard Road London SE15 1RU
 Ground Floor Flat 30 Ethnard Road SE15 1RU 75 Ethnard Road London SE15 1SB
 First To Third Floor Flat 656 Old Kent Road SE15 1JF 73 Ethnard Road London SE15 1SB
 Second Floor Flat 11 Peckham Park Road SE15 6TR 10 Windspoint Drive London SE15 1SD
 Basement 635 Old Kent Road SE15 1JU 1 Windspoint Drive London SE15 1SD
 Ground Floor Rear 635 Old Kent Road SE15 1JU 67 Ethnard Road London SE15 1SB
 Ground Floor Front 635 Old Kent Road SE15 1JU 65 Ethnard Road London SE15 1SB
 24-32 Murdock Street London SE15 1LW 71 Ethnard Road London SE15 1SB
 Western Wharf Livesey Place SE15 6SL 69 Ethnard Road London SE15 1SB
 First Floor And Second Floor Flat 624 Old Kent Road SE1 1JB 11 Windspoint Drive London SE15 1SD
 First Floor And Second Floor Flat 3 Ethnard Road SE15 1RY 17 Windspoint Drive London SE15 1SD
 668 Old Kent Road London SE15 1JF 16 Windspoint Drive London SE15 1SD
 660 Old Kent Road London SE15 1JF 19 Windspoint Drive London SE15 1SD
 21a Peckham Park Road London SE15 6TR 18 Windspoint Drive London SE15 1SD
 632a Old Kent Road London SE15 1JB 13 Windspoint Drive London SE15 1SD
 First Floor And Second Floor Flat 620 Old Kent Road SE15 1JB 12 Windspoint Drive London SE15 1SD
 628a Old Kent Road London SE15 1JB 15 Windspoint Drive London SE15 1SD
 First Floor Flat 30 Ethnard Road SE15 1RU 14 Windspoint Drive London SE15 1SD
 First To Third Floors 666 Old Kent Road SE15 1JF 41 Ethnard Road London SE15 1SB
 First To Third Floors 664 Old Kent Road SE15 1JF 39 Ethnard Road London SE15 1SB
 First To Third Floors 652 Old Kent Road SE15 1JF 45 Ethnard Road London SE15 1SB
 First Floor Flat 18 Peckham Park Road SE15 6TW 43 Ethnard Road London SE15 1SB
 16a Peckham Park Road London SE15 6TW 33 Ethnard Road London SE15 1SB
 First To Third Floors 662 Old Kent Road SE15 1JF 31 Ethnard Road London SE15 1SB
 First Floor Flat 11 Peckham Park Road SE15 6TR 37 Ethnard Road London SE15 1SB
 11 Lewes House Friary Estate Green Hundred Road SE15 1RP 35 Ethnard Road London SE15 1SB
 10 Lewes House Friary Estate Green Hundred Road SE15 1RP 47 Ethnard Road London SE15 1SB
 13 Lewes House Friary Estate Green Hundred Road SE15 1RP 59 Ethnard Road London SE15 1SB
 12 Lewes House Friary Estate Green Hundred Road SE15 1RP 57 Ethnard Road London SE15 1SB
 1 Lewes House Friary Estate Green Hundred Road SE15 1RP 63 Ethnard Road London SE15 1SB
 14 Lewes House Friary Estate Green Hundred Road SE15 1RP 61 Ethnard Road London SE15 1SB
 2 Lewes House Friary Estate Green Hundred Road SE15 1RP 51 Ethnard Road London SE15 1SB
 19 Lewes House Friary Estate Green Hundred Road SE15 1RP 49 Ethnard Road London SE15 1SB
 21 Lewes House Friary Estate Green Hundred Road SE15 1RP 55 Ethnard Road London SE15 1SB
 20 Lewes House Friary Estate Green Hundred Road SE15 1RP 53 Ethnard Road London SE15 1SB
 16 Lewes House Friary Estate Green Hundred Road SE15 1RP 1 Cardiff House Peckham Park Road SE15 6TS
 15 Lewes House Friary Estate Green Hundred Road SE15 1RP 6 Canal Grove London SE15 1LB
 18 Lewes House Friary Estate Green Hundred Road SE15 1RP Unit 4 Barnwell Manor Estate PE8 5PL
 17 Lewes House Friary Estate Green Hundred Road SE15 1RP By Email
 Ground Floor 8 Peckham Park Road SE15 6TW 5 Logan Close London E20 1EY

709 Old Kent Road London SE15 1JZ
 High Way Depot Peckham Park Road SE15 6TR
 Ground Floor 10 Peckham Park Road SE15 6TW
 655-657 Old Kent Road London SE15 1JU
 Rear Of 636 Old Kent Road SE15 1JB
 Unit 1 2-12 Ruby Street SE15 1LL
 7-14 Ruby Triangle London SE15 1LG
 Unit 2 2-12 Ruby Street SE15 1LL
 Rubys Cafe Corner Of Ruby Triangle SE15 1LG
 Flat 12 Lynn House Friary Estate SE15 1RR
 Action House 53 Sandgate Street SE15 1LE
 Warehouse 2 14-16 Verney Road SE16 3DZ
 Thamesmead Business Services Ltd 14-16 Verney Road SE16 3DZ
 Southwark Free School Ledbury Hall Pencraig Way SE15 1SH
 7c Peckham Park Road London SE15 6TR
 7b Peckham Park Road London SE15 6TR
 Warehouse 1 14-16 Verney Road SE16 3DZ
 Offices 14-16 Verney Road SE16 3DZ
 6a Peckham Park Road London SE15 6TW
 672 Old Kent Road London SE15 1JF
 Flat 5 670 Old Kent Road SE15 1JF
 Flat 1 Lyons Court SE15 1RT
 Flat 2 670 Old Kent Road SE15 1JF
 Flat 1 670 Old Kent Road SE15 1JF

74 Friary Road London SE15 1PX
 8 Whiston House Goldsmith Row E2 8SJ
 16c Vicarage Road Strood ME24DG
 Flat 2 46 Manor Park SE13 5RL
 Flat 6, Malswick Court 35 Tower Mill Road SE15 6FX
 3 Nigel Road Peckham SE15 4NP
 Rockgrove Way Bermondsey SE16 3UB
 3 Credenhill House Ledbury Strest SE15 1BG
 River Court The Old Mill Office Park GU7 1EZ
 16 Pinwood Road Warrington wa54na
 12 Coopers Road Londno SE1 5HY
 Enterprise House The Crest NW4 2HN
 180 Oxford Street W1D 1NN

Bird In Bush Road London SE15 1QP
 12 Copleston Road London SE15 4AD
 Flat 19 Gisburn House Friary Estate SE15 1SE
 5 Glengall Terrace London SE15 6NW
 By Email SE1 5LP
 60 Dawes House Orb Street SE17 1RD
 By Emails SE1 5LX
 By Email SE1 5LX
 162 Caroline Gardens Asylum Road SE15 2SG
 C/O Southwark Law Centre
 15 Aylesbury Road London SE17 2EQ
 6 Sister Mabels Way London SE15 6UL

Re-consultation: 18/05/2018

Consultation responses received

Internal services

Economic Development Team
Public Health Team

Statutory and non-statutory organisations

Arqiva - digital communications
Environment Agency
Health & Safety Executive
Historic England
London Underground Limited
Metropolitan Police Service (Designing out Crime)
National Air Traffic Safeguarding Office
Natural England - London Region & South East Region
Thames Water - Development Planning
Transport for London (referable & non-referable app notifications and pre-apps)

Neighbours and local groups

Bird In Bush Road London SE15 1QP
By Email
By Email
By Email
By Email SE1 5LP
By Email SE1 5LX
By Emails SE1 5LX
C/O Southwark Law Centre
Enterprise House The Crest NW4 2HN
Flat 19 Gisburn House Friary Estate SE15 1SE
Flat 2 46 Manor Park SE13 5RL
Flat 6, Malswick Court 35 Tower Mill Road SE15 6FX
River Court The Old Mill Office Park GU7 1EZ
River Court The Old Mill Office Park GU7 1EZ
Rockgrove Way Bermondsey SE16 3UB
Unit 4 Barnwell Manor Estate PE8 5PL
12 Coopers Road Londno SE1 5HY
12 Copleston Road London SE15 4AD
15 Aylesbury Road London SE17 2EQ
16 Pinwood Road Warrington wa54na
16c Vicarage Road Strood ME24DG
162 Caroline Gardens Asylum Road SE15 2SG
180 Oxford Street W1D 1NN
3 Canal Grove London SE15 1LB
3 Credenhill House Ledbury Strest SE15 1BG
3 Nigel Road Peckham SE15 4NP
38 Reading House Friary Estate Green Hundred Road SE15 1RS
5 Glengall Terrace London SE15 6NW
5 Logan Close London E20 1EY
6 Canal Grove London SE15 1LB
6 Canal Grove London SE15 1LB
6 Sister Mabels Way London SE15 6UL
60 Dawes House Orb Street SE17 1RD
7 Canal Grove London SE15 1LB
7 Canal Grove London SE15 1LB
74 Friary Road London SE15 1PX
8 Whiston House Goldsmith Row E2 8SJ
9 Canal Grove London SE15 1LB