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<b>Item No.</b> 8.2	<b>Classification:</b> Open	<b>Date:</b> 20 July 2020	<b>Meeting Name:</b> Planning Committee
<b>Report title:</b>	<b>Development Management planning application:</b> Application 20/AP/0039 for: Full Planning Application  BIANCA WAREHOUSE, 43 GLENGALL ROAD, LONDON SE15		
	<b>Proposal:</b> Demolition of the existing building and erection of a new mixed use building of up to 15 storeys (plus lower ground and basement) (51.525m AOD) to provide a Halls of Residence for the London School of Economics and Political Science consisting of 676 student rooms, replacement commercial floorspace of 2,375sqm consisting of 1190sqm of B1c, and 1,185sqm of flexible B1c/D1/A3 Use as a Creative Commercial Centre that includes University related community uses, a community café; and new areas of public realm. 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.		
<b>Ward(s) or groups affected:</b>	Old Kent Road		
<b>From:</b>	Director of Planning		
<b>Application Start Date:</b> 09.01.2020	<b>Application Expiry Date:</b> 09.04.2020		
<b>Earliest Decision Date:</b> 02.04.2020			

## RECOMMENDATIONS

1. That the planning committee grant planning permission, subject to conditions and the applicant entering into an appropriate legal agreement.
2. In the event that the Section 106 Legal Agreement is not completed by 25 September 2020, that the director of planning be authorised to refuse planning permission, if appropriate, for the reasons set out in paragraph 268 of this report.

## EXECUTIVE SUMMARY

3. This application is for decision by the committee as it is a major application.
4. The proposal is for the redevelopment of the Bianca Art Storage warehouse at 43 Glengall Road to create new halls of residence with 676 student rooms for the London School of Economics (LSE), of which 35% will be let at GLA affordable student rate rents. The student accommodation scheme would have 2,375m<sup>2</sup> of replacement employment space including a Creative Commercial Centre and community café run by the LSE, the LSE Creative Commercial Centre forms part of this employment space.

Existing site: Aerial view

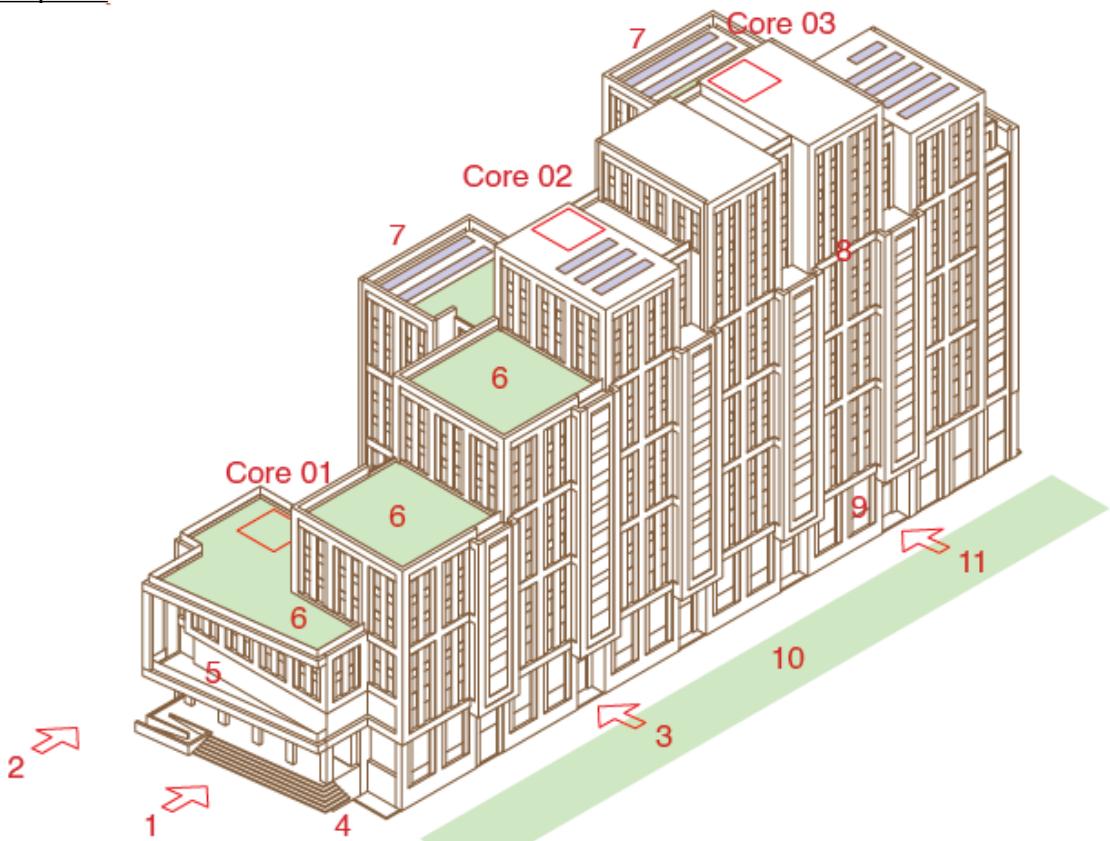


- A. Burgess Park
- B. Glengall Road Business Park
- C. Proposed Malt Street development
- D. Glengall Road

Proposal: CGI image



## Proposal



1. Entrance to Halls of Residence from Glengall Road
  2. Cycle entrance
  3. Entrance to employment and LSE Café and Community Centre from Bianca Road
  4. Landscaped public realm
  5. Common Room with views over Burgess Park
  6. Stepped terraces
  7. Additions
  8. Student bedrooms
  9. Employment / LSE outreach space (2,375m<sup>2</sup>)
  10. Linear Park
  11. Access to Employment
5. The Applicant, London School of Economics and Political Science (LSE) is one of the leading social science universities and a world leading centre for research. Founded in 1895, LSE has 11,100 students made up of 5,900 undergraduates and 5,200 postgraduates. LSE has a strong history in Southwark with student accommodation and teaching facilities in the north of the borough. The School seeks to offer accommodation to all new LSE students in London.
  6. The site is located less than 30 minutes from the LSE by direct bus and within easy cycle distance. Students could have access to the greenspaces and sports facilities offered by Burgess Park which would promote wellbeing, good mental health and encourage a healthy lifestyle. Students also able to interact with the local communities in the area, including the Glengall Wharf community garden opposite the proposed development.

7. LSE is committed to providing a genuinely affordable high-quality Halls of Residence, and in accordance with the new London Plan Policy H15 a minimum of **35%** of the rooms in the development (**236 rooms**) will be let at affordable rents. These are defined as **55%** of the maximum student maintenance loan for living costs which currently equates to **£169/week** (academic year 2018/19). The Schools ambition is that the balance of the remaining **440 rooms (65%)** will also be let at rates that are discounted to the market rent.
8. This development would be owned and operated by LSE, predominantly for post-graduate students enrolled at the University. A payment in lieu of £1,200,000 is proposed for offsite affordable housing to be delivered through the council's own programmes as it is not practical to include conventional affordable housing on site. The sum offered is substantially in excess of the maximum amount which could be supported as evidenced by the viability assessment.
9. The proposed design and massing meets the requirements of the OKrd AAP with the buildings height reducing towards Burgess Park and the Glengall Road conservation area, and the plan of the building stepping back from the site boundary to contribute to the new linear park space. The proposal takes the form of a brick clad building that steps from a height of four storeys fronting Glengall Road up to a maximum height of 15 storeys before stepping down to 11 storeys at its eastern edge to match the height of the adjoining Malt Street residential project (17/AP/2773). The proposed building acts as an intermediary between the lower scale townscape of Glengall Road and the taller development further east along Bianca Road. Planning obligations would secure in lieu affordable housing payment and reviews of the viability at late stages. Employment, end user of the student accommodation and management arrangements and public realm and transport improvements and highway works. It would also secure the rents and management arrangements for the student accommodation, and the use and access to the Creative Commercial Centre and community cafe space. The proposed conditions would ensure the development accords with policies relating to archaeology, trees, design, transport, ecology, landscaping, amenity, flooding and energy.
10. This development would help to deliver a number of the key aspirations of the Old Kent Road Area Action Plan including the provision of new higher education facilities as required by AAP13, which in turn would contribute to establishing a new lively town centre as set out in policy AAP7. The scheme would provide new business workspace, including affordable workspace that would complement existing creative workspace at Space Studios, and new workspace consented opposite the site at 49-53 Glengall Road and within the Malt Street development. The provision of a key part of the linear park project would link these developments via a greatly enhanced landscape setting to Burgess Park whilst the community Café would provide affordable and healthy food options and help address issues of health and obesity. It would also have a good fit with the Glengall Wharf project, with students having access to that project, making use of the space and helping to support it. The association of a major international institution with Old Kent Road would be a first for the Old Kent Road and would raise confidence in the areas regeneration. Local businesses would benefit as would the local community through the LSEs outreach programme.
11. Whilst the current crises on Covid-19 has generated some uncertainty the LSE had planned for works to commence on site in October 2020 with the intention to complete and open for the academic year in Autumn 2023.

## **BACKGROUND INFORMATION**

### **Site location and description**

12. The application site is located to the corner site of Bianca Road and Glengall Road which is occupied by an industrial warehouse building currently used for Art Storage (B8 use). The Company that currently occupy this site is relocating to Heathrow where new premises are being constructed. Two full time employees presently work from the site.
13. The site is 0.39 ha in area and is bounded by Bianca Road to the south, Glengall Road to the west and industrial land to the north and east. The site is currently designated as 'Strategic Preferred Industrial Land (SPIL)'. The site is within site allocation OKR10 of the 2017 Draft Old Kent Road Area Action Plan (AAP), where mixed use development is encouraged.

### **The surrounding area**

14. The area is largely within an industrial setting. Immediately to the south of the site, is 49-53 Glengall Road (17/AP/4612), which currently occupied by a packaging business, but has planning permission for a mixed use redevelopment.
15. To the west of Glengall Road is an area of Metropolitan Open Land (MOL) covering the Surrey Linear Canal Park and Burgess Park. Burgess Park is also a Site of Important Nature Conservation (SINC). To the north of the site is the Glengall Road industrial estate which is to be retained as SPIL. There are a number of listed terrace houses on either side of Glengall Road to the north of the site which are within the Glengall Road Conservation Area.
16. As noted earlier, the site is within the Old Kent Road regeneration area and is proposed to be a designated as part of a major town centre and it is also within the Air Quality Management Area, Archaeological Priority Zone and Flood Zone 3.

### **Details of proposal**

17. Full planning permission is sought for demolition of the existing building and erection of a new mixed use building of up to 15 storeys (plus lower ground and basement) (53.495m AOD) to provide 'Halls of residence' consisting of 676 student rooms, replacement of commercial floorspace of 2,375sqm (consisting of 1190sqm of B1c, and 1,185sqm of flexible B1c/D1/A3 Use) as a creative commercial centre that includes University related uses; and new public realm.
18. The development includes the replacement of commercial/employment floorspace on the upper ground and lower ground floors to provide a Creative Commercial Centre that can accommodate traditional B1c uses as well as new community spaces which will be owned and operated by the LSE (flexible B1c/D1). The LSE space is intended to be an events space for a variety of tailored programmes with postgraduate students and visiting lecturers, a community café, graduate workshops/studios for start-up businesses, and studio spaces where students can develop a mentorship programme with local residents, also identified as 'LSE Generate'.

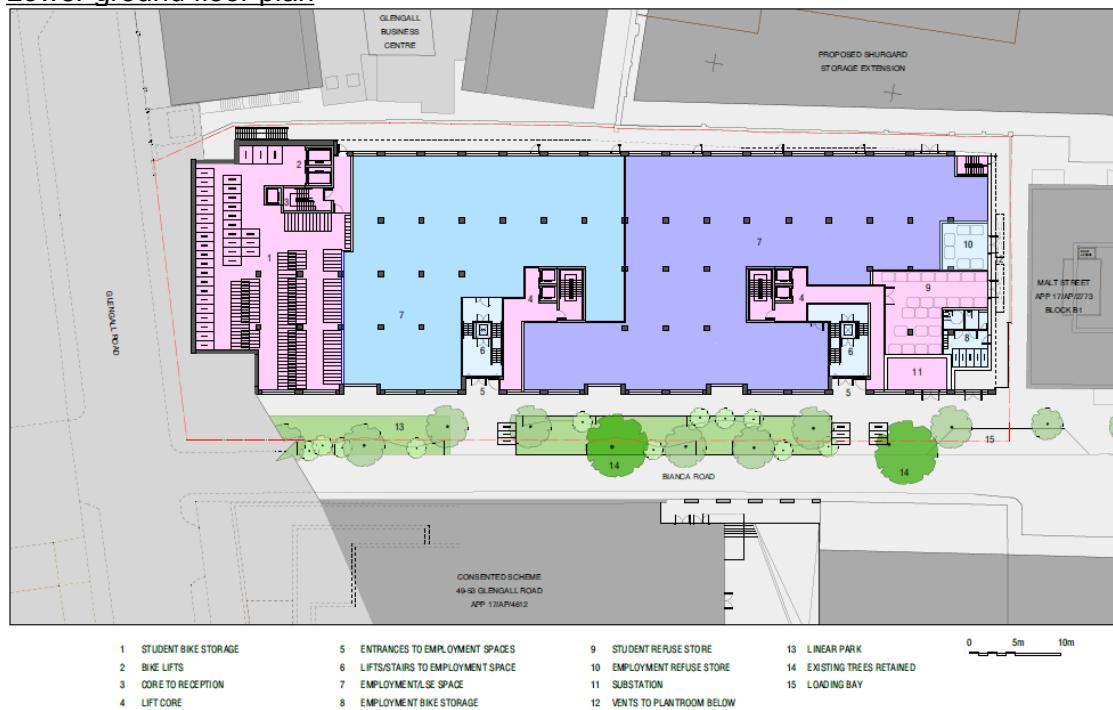
### LSE Creative Commercial Centre and Community café

19. As a vital part of the employment space, the proposed will include a Creative Commercial centre with a community café. This space will be operated by *LSE Generate* who are set up within the School to support and scale socially-driven student

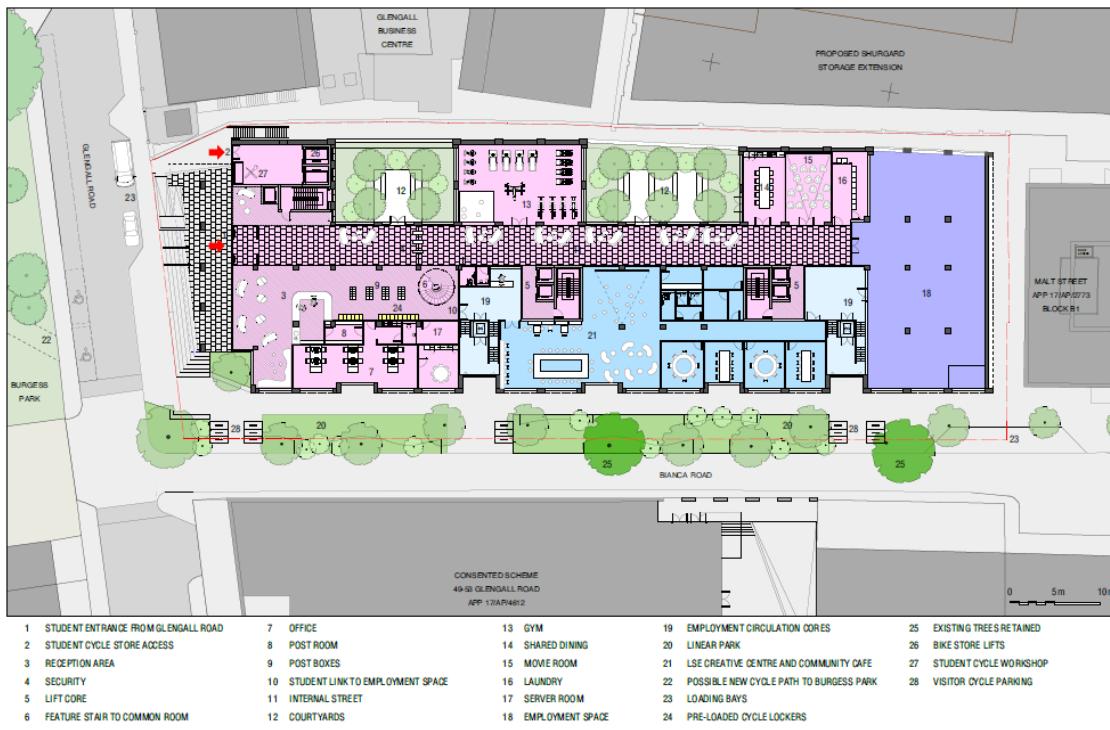
and alumni ventures and it would also support ventures from local people and provide space to organise events for the local community. The LSE space is proposed as flexible B1c/D1 and is intended to include an events space for talks and debates with postgraduate students and visiting lecturers, a community café, graduate workshops/studios for start-up businesses, and studio spaces where students can develop a mentorship programme with local residents.

20. The employment floorspace will be delivered on the upper and lower ground floors of the proposed building. Half of this will be owned and managed by LSE with the remainder of the commercial floorspace to be let to third parties as more conventional B1c Light Industrial space.

Lower ground floor plan



## Upper ground floor plan



## **Planning history**

- See Appendix 1 for any relevant planning history of the application site.

### Pre-application advice

- Pre-application advice was provided in advance of the submission of this application, details of which are held electronically by the Local Planning Authority which focussed on the design and height of the proposal, impacts upon adjoining neighbours, affordable housing provision and the internal layout of the proposed accommodation. The pre-application documents are held electronically.

## **KEY ISSUES FOR CONSIDERATION**

### **Summary of main issues**

- The main issues to be considered in respect of this application are:
  - Principle of the proposed development in terms of land use;
  - Mix, affordable student housing and viability ;
  - Dwelling mix including wheelchair housing;
  - Density;
  - Quality of residential accommodation;
  - Design, layout, heritage assets and impact on Borough and London views;
  - Landscaping and trees;
  - Outdoor amenity space and public open space;
  - Impact of proposed development on amenity of adjoining occupiers and surrounding area;

- Transport and highways;
- Noise and vibration;
- Energy and sustainability;
- Ecology and biodiversity;
- Air quality;
- Ground conditions and contamination;
- Water resources and flood risk;
- Archaeology;
- Wind microclimate;
- Health impact assessment;
- Socio-economic impacts;
- Impact on Metropolitan Open Land (MOL);
- Planning obligations (S.106 undertaking or agreement);
- Mayoral and borough community infrastructure levy (CIL);
- Community involvement and engagement;
- Consultation responses, and how the application addresses the concerns raised;
- Community impact and equalities assessment;
- Human rights;
- Positive and proactive statement; and
- Other matters.

24. These matters are discussed in detail in the ‘Assessment’ section of this report.

### **Legal context**

25. 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.
26. 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**

27. The statutory development plans for the Borough comprise the National Planning Policy Framework 2019, London Plan 2016, Southwark Core Strategy 2011, and saved policies from The Southwark Plan (2007 - July). The site also falls within the area covered by the draft Old Kent Road Area Action Plan (December 2017).
28. Southwark Plan 2007 (July) – saved policies

In 2013, the council resolved to ‘save’ all of the policies in the Southwark Plan 2007 unless they had been updated by the Core Strategy with the exception of Policy 1.8 (location of retail outside town centres). Paragraph 213 of the NPPF states that existing policies should not be considered out of date simply because they were adopted or made prior to publication of the Framework. Due weight should be given to them, according to their degree of consistency with the Framework. The relevant policies of the Southwark Plan 2007 are:

Policy 1.7 Development within Town and Local Centres  
 Policy 3.2 Protection of Amenity  
 Policy 3.11 Efficient Use of Land

Policy 3.12 Quality in Design  
Policy 3.14 Designing Out Crime  
Policy 3.15 Conservation of the historic environment  
Policy 3.16 Conservation Areas  
Policy 3.18 Setting of Listed Buildings, Conservation Areas and World Heritage Sites  
Policy 3.25 Metropolitan Open Land (MOL)  
Policy 3.28 Biodiversity  
Policy 4.4 Affordable Housing  
Policy 4.5 Wheelchair Affordable Housing  
Policy 4.7 Non Self-Contained Housing for Identified User Groups  
Policy 5.2 Transport Impacts  
Policy 5.3 Walking and Cycling  
Policy 5.4 Public Transport Improvements  
Policy 5.6 Car Parking

Core Strategy (2011)

29. The Core Strategy was adopted in 2011 providing the spatial planning strategy for the borough. The strategic policies in the Core Strategy are relevant alongside the saved Southwark Plan (2007) policies. The relevant policies of the Core Strategy 2011 are:

Strategic Policy 2 Sustainable Transport  
Strategic Policy 4 Places for Learning, Enjoyment and Healthy Lifestyles  
Strategic Policy 6 Homes for People on different incomes  
Strategic Policy 8 Student Homes  
Strategic Policy 12 Design and Conservation  
Strategic Policy 13 High Environmental Standards

### **Supplementary Planning Documents**

30. Sustainable design and construction SPD (2009)  
Sustainability assessments SPD (2009)  
Sustainable Transport SPD (2010)  
Affordable housing SPD (2008 - Adopted and 2011 - Draft)  
Technical Update to the Residential Design Standards SPD (2011 and 2015)  
Section 106 Planning Obligations and Community Infrastructure Levy SPD (2015)  
Development Viability SPD (2016)  
Student Housing Study (March 2011)

The London Plan 2016

31. The London Plan is the regional planning framework and was adopted in 2016. The relevant policies of the London Plan 2016 are:

Policy 2.15 Town Centres  
Policy 3.8 Housing Choice  
Policy 3.18 Education Facilities  
Policy 4.6 Support for and Enhancement of Arts, Culture, Sport and Entertainment  
Policy 6.9 Cycling  
Policy 6.13 Parking  
Policy 7.8 Heritage Assets and Archaeology  
Policy 7.19 Biodiversity and Access to Nature

32. The following Supplementary Planning Guidance issued by the GLA are material considerations:

Homes for Londoners: Affordable Housing and Viability SPG (2017)

*Emerging planning policy*

New Southwark Plan

33. 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. The New Southwark Plan Proposed Submission Version: Amended Policies January 2019 consultation closed in May 2019. These two documents comprise the Proposed Submission Version of the New Southwark Plan.

These documents and the New Southwark Plan Submission Version (Proposed Modifications for Examination) were submitted to the Secretary of State in January 2020 for Local Plan Examination. The New Southwark Plan Submission Version (Proposed Modifications for Examination) is the council's current expression of the New Southwark Plan and responds to consultation on the NSP Proposed Submission Version. This version will be considered at the Examination in Public (EiP).

34. It is anticipated that the plan will be adopted in 2021 following an EiP. As the NSP is not yet adopted policy, it can only be attributed limited weight. Nevertheless paragraph 48 of the NPPF states that decision makers may give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan, the extent to which there are unresolved objections to the policy and the degree of consistency with the Framework. Draft policies most relevant to this application are:

Policy P1 Social rented and intermediate housing  
Policy P5 Student homes  
Policy P12 Design quality  
Policy P17 Efficient use of land  
Policy P20 Conservation of the historic environment and natural heritage  
Policy P34 Towns and local centres  
Policy P46 Community uses  
Policy P49 Highways impacts  
Policy P50 Walking  
Policy P52 Cycling  
Policy P54 Parking standards for disabled people and the mobility impaired  
Policy P55 Protection of amenity  
Policy P59 Biodiversity  
Policy P60 Trees  
Policy P63 Contaminated land and hazardous substances  
Policy P67 Reducing flood risk  
Policy IP3 Community infrastructure levy (CIL) and section 106 planning obligations

Old Kent Road Area Action Plan (OKR AAP)

35. The council is preparing an Area Action Plan for Old Kent Road (OKR AAP) 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.

AAP 6 Businesses and Workspace

AAP 7 Town centre, leisure and entertainment

AAP 10 Parks streets and open spaces-The Greener Belt

AAP 13 Best start in life

#### Draft New London Plan

36. The draft New London Plan was published on 30 November 2017 and the first and only stage of consultation closed on 2nd March 2018. Following an Examination in Public, the Mayor then issued the Intend to Publish London Plan.

The Secretary of State responded to the Mayor in March 2020 where he expressed concerns about the Plan and has used his powers to direct changes to the London Plan. The London Plan cannot be adopted until these changes have been made.

The draft New London Plan is at an advanced stage. Policies contained in the Intend to Publish (ItP) London Plan published in December 2019 that are not subject to a direction by the Secretary of State carry significant weight. Paragraph 48 of the NPPF states that decision makers may give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan, the extent to which there are unresolved objections to the policy and the degree of consistency with the Framework.

Policy D3 Inclusive Design

Policy D5 Accessible housing

Policy SD6 Town Centres

Policy H3 Monitoring Housing Targets

Policy H17 Purpose Built Student Accommodation

Policy G6 Biodiversity and Access to Nature protects Sites of Importance for Nature Conservation

Policy G7 Trees and Woodlands

Policy HC1 Heritage Conservation and Growth

Policy T5 Cycling

Policy T6.1 Residential Parking

37. The National Planning Policy Framework (NPPF) February 2019

The revised National Planning Policy Framework ('NPPF') was published in February 2019 which sets out the national planning policy and how this needs to be applied. The NPPF focuses on sustainable development with three key objectives: economic, social and environmental. Paragraph 212 states that the policies in the Framework are material considerations which should be taken into account in dealing with applications.

2 Achieving sustainable development

5 Delivering a sufficient supply of homes

7 Ensuring the vitality of town centres

8 Promoting healthy and safe communities

9 Promoting sustainable transport

11 Making effective use of land

12 Achieving well designed places

15 Conserving and enhancing the natural environment

16 Conserving and enhancing the historic environment

#### *Consultation*

38. Details of consultation undertaken in respect of this application are set out in Appendices 1 and 2.
39. Statutory consultation was undertaken on the proposed development including neighbouring letters, site notices and a press notice in Southwark News. The applicant undertook community engagement consulting on the proposals prior to the submission of the planning application, and during the course of the application, resulting in some amendments to the scheme. Further information can be found in paragraph 271-275 below.

#### Summary of consultation responses

40. A total of 10 consultation responses have been received from residents and businesses, 4 of which are objecting to the proposed scheme. Summarised below are the material planning considerations raised by members of the public:
  - Affect local ecology
  - Conflict with local plan
  - Increase in traffic
  - Increase of pollution
  - Noise nuisance
  - Out of keeping with the character of area
  - Inadequate public transport provisions
  - Development too high
  - General dislike of proposal
  - Increase in traffic
  - Increase of air pollution
  - Loss of privacy.
41. The comments in support were regarding the following:
  - The height and form of the building's step down to the park is a positive part of the design and access through the site, as an essential part of the green link to the Old Kent road.
  - A new development – A university institution (LSE) would bring a good mix to the area.
  - The wider benefit of LSE for local area and wider community.
  - The plans are sympathetic to being in a residential road and close to Burgess Park.
  - Involvement of students into the local area with organisations like Glengall Wharf Garden, where we would benefit hugely from their support.
  - The opportunity for local residents to use the proposed community space, LSE Creative in the building.

#### **Assessment**

##### **Principle of the proposed development in terms of land use**

###### Re-provision of B1c industrial Use on site

42. Strategic Policy 10 of the Core Strategy states that the SPIL will be protected for industrial and warehousing uses. The Application Site sits within a Preferred Industrial Location (PIL) under the current Southwark Plan, in which industrial use is encouraged under the Saved Policy 1.2 and Core Strategic Policy.

43. The re-provision of B1c light industrial workspace is a key part of the proposals. It is important to make sure that the provision of the space meets the needs of local users. This is in line with the aspirations of OKR AAP to ensure there is no net loss of industrial capacity. The space has been planned to take into account a range of future occupiers in mind and the fit-out will be required by condition. At the upper ground level, all spaces will be accessible from a central core with a large goods lift with servicing provided on street.
44. Whilst the Draft New London Plan identifies Southwark as a place to retain industrial capacity; Policy E5 states that development proposals for uses in SILs other than industrial and related functions (including residential development, retail, places of worship, leisure and assembly uses), should be refused except in areas released through a strategically co-ordinated process of SIL consolidation.
45. The application site is located within the Old Kent Road Opportunity Area, within Sub Area 2. Southwark has ambitious targets for the Old Kent Road Opportunity Area with the aim of providing 10,000 additional jobs and 20,000 new homes, in which 7,000 of these would be affordable new homes. The Old Kent Road Area Action Plan (OKR AAP) has been published for consultation which places the site within site allocation OKR10 (Land Bounded by Glengall Road, Latona Road and Old Kent Road) which has an indicative capacity of 4,200 new homes and 3,100 new jobs.
46. The re-allocation of the site from SIL forms part of a strategically co-ordinated process of SIL consolidation within the Old Kent Road Opportunity Area. The phasing of development in advance of the BLE and the re-allocation, de-designation and intensification of SIL as proposed within the OKR AAP, has been subject to extensive discussions and rigorous review by LB Southwark and GLA with both parties agreeing a consistent approach to bring forward the mixed use redevelopment of the Old Kent Road Opportunity Area. This agreed position proposes the application site to be within Phase 1 of the OKR AAP and for it to be de-designated as SIL.
47. Whilst the OKR AAP and NSP are yet to be adopted, the NSP is due to go through a final round of public consultation and through its Examination in Public in early 2021, with the AAP to follow in mid 2021, so they are both relatively at advanced stages in the adoption process. Therefore, in accordance with paragraph 48 of the NPPF, the re-allocation of the site as SIL in the NSP and AAP is a material planning consideration and holds some weight in the decision making process.
48. The Application Scheme proposes commercial accommodation across the upper and lower ground floors with a total employment floorspace of 2,375sqm. The proposed employment floorspace therefore provides an uplift of 3sqm of commercial floorspace, as well as a significant uplift in employment numbers on site above the two persons employed at the current premises.
49. Part of the Creative Centre will be owned and managed by LSE, the remainder of the commercial floorspace would be let to third parties as more conventional B1c Light Industrial space. The LSE Creative centre is proposed as flexible B1c/D1 and is intended to include an events space for talks and debates with postgraduate students and visiting lecturers, a community café, graduate workshops/studios for start-up businesses, and studio spaces where students can develop a mentorship programme with local residents.
50. The Application Scheme has been designed with the aim of providing a range of employment opportunities. As outlined in the Design and Access Statement, the proposed commercial floorspace has been designed to be as flexible as possible to

accommodate a wide range of Class B1 uses. The commercial floor plates are open plan and can easily be subdivided to create spaces to suit occupiers with different needs and will be fitted with ‘knock out panels’ to allow the floor to ceiling heights to be increased even further if necessary.

51. Floor to ceiling heights will be 3.5 metres across all of the commercial floorspace and floors will be designed to take heavy loads. Appropriate sound insulation to ensure the future uses do not lead to undue noise disturbance to neighbouring residential properties or the student accommodation above.
52. The Application Scheme provides uplift in commercial floorspace on site with a significant uplift in the employment density.
53. The development complies with the draft Policies of the NSP and Old Kent Road AAP by increasing employment floorspace..The LSE employment space is a unique offering that is in accordance with the intent for the Old Kent Road AAP to increase employment in the plan area, it will complement nearby commercial uses and will also benefit the local community.
54. Given the re- provision of flexible commercial floorspace and increase in industrial capacity on site, the Application Scheme is in accordance with London Plan Policy 4.1, Draft London Plan Policy E5, Core Strategy 10, Policy 1.2 of the saved UDP and Policy P26 of the emerging New Southwark Plan. It is also in accordance with Policy AAP6 of the Draft OKR AAP in providing a substantial contribution towards the target of 3,100 jobs for the OKR10 site allocation.

#### Delivery of Student Accommodation

55. Core Strategy strategic policy 8 seeks to allow development of student homes within town centres and places with good access to public transport and the New Southwark Local Plan continues with this ethos, supporting student housing but only in locations which are appropriate for this use and where it would not affect delivery of conventional housing. Whilst the site isn't currently in a defined town centre the draft Old Kent Road AAP proposes to create new district town centres and this site would be located in one of the new town centres. The Old Kent Road is a good location for LSE to accommodate new student halls given the direct bus links (no 172 bus – 25 minutes) and relatively short cycle distance (25 minutes) to the LSE Campus at Aldwych. Although the Application Site has a PTAL rating of 3, the bus stops are only a 6 minute walk from the Site and have a PTAL rating 6a which in addition to the direct LSE service, provide 6 different bus services to locations across central London including 24 hour services.
56. The location directly opposite Burgess Park is also ideal for LSE with students being able to make use of the recreation facilities and other local amenities.
57. The NPPF does not define residential use as a main town centre use, but it does state that residential development can play an important role in ensuring the vitality of town centres and should be encouraged on appropriate sites. The principle of student accommodation on this site would however be appropriate due to the proposed Town Centre location, excellent level of public transport accessibility and overall accessibility to established higher educational facilities.
58. Policy SD6 Town Centres of the Draft London Plan encourages the enhancement of London's town centres through a diverse range of uses including employment, business space, shopping, culture, leisure, night-time economy, tourism, civic, community, social

infrastructure and residential development.

59. Therefore, the principle of student accommodation on this site is considered appropriate. The site is well connected to established higher educational facilities and would help in achieving a mixed and balanced community as part of the Old Kent Road regeneration. Having students in the area would contribute positively to the Town centre approach as set out in OKR AAP 7 ‘Town centre, leisure and entertainment’.
60. Student housing is considered as non self-contained accommodation and a ‘sui generis’ use in the Use Classes Order. Student housing is however considered as housing for monitoring purposes through the council’s and the GLA’s monitoring reports. The Core Strategy sets a target of providing at least 24,450 net new homes between 2011 and 2026. The London Plan (2016) sets Southwark a ten year target of 27,362 homes between 2015 and 2025, i.e. a rate of 2,736 per year. It is noted that the draft New London Plan sets lower targets for the borough (of 23,550 over 10 years) compared with the adopted London Plan of 27,362 over ten years.
61. Policy H3 Monitoring Housing Targets of the Draft London Plan states that student housing contributes towards meeting a Borough’s housing targets at a ratio of 3:1. As such, the proposed 676 student rooms will contribute the equivalent of 225 new residential dwellings towards Southwark’s housing targets. Further, the draft London Plan sets an overall strategic requirement for purpose built student accommodation of 3,500 bed spaces to be provided annually. The proposed student accommodation will therefore assist Southwark and London as a whole in meeting housing need targets as well as providing much needed accommodation for post-graduate students at the London School of Economics
62. The New London Plan updates the ratio to 2.5:1. With 676 student rooms proposed, the development would count as 270 homes towards meeting the council’s housing targets.
63. The OKR10 site allocation area in the Old Kent Road Area Action plan has an indicative capacity of 4,200 new homes and 3,100 jobs. The site allocation requires that redevelopment must replace existing employment floorspace and provide a range of employment spaces. OKR 10 is set to deliver 4,500 new homes without the delivery of housing on this site, and therefore the Application Site is not required to help meet the council’s housing targets for the area, because it would be delivered on other sites which have currently been given planning approval or are currently at pre-application stages.
64. The proposed student housing scheme would not compromise the council’s ability to meet its strategic housing targets set in the Core Strategy and London Plan, particularly as student housing contributes towards the borough’s housing targets..
65. There is support for student housing in the adopted Southwark policies, London Plan and Mayor of London’s Housing SPG, and within the emerging Old Kent road AAP, New Southwark Plan and draft London Plan. These policies are summarised below:
66. London Plan policy 3.18 ‘Education facilities’ requires boroughs to support and maintain London’s international reputation as a centre of excellence in higher education, and part b of policy 4.10 ‘New and emerging economic sectors’ requires boroughs to “give strong support for London’s higher and further education institutions and their developments, recognising their needs for accommodation”. London Plan policy 3.8 ‘Housing choice’ requires local planning authorities to identify the ranges of needs likely to arise within their areas and ensure that (h) “strategic and local requirements for student housing meeting a demonstrable need are addressed by working closely with stakeholders in

higher and further education and without compromising capacity for conventional homes". The supporting text in paragraphs 3.52-3.53C set out further detail, including reference that there could be a requirement for some 20,000-31,000 student places over the ten years to 2025, but that "addressing these demands should not compromise capacity to meet the need for conventional dwellings". The supporting text also notes that Southwark is one of four central boroughs where 57% of provision for new student accommodation has been concentrated, reflecting the clustering of the HEIs in and around central London.

67. The Mayor of London's Housing SPG in section 3.9 states that specialist student accommodation makes an essential contribution to the attractiveness of London as an academic centre of excellence.
68. Saved policy 4.7 of the Southwark Plan relates to non-self contained accommodation (including student accommodation), and states that it will normally be permitted where 1) the need for and suitability of the accommodation can be demonstrated; 2) its provision does not result in a significant loss of amenity to neighbouring occupiers; 3) there is adequate infrastructure in the area to support any increase in residents and; 4) a satisfactory standard of accommodation, amenities and facilities are provided.
69. These requirements of saved policy 4.7 link into the Residential Design Standards SPD, which sets out at section 4.3 sets out the further information required of a student housing scheme:  
"Student housing can be in the form of halls of residence, cluster flats or self contained units. To ensure that the appropriate levels of student accommodation are supplied in the borough without prejudicing the development of general needs housing, planning applications for student accommodation will have to be accompanied with evidence that there is an identified need for this type of housing, including:
  - A letter from a recognised educational establishment
  - Confirmation that the accommodation will be affordable to the identified user group
  - Details of security arrangements
  - Details of the long-term management and maintenance arrangements of the student accommodation."
70. In terms of emerging policy, both the draft London Plan and draft New Southwark Plan have specific student housing policies.
71. Draft London Plan policy H15 'Purpose-built student accommodation' states in part A that boroughs should seek to ensure the local and strategic need for purpose-built student accommodation is addressed provided that; 1) the development contributes to a mixed and inclusive neighbourhood; 2) it is secured for students; 3) the majority of bedrooms and all affordable student accommodation is secured through a nomination agreement for occupation by students of one or more higher education providers; 4) the maximum level of accommodation is secured as affordable student accommodation and; 5) the accommodation provides adequate functional living space and layout. Part B of emerging policy H15 states that boroughs, student accommodation providers and higher education providers are encouraged to deliver student accommodation in locations well-connected to local services by walking, cycling and public transport, as part of mixed-use regeneration and redevelopment schemes.
72. The supporting text for draft policy H15 states that purpose built student accommodation contributes to meeting London's overall housing need, and is not in addition to need. It requires 3,500 student bed spaces to be provided annually across

London; this is a higher annual figure than the range of the adopted London Plan, suggesting that the need for student housing has increased since 2016. This strategic London-wide need has not been broken down into borough-level targets in the draft London Plan. To demonstrate there is a need for new student housing development; accommodation must be operated directly by an HEI or have an agreement in place with one or more HEIs to provide housing for its students (i.e. a nomination agreement).

73. The draft New Southwark Plan policy P5 states:

“Development of purpose-built student housing must:

1. Provide 10% of student rooms as easily adaptable for occupation by wheelchair users; and
2. When providing direct lets at market rent, provide 35% of the Gross Internal Area of the floor space as conventional affordable housing, as per policy P4, as a first priority. In addition to this, 27% of student rooms must be let at a rent that is affordable to students as defined by the Mayor of London; or
3. When providing student rooms for nominated further and higher education institutions at affordable student rents as defined by the Mayor of London, provide 35% conventional affordable housing subject to viability, as per policy P4.”

74. There is a need for more student accommodation across London which needs to be balanced with making sure Southwark has enough sites for other types of homes, including affordable and family housing. The affordable housing element of the current application is considered further in a separate section below.
75. The evidence base behind the NSP includes a background paper on student housing (dated December 2019). It refers to the council’s Strategic Housing Market Assessment (SHMA) Update 2019 which found that over 21,000 students aged 20 or above live in the borough during term time, and 23,500 places at HEIs in Southwark. At least 50% of these students live in private rented accommodation, and 15% live with their parents. There are some 7,800 bed spaces in purpose built student accommodation in the borough for London South Bank University, King’s College, University of the Arts, and in independent halls of residence. The evidence base background paper also refers to the SHMA confirming an acute need for affordable homes in the borough of 2,077 net affordable homes annually, which is a significant increase from the 2014 SHMA of 799 affordable homes annually.
76. When assessing the principle of a student housing scheme, these policies require consideration of the need for student housing, the location of the proposal, and management of the student accommodation. Later sections of this report will consider the affordable housing, quality of accommodation and transport aspects of this proposal that are referred to in these policies as well.

#### Need for student housing

77. Policy 3.8 Housing Choice of the London Plan seeks to provide choice of accommodation for all Londoners including students. The Major encourages boroughs to ensure that strategic and local requirements for student housing meeting a demonstrable need are addressed by working closely with stakeholders in higher and further education and without compromising capacity for conventional homes.
78. The draft London Plan sets an overall strategic requirement for purpose built student accommodation of 3,500 bed spaces to be provided annually and Policy H17 Purpose-

built student accommodation states that boroughs should seek to ensure that local and strategic need for purpose-built student accommodation is addressed.

79. There are several HEIs in the Borough, including London South Bank University, Kings College London, UAL and LSE with teaching facilities and student accommodation. There are a number of developments providing direct let student housing in the borough. All occupiers of the student residential accommodation within the application scheme will be students registered as attending London School of Economics. It would contribute towards to Southwark and London's stock of purpose built student accommodation.
80. The council's student housing background paper in the NSP evidence base sets out the student schemes at that time. An update is set out below. There are nine live / recently approved planning applications that include student housing. Of these nine applications: three are the Spa Road scheme, the Alscot Road scheme and the Canada Water Masterplan which have been granted planning permission; Capital House has a resolution to grant; 272 St James Road was allowed at appeal; and four are live applications at 89-111 Borough High Street, Paris Gardens and Eagle Wharf in Peckham, and this site at Glengall Road. The eight schemes if approved and come forward would total 3,023 student rooms, with no figure put to the Canada Water outline scheme given the inherent flexibility within the masterplan.
81. The application site is not within the vicinity of other purpose built student housing schemes in the borough. The proposal is considered to address a need for student housing within London and would serve mainly for students at LSE. Providing student housing in this location would assist in freeing up private rental housing which is currently occupied by students for conventional housing needs.
82. The proposed student accommodation would assist Southwark Council and London as a whole in meeting housing need targets as well as providing much needed accommodation for students at the London School of Economics. In this respect, the application addresses London Plan policy 3.8 and draft London Plan policy H17.

#### Location

83. The principle of student accommodation on this site is appropriate due to the proposed town centre location, excellent level of public transport accessibility and relative proximity to LSEs established higher educational facilities.

#### Management

84. A student management strategy has been provided, to address the two requirements of the Residential Design Standards SPD. The proposed development would be direct let by the LSE and managed by the LSE. There would be 24/7 security on the site and it is recommended that mitigation of any potential noise disturbance by students be secured through the recommended Student Management Plan condition and also by the S106 legal agreement. This would ensure robust management of student occupation of the rooms including a prohibition on students bringing vehicles to the locality and to detail the moving in/out arrangements to minimise disruption to the public highway.
85. The halls of residence will operate on 51-week contracts for graduate students so there are no proposed summer lettings.
86. LSE has a provides a tailored service for its student residents, "Residential Life". The residential life team oversee pastoral support whilst students are living in halls. The

team will actively seek a working relationship with residents in the area including Glengall Road, local Tenant and Resident's Associations (TRAs) and local community organisations. Local residents and organisations are welcomed to use the new LSE Generate space for activities and events.

87. Security personnel will staff the reception desk out of hours, including weekends. All staff are trained to coordinate any emergency response. More details on security can be found further in this report.
88. It is anticipated that the information provided within the various sections of the Student Management plan would be managed for the benefit of the student residents, the University and the convenience of neighbours and adjoining businesses.
89. In conclusion, the student housing element of the proposal would be in compliance with national, strategic and local policies and guidance that encourage the provision of mixed use development on underused and underdeveloped brownfield sites. It accords with the NPPF (2019) by maximising the contribution from brownfield land and making the most effective use of land to deliver much needed student accommodation (equating to the equivalent of 23,550 dwellings over 10 years for the purposes of the GLA housing targets for Southwark) alongside a Creative Commercial Space and community cafe for the benefit of LSE post graduate students and the local community. The site is in a proposed town centre and in a highly accessible location close to public transport, shops and services.
90. It is recommended that if permission were granted, it should be subject to planning obligations to secure the following:
  - All occupiers of the student residential accommodation within the application scheme will be students registered at LSE or a nomination Higher Education Institution based in the London Borough of Southwark. Outside of term time, the rooms could be made available to students on courses at other London colleges or universities.
  - 35% of rooms to be let at GLA affordable rents, defined as a maximum of 55% of the student maintenance grant and 65% of student room rents are limited to those set out in the application (ranging from £215 to £250 per week) subject to indexation.
  - An on-going student management plan.
  - Part-provision of the 1,185sqm of flexible B1c/D1/A3 on the lower and upper ground floor space including the LSE Creative centre, opened to the local community. A more detailed operation and management plan should be submitted for approval prior to occupation.

### **Environmental impact assessment**

91. The scale of development proposed by this application does not reach the minimum thresholds established in the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 that would otherwise trigger the need for an environmental impact assessment. The proposal's location and nature do not give rise to significant environmental impacts in this urban setting sufficient to warrant a requirement for an EIA. The proposed development does not constitute a scheme requiring an EIA.

### **Affordable Student Housing and Viability**

92. London Plan policy 3.8 states that the provision of affordable family housing should be a strategic priority for borough policies, and policy 3.9 promotes mixed and balanced communities (by tenure and household income). Further details on the definition of affordable housing, targets, and requiring the maximum reasonable amount of affordable housing on major schemes are included in policies 3.10, 3.11, 3.12, and 3.13 of the London Plan.
93. Policy H17 Purpose Built Student Accommodation of the Draft London Plan seeks to ensure that local and strategic needs for purpose built student accommodation is addressed provided that the use of accommodation is secured for students; at least 35% of the accommodation is secured as affordable student accommodation; and the accommodation provides adequate living space and layout.
94. Core Strategy policy 8 ‘Student homes’ requires 35% of student developments as affordable housing, in line with policy 6 ‘Homes for people on different incomes’ which requires as much affordable housing on developments of ten or more units as is financially viable, and at least 35%.
95. Saved policy 4.4 “Affordable housing” of the Southwark Plan seeks at least 35% of all new housing as affordable, and a tenure split of 70% social rented to 30% intermediate in the urban zone.
96. The council’s adopted Affordable Housing SPD and the draft Affordable Housing SPD clarify the Southwark Plan and Core Strategy policy framework, and set out the approach in relation to securing the maximum level of affordable housing in proposed schemes, with a sequential test for delivering affordable housing.
97. It is not appropriate for conventional affordable housing (Class C3) to be mixed with a student housing scheme, in particular, on a site designed to keep the access to the accommodation separate from the remainder of the site. It is restricted to ensure the students are safe. The inclusion of conventional affordable housing on this scheme would require an additional core to independently service and access the affordable units, separate to the secure entrance serving the student accommodation.
98. This would lead to gross inefficiencies across the site in terms of layout and would require additional space to be taken up with additional lift and stair cores and separate entrances for the student and conventional housing. This would harm viability and result in a poor quality of accommodation for both residential and student homes as well as require a significant redesign of the site, most likely with a greater number of buildings to ensure the student accommodation remained secure for student safety and privacy. As such, conventional affordable housing would not be suitable for on-site provision.
99. Emerging New Southwark Plan policy P5 “Student homes” in part 3 states “*When providing student rooms for nominated further and higher education institutions at affordable student rents as defined by the Mayor of London, 35% conventional affordable housing (should be provided) subject to viability, as per policy P4.* The reason for the policy is to balance the need for student accommodation with the provision of other types of housing such as affordable and family homes.
100. Planning policies and emerging development plan documents also refer to affordable student housing, such as NSP policy P5 mentioned above. The London Plan (2016) at paragraph 3.53B requires an element of affordable student accommodation where a provider of student accommodation does not have a nominations agreement. The Mayor of London’s Housing SPG provides further information on student housing,

including affordable student accommodation. The draft London Plan policy H15 has a requirement for purpose built student accommodation schemes to provide the maximum level of affordable student accommodation (of at least 35% or subject to the viability tested route). It should be noted that the London Plan does not require purpose built student housing schemes to provide a contribution to affordable general needs housing.

101. 35% affordable student accommodation is proposed in line with the draft London Plan specific requirement for affordable student housing (policy H15 part 4). Whilst the borough's priority is generally for conventional affordable housing within the Old Kent Road AAP area significant progress has been made in meeting that need, with 8,000 homes having been granted planning consent since 2016, of which 2,000 are for social rent and 800 intermediate. In addition policy AAP 13: Best start in life seeks to "...bring a new university and other higher and further education facilities to Old Kent Road.

Officers consider that there would be some benefit in this instance to providing affordable student housing, not least in terms of the wide regeneration benefits the scheme would deliver, particularly towards the development of the proposed town centre, the stated policy aspiration of the AAP to provide higher education facilities in the Old Kent Road and the provision of community facilities as set out elsewhere in this report. However this benefit would not be entirely outweighed by the borough's pressing need for general needs affordable housing, and for this reason officers have also sought a contribution to that need, subject to viability as set out in NSP policy P5 part 3. In reviewing the viability of the affordable student housing within the development has had an impact on the schemes overall viability, and therefore the size of the contribution the development could make to general needs affordable housing.

102. Southwark's Section 106 Planning Obligations and CIL SPD (2015) reiterates this, establishing a requirement for student housing schemes of 30 or more bed spaces to provide affordable housing. This document goes on to say that where these targets cannot be met on site, in exceptional circumstances, off site provision, or an in lieu payment may be made to provide affordable housing off-site. It is also worth noting that this SPD sets out requirements for University nomination student housing schemes to provide controlled rent levels. As this proposal would be direct-let student accommodation, this is not considered applicable. The scheme would however, be subject to a Community Infrastructure Levy (CIL) CIL of £100 per sqm.

#### Viability

103. The council's draft Affordable Housing SPD states at 6.3.9 that "New housing developments in Southwark may, in exceptional circumstances, provide affordable housing by making a pooled contribution instead of providing the affordable housing on-site or through the developer securing their own off-site affordable housing site. The sequential test must be followed to justify that at least as much affordable housing as would have been provided if the minimum 35% affordable housing requirement were achieved on-site. A minimum of £100,000 of pooled contribution per habitable room of affordable housing will be required. To ensure that the maximum reasonable proportion of affordable housing is negotiated on each development we will determine the exact amount required (above £100,000 per affordable habitable room) using a robust viability assessment.
104. As set out in paragraph 6.3.9 of the draft Affordable Housing SPD, the viability appraisal must justify that at least as much affordable housing is being provided as would have been provided if the minimum 35% affordable housing requirement were achieved on-site. The requirement for a financial appraisal for any application that has an affordable housing requirement is further established under the council's Development Viability

SPD.

The adopted Supplementary Planning Document (SPD) relating to the provision of affordable housing pre-dates the Core Strategy and therefore the council have also developed a draft SPD that is dated June 2011. The draft SPD has been written to support the adopted Core Strategy which, as identified above, is clear in its requirements for student developments and affordable housing. In addition, it establishes a methodology to translate the requirements of the Core Strategy into an off-site contribution.

105. The Applicant has submitted a Financial Viability Assessment (FVA) in accordance with Affordable Housing SPD and Draft Southwark Plan Policy P24 SPD to allow an assessment of the maximum level of affordable housing that could be supported by the development. The appraisal was reviewed by BNP Paribas Real Estate on behalf of the council. The FVA demonstrates that the proposed scheme would have a deficit of - £8.17M and consequently cannot support conventional affordable housing but can support 35% of the student rooms being affordable (in accordance with the GLA affordability criteria) without hampering the viability and deliverability of the scheme.

The Core Strategy requires as much affordable housing as is financially viable and the London Plan requires the maximum reasonable amount. Following a review of the appraisal, Officers have concluded the most beneficial approach for this proposal would be to accept an offer from the applicant of a payment in lieu of £1,200,000 for affordable housing.

106. It is important to note that the London School of Economics is developing the proposed student housing within this scheme. The sole purpose of this is to provide accommodation for its own students, where it would be owned and operated by the University.
107. The applicant has submitted a document with regard to their proposed student room rental policy at LSE (explaining how they meet the GLA aspiration of providing affordable student accommodation). The Applicant anticipate that the rents at LSE would be set at £169/week for an Affordable ensuite bathroom or Studio; £215/week for a standard bedroom with an ensuite bathroom and £250/week for a standard studio (single or double occupation). These amounts assume that LSE would let all the rooms for a 50 week period per year. The average rent proposed to be charged by the University across all rooms in the development is £200/week. Though LSE would like to retain some flexibility to offer some rooms on a shorter letting period of 40 weeks per year. This would give the university the option to let the relevant rooms for summer holiday accommodation to students and relevant professionals.

Table 1. Shows how the proposed rents at LSE Glengall Road compare to the rents in recently submitted or approved schemes.

<b>Address</b>	<b>Student rents: nomination</b>	<b>Student rents: direct let</b>
The site LSE, 43 Glengall Road, London, SE15 6NF	<b>£169-£250 per week</b>	
272 St James's Road, London, SE1 5JX		<b>£167-£240 per week</b>
Eagle Wharf, 90-96	<b>£180-£275 per week</b>	

Peckham Hill Street, London, SE15 5JT		
77-89 Alscot Road, London SE1 3AW		£237-£283 per week in 2020
11-13 Spa Road, London, SE16 3RB		£245-£310 per week
Capital House, 42-46 Weston Street, London SE1 3QD		£290-£515 per week
6 Paris Gardens & 20-21 Hatfields, London, SE1 8DJ		£305-£505 per week

#### Conclusion on affordable housing

108. The London Plan, Core Strategy and saved Southwark Plan contain policies which seek the maximum reasonable and financially viable amount of affordable housing in proposed developments. These policies at national, London and borough levels allow for a commuted sum in exceptional circumstances, and the NPPF acknowledges that there may be circumstances where an in lieu payment can be justified. Where it is clear that a payment in lieu approach would deliver more (and more appropriate) affordable housing, a commuted sum is acceptable.
109. One of the main reasons for LSE undertaking this development is to provide affordable accommodation for its students and a minimum of 35% of the proposed student rooms will meet the GLA's criteria for affordable student housing (as outlined in Table 1 above). This is not only a benefit to LSE students but the provision of dedicated student housing will also have the advantage of removing pressure from the local housing stock. However in providing more affordable student accommodation the extent to which an off site contribution to affordable housing can be made has been reduced. In this instance this is considered an acceptable approach to take, given that the council is meeting its housing targets in the regeneration area and given the need to promote wider regeneration benefits including establishing a new town centre.
110. In the case of the councils' acceptance a financial contribution offered by the applicant to provide offsite affordable housing, the council would use the payment in lieu in its New Council Homes Delivery Programme to deliver truly affordable housing. The payment in lieu of £1.2million offered by the applicant is substantial and would deliver a number of new affordable homes, and a higher number than could be provided on site. The acceptability of the offered payment in lieu is based on the specific merits of this proposal, taking account of all the material considerations highlighted above. It is also consistent with the approach taken on some other similar consented purpose built student housing schemes. It is considered that the council's own New Council Homes Delivery Programme is the most effective way to provide affordable housing, to the extent that any departure from the on-site preference of the NPPF, London and Southwark Plan is justified (for the above reasons based on the specific merits of this student housing proposal).

#### **Dwelling mix including wheelchair housing**

111. Policy D3 Inclusive Design of the Draft London Plan seeks to deliver an inclusive environment and meet the needs of all Londoners and requires development proposals to achieve the highest standards of accessible and inclusive design.

Policy P24 of the Draft New Southwark Plan requires development of purpose built student housing to provide adequately sized bedrooms and functional indoor communal living space; provide 10% of student rooms as easily adaptable for occupation by wheelchair users; when providing student rooms for nominated higher education institutions, provide as much conventional affordable housing as viable.

112. The student rooms would be arranged in ‘clusters’, each with a maximum of 10 bedrooms and a shared kitchen space. A mix of room types would be provided to suit a range of needs and price points, including on-suite, non on-suite and studio rooms. It is proposed that 5% of the total student bedrooms (35 out of 676) would be wheelchair accessible, meeting the accessible space standards set out in Building Regulation required M4(3) ‘wheelchair user dwellings’. All accessible rooms would include an accessible shower room and kitchenette. Each core would be accessible via stairs and lift, with a maximum of five cluster flats per core. The rooms would all be fitted out to a base specification for a “typical” wheelchair user but the design, construction and space provided would allow for reasonable adaptions to meet the needs of individual residents. After the admissions procedure applicant’s needs would be assessed and any necessary adaptions carried out so that the accommodation is appropriate for the user.
113. It is recommended that permission be granted subject to a legal agreement including the requirement that 35 Wheelchair adaptable studios are to be provided.

### Density

114. London Plan (2016) policies 3.3 and 3.4 seek to increase housing supply and optimise housing potential through intensification and mixed use redevelopment. Table 3.2 of the London Plan suggests a density of 200-700 habitable rooms per hectare for a site in the urban area with a PTAL of 4 to 6. Core Strategy policy 5 “Providing new homes” sets the expected density range for new residential development across the borough. This site is within the urban density zone, where a density of 200-700 habitable rooms per hectare is anticipated. Southwark Plan policy 3.11 requires developments to ensure they maximise efficient use of land.
115. Objectors raised concerns with regards to the proposed density of the development and alleged that it would amount to vast over development of the site where currently no one lives and more open space is needed on the site.
116. Residential density calculations are not directly applicable to student housing, and there are no policies relating to acceptable numbers of student rooms per hectare. Instead, the scale and amount of accommodation should be assessed in terms of its impact on neighbouring properties and the surrounding townscape, and the quality of accommodation proposed. Assessments of this are provided in the following paragraphs of this report.
117. By way of comparison, the new draft London Plan (2017) establishes a ratio of 3 student bedrooms being considered the equivalent of one single residential home. When applying a 3:1 conversion for student rooms to conventional housing, the 676 student bed spaced proposed here would therefore equate to 225 single residential dwellings.

- 118. The OKR10 site allocation area has an indicative capacity of 4,200 new homes and 3,100 jobs. The site allocation stipulates that redevelopment must replace existing employment floorspace and provide a range of employment spaces. OKR 10 is set to deliver 4,500 new homes without the delivery of this scheme. At present, the Application Site is not required to help meet the council's housing targets for the area, because it can be delivered through other schemes which have currently been given planning approval or are at pre-application stages.
- 119. London Plan (2016) Policy 2.13 states that development proposals within opportunity areas should seek to optimise residential and non-residential output and support wider regeneration objectives. Similarly, although Strategic Policy 5, 'Providing New Homes' of the Southwark Core Strategy sets out density ranges that residential and mixed use developments would be expected to meet in different areas of the borough, it also clearly states that within opportunity areas and action area cores, the maximum densities may be exceeded when developments are of an exemplary standard of design. In light of this, officers consider that the Old Kent Road Opportunity Area, formally designated after the application for the extant permission was submitted, is an appropriate location for higher density development of this nature. Furthermore, as demonstrated below, the proposed development would provide good quality accommodation and would not significantly harm the amenity of neighbouring properties. Since the impacts of the development are acceptable, the high density proposed is not considered to warrant withholding permission.
- 120. The proposed student accommodation will therefore assist Southwark and London as a whole in meeting housing need targets as well as providing much needed accommodation for students at the London School of Economics.

#### **Quality of student accommodation**

- 121. Draft London Plan Policy H17 requires purpose built student accommodation to provide adequate functional living space and layout and emerging New Southwark Local Plan policy P24 requires the development of purpose built student housing to provide adequately sized bedrooms and functional indoor communal living space commensurate with the intended number of occupiers sharing the communal space.
- 122. The standards of residential design quality that are applied to conventional dwellings are not applied to student accommodation. Southwark Plan Saved Policy 4.7 does however require student housing developments to provide a satisfactory standard of accommodation, including shared facilities. Provision must be made within the development for adequate amenities and facilities to support the specific needs of the occupiers, including staffing, servicing and management arrangements.
- 123. There are no specific housing standards for student housing and given the different needs and management of student housing in comparison to conventional housing, it is not appropriate to apply standard residential design standards to student housing. The scheme has been designed specifically to the requirements of the LSE and the proposed student accommodation will be well lit and ventilated with all habitable rooms having good levels of outlook and privacy. The bedrooms have been designed with an efficient and comfortable layout to provide sufficient space for a bed, desk and chair, and storage space for future occupants. A range of room types are proposed to suit a wide range of students.
- 124. All of the student rooms will include a private en-suite with a shared kitchen and living room space. The wheelchair accessible rooms will all have their own kitchenette area

and ensuites with some of the accessible rooms also being part of a cluster flat and therefore having access to the shared kitchen facilities. There are generally between 8 and 10 bedspaces per shared kitchen with additional communal space provided across the upper ground and first floors in the form of a movie room, dining area, landscaped street, common room, courtyards and study areas.

125. In addition to the bedrooms, the proposed development would also deliver a range of communal space to include:

- Upper ground floor – gym, shared dining area, movie room, internal street, laundry room and large reception area to welcome students into the building
- Internal courtyards at upper ground floor level to provide secure, external amenity space for students
- First floor – common rooms with separate study areas for ‘lively’ study and quiet study
- Roof top courtyards at the first, fourth, seventh and tenth floors providing additional external amenity space for students.

126. At lower ground floor, bicycle parking will be provided from the upper ground floor at street level. The student refuse store will also be provided at lower ground floor allowing students to easily dispose of their waste.

127. From the second floor upwards, only student accommodation will be provided with accessible roof terraces overlooking Burgess Park on the lower ‘stepped’ elements of the building at the fourth, seventh and tenth floors.

128. Officers consider that the proposed student accommodation would be of high quality accommodation with ample amount of functional living space as well as adequately sized bedrooms and shared communal living space, compliant with draft London Plan policy H17 and emerging New Southwark Local Plan policy P24.

129. The Noise Impact Assessment identifies that no noise impact was submitted with respect to the gym and the movie room, which both have residents immediately above them. The council’s Environmental Protection Team recommend that permission be granted subject to a condition concerning the internal noise levels to ensure that the occupiers and users of the development do not suffer a loss of amenity by reason of excess noise from environmental and transportation sources.

#### **Design, layout, heritage assets and impact on borough and London views**

130. Objects have raised concerns about in regards to the design of the proposal that:

- The design of the proposed being out of character with the immediate surrounding.
- The development is out of keeping with the local building pattern and reflects other proposed developments, but not the existing low roof levels surrounding the park.
- The building will considerably impact the views out of Burgess Park, and the ‘common room terrace’.

131. The saved policies of the Southwark Plan and emerging Southwark Plan reinforce the principles of the NPPF which highlights the importance of achieving good design. Good

design is intended to support the character of the context, responding to its urban setting and creating an attractive place. The proposed architectural design is assessed on its fabric, function and geometry.

132. The site currently comprises an unattractive warehouse shed and yard that has a negative impact on the street scene and although it reflects the current industrial character of the area, is not complementary to the emerging mixed use context or nearby residential properties. The design of the Application Scheme has been through an iterative process to maximise its design quality and ensure it provides a positive contribution to the surrounding area.
133. Section 12 of the NPPF 'Achieving well-designed places' advises that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development which creates better places in which to live and work. Policy 7.4 of the London Plan requires development to have regard to the form, function, and structure of an area, place or street and the scale, mass and orientation of surrounding buildings. It should improve an area's visual or physical connection with natural features. In areas of poor or ill-defined character, development should build on the positive elements that can contribute to establishing an enhanced character for the future function of the area. Policies 7.4 and 7.5 are also relevant which require developments to provide high quality public realm and architecture, and policy which 7.7 relates to the location and design of tall and large buildings.
134. Strategic Policy 12 of the Southwark Core Strategy (2011) states that all development in the borough is 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. Consideration of design quality needs to address the fabric, geometry and function of the proposal, as all three are bound together. 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.

#### Site layout and massing

135. The form of the building will be stepped with the lowest end facing towards Burgess Park at a height of four storeys, stepping up to a maximum of 15 storeys (plus basement) before reducing again to 13 storeys at the eastern end of the site. At the eastern end, the proposed building will be lower in height than the closest block in the adjacent Malt Street Regeneration scheme as shown on the 'Proposed Context South Elevation' drawing.
136. The double storey commercial floorspace at ground floor will be mostly glazed to maximise views into the space and create activation and interest at ground level. The base of the building will be cladded in curtain walling with grooved brickwork to provide more detail at street level.



### Height

137. The height, scale and massing of the development has been developed to respond to the surrounding area, including surrounding residential properties, heritage assets and MOL as well as the emerging development context.
138. The proposed building will have a height of four storeys at the west, adjacent to Burgess Park, responding to the height of nearby residential properties and existing industrial units. The building will increase in height towards the eastern end of the site, reaching a maximum of 15 storeys (including lower ground) before stepping back down to 11 storeys at the eastern boundary.
139. The scale and overall height of the proposal has been determined by responding to the surrounding context, including emerging developments in the immediate area. To the south of the application Site at 49-53 Glengall Road, a scheme has a resolution to grant from Planning Committee for mixed use redevelopment including flexible workspace and residential dwellings (application reference: 17/AP/4612). This scheme will have a maximum height of 15 storeys.
140. To the east of the Application Site, the Malt Street redevelopment ranges between 5 and 44 storeys in height (application reference: 17/AP/2773). Block B1 of the Malt Street redevelopment will sit immediately to the east of the application site and will have a height of 11 storeys, with Block B2 the next block to the east with a height of 15 storeys.
141. As such, the proposed building, ranging between 4 and 15 storeys will respond well to its emerging context and reflects both the domestic scale of existing residential properties on Glengall Road as well as the high rise development coming forward to the east. The building would not harm the special architectural and historic character of the neighbouring Glengall Road conservation area.
142. Verified views have been submitted with the application which accurately demonstrates how the development will appear when viewed from a number of surrounding

viewpoints. The verified views show the proposal in both the existing and emerging context and demonstrate that the proposed building will not be unduly prominent when viewed in the context of other forthcoming developments in the immediate area. The building is visible within the setting of the Grade 2 listed buildings within Glengall Road, and special regard needs to be had to preserving their architectural and historic character and their setting. By moderating the scale of the building on Glengall Road, it's considered that it would not harm the special architectural and historic character of the listed buildings, and neither would it harm their setting. The local borough view of Nunhead to St Paul's passes close to the site, but the scheme is not in the protected view, so would not harm it.

143. The Application Scheme will therefore comply with saved Local Plan Policy 3.13 and will be both appropriate to the local context and will not dominate its surroundings.

#### Detailed Design and Materiality

144. Within Glengall Road and the surrounding area, the predominant material used in non-industrial buildings is formed in brick, and many of the proposed developments coming forward in the area are using brick. As such, the proposed building will be formed of a multi-coloured brick with shades of pale red and grey.
145. The double storey commercial floorspace at ground floor will be mostly glazed to maximise views into the space and create activation and interest at ground level. The base of the building will be clad in curtain walling with grooved brickwork to provide more detail at street level.
146. The elevation fronting on to Bianca Road is long and narrow, and an architectural device had to be introduced to break down the length of the elevation and to acknowledge the potential repetitive nature of the cluster flat/kitchen arrangement. This has resulted in an elevation that steps up from Glengall Road in equal steps defined in length by a four bedroom/kitchen module. The elevation has a simple rhythm which gives the elevation a vertical emphasis and has depth created by the projecting kitchens and the kitchen recesses at the upper level.
147. The elevation is formed from brick set out in vertical and horizontal bands. The bedroom extents of this elevation have full height windows in two sections, one fixed and one opening. In front of the opening window there is a fixed 50% perforated aluminium panel. Between the rooms are white vertical concrete panels. Between rooms vertically there are dark grey concrete spandrels.
148. The upper floors of the building are formed of vertical bays between projecting kitchens. The bedrooms elevations will be formed of brick bands with vertical white concrete panels to break up the elevation and create visual interest. In addition to the panelling, rooms will be ventilated by red perforated panels over the windows which will be set out in vertical columns.
149. The detailed design and materiality is considered to be of a high quality that would help create a unique building. It is recommended that permission be granted subject to a condition requiring the submission of details of the boundary treatment. This would ensure that the interests of visual and residential are safeguarded.

#### Southwark Design Review Panel (DRP)

150. An earlier iteration of the proposed scheme was presented to Southwark's Design Review Panel (DRP) in July 2019. The scheme was generally well received and the

suggested design amendments have been incorporated into the final proposal of this scheme.

151. It was suggested by the DRP that the height of the building was better articulated by raising some of the more central elements of the proposed building and dipping the height down to reflect the height of the neighbouring block to the east. This recommendation has been incorporated into the scheme which rises up from four storeys at the western end, to a maximum height of 15 storeys before reducing back down to 11 storeys at the eastern end to reflect the neighbouring Malt Street block.
152. The DRP also recommended increasing the amount of public realm and landscaping along the southern boundary of the site along Bianca Road, as well as the junction with Glengall Road, this has also been incorporated into the proposal. The development sets back approximately four metres from the southern boundary to make best use of the amount of public realm along Bianca Road, as well as providing quality landscaping around and within the building.
153. Following the DRP meetings, the architectural design has evolved to respond to pre-application feedback from officers and the DRP, with the result being a proposed scheme of high quality which is appropriate to its context and protects the setting of surrounding heritage assets and adjacent Metropolitan Open Land. The architectural design seeks to improve the character and appearance of the site and the quality of the scheme will be communicated through the detailing and materials proposed.

#### **Landscaping and trees**

154. The main landscape feature in the local area is Burgess Park, which covers a substantial area, which runs in its totality from Elephant & Castle all the way to the north west and then, Peckham in the south through the Surrey Canal Park.
155. At the northern end of Glengall Road adjacent to Old Kent Road is a very fine landscaped area set within the conservation area.
156. The development sets back approximately four metres from the southern site boundary on Bianca to make the best use of the public realm, as well as provide quality landscaping around and within the building. The details of the landscaping and public realm, including all hard and soft landscaping and planting will be reserved by condition. This is to ensure that local communities can input into the landscaping proposals as part of the development of the councils Parks and Recreation Strategy. The emerging strategy is seeking to promote better biodiversity links between Burgess Park and the new linear park and also seeking to integrate and reuse historic paving materials and kerb alignments found in the area to ensure it retains its distinct and robust character. As noted in paragraph 195 below the area is likely to be used by bats, and a condition on bat friendly lighting will be included.

#### **Public Realm**

157. The proposed building has been set back from the southern site boundary in Bianca Road by 4m to provide a public contribution in the form of the continuation of a linear park in accordance with the aspirations of the Old Kent Road AAP. The linear park is intended to link activities to the east of the Old Kent Road with new accommodation to the west. The link continues to Burgess Park with its connections to Elephant and Castle and other transport links, and will also provide access to the Surrey Canal Linear Park which leads south to Peckham.

- 158. The linear park on Bianca Road will form an attractive backdrop to the employment and University related floorspace on the lower levels of the development which have been designed with active frontages on to the public realm. As set out in the Landscape Strategy (prepared by Fabrik), the linear park is proposed to comprise lawns, shrubs and substantial trees. The western end of the public realm has an indent to enable additional planting to be provided at the corner of Bianca and Glengall Roads. All the details of landscape and public realm design are reserved by condition. The drawings subject to this report are therefore indicative only.
- 159. There are two courtyards located within the plan of the building which are to be accessible to LSE students. These are proposed to be planted with ferns and birch trees and will be spaces for students to congregate. Three landscaped roof terraces for students are also proposed in the western part of the development (overlooking Burgess Park).
- 160. The areas of flat roof that are not proposed as terraces will form green or brown roofs to increase the biodiversity of the site.

Design conclusion

- 161. In relation to design, it is concluded that this would be of good quality in its response to the scale, massing and character of the surrounding buildings. The landscaping proposed, including the widening of the public realm, is welcomed. The design also ensures that the council's aspirations for the wider area, as set out in the draft Old Kent Road AAP, could be delivered. As such, it is considered that this is a high quality proposal that would enhance the surrounding area.

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

- 162. Southwark Plan Saved Policy 4.7 requires student housing to not result in significant loss of amenity to neighbouring occupiers. Strategic Policy 13 of the Core Strategy sets high environmental standards and requires developments to avoid amenity and environmental problems that affect how we experience the environment. Saved Policy 3.2 of the Southwark Plan states that planning permission for will not be granted to developments where a loss of amenity, including disturbance from noise would be caused. Saved Policy 3.1 to ensure that development proposals will not cause material adverse effects on the environment and quality of life. The adopted Residential Design Standards SPD expands on policy and sets out guidance for protecting amenity in relation to privacy, daylight and sunlight. London Plan Policy 7.6 states that buildings and structures should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly for residential buildings, in relation to privacy, overshadowing, wind and micro-climate.

Impact of proposed use

- 163. The provision of B1c/ D1 use on the ground floor is considered acceptable for the proposed. Conditions on opening hours and noise levels from both the proposed uses and the operational equipment have been included on the draft decision notice by recommendation of the council's Environmental Protection Team.

Overlooking and Privacy

- 164. 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.

165. The development has been designed to minimise any potential overlooking of nearby residential properties. Block 1 of the approved Malt Street redevelopment scheme is located immediately to the east of the site. Whilst this block is approved in outline only, indicative plans included in the application show that no windows or balconies are proposed along the western façade of the building. There are no windows along the eastern elevation of the proposed development, to reduce overlooking.
166. The building has been set back from the southern site boundary in Bianca Road so that there is a sufficient separation distance between the development and the consented scheme on the opposite side of Bianca Road (49-53 Glengall Road).

### **Daylight and sunlight**

167. A daylight and sunlight report has been submitted which assesses the scheme in accordance to the Building Research Establishments (BRE) guidelines on daylight and sunlight.

The BRE sets out the rationale for testing the daylight impacts of new development through various test, the two most commonly used are the Vertical Sky Component Test (VSC) and the Daylight Distribution (DD) test (otherwise known as the No Sky Line (NSL) test). The VSC test calculates the availability of daylight to the outside of a window and the DD test shows the distribution of daylight within a room.

168. The first is the Vertical Sky Component test (VSC) is the most readily adopted. This test considers the potential for daylight by calculating the angle of vertical sky at the centre of each of the windows serving the residential buildings which look towards the site. The target figure for VSC recommended by the BRE is 27% which is considered to be a good level of daylight and the level recommended for habitable rooms with windows on principle elevations. The BRE have determined that the daylight can be reduced by about 20% of the original value before the loss is noticeable. If the VSC with the new development is therefore less than 27% and/or less than 0.8 times its former value then the reduction in light to the window is likely to be noticeable.
169. The Daylight and Sunlight assessment considers the impact of the proposed development on existing and neighbouring properties, as well as potential cumulative impacts including upcoming developments in the area. The assessment considers the existing neighbouring residential properties that would be affected by the proposed development are the houses on Glengall road, it also acknowledges the committed development at 49-53 Glengall Road (17/AP/4612) in order to establish the cumulative effect of the adjoining developments and the impact of the existing neighbouring residential dwellings on Glengall Road.
170. 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.

### Daylight

171. The Daylight and Sunlight Assessment also reviews the internal daylight levels of the proposed development. The quality of daylight in proposed new habitable rooms is measured using Average Daylight Factors (ADF) taken from the British Standard Code of Practice for Daylight, BS8206, Part 2 and Appendix C of the BRE Guidelines.

172. The results of the daylight analysis for the new student study bedrooms show that all of the student bedrooms will comfortably achieve ADF values in excess of 1.0%df and only one communal common room will have an ADF value of marginally less than 1.5%df (1.46%df).

If a higher target of 2.0%df is applied to the common rooms, the total number of shortfalls only increases to eight. These common rooms are located in corner locations and therefore suffer from the “tunnel” or “blinkering” effect of the projecting return wall(s) adjacent to the window. Notwithstanding, the residual ADF values will still be relatively good ranging from 1.46%df to 1.97%df demonstrating that the internal lighting conditions will be adequate.

#### Impact on Terrace houses (66 – 80 Glengall Road)

173. They will be limited to a loss of internal Daylight Distribution within the second floor attic rooms in 68 and 72 Glengall Road.
174. The numerical results of the VSC analysis are set out in the table at Appendix 3 and they show that there will be no material impact on the VSC values for the houses at 68 Glengall Road through to 80 Glengall Road and that the only house where the change in VSC will be in excess of the 20% threshold is 66 Glengall Road.
175. For 66 Glengall Road three windows exceeded the 20% threshold, the percentage losses of VSC ranged from 20.14% and 22.71%. It should however be noted that two of these three windows will retain residual VSC values above 27% on an absolute scale and therefore satisfy the BRE Guidelines in any event. The only technical shortfall of the BRE VSC test will occur to the Basement window where the percentage loss was measured at 22.71%. This particular window is partially subterranean and affected by the “tunnel” or “blinkering” effect of the entrance steps leading up to upper ground floor level, but even with this window the residual VSC value will be 23.86% VSC when measured on an absolute scale and therefore not only be above mid-teens, will still retain a very good level of daylight.
176. The results of the No Skyline Daylight Distribution Analysis show that there will be two technical shortfalls, one at 68 Glengall Road and the other at 72 Glengall Road. These results do however need to be taken in context.
177. Both of the shortfalls occur within the second floor attic rooms in 68 and 72 Glengall Road.  
Each of those attic rooms are served by a relatively small dormer window and the nature of the projecting dormer windows means that the “cheeks” of the dormers limit the amount of daylight penetration (see photo below). The VSC values for each of these windows will remain very high (32.56% and 33.83%) which affirms that the effect on internal Daylight Distribution is a result of the design of the dormer windows and not the impact on the light received by the window.

#### 49-53 Glengall Road (17/AP/4612)

178. The consented scheme for the neighbouring site at 49-53 Glengall Road has North facing Living Rooms looking across Bianca Road directly onto the Application Site which have very large and deep projecting and recessed private amenity balconies. Those balconies restrict the amount of daylight that can be received by each of the windows below the

balconies and the amount of daylight that is able to penetrate into each of the rooms. Where the availability of daylight is measured with the “canopy-effect” of the balconies taken into account, the results show that the residual levels of daylight will be relatively low, but when the “canopyeffect” of the projecting or recessed balconies is omitted, there is a very significant improvement in those residual values clearly indicating that the low levels of natural daylight within those rooms is entirely due to the design of those projecting and recessed balconies. By contrast, even though the height and “massing” of the Application Scheme is comparable to the proposals for 49-53 Glengall Road, it has been possible to design the Student Study Bedrooms in such a way as to achieve very good levels of natural internal daylight.

#### Sunlight

179. The requirements for protecting sunlight to existing residential buildings are set out in section 3.2 of the BRE guidelines. the availability of sunlight varies throughout the year, with the maximum amount of sunlight being available on the summer solstice and the minimum on the winter solstice. in view of this, the accepted test date for measuring sunlight is the median between the two, the spring equinox (21st March), on which day the united kingdom has equal periods of daylight and darkness and sunlight is available from approximately 0830 to 1730. in addition, on that date, sunlight received perpendicular to the face of a window will only be received where that window faces within 90 degrees of due south. The BRE guidelines therefore limit the extent of testing for sunlight to where a window faces within 90 degrees of due south.

#### Overshadowing

180. In relation to daylight, sunlight and overshadowing, the proposed development has been tested against Building Research Establishment Guidelines. Members should note however, that these 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. 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 residential properties only. The following tests have been undertaken:

#### Conclusion

181. Whilst the scheme does not comply fully with the targets set out in the BRE Guidelines, there are no major or significant breaches or shortfalls in terms of the overall quantity or value, and it is therefore fair to conclude that reasonable levels of amenity will continue to be enjoyed by the various existing neighbouring residential properties. The future occupants of the student study bedrooms would also enjoy a good level of daylight amenity. The daylight levels within some of the habitable rooms in the future development at 49-53 Glengall road that face onto the application site will however be below the recommended design standards, but the tests “with” and “without” the canopy-effect of the projecting or recessed balconies taken into account demonstrate that the shortfalls are primarily a result of those projections and recesses and is a reasonable level of massing or block spacing between each development. This is supported further by the results of the natural lighting levels in the proposed student study bedrooms that face against 49-53 Glengall Road, as these have been designed to achieve very good levels of natural daylight.

## **Noise and vibration**

182. Saved Policy 3.2 of the Southwark Plan seeks to ensure that developments do not harm the amenity of present or future occupiers in the surrounding area or on the site. Policy D12 of the Draft New London Plan outlines the 'Agent of Change' principle which places the responsibility for mitigating impacts from existing noise generating activities or uses on proposed new noise-sensitive development. Development should be designed to ensure that established noise generating uses remain viable and can continue to grow without unreasonable restrictions being placed on them.
183. A Student Management Plan has been submitted, and makes commitments to ensure that there would be no harmful impact on neighbours in terms of noise. Proposals include communication with neighbours and engagement with businesses and other stakeholders prior to students moving in, events arranged to enable students to volunteer in the local area and contribute to the local community and a requirement for every student to sign up to an agreed code of conduct including restrictions on noise and use of communal areas. A planning condition is also proposed that would limit the hours during which the sunken garden could be occupied, preventing its use between 11pm and 7am.
184. EPT has reviewed the Environmental Sound and Vibration survey submitted. They have no objections with the assessment methodology and agree with the initial assessment that mitigation is required. As such, they have recommended conditions relating to the following:
  - Plant Noise;
  - Internal noise levels; and
  - Sound transmission between properties
185. With relation to noise from proposed uses, no noise impact assessment was submitted with respect to the gym and the movie room, which both have residents immediately above them. This has been addressed with a pre-construction condition.
186. 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 final construction environment management plan, the submission of which would be required by a clause in the Section 106 Agreement.
187. It is recommended that the hours of use of LSE creative centre to include the café be controlled by an appropriate condition as it would be used also used for commercial use for LSE post graduate students and for outreach engagement with the local community.

## **Energy and sustainability**

188. Paragraph 10 of the NPPF states that sustainable development should be pursued in a positive way and at the heart of the Framework is a presumption in favour of sustainable development.
189. 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. The commercial elements (Hotel and worker space) of the proposal would be expected to achieve a 35% reduction against part L of the Building Regulations 2010. An Energy Statement and a Sustainability Statement have been

provided based on the Mayor's Hierarchy set out within Policy 5.2 of the London Plan. These are:

- Be Lean (use less energy);
  - Be Clean (supply energy efficiently); and
  - Be Green (use renewable energy)
190. The Energy Strategy specification of high-performance building fabric, airtightness and thermal bridging to reduce winter heat loss will reduce the required heating energy. Energy efficient systems have been selected to further reduce the carbon emissions of the proposed buildings. Overall the Application Scheme achieves a 66% carbon reduction against a Part L 2013 compliant scheme in accordance with Policy 5.2 of the London Plan.
191. The Energy Strategy includes an overheating analysis using TM52 which is the industry standard methodology for predicting the likelihood and impact of overheating. The proposed student rooms incorporate a number of environmental features to make sure the scheme meets the TM52 criteria to reduce any potential overheating and reliance on air conditioning systems.
192. The sustainability report for this scheme includes a BREEAM Pre-Assessment outlining how the application scheme includes a sustainability checklist and would target an 'Excellent' rating. This would be conditioned.

### **Ecology and biodiversity**

193. Objectors raised concerns that the plans have not acknowledged need to recognise the wild life in the area adjacent to the application site to provide essential habitat across the park.
194. The council's ecology officer has reviewed the scheme and concluded that the bat survey is fine and would provide biodiversity net gain and no further surveys are required. This area is likely to be used by bats as commuting and foraging route, Officer has advised a bat friendly lighting on Bianca Rd as this area will be the gateway to the Linear green park. It is recommended that permission be granted by condition. As noted above landscaping will be reserved by condition.
195. As with the Urban Forester, it was recommended that a brown roof should be installed under the PV's to optimise their performance. This has been incorporated and details will be secured by condition. He also recommended a condition to require six nest boxes for sparrows should be installed, which has been included with this recommendation. This would be secured by condition.
196. The proposal would be in keeping with Policy 7.19 Biodiversity and Access to Nature of the London Plan and Policy 3.28 Biodiversity of the Saved Southwark Plan. These policies respectively requires development proposals to make a positive contribution to the protection, enhancement, creation and management of biodiversity and states that developments would not be permitted which would damage the nature conservation value of Sites of Importance for Nature Conservation (SINCs).

### **Air quality**

197. 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 (NO<sub>2</sub>). 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 Policy 7.14 is specific to the improvement of air quality and states that development proposals should minimise increased exposure to existing poor air quality and make provision to address local problems of air quality.

198. The submitted Air Quality Assessment examines the impacts of the proposed development during both construction and operation. It concludes that a range of best practice mitigation measures would be implemented during construction in order to reduce emissions, including dust, and that during operation, emissions arising from the proposed energy plant and road traffic would not cause any exceedances of the air quality objectives. Overall, the proposed development has also been shown to meet the London Plan's requirement that new developments are at least 'air quality neutral'. The assessment has also identified some mitigation measures; this would be formed as part of a dust Management Plan. A Dust Management Plan would be secured by condition and submitted prior to commencement of any works on site.

### **Ground conditions and contamination**

199. The Environment Agency (EA) have reviewed the application and concluded that further assessment of current ground/groundwater conditions in relation to the protection of Controlled Waters is required. They advise is that this can be controlled by condition, and the recommended conditions have been included.
200. Overall, the risks at site are identified to be negligible to low and a remediation strategy is proposed based on the conceptual site model and risk assessment to ensure the development is safe from geo-environmental risks.
201. The council's environmental protection team have reviewed the application and recommends that permission be granted subject to a condition relating to a site investigation and risk assessment

### **Water resources and flood risk**

202. The Flood Risk Assessment (FRA) considers the impact of the proposed development in addition to the common ways in which flooding can occur. The FRA concludes that although the site is within Flood Zone 3 as identified by the EA, more recent modelling shows that the entire site is approximately 500 metres away from the breach outline; this positions the site within an area at low risk of flooding. The FRA demonstrates that the proposed development will be safe from flooding from fluvial sources, as well as groundwater and surface water.
203. The application site is located within Flood Zone 3, which is considered to be 'High Risk' but does benefit from the River Thames tidal defences. The submitted Updated Proposed Surface Water and Foul Drainage Strategy confirm that the discharge rate has decreased to a minimum of 3L/s and greenfield run-off rates are met. The Environment Agency and the council's flood risk team have both reviewed the application, and consider the proposed development to be acceptable subject to the inclusion of recommended conditions.
204. Although the site is within Flood Zone 3 as identified by the EA, more recent modelling shows that the entire site is approximately 500 metres away from the breach outline; this positions the site within an area at low risk of flooding. The submitted FRA demonstrates that the proposed development will be safe from flooding from fluvial sources, as well as groundwater and surface water.

- 205. The Application Scheme will be served by the existing combined sewer in Bianca Road for both foul and surface water drainage. The FRA concludes that the total rate of discharge into the combined Thames Water sewer will be significantly lower than the existing arrangement and the proposed development is not at risk of flooding and can be carried out without increasing the risk of flooding to surrounding properties.
- 206. Officers are happy with the proposed 3l/s given there are intensive and extensive green roofs proposed. As the site falls within the Old Kent Road Regeneration area, development must achieve greenfield runoff rates, or pay a financial contribution. The application is not too far from meeting the Greenfield Runoff rates. Schemes in the Old Kent Road must achieve greenfield runoff rates, or pay a financial contribution. The financial contribution will be secured through the Section 106 Legal Agreement at a charge of £325/m<sup>3</sup> per cubic metre. The proposed drainage strategy is to attenuate 272m<sup>3</sup>, leaving a shortfall of 12m<sup>3</sup> x £325 = £3,900, which will be utilised to provide surface water storage & green infrastructure in the local area.

### **Archaeology**

- 207. The council's Archaeologist has reviewed the submitted material and advised that the site is within the 'Bermondsey Lake' Archaeological Priority Zone (APZ) 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. When the New Southwark Plan is adopted the site will lie within the newly extended Tier 1 'North Southwark and Roman Roads' Archaeological Priority Area (APA).
- 208. Saved Policy 3.19 of the Southwark Plan (2007) requires that proposals for development in APZ/As should be accompanied by an archaeological desk-based assessment (DBA) and an evaluation report (the results of digging archaeological trial trenches).
- 209. The applicant has submitted an archaeological Historic Environment Assessment/Desk Based Assessment (HEA/DBA) by MOLA and dated November 2019, which conforms to industry standards and guidance. They have not submitted the results of an archaeological evaluation.
- 210. The DBA highlights: 'there is a high potential for survival of 19th century features associated with the Grand Surrey canal and wharf. Despite prehistoric and Roman remains being identified in the study area, the presence of deep deposits of post-medieval made ground indicates that evidence of these periods is likely to have been removed by the 19th century development.'
- 211. Below ground works would have an impact on any surviving archaeology, especially in the excavation of the basement and piling works. Enabling works, crane bases, lift pits, attenuation tanks and remediation of the canal deposits will also have an impact.
- 212. In this instance, predetermination evaluation can be waived because of the evidence base provided in the DBA, including a geoarchaeological assessment of the results of a geotechnical survey, which shows the site has been extensively disturbed by the construction of the canal. It is therefore acceptable for the council to make a policy exception in this case and permit evaluation works by condition. This is because of the evidence from the DBA and the projected logistical constraints of carrying out evaluation to the required depths across the site so early in the programme.
- 213. An evaluation must be carried out early in the works programme to determine how far

as is reasonably for the location, extent, date, character, condition, significance and quality of any surviving archaeological remains liable to be vulnerable by the proposed redevelopment. If archaeology is present, this would be mitigated by condition. Therefore, she has recommended two archaeological conditions, both of which are included with this recommendation.

### **Transport, Parking and Highways**

214. This proposal includes highway improvements, landscaping, on-street servicing bays, and cycle parking spaces for students and visitors.
215. The site being in the OKrd, is an area subject to future change improving connectivity and permeability, enhancing the public realm and by creating a synergy of land uses between the site and adjacent streets. The scheme ties into the east-west 'green' route, also known as the Linear Park, which aims to transform the environment from a traffic-dominated to a traffic-reduced space where pedestrian comfort is prioritised resulting in an attractive, safe and accessible area for those walking and cycling in the area. The proposals respond positively to the green route by providing an opportunity to improve the pedestrian and cyclist experience along Glengall Road and Bianca Road.
216. CPZ = Trafalgar – In operation Monday to Friday 08:00 – 18:30
217. The submitted Transport Assessment (TA) is considered to provide an adequate appraisal of the relevant transport and highway related matters including an assessment of the potential for journeys to be made by sustainable modes of transport as well as detailed estimates of vehicular trips resulting from the development.

### Access and Road Safety

218. The proposed site layout will improve the overall walking experience. The proposed improvements within the wider street network and along Bianca Road where the highway will be widened by 4 metres through pulling the building line back from the existing position. These measures promote the creation of a linear park along Bianca Road towards Surrey Linear Canal Park.
219. There will be a new 12m loading bay on the eastern side of the carriageway, near to the main entrance to the student accommodation. The loading bay is sized such that a 3.5t panel van and 7.5t box van can stop at the same time.
220. The proposed access arrangements and loading bay will be detailed up as part of the S278 agreement. All works within the extent of the S278 for Southwark will be done in accordance with Southwark Street Design Manual SSDM and TfL's Healthy Streets design guidance. A Condition requirement for the detailed design of the landscaping and public realm will ensure secure by design and road safety is fully considered.

### Parking

221. The site is situated within a designated Controlled Parking Zone (CPZ) 'Trafalgar' which operates along Glengall Road from the junction with Bianca Road to Old Kent Road. Zone 'T' is operational Monday – Friday 08:00 – 18:30, enabling Pay & Display for a maximum of 4 hours with the exception of zone 'Trafalgar' permit holders. The remainder of Glengall Road from the junction with Bianca Road to Bird in Bush Road displays unrestricted parking.
222. Saved Local Plan Policy 5.6 requires all developments to minimise the number of car

parking spaces provided and draft London Plan policy states “Large-scale purpose-built shared living, student accommodation and other sui generis residential uses should be car-free”.

223. There will be a restriction in the Student Accommodation Management Plan which will be attached to the S106 Agreement that restricts students from bringing a motor vehicle to the accommodation or the locality surrounding the accommodation. It is also a condition of the student tenancies.
224. The proposed development will be car-free. No disabled parking will be provided. However, disabled parking bays could be implemented along Glengall Road in the event demand arises. Providing a car club bay in the vicinity of the site is not considered appropriate when seeking to promote sustainable travel for students at the site and is, therefore, not included within the proposals.
225. A S106 obligation would be secured to prevent students and office users of the proposed development from obtaining resident parking permits of the existing CPZ.

#### Public transport – Buses

226. The application site is well served by local bus routes, the main bus route to the LSE campus (Route 172) can be accessed via the westbound / eastbound bus stops on the A2 Old Kent Road. The site is a six-minute walk from the Old Kent Road and bus stops (PTAL rating of 6a) which provide six different bus services to locations across central London including 24 hour services. There is a direct bus service (No 172 – 25 minutes) to the LSE Campus at Aldwych. It is a 25minute cycle ride to the LSE campus from the site. The site is also within walking distance to a range of local amenities which future students will benefit from along the Old Kent Road. Despite being within close walking distance to these bus stops, the Application Site itself has a PTAL rating of 3 which, given the nature of the journey's which the LSE students will be taking, under-estimates the accessibility of the site.
227. Objectors have raised concerns that the development would pressure the current public transport provision in the area.
228. Southwark is already in talks with Transport for London (TfL) on improving the future public transport provision in the area, ahead of the Bakerloo Line Extension (BLE) and to accommodate the demand generated from additional new homes and jobs in the Old Kent Road area, which would help ease the public transport provision in the area. It is anticipated that the BLE would open in the year 2029/2030 at the earliest, subject to grant and available funds. The requirement for TfL to provide evidence to prove both previous contributions has been spent appropriately and the evidence for the further draw is the fairest way this could be managed. A financial contribution would be secured by S106 agreement, a sum of £607,500 has been agreed for this site towards the enhancement of bus services.
229. The nearest rail station to the site is Queen's Road Peckham Station which is located circa 1.8km south-east of the site, or a 22-minute walk or seven-minute cycle. For this reason, it is unlikely that students will travel to this station for their travel to LSE, and will instead make use of bus services or cycling.
230. The proposed Bakerloo Line extension is currently under consultation with an aim of beginning construction in 2023 and running services from 2029. The site of Old Kent Road 1 station is currently chosen to be near to the junction between Old Kent Road and Dunton Road, circa 1km north-west of the site. This station would provide direct

access into Central London.

#### Public Realm

231. The development proposals will encourage an increase in walking by integrating the site with the wider area, increasing connectivity and permeability, enhancing the public realm and by creating a synergy of land uses between the site and adjacent streets.
232. In particular, the scheme ties into the east-west 'green route, known as the Linear Park which aims to transform the environment from a traffic dominated one to a traffic reduced space where pedestrian comfort is prioritised resulting on an attractive, safe and accessible area for those walking and cycling in the area.

#### Cycling and Walking

233. Policy 6.9 Cycling of the London Plan (2016) requires development to provide secure, integrated, convenient and accessible cycle parking facilities.
234. The application provides cycle parking of 368 long stay and two short stay cycle parking spaces for the student accommodation and 60 long stay and 10 short stay for the employment use. There is a segregated off-road cycle route running from Peckham High Street to Surrey Linear Canal Park known as the Surrey Canal Walk as well as an east-west cycle route through Burgess Park towards Walworth.
235. Two dedicated cycle lifts are provided to ensure students can access the cycle parking. A further lift and stairs are also provided for students making their way to and from the cycle storage for dropping off or picking up their cycles. An improved maintenance zone has also been provided on the upper ground floor. There are 454 Long stay cycle parking spaces provided for the student accommodation and 20 short stay spaces. This proposal includes a pre-loaded cycle hire scheme to encourage healthier standard of living among the students, many of the students are international postgraduates who would not wish to purchase or own a bicycle during their time in London.
236. In total cycle parking provision is 494 which is significantly above both the adopted London Plan and the Saved Southwark Plan requirement of 348 and only 43 below the draft Intend to Publish London Plan. Although there is a shortfall, this is more than compensated for by the cycle loan scheme in the reception, the high provision of Sheffield stands and the high levels of accessibility to the cycle store through the two dedicated cycle lifts. A contribution is also further agreed to cycle docking stations in the area.
237. For the employment use, a dedicated cycle store is provided within a dedicated cycle store at lower ground floor accessible directly from Bianca Road, providing 5 x Sheffield Stands (10 spaces). Extensive short –stay cycle parking (30 spaces) is proposed as part of the wider public realm improvements along the site's frontages; along Bianca Road.
238. In light of the recent situation of Covid-19, it is highly encouraged for people to use alternative modes of transport such as cycle. This cycle-hire scheme is highly welcomed.
239. Officers have recommended a condition for detailed design on cycle parking.

## Servicing and Delivery

240. Servicing for the student accommodation will be undertaken from a new circa 12m servicing loading bay on the eastern side of the carriageway, near to the main entrance to the student accommodation on Glengall Road. The associated kerb buildout on Glengall Road will maintain 5m of carriageway which is in line with Southwark highways guidance. Servicing for the B1c employment space will be undertaken from a new 12m on street loading bay on the northern side of Bianca Road. This will be shared between Building 1 of the Malt Street Regeneration Site and this development. The loading bay will be used by deliveries / servicing associated with the employment space and waste collection. The highway arrangement will be subject to detailed design and a road safety audit.

Vehicle Type	AM Peak Hour			PM Peak Hour			Daily		
	In	Out	Total	In	Out	Total	In	Out	Total
LGV	8	8	16	8	8	16	40	40	80
7.5t Box Vans	0	0	1	0	0	1	2	2	4
Total	8	8	17	8	8	17	42	42	84

*Note: Discrepancies relate to rounding of numbers*

241. Table 1 indicates that the Proposed Development will generate in the region of 42 deliveries per day (42 arrivals and 42 departures). This number is a worst case scenario i.e in the event that the light industrial space is occupied by a tenant who requires regular operational deliveries rather than, for a use that will only require deliveries of postal / DPD / amazon deliveries. A Delivery and Servicing Plan (DSP) will be implemented seeking to restrict deliveries during the morning and evening peak hours. Furthermore the council will secure a Bond against the contents of the final DSP, specifically regarding the number of daily servicing and delivery trips.
242. The refuse store will be stored at lower ground floor level in dedicated areas for each land use. Waste will be transferred kerbside prior to collection by site management who will locate bins near to the gated access to Bianca Road. The bin stores are located within 10ms of the kerb.
243. Waste for the employment space will be accessible via service access from Bianca Road, located parallel to the loading bay. Waste will be transferred kerb side by site management shortly before collection.
244. In order to ensure that on-street servicing and deliveries do not negatively impact on the highway network, the council is recommending that applicants in the Old Kent Road Opportunity Area enter into Delivery Service Plan Bonds against their baseline figures for all daily servicing and delivery trips. These bonds would be calculated at £100 per residential unit and £100 per 500 sqm of non-residential floor-space. In accordance with Regulation 122 of the Community Infrastructure Levy Regulations 2010, this is not intended as a financial penalty, but as a means of mitigating any harmful impacts from the proposed development and ensuring a better quality of life for current and future residents. As such, it is considered to meet the CIL Regulations 122 test, in that it would be:
- (i) necessary to make the development acceptable in planning terms;
  - (ii) directly related to the development; and

(iii) fairly and reasonably related in scale and kind to the development

245. The proposal is for the management of the new development to monitor the daily vehicular activity of the site commercial and student accommodation, quarterly for a period of two years from 75% occupancy. If the site meets or betters its own baseline target the bond will be returned within six-months of the end of the monitoring period. If the site fails to meet its own baseline the bonded sum will be made available for the council to utilise for sustainable transport projects in the ward of the development. The council will retain £1,600.00 for assessing the quarterly monitoring. The bond in this instance would be £22,500.00 based on the 676 units of student accommodation and 2,375sqm of non residential floorspace. The applicant has agreed to the contribution which can be collected via the legal agreement.

Type	Quantum	Bond Amount
Residential	676 (225)	£22,500.00
Non Residential	2,375 sqm	£2,500
Daily Trips	84	£25,000

#### Construction Management Plan

246. A draft construction management plan has been prepared as a standalone document.
247. The Section 106 would secure a detailed construction management plan (CMP) and a £40 per unit contribution for construction management within the OKR AAP area. This is for the council to manage cumulative impacts on the highways and environment.
248. A draft Student Travel Plan has been submitted with the Application which aims to put in place the management tools deemed necessary to enable the students of the site to make informed decisions about their travel, and at the same time minimise the adverse impacts of their travel on the environment. This is achieved by setting out a strategy for eliminating the barriers keeping students and visitors from using sustainable modes of transport. The Travel Plan will be implemented and reviewed by the operator of the student accommodation.

#### Conclusion on Transport

249. This proposal is supported because it reduces car dependency, which will contribute to the impacts of climate change and to the delivery of some of the Movement Plans 9 missions, in particular Vision Zero and Healthy Streets and allows for the emerging plans for the surrounding public highway to be facilitated, subject to the following obligations and conditions:
- A detailed construction management plan (CMP) and a £40 per unit contribution for Construction Management within the OKR AAP area. This is for the council to manage cumulative impacts on the highways and environment.
  - A detailed delivery and service plan (DSP) and a DSP Bond calculated at £100 per residential unit and £100 per 500 sqm of non-residential floor-space. To be monitored against their own baseline figures for all daily servicing and delivery trips. In accordance with Regulation 122 of the Community Infrastructure Levy Regulations 2010, this is not intended as a financial penalty, but as a means of mitigating any harmful impacts from the proposed development and ensuring a better quality of life for current and future residents. As such, it is considered to meet the CIL Regulations 122 test, in that it would be:
    - (i) necessary to make the development acceptable in planning terms;

- (ii) directly related to the development; and
  - (iii) fairly and reasonably related in scale and kind to the development
- A contribution towards the provision of a TfL Cycle Hire Docking Station (£11,250)
  - Bus Service Improvements - A contribution of £607,500 should be made towards the enhancement of bus services to mitigate the proposals impact on the public transport network.
  - This would be made available to TfL for a period up to five years subject to evidence of need.
  - Parking Permit Free for all the student accommodation and employment space for existing and future Controlled Parking Zones. Furthermore, restrictions will be placed on students from bringing a motor vehicle to the accommodation or the locality surrounding the accommodation.
  - s.278 works with the highway authority for highway works, tree planting and traffic management changes,

250. It is recommended that permission be granted subject to these matters being included in the legal agreement.
251. The council's highways team advised that prior to works commencing on site, including any demolition, a joint condition survey should be arranged with the highways team to catalogue condition of streets and drainage gullies. Informative about this, the need to design to SSDM standards, and the section 278 agreement would be included on any permission.

### **Security and anti-social behaviour**

252. Saved Policy 3.2 of the Southwark Plan seeks to ensure that developments do not harm the amenity of present or future occupiers in the surrounding area or on the site. Policy D13 of the Draft New London Plan outlines the 'Agent of Change' principle which places the responsibility for mitigating impacts from existing noise generating activities or uses on proposed new noise-sensitive development. Development should be designed to ensure that established noise generating uses remain viable and can continue to grow without unreasonable restrictions being placed on them.
253. Objectors have raised concerns that noise and anti-social behaviour incidents would increase in the local area with the possibility of 676 new students in the area.
254. It is important for a student accommodation scheme to be secure and safe. The proposed development only has one point of entry where everyone passes a familiar staff member at the reception desk therefore avoiding any safety issues.
255. The proposed student accommodation will be managed by a front of house manager on Monday to Friday, 9am to 5pm. This person would also manage the reception service which would operate 8am to 8pm, Monday to Friday. There would be 24/7 security cover, 365 days a year. The management office on the ground floor is located behind the reception, a well positioned place to monitor tenants and visitors coming in and out of the building.

In addition to the staffed reception, LSE would also have a live-in Warden and four Sub Wardens (LSE PhD or Masters students) who would provide pastoral support system for students living on site. Comprehensive training is delivered to all LSE residence employees with specific attention paid to fire management and major incident management, pastoral support and mental health first aid training as well as customer

service excellence.

256. The live in Warden and Sub Warden team would also be responsible to deal with anti-social behaviour issues that might occur around noise and neighbourly matters. The School operate a “quiet rule” after 10:30pm in its halls of residences so this would mitigate any noise issues that neighbours might have.
257. Officers consider that the proposed development would be secure, Applicant has provided sufficient detail about the security provision on site. The proposed Student Management Plan submitted addresses how the site would be managed to increase safety and reduce anti-social behaviour in the area.

### **Employment and training**

258. Policy P28 (affordable workspace) includes a requirement for development proposing over 500sqm of employment space to include 10% affordable workspace on site. Equating to a total of **238sqm affordable workspace** in this instance (based on the total employment space of 2375 GIA). Where inclusion of affordable workspace onsite is not possible, an in lieu payment will be sought for delivering affordable workspace off-site. The affordable workspace should be secured for at least 30 years, respond to local demand and prioritise existing businesses.
259. Policy P38 of the New Southwark Plan sets out the strategy for business relocation for the consideration of any displaced businesses or shops as a result of redevelopment.
260. In the case of this application, there is no loss of employment space.
261. Implementation of a Construction Apprenticeship and Local Employment scheme targeting 44 jobs for unemployed Southwark residents, 44 Southwark residents trained in pre or post-employment short courses and 11 Apprenticeships.
262. The scheme is large enough to trigger the construction phase employment and training requirements of the Section 106 and CILS SPD (or payments in lieu), and for local procurement in construction and operational phase. These would be secured in the section 106 agreement (set out in more detail below).
263. It is recommended that permission be granted subject to a legal agreement to ensure that Southwark residents can access employment on the site and training during the construction phase. The following should be included as planning obligations:
  - 44 sustained jobs for unemployed Southwark residents during the construction phase of the development. Where this is not possible to meet this requirement, a charge of £4,300 per job not provided will be applied.
  - 44 Southwark residents trained in pre- or post-employment short courses. Where this is not possible to provide a payment a charge of £150 per resident will be applied.
  - 11 new apprenticeship start or in work NVQ. Where this is not possible to provide a payment a charge of £1,500 per apprenticeship will be applied.
  - Allow for local procurement and supply chain measures during construction and after construction.

- A development of this size and with the proposed employment densities would be expected to deliver 5 sustained jobs for unemployed Southwark Residents at the end phase, or meet any shortfall through the Employment in the End Use Shortfall Contribution.

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

264. The applicant is willing to enter into a legal agreement with the council to cover any relevant planning obligations. If a legal agreement is not provided it is recommended that planning permission be refused by reason of failure to mitigate the impact of the proposed development contrary to saved Policy 2.5 Planning Obligations of the Southwark Plan 2007. The contributions and obligations are:

Planning obligation	Mitigation	Applicant's position
<b>Local Economy and Workspace</b>		
Employment and training (during construction)	<ul style="list-style-type: none"> <li>• 44 sustained jobs for unemployed Southwark residents during the construction phase of the development. Where this is not possible to meet this requirement, a charge of £4,300 per job not provided will be applied;</li> <li>• 44 Southwark residents trained in pre- or post-employment short courses. Where this is not possible to provide a payment a charge of £150 per resident will be applied;</li> <li>• 11 new apprenticeship start or in work NVQ. Where this is not possible to provide a payment a charge of £1,500 per apprenticeship will be applied.</li> </ul>	Agreed
Employment and enterprise	Allow for local procurement and supply chain measures during construction and after construction.	Agreed
Affordable workspace provision	Total of affordable workspace equates to 238sqm.	
Higher Education (LSE) Commercial Creative centre	Provision of Creative Centre and community café on the upper ground floor. Management, operation and promotion strategy to be submitted and agreed prior to occupation.	Agreed
<b>Housing and Viability</b>		
Off Site Affordable	Payment of £1,200,000 prior to occupation	Agreed

Student Housing Contribution	of the development.	
Wheelchair Units	35 Wheelchair adaptable studios are to be provided.	Agreed
<b>Public realm improvements</b>		
Public realm improvements	The Applicant will carry out the proposed landscaping works in accordance with a plan / specification to be agreed as part of the S106 OR a financial contribution (up to a maximum of £25,000) to be agreed with the council.	Agreed
<b>Transport and Highways</b>		
Public Transport Infrastructure Contribution	Contribution towards the improvement of local bus stops (up to a maximum of 607,500).	Agreed
Highway works	<ul style="list-style-type: none"> <li>• A detailed Construction Management Plan (CMP) and a £40 per unit contribution for Construction Management within the OKR AAP area. This is for the council to manage cumulative impacts on the highways and environment.</li> <li>• A detailed Delivery and Service Plan (DSP) and a DSP Bond calculated at £100 per residential unit and £100 per 500 sqm of non-residential floor-space. To be monitored against their own baseline figures for all daily servicing and delivery trips. In accordance with Regulation 122 of the Community Infrastructure Levy Regulations 2010, this is not intended as a financial penalty, but as a means of mitigating any harmful impacts from the proposed development and ensuring a better quality of life for current and future residents. As such, it is considered to meet the CIL Regulations 122 test, in that it would be: <ul style="list-style-type: none"> <li>(i) necessary to make the development acceptable in planning terms;</li> <li>(ii) directly related to the development; and</li> <li>(iii) fairly and reasonably related in scale and kind to the development</li> </ul> </li> <li>• A contribution towards the provision of a TfL Cycle Hire Docking Station (£11,250)</li> </ul>	Agreed

	<ul style="list-style-type: none"> <li>• Bus Service Improvements - A contribution of £607,500 should be made towards the enhancement of bus services to mitigate the proposals impact on the public transport network.</li> <li>• This would be made available to TfL for a period up to 5 years subject to evidence of need.</li> <li>• Parking Permit Free for all the student accommodation and employment space for existing and future Controlled Parking Zones. Furthermore, restrictions will be placed on students from bringing a motor vehicle to the accommodation or the locality surrounding the accommodation.</li> <li>• s.278 works with the highway authority for highway works, tree planting and traffic management change.</li> </ul>	
Pedestrian / Cycle Improvements	Contribution towards pedestrian and cycle route improvements within the vicinity of the application scheme. (up to a maximum of £15,000).	
Parking permit restriction	This development would be excluded from those eligible for car parking permits under any future CPZ operating in this locality.	Agreed
<b>Energy, Sustainability and the Environment</b>		
Greenfield Run-off Rate	A contribution to offset the surface water run-off rates as it has not been possible to achieve greenfield run-off rates for the site. The value of the contribution is £3,900.	Agreed
Futureproofing for connection to District Heat Network (DHN)	Prior to occupation, a CHP Energy Strategy must be approved setting out how the development will be designed and built so that it will be capable of connecting to the District CHP in the future.	Agreed
Archaeology monitoring/ supervision fund	Contribution towards cost of providing technical archaeological support (£11,171 for schemes of 10,000sqm+)	Agreed
Administration fee	Maximum contribution to cover the costs of monitoring these necessary planning obligations, calculated as 2% of total sum	Agreed

265. The content of the S106 complies with the requirements of the CIL Regulations 2010.
266. In addition to the planning obligations set out above, a financial contribution would be secured towards the maintenance of Frensham Street Park for the propose Linear Park.

267. These obligations are necessary in order to make the development acceptable in planning terms, and to ensure the proposal accords with policy 2.5 of the Southwark Plan, Core Strategy policy 14 and London Plan policy 8.2, and the Section 106 Planning Obligations and CIL SPD. The content of the S106 complies with the requirements of the CIL Regulations 2010.
268. In the event that a satisfactory legal agreement has not been entered into by 25 September 2020, the director of planning be authorised to refuse planning permission (if appropriate) for the following reason:

"The proposal fails to provide an appropriate mechanism for securing the in lieu payment for affordable housing, the highways works and financial contributions towards transport mitigation. The proposal therefore fails to demonstrate conformity with strategic planning policies and fails to adequately mitigate the particular impacts associated with the development in accordance with saved policies 2.5 'Planning obligations' and 4.4 'Affordable Housing' of the Southwark Plan (2007), Strategic Policies 8 'Student Housing' and '14 'Delivery and implementation' of the Core Strategy (2011), and London Plan (2016) policies 3.12 'Negotiating affordable housing' and' 8.2 'Planning obligations', as well as guidance in the council's Section 106 Planning Obligations and Community Infrastructure Levy SPD (2015)."

## **Mayoral and borough community infrastructure levy (CIL)**

269. The proposal is liable for Mayoral and Southwark CIL. The party responsible to pay CIL must submit CIL Form1 (Assumption of Liability) and CIL Form6 (Commencement Notice) at least a day prior to material operations start on site. The applicant submitted a form to the council and in this instance, it is an estimated CIL payment of approximately £1,114,307.50 and an estimated Southwark SIL payment of £1,386,015.62 would be required.
270. Section 143 of the Localism Act states that any financial contribution received as "community infrastructure Levy" (CIL) is 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.

## **Community involvement and engagement**

271. The applicant and the council have made separate consultations in regards to this scheme.
272. The Applicant has carried out a number of consultations with the local community. This included leaflet drops, a two day public exhibition, and a series of meetings with residents and local stakeholder groups such as the Friends of Burgess Park and Glengall wharf community garden.
273. A public exhibition was held over two days, on Thursday 14 November between 3.30pm and 5.30pm and on Saturday 16 November between the hours of 10am and 2pm. Both exhibitions were held at Christ Church, Peckham, 676 -680 Old Kent Road. The Applicant and Members of the project team were available o both days to answer any questions. They also had A1 boards set out the proposals, including an interactive board which enabled attendees to leave their thoughts and suggestions on community led uses for the LSE commercial floorspace. Flyers were sent to over 2,300 addresses

including residential and business addresses, inviting them to the public exhibition and outlining the proposed plans for the application site. During the event, feedback forms were provided to attendees so that they could be filled out on the day or sent via email or post.

274. The Applicant and project team have responded positively to the consultation responses received which has resulted in some amendments to the proposal. Full details of the consultation undertaken by the Applicant so far has been summarised within the submitted Statement of Community Involvement and Engagement Summary.
275. The LSE will continue to engage proactively with the community throughout the various stages of the application process.

#### **Consultation responses from internal and divisional consultees**

276. Summarised below are the material planning considerations raised by internal and divisional consultees, along with the officer's response.
277. Environmental Protection Team:
  - No objection and recommend six conditions relating to internal noise levels, sound levels for plant and any associated ducting, construction management plan and land contamination.
  - Although some of the recommendations are partially covered in the submitted application documents, they are still recommended for reassurance.
  - With respect to noise from proposed uses, no noise impact assessment was submitted in regards to the gym and the movie room, which both have residents immediately above them. This has been addressed by requesting with a pre-construction assessment by condition.

Officer response to issue(s) raised:

Recommends that the application is granted subject to six conditions.

278. Archaeology:  
Acceptable subject to conditions.

Officer response to issue(s) raised:

Included in the recommendation.

279. Local Economy Team: Acceptable subject to conditions.

Officer response to issue(s) raised:

Included in the recommendation.

280. Flood Risk Management Team:

The Applicant has proposed a discharge rate of 3l/s. The calculated Greenfield rate for the site is 1.6l/s for the 1 in 100 year + CC flood event. The council expect the development to aim to discharge to greenfield rate 2 l/s for the 1 in 100 year flood event with an allowance of 40% climate change.

Officer response to issue(s) raised:

There will be a financial offset for not attenuating the 1% AEP flood event plus CC to greenfield rate as per the OKR AAP. Therefore, for the Old Kent Road Integrated

Management Strategy, the financial offset rate in the OKR regeneration area is £325/m<sup>3</sup> not attenuated to greenfield rate. The max volume required to contain the 1:100 40% CC greenfield rate is 284m<sup>3</sup>. The proposed drainage strategy is to attenuate 272m<sup>3</sup>, leaving a shortfall of 12m<sup>3</sup> x £325 = £3,900, which will be utilised to provide surface water storage & green infrastructure in the local area.

281. Ecologist: Acceptable subject to conditions.

- The bat survey is fine - no further surveys are required.
- The Landscape plans are acceptable but a Lighting Strategy is required.

Officer response to issue(s) raised:

Included in the recommendation

282. Urban Forester:

Acceptable subject to conditions. In order to ensure the quality aspired to is provided and feasible on highways land a specific tree planting condition is needed. This is especially relevant considering that the proposed ground floor landscape sets a precedent for future phases of the green link and park to Old Kent Road.

Officer response to issue(s) raised:

Included in the recommendation.

283. Transport Policy Team:

Acceptable subject to conditions and matters to be covered by a S106 agreement.

Officer comment:

Included in the recommendation.

### **Consultation responses from external consultees**

284. Summarised below are the material planning considerations raised by external consultees, along with the officer's response.

285. Environment Agency: Acceptable subject to conditions

Officer response: Included in the recommendation.

286. Thames Water: No objections subject to conditions

Officer response: Included in the recommendation.

287. Historic England: No comments given.

Officer response: Noted

288. London Fire brigade:

London Fire Brigade advise is that they are satisfied with the proposals in relation to the fire precautionary arrangements including fire-fighter access and water supplies.

Officer response: Noted

289. These matters are addressed comprehensively in the relevant preceding parts of this report.

## **Community impact and equalities assessment**

290. The council must not act in a way which is incompatible with rights contained within the European Convention of Human Rights
291. The council has given due regard to the above needs and rights where relevant or engaged throughout the course of determining this application.
292. 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:
  1. The need to eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Act
  2. 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
  3. The need to foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.
293. The protected characteristics are: race, age, gender reassignment, pregnancy and maternity, disability, sexual orientation, religion or belief, sex, marriage and civil partnership.
294. It is not considered that this development would harm or disadvantage persons who share protected characteristics. By providing affordable student accommodation, the development would make the university sector more accessible to a wider section of the population, and by providing community outreach in an area of high multiple deprivation, with a relatively high BAME population. It is more likely that this development would directly benefit the community and persons who share protected characteristics.

## **Human rights implications**

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

## **Positive and proactive statement**

297. The council has published its development plan and Core Strategy on its website together with advice about how applications are considered and the information that needs to be submitted to ensure timely consideration of an application. Applicants are advised that planning law requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise.
298. The council provides a pre-application advice service that is available to all applicants in order to assist applicants in formulating proposals that are in accordance with the development plan and core strategy and submissions that are in accordance with the application requirements.

### **299. Positive and proactive engagement: summary table**

Was the pre-application service used for this application?	YES
If the pre-application service was used for this application, was the advice given followed?	YES
Was the application validated promptly?	YES
If necessary/appropriate, did the case officer seek amendments to the scheme to improve its prospects of achieving approval?	YES
To help secure a timely decision, did the case officer submit their recommendation in advance of the statutory determination date?	NO

## **Other matters**

300. N/A

## **Conclusion**

301. This development would provide good quality accommodation for post-graduate students from the LSE in a well designed building. The financial contribution in lieu of providing affordable housing on site is considered fair and proportionate to the scale of the development proposed. The viability assessment has been reviewed by an independent consultant. It is not considered that the potential impacts upon residential amenity would be significant. As such, the use of this site to provide student accommodation represents an efficient use of this site within the Old Kent Road Opportunity Area. It introduces a different type of mixed use in the area, adding to the vitality and diversity of the proposed town centre.
302. As such, it is recommended that planning permission is granted subject to conditions and a Section 106 Agreement.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
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 0254 Council website: <a href="http://www.southwark.gov.uk">www.southwark.gov.uk</a>

## APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Relevant planning history
Appendix 4	Recommendation

## AUDIT TRAIL

<b>Lead Officer</b>	Simon Bevan, Director of Planning	
<b>Report Author</b>	Liz Awoyemi, Planning Projects Officer	
<b>Version</b>	Final	
<b>Dated</b>	29 June 2020	
<b>Key Decision</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Strategic Director of Finance and Governance	No	No
Strategic Director of Environment and Leisure	No	No
Strategic Director of Housing and Modernisation	No	No
Director of Regeneration	No	No
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