

Item No.	Classification	Decision Level	Date
3/1	OPEN	PLANNING COMMITTEE	13.1.04
From DEVELOPMENT & BUILDING CONTROL MANAGER		Title of Report DEVELOPMENT CONTROL	
Proposal (03-AP-0910) Construction of a part five, part six, part seven and part eight storey building containing health centre, dentist, nursery and pharmacy at ground floor level with 74 flats above. Provision of 8 surface and 28 basement car parking spaces.		Address Land bounded by Grange Road, Alscot Road & Keyse Road SE1 (Bermondsey Spa Site A) Ward Grange	

1. PURPOSE

- 1.1 To consider the above application, which is for Planning Committee consideration as the site is in Council ownership.

2. RECOMMENDATION

- 2.1 Grant Planning Permission subject to the satisfactory completion of a legal agreement to secure affordable housing and the provision of a car club arrangement for the future residential occupiers.

3. BACKGROUND

- 3.1 The application site is on the corner of Alscot Street and Grange Road, extending to Keyse Road (which is now closed) and adjoining the Bermondsey Spa Park. Pre-war the whole site and park was terraced houses. Most of the houses were still present in the 1960's when the application site was being used as a playground. By the 1970's, the houses to the north were cleared and the Bermondsey Spa Recreation Ground laid out. For at least the last ten years the application site has been excluded from the park and playground use, having been used as a car park for many years before being fenced off as a development site.
- 3.2 This site was included in the 'masterplan' for the Bermondsey Spa Regeneration Area prepared in August 2000 (by Llewellyn-Davies) which aimed to optimise Council landholdings in the area. This was a marketing document and no planning status. In response to this, initial ideas for the site were prepared by the applicants in 2001 and shortlisted for consultation which included locally held exhibition and presentations. Following further modification of the scheme the applicants were selected as developers and the scheme became known locally as the 'Green Banana'. Now submitted as 'Bermondsey Spa Site A', this is the first of the regeneration area sites proposed for development.
- 3.3 The proposal is for a modern designed building that curves around the corner

of the site, rising from five storeys at Keyse Road to six and seven storeys on the corner and rising to eight storeys in Alscot Road. It will have a health centre with a dental surgery and pharmacy on the ground floor. There will be 74 flats on the upper floors, with 19 flats (26%) being affordable housing for rent, 12 (16%) being classified as intermediate (shared ownership) and the remaining 43 flats (58%) being private for sale. As originally submitted it included provision of 10 car parking spaces serving the health centre, two car bays for a car club scheme for residents, and bicycle parking and storage.

- 3.4 A revised application has added 28 parking spaces in the basement, including 2 spaces for a car club (shared car use for residents) and 2 wider bays for drivers with disabilities. It has also revised the ground level parking arrangements to show 8 car parking bays for the health centre in Keyse Road, together with 8 scooter bays, and 16 bicycle racks in Grange Road and 8 in Alscot Road. The access ramp to the basement car park will be in Alscot Road, 22m from the junction with Grange Road. The two 'car pool' spaces that were in Alscot Road are now to be in the basement and secured by a legal agreement.

4. FACTORS FOR CONSIDERATION

4.1 Main Issues

The main issues in this case are whether the use of the site for a health centre and housing is acceptable and whether the scale of the development proposed is appropriate in this location.

4.2 Planning Policy

Southwark Unitary Development Plan 1995 [UDP]:

Policy E.1.1 Safety and Security – complies, increased overlooking of park.

Policy E.2.2 Heights of Buildings – Does not comply. Height does not fit in with its surroundings and will create a prominent landmark.

Policy E.2.3 Aesthetic Control – Complies. A well designed high building.

Policy E.2.4 Access and facilities for people with disabilities – Complies

Policy E.2.5 External Space – Good design and increased pavement space at ends of development help development to fit into the area.

Policy E.3.1 Protection of Amenity – No direct impact except for effect on views for future occupiers of new development being built in Alscot Road.

Policy C.1.1 Premises for Community Facilities – Permission is normally granted for health facilities as proposed.

Policy C.5.1 Open Space Provision – although on former open space, the development will enable an improved open space next to the site.

Policy C.5.2 Protection of play spaces - a former playground will go but new facilities will be provided in the improved Bermondsey Spa Park.

Policy C.5.4 Protection of Private and Public Open Space – Generally complies with policy as improvements to existing open space will result.

Policy H.1.4 Affordable Housing – Complies, there will be affordable housing within the development.

Policy H.1.5 Dwelling Mix of new housing – Complies

Policy H.1.7 Density of new development – 583 hrh, significantly exceeds the normally accepted density of 175-210 habitable rooms per hectare (hrh).

Policy H.1.8 Standards for new housing – Meets UDP standards for internal space but lacks standard for parking provision and amenity space (but has adjacent public park)

Policy H.1.10 Provision of housing to Mobility and wheelchair standards –

Policy T.1.3 Design of Development and conformity with Council Standards and Controls – Does not fully meet UDP parking standards. Refuse storage is adequate. 24 bicycle parking spaces and 8 for scooters will be provided.

Draft Southwark Plan [agreed for Deposit November 2002]:

Policy 3.2 Protection of Amenity - Complies, although there will be some impact on future occupiers of the new development under construction in Alscot Road.

Policy 3.3 Energy Efficiency - Complies. Designed as part of the development.

Policy 3.4 Waste Reduction - satisfactory provision.

Policy 3.5 Water Efficiency - Fully complies. A key aspect of the design.

Policy 3.7 Archaeology - Investigations already carried out.

Policy 3.14 Quality in design - A high standard of design will be achieved.

Policy 3.15 Urban Design - The height may not be considered appropriate in this location but the development will relate well to the park.

Policy 4.1 Housing Density - Achieves a high density development.

Policy 4.2 Residential design standards - Complies.

Policy 4.3 Combining residential and complementary uses - Fully complies.

Policy 4.4 Affordable Housing Provision - Fully complies with 42% affordable housing being provided (26% rented and 16% intermediate/shared ownership)

Policy 4.6 Mix of Dwellings - Complies. 65% being two or three bedroom units.

Policy 5.3 Pedestrians and cyclists - improved paving and cycle parking.

Policy 5.6 Parking - Complies. Car parking spaces restricted and 8 scooter and 24 bicycle parking spaces provided.

Supplementary Planning Guidance for consultation - Bermondsey Spa Action Area - proposal is consistent with guidance which seeks a community use (e.g. health centre) on ground level and residential above.

4.3 Consultations

Site Notice: 4/7/2003

Press Notice: 20/5/2003

Consultees:

The Head Teacher, Boutcher Primary School, Grange Road, SE1

Head Teacher, Kintore Way Primary School, Grange Road.

Flats 1 to 24 (incl.) Brewster House, 111 Grange Road, SE1 3BL. Bermondsey Health Centre, 108 Grange Road, SE1 3BW. 143, 107, 105, and The Grange Public House,

103 Grange Road SE1. 120, 122, 124, 126, 128, 130 Grange Road SE1 3AL

The Fort Public House, 132 Grange Road, SE1 3AL

Flats 1 to 19, Tower Mansions, Grange Road, SE1. 91/97 Alscot Street, SE1 1 to 7 (incl), 45 Alscot Street, SE1

In addition there was pre-application consultations by the developers with local tenants and residents associations, residents and Councillors. Including: Salmon Youth Centre; St. James's Church; St. James's School; Beormund Community Centre; Alfred Salter Neighbourhood Housing Office; Dickens Tenants Association; George Tingle, Larnaca House;

Bermondsey Health Centre; Railtrack; Two Towers Housing Co-operative; CIDA; NSPCG; Health Authority and Pharmacy Cave Group.

Replies from:

Governors of Kintore Way Nursery School – object to a buildings of this size as it would be completely out of sympathy with the scale of other buildings in the immediate area. The road is already busy and this would conflict with the access to this development. 74 flats with only 10 parking spaces would be very short-sighted, especially as site is just outside the Congestion Charging Zone and parking is already severely restricted.

107 Grange Road: - (also expressing views for No.105) Very concerned about parking provision and height of the building (8 storeys in front of properties) and blocking views of the Park, as well as light to windows. Support the need for health centre and more GP's but the extra 100 homes (together with Buxton Homes development in Alscot Road) will make matters worse.

Traffic Group: - No objections but made comments and expressed a number of concerns that need to be addressed by further submissions required by condition. In particular the parking arrangements (both in the basement and in Keyse Road), access to the basement car park and the need for the car club in addition to the low parking provision. The operation of the refuse stores which would need bins to be moved around needs clarification.

Housing Department: - Full support, this is the type of good design, mixed tenure, mixed use Housing Association scheme we are very much trying to encourage. Very good EcoHomes and Lifetime Homes standards. High density and little amenity so not suitable for family units. Intermediate housing would include shared ownership but probably also rented accommodation that was affordable to key workers on low incomes.

Conservation and Design: - No objections. Initial concerns about height and bulk as this would be one of the largest buildings in the area, comparable to the scale of Alaska Works and would dwarf some of the smaller buildings forming its immediate context.

Illustrative sketch elevations subsequently submitted (not forming part of the application) show the scheme to have the potential to be of exceptional architectural quality. If these are included and larger scale details tied up by condition, this would go some way towards providing the certainty required in terms of securing a quality design. On balance, given the potential quality of the architecture and the fact the building will have a flagship regeneration role in Bermondsey Spa there is no objection.

5 PLANNING CONSIDERATIONS

- 5.1 The application is for a development that is known variously as "Spa Central" or, by local people, the "Green Banana". It would combine new community health facilities (health centre, dentists, pharmacy and children's day nursery) on the ground floor and 74 flats in mixed tenure on the upper floors. The building will be located to the south east of the Bermondsey Spa Park, wrapping around the corner of Grange Road and Alscot Road.
- 5.2 The proposed health centre and other facilities have arisen through negotiations with the Health Authority, Bermondsey Health Centre and the local G.P. and dental practices. The services in the existing health centre and

dental practice would relocate to these premises.

- 5.3 The key feature of this development is the physical presence it will have in the locality. The building will curve around the corner of Grange Road and Alscot Road. Starting at five storeys (about 16m high) at Keyse Road, it will rise to six storeys before the corner and rise to eight storeys (26.5m high) in Alscot Road. As each section of the building increases in height the top floor is set back, providing private terraces for the top flats. All flats will have either balconies or terraces. These upper floors are only in the curved plan form adjacent to the road.
- 5.4 On the ground floor the health centre continues as a single storey building adjoining the Park and creating a central courtyard within the development. At each end of the street frontage the curve of the building pulls back from the road creating a wider pavement and visual link into the park.
- 5.5 The height of the building may be considered by some to be too high and over-dominating in this locality. Had the proposal been for a conventional slab block of flats then this scheme would probably be unacceptable for those reasons. However, in the case the quality of the architecture and design would result in a modern, eye catching building which will stand out as a landmark development in the area rather than have an over dominating impact. The irregularly spaced windows, choice of materials, corner balconies, and sweep of the roof will all add to the interest in the design
- 5.6 The materials to be used include 'standing seam metal cladding', render or ply rainscreen panels, aluminium doors and window frames, timber weatherboarding, and metal standing seam roof. The standing seam cladding will have horizontal indented bands, and the stained or veneered ply sheeting have been used successfully elsewhere, and could add to the modern appearance of the building. The quality of the design, of which the materials play a fundamental part, is important to whether the scale of this development is acceptable. Further details will therefore be required by condition to ensure that the potential architectural quality is achieved.
- 5.7 The internal standard of all the proposed flats would be to a good standard. The affordable housing units will be built to 'Lifetime Homes' standards. There are lifts to all floors and accessibility within the units is acceptable. As these are flats they lack gardens space, although they will have either balconies or terraces. Instead of a communal amenity space for the flats they will enjoy the immediate outlook over, and use, of Bermondsey Spa Gardens. This green vista will be further enhanced for many flats by a landscaped internal courtyard and the green (planted) roof of the health centre. It is also proposed to have planting on trailing wires on the north and east elevations facing the park.
- 5.8 The shortage of parking for the 74 flats was an issue that needed to be addressed. The site has a Public Transport Access Level (PTAL) score of just 2, which represents a poor level of accessibility and where a car free or very low parking standard would be inappropriate and would inevitably result in on-street parking problems. The development was revised to include 28 car spaces in the basement, including 2 for drivers with disabilities. Two of these bays will be reserved for a car club. The remaining 26 represents a level of just

35% car parking provision. This low provision would only be acceptable with the additional car club arrangement to meet additional transport needs. This is to be secured as part of the legal agreement.

- 5.9 Policy C.5.4 'Protection of Private and Public Open Space' is relevant in this case due to the past use of the site. Bermondsey Spa Park is identified as a Local Public Open Space in the Unitary Development Plan. No boundary of the open space is identified and at the time that the UDP was adopted in 1995 this site was no longer in use as part of the larger park but in use as a public car park. It can therefore be reasonably assumed that the UDP did not intend to include this site.
- 5.10 The loss of local open space is normally resisted by policy C.5.4, however, it states that "where there is a loss of open space, significant improvements to existing open space or provision of new open space will be required". In this case, whatever the status of the land, significant improvements to the adjoining Bermondsey Spa Park (or 'Gardens') will be carried out using a contribution of £700,000 from the capital value of this site to fund the improvements. This sum has already been set aside from the capital receipt for the site and is therefore not part of this development.
- 5.11 In conclusion, the proposed development would be higher than would normally be permitted in this locality but because of the quality of the architecture, the high proportion of good standard affordable homes (built to Lifetime Homes standard and eco-homes excellent standard), and the fact that this building will have a flagship regeneration role in Bermondsey Spa, it would be acceptable in this case.

6. EQUAL OPPORTUNITY IMPLICATIONS

- 6.1 Accessibility will be good throughout the development. The health centre and associated facilities will be provide necessary services locally for many with mobility difficulties who have currently to travel further afield for these services.

7. LOCAL AGENDA 21 [Sustainable Development] IMPLICATIONS

- 7.1 The development will aim to achieve an 'excellent' rating under the BREEAM Eco-Homes rating and will include features such as a small scale gas fired combined heat and power plant providing efficient heating supply; space heating and heat recovery; mechanical ventilation; high levels of thermal insulation; low energy lighting; use of sustainably managed timber; no ozone depleting materials will be used; borehole water will be used and car share scheme provided.

LEAD OFFICER
REPORT AUTHOR
CASE FILE
Papers held at:

Andrew Cook
Adrian Dennis
TP/32-138
Council Offices, Chiltern,
Portland Street SE17 2ES
[tel. 020 7525 5402]

Development and Building Control Manager
[tel. 020 7525 5445]

RECOMMENDATION

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

Applicant	Bermondsey Spa Developments Ltd	Reg. Number	03-AP-0910
Application Type	Full Planning Permission	Case Number	TP/32-138
Recommendation	Grant		

Draft of Decision Notice

Planning Permission was GRANTED for the following development:

Construction of a part five, part six, part seven and part eight storey building containing health centre, dentist, nursery and pharmacy at ground floor level with 74 flats above. Provision of basement and ground level car parking spaces.

At: Land bounded by Grange Road, Alscot Road & Keyse Road SE1 (Bermondsey Spa Site A)

**In accordance with application received on 09/05/2003
and revisions/amendments received on 13/11/2003**

and Applicant's Drawing Nos. DODS/P21/C; D01/L; D02/I; D03/I; D04/H; D05/H; D12/B; D25/B; D26/A; D27/A; D28/B; D29; D30; D31; D32.

Subject to the following conditions:

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

Reason

As required by Section 91 of the Town and Country Planning Act 1990.

- 2 Detailed drawings of the car park access ramp and cross-over, including cross section, shall be submitted to and approved by the Local Planning Authority before any work in connection with this permission is carried out and the development shall not be carried out otherwise than in accordance with any such approval given.

Reason

In order that the Local Planning Authority may be satisfied as to the details of the access ramp slope and standing area at the entrance in the interest of public and vehicle safety in accordance with Policy T.1.3 'Design of development and Conformity with Council Standards' of the Southwark Unitary Development Plan.

- 3 Details of the basement car parking arrangements, including bays for disabled drivers and the car club, shall be submitted to and approved by the Local Planning Authority before any work in connection with this permission is carried out and the development shall not be carried out otherwise than in accordance with any such approval given.

Reason

In order that the Local Planning Authority may be satisfied as to the details of the on-site parking proposed in the interest of public and vehicle safety in accordance with Policy T.1.3 'Design of development and Conformity with Council Standards' of the Southwark Unitary Development Plan.

- 4 Detailed drawings of the elevations including sections to a scale of not less than 1:20 shall be submitted to and approved by the Local Planning Authority before any work in connection with this permission is carried out and the development shall not be carried out otherwise than in accordance with any such approval given.

Reason

In order that the Local Planning Authority may be satisfied as to the details of the elevation treatment in the interest of the appearance of the building in accordance with Policy E.2.3 'Aesthetic Control' of the Southwark Unitary Development Plan.

- 5 Details of the facing and roofing materials (including samples where appropriate) to be used in the carrying out of this permission shall be submitted to and approved by the Local Planning Authority before any work in connection with this permission is carried out and the development shall not be carried out otherwise than in accordance with any such approval given.

Reason

In order that the Local Planning Authority may be satisfied as to the details of the materials to be used on the

elevations and the roof, in the interest of the appearance of the building in accordance with Policy E.2.3 'Aesthetic Control' of the Southwark Unitary Development Plan.

- 6 Details of the facilities to be provided for the secure storage of cycles shall be submitted to and approved by the local planning authority before the development hereby approved is commenced and the premises shall not be occupied until any such facilities as may have been approved have been provided. Thereafter the cycle parking facilities provided shall be retained and the space used for no other purpose without the prior written consent of the local planning authority, to whom an application must be made.

Reason

In order to ensure that satisfactory safe and secure cycle parking facilities are provided and retained in order to encourage the use of cycling as an alternative means of transport to the development and to reduce reliance on the use of the private car in accordance with policy T.4.1 Measures for Cyclists of the Southwark Unitary Development Plan.

- 7 The use hereby permitted shall not be commenced before details of how the arrangements for the storing of refuse (for both the flats and the health centre) will operate have been submitted to and approved by the Local Planning Authority and the facilities approved have been provided and are available for use by the occupiers and users of the premises. The facilities shall thereafter be retained for refuse storage and the space used for no other purpose without the prior written consent of the Council as local planning authority.

Reason

In order that the Council may be satisfied that suitable facilities for the storage of refuse will be provided and retained in the interest of protecting the amenity of the site and the area in general from litter, odour and potential vermin/pest nuisance in accordance with Policy E.3.1: Protection of Amenity and Policy T.1.3: Design of Development and Conformity with Council's Standards and Controls of Southwark's Unitary Development Plan.

- 8 Detailed drawings of a landscaping scheme, including provision for the planting of suitable trees and shrubs, showing the treatment of all parts of the site not covered by buildings (including surfacing materials of any parking, access, or pathways) shall be submitted to and approved by the Council before the development hereby permitted is begun and the landscaping scheme approved shall thereafter be carried out in the first appropriate planting season following completion of the building works.

Reason

So that the Council may be satisfied as to the quality and appearance of the materials and planting to be provided, in accordance with Policies E.2.3 'Aesthetic Control' and E.2.5 'External Space' of the Southwark Unitary Development Plan.

- 9 Any tree or shrub required to be retained or to be planted as part of a landscaping scheme approved, either as part of this decision or arising from a condition imposed as part of this decision, that is found to be dead, dying, severely damaged or seriously diseased within two years of the completion of the building works OR two years of the carrying out of the landscaping scheme (whichever is later), shall be replaced by specimens of similar or appropriate size and species in the first suitable planting season.

Reason

So that the Council may be satisfied that the provided as part of the landscaping is retained for the benefit of the development and the surrounding area, in accordance with Policies E.2.3 'Aesthetic Control' and E.2.5 'External Space' of the Southwark Unitary Development Plan.

- 10 Details of the means by which the existing trees on the site are to be protected from damage by vehicles, stored or stacked building supplies, waste or other materials, and building plant or other equipment shall be submitted to and approved by the Local Planning Authority before any work is begun, and such protection shall be installed and retained throughout the period of the works.

Reason

In order to ensure that existing trees on and adjoining the site are protected from damage or destruction during the construction period.

- 11 Details of the Green Roof to be installed on the health centre roof shall be submitted to and approved by the Local Planning Authority before any work in connection with this permission is carried out and the development shall not be carried out otherwise than in accordance with any such approval given.

Reason

In order that the Local Planning Authority may be satisfied as to the details of Green Roof and that it can be provided and retained, in the interest of the appearance of the building in accordance with Policy E.2.3 'Aesthetic Control' of the Southwark Unitary Development Plan.

- 12 Details of the means of enclosure for all site boundaries shall be submitted to and approved by the local

planning authority and the development shall not be carried out otherwise than in accordance with any approval given. The development hereby permitted shall not be occupied until the works approved pursuant to this condition have been carried out.

Reason

So that the Council may be satisfied with the details of the boundary treatment adjoining the Park, in terms of security and visual appearance, in accordance with Policies E.1.1. 'Safety and Security' and E.2.3 'Aesthetic Control' of the Southwark Unitary Development Plan.

- 13 No meter boxes, flues (including balanced flues), vents or pipes [other than rainwater pipes] or other appurtenances not shown on the approved drawings shall be fixed or installed on the street elevations of the building without the prior written approval of the Local Planning Authority.

Reason

So that the Council may be satisfied that these additions do not detract from the visual appearance and quality of the design of the building, in accordance with Policy E.2.3 'Aesthetic Control' of the Southwark Unitary Development Plan.

- 14 No roof plant, equipment or other structures, other than as shown on the plans hereby approved or approved pursuant to a condition of this permission, shall be placed on the roof or be permitted to project above the roofline of any part of the building[s] as shown on elevational drawings or shall be permitted to extend outside of the roof plant enclosure[s] of any building[s] hereby permitted without the prior written consent of the Local Planning Authority.

Reason

In order to ensure that no additional plant etc. is placed on the roof of the building in the interest of the appearance and design of the building and the visual amenity of the area in accordance with Policies E.2.3 'Aesthetic Control' and E.3.1 'Protection of Amenity' of the Southwark Unitary Development Plan.

- 15 Notwithstanding the provisions of Parts 24 and 25 The Town & Country Planning [General Permitted Development] Order 1995 [as amended or re-enacted] no external telecommunications equipment or structures shall be placed on the roof or any other part of a building hereby permitted without the prior written consent of the Local Planning Authority.

Reason

In order to ensure that no telecommunications plant or equipment which might be detrimental to the design and appearance of the building and visual amenity of the area is installed on the roof of the building in accordance with Policies E.2.3 'Aesthetic Control' and E.3.1 'Protection of Amenity' of the Southwark Unitary Development Plan.

Informatives

- 1 At least 6 months before the occupation of the new buildings or units of accommodation hereby permitted you are advised that you must obtain the Council's approval for the numbering and naming of buildings and the naming of any new streets created by the development. Application forms can be obtained from the Street Naming and Numbering service at the Council's Regeneration Department, Council Offices, Chiltern, Portland Street, London SE17 2ES (Tel: 020 -7525-5403).
- 2 You are advised that prior to the commencement of works you must obtain the approval of the Council for any changes, alterations or other works to the highway or footway. Please contact the Director of Regeneration Department, Chiltern, Portland Street, London SE17 2ES. (tel: 020 7525 5000).
- 3 Prior to the commencement of works you are advised that you must arrange a survey of the condition of the adjacent public highway. Please contact the Director of Regeneration Department, Chiltern, Portland Street, London SE17 2ES. (tel: 020 7525 5000).
- 4 The developer should consult the Environment & Leisure Department to agree how the Council's Code of Construction Practice will be applied to the proposed development. Please contact the Pollution section, Chaplin Centre, Thurlow Street, SE17 (tel: 020 7525 5000).