

*London Borough Southwark*

# **POTTER'S FIELD PLANNING BRIEF**



**LAND BOUNDED BY POTTER'S FIELD, TOWER  
BRIDGE ROAD AND QUEEN ELIZABETH STREET, SE1**

*Adopted by Planning Committee 1<sup>st</sup> March 2004*

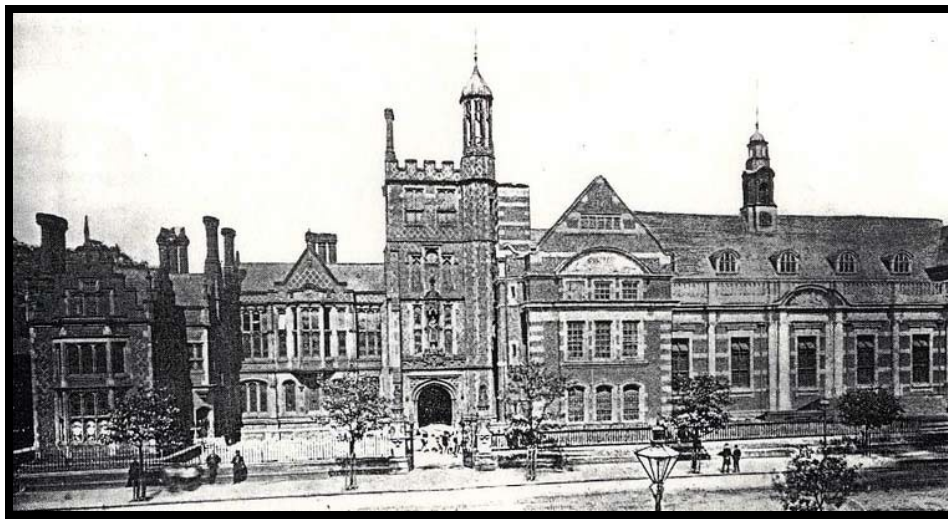
*Southwark*  
Council

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## **OBJECTIVE OF PLANNING BRIEF**

- 1.1 This Planning Brief has been prepared for two principal reasons;
- (i) To achieve an outstanding standard of design quality on this prominent site of land. This will positively contribute to the Thames-scape, the character and appearance of the three conservation areas covering and in the immediate vicinity of the Brief Site, and will enhance the setting of the various listed buildings and structures in the vicinity, most notably Tower Bridge and the Tower of London which is a World Heritage site. The importance of the site, requires exemplary world class architecture.;
  - (ii) To clarify the types of uses and development which would be acceptable and/or desirable on this site. This relates to the increasing status of the South Bank as a tourist destination and will address the apparent inconsistencies between the Unitary Development Plan designation for housing and the 1996 appeal decision approving the redevelopment of the site for a theatre.
- 1.2 The planning brief covers three sites, two of which are essentially brownfield, and one which is occupied by two buildings and has an established use as a college [D1 Use Class]. It is expected that the inclusion of all three sites will ensure an overall mix of uses and design quality that compliment each other. It is also hoped that a development brief which covers all three sites, together with the complementary brief for Potter's Field Park, will enhance the overall layout and allow for a more efficient use of the land available.
- 1.3 The adopted planning brief will be the key material consideration in any future development on the sites. It is consistent with other relevant guidance, but gives greater detail and more specific advice in relation to the aspirations, constraints and considerations for the sites. As such, it should underpin any development brief, site analysis or architect's brief for the site.

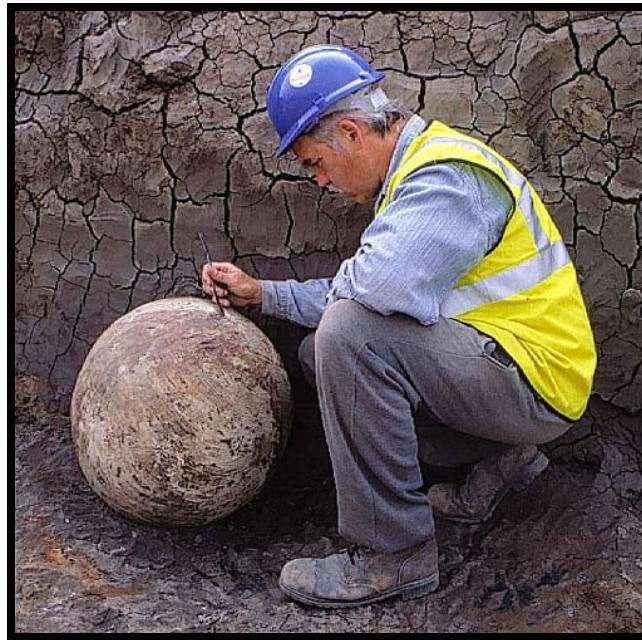


## **DESCRIPTION OF SITE AND LOCALITY**

- 2.1 The Brief Site comprises three separate sites currently occupied by the Lambeth College, a coach and car park and an operational service yard.
- (i) **Potter's Field Site:** The majority of the Brief Area is undeveloped and is used as a coach and car park subject to a planning permission granted by the LDDC and renewed most recently on the 19<sup>th</sup> May 2000. This latest permission expired on the 17<sup>th</sup> July 2002. Part of the site is owned by the London Borough of Southwark and part of the site is owned by Berkeley Homes.
  - (ii) **Lambeth College Site:** The southern third of the site is currently occupied by Lambeth College, and comprises a three/four storey Grade II listed building, and a smaller three storey building. Lambeth College was originally built as a St Olave's and St Saviours Grammar School in 1893 and has remained in educational use since this time. The vacant land on the corner of Queen Elizabeth Street and Tower Bridge Road was most recently used for tethered hot air balloon rides however permission for this expired at the end of March 2001. This site is currently owned by Berkley Homes.
  - (iii) **Corporation of London site:** A third site comprises a strip of land with a ramped access off Tower Bridge Approach. This strip of land completes the Tower Bridge Road frontage of the Brief Site. This site is owned by the Corporation of London and is currently in use as a servicing yard for Tower Bridge.
- 2.2 The entire Brief Site is bounded by Queen Elizabeth Street to the south, and Tower Bridge Road, including the Tower Bridge Approach, to the east. The Bridgemaster's House, a Grade II listed building also lies on this eastern side, sandwiched between the Brief Site and Tower Bridge Approach. To the north and west lie Potter's Field Park and beyond this lies the River Thames and the More London development site. The entire site comprises approximately 1.52 hectares, and is accessed from Potter's Fields, an access road in the south west corner of the site between Lambeth College and Potter's Fields Park. The Corporation of London site has a separate ramped access directly off Tower Bridge Approach.
- 2.3 Other projects currently being considered in the vicinity are the redevelopment of Potter's Field Park to create an exceptional public space as befits the location, the completion of the More London development which includes the Unicorn Theatre, one of only two children's theatres in London, works to St John's Churchyard, improvements to Tooley Street in the immediate vicinity of the Brief Site, and various other lighting, signage and road work schemes to improve the environment and legibility of the area.

## **HERITAGE CONTEXT**

- 3.1 Lambeth College is within the Tower Bridge Conservation Area. This conservation area forms the eastern boundary of the remainder of the Brief Site, but also includes the Bridgmaster's House. The Tooley Street North and South conservation areas lie to the south and east of the site, extending along both sides of Tooley Street.
- 3.2 There are numerous listed buildings and structures in the vicinity, including those discussed above. The site is adjacent to Tower Bridge, Grade I listed and one of the most internationally recognised structures, and important tourist destinations, in London. The site mirrors the Tower of London on the opposite side of the Thames, a Grade I listed building and one of only two World Heritage Sites within London. Flanking the bridge approach is the Bridgmaster's House to the west, and a listed accumulator tower and chimney on the eastern side of the approach. A Grade II listed bank lies opposite Lambeth College, as does a Grade II listed statue and three listed bollards are found within Potter's Field Park at the entrance to the site. Beyond this are a listed watch house in Fair Street and the Magistrates Court in Tooley Street. Overall this is a particularly sensitive site, surrounded by three conservation areas and a significant number of listed structures, including those of national and international importance.
- 3.3 The archaeological investigation for the More London site revealed important remains dating from the prehistoric, medieval and post-medieval periods. The eastern edge of the More London site, together with much of the Brief Site formed part of the Horselydown eyot (buried island) which was occupied at various times since the Bronze Age. Therefore it is highly likely that the site has significant archaeological remains. The Council will ensure that the archaeology is properly addressed but it is the responsibility of the site developer to commission the necessary archaeological works. In the likely event of remains being found, more extensive excavation may be required and the remains may be required to be preservation in situ.



## **PLANNING HISTORY**

### ***Wider Planning History***

- 4.1 The Brief Site forms the third and final phase of extensive re-development between London Bridge and Tower Bridge. This area was formerly warehousing with some affordable housing blocks, and had an urban grain similar to that on the eastern side of Tower Bridge around Shad Thames. Demolition of these buildings began in the early 1970's and various permissions were granted for temporary car parking on the vacant sites.
- 4.2 Outline planning permissions covering almost the entire area between the two bridges, the river and Tooley Street, a total of 22 hectares, were granted in June 1984 by the London Docklands Development Corporation (LDDC). This provided for the Riverside Walkway and the laying out of Potter's Field Park. Phase I of the development was completed in 1987, extending as far east as Southwark Crown Court.
- 4.3 The final masterplan for Phase II of the development, commonly referred to as More London, was approved on 19<sup>th</sup> August 1999. This comprised the new City Hall at the eastern end of the site which is now occupied, and 9 other buildings ranging from about 5 to 10 storeys. The site is predominantly for office use with ground floor commercial, but will also include a hotel, a children's theatre, a supermarket and a gymnasium. Over 50% of the site has been left as public open space, including a wide pedestrian link that cuts diagonally through the site from Tooley Street and London Bridge Station, through to a large public square at the head of this walkway, terminating at City Hall and the Riverside Walkway.
- 4.4 As the More London development lies on the opposite side of Potter's Field Park from the Brief Site, it will have a significant impact on the Brief Site. It opens up a safe and quick route to London Bridge Station, significantly improving the public transport links. The unusual design of the City Hall will also have a bearing on the design appropriate on the Potter's Field site.

### ***Planning History of Potter's Field Site***

- 4.5 An application was made in May 1994 for the development of the Potter's Field site for 135 flats within a 9 storey building. The design by Alsop & Störmer was dubbed the "Worm on Stilts". It was called in by the Secretary of State but a decision was deferred pending a decision for a second application for a theatre application on the same site. A decision on the residential development was never finalised.
- 4.6 The theatre application was put forward by the Royal Opera House to provide decant accommodation while their Covent Garden premises were being redeveloped. The proposed building designed by Ian Ritchie had a seating capacity of approximately 2,300 people, with an orchestra capacity for 90 musicians. It included a main stage, two side stages, a fly-tower, and ancillary facilities including a periodicals library and café. The design was simple and box-like, constructed of two principal surfaces of glass and stone bound in stainless steel mesh.

- 4.7 Permission for the theatre was granted following a Public Inquiry. In his decision the Inspector commented that;

*“It is not disputed that the...site is in need of regeneration and visual improvement: it is one of the sites specifically identified (No. 22) in both the Thames Strategy and the draft Strategic Guidance (for the Thames). Whilst accepting that an imaginative housing design could exploit the site’s potential, I find considerable merit in the Council’s argument that this high profile site next to Tower Bridge and opposite a World Heritage Site is uniquely well suited to a major public building. This is a “trophy” site of London-wide significance, and it calls for a building of special character and high architectural quality... There is particular merit in an evening use which contributes to the life and attractiveness of the area at a time when the surrounding office uses are dormant.”*

- 4.8 The Inspector also commented on the housing designation in the adopted Unitary Development Plan. He noted that this site was not crucial in meeting the housing targets of the Borough and that housing should not be sought irrespective of other planning considerations. He pointed out that the designation for housing stemmed from the planning permission which was in place at the time, and that it an alternative, but not an ideal use of the site. Finally, he noted that the land was provided as compensation for the loss of affordable housing, but a wholly affordable housing development was unlikely due to the considerable design and build costs required to develop such an important site.



## **PLANNING POLICY FRAMEWORK**

### ***Southwark Unitary Development Plan***

- 5.1 The Southwark Unitary Development Plan was adopted in July 1995. The proposals map has 3 designations covering the site, and the coach and car park has an additional designation. Although the Unitary Development Plan is currently under review, specific sites have not yet been considered.
- 5.2 [i] Regeneration Area: The Council has defined a small number of such areas within the borough, its purpose, as defined in UDP Objective R.2 is:  
*to stimulate and direct private investment, in partnership with the public sector to targeted areas of Southwark, to assist the local economy, improve the environment and meet community need*  
This policy also seeks to bring vacant sites back in to use and encourages investment.
- 5.3 [ii] Archaeological Priority Zone: The site lies within the Bankside Archaeological Priority Zone as there is a evidence of human occupation of this area since pre-historic periods. Policy E.5.1: Sites of Archaeological Importance outlines the Council's expectations in this regard.
- 5.4 [iii] Strategic Views Protected Viewing Corridor: The site is within the Strategic Views Protected Viewing Corridor. This relates to the height of buildings and seeks to protect views of St Paul's Cathedral from Greenwich Park and Blackheath Point. Policy E.2.2 Height of Buildings gives the heights which can not be exceeded. The constraints placed on the site by its proximity to the Tower Bridge will be significantly more restrictive than the Strategic Views Corridor, which only looks at absolute heights rather than design and context.
- 5.5 [iv] Proposals Schedule 13 [Housing]: The Potter's Field site is specifically designated for housing in the current Unitary Development Plan. This is dealt with in Section 6 of this brief.
- 5.6 Other relevant policies include:
- Policy E.2.1: Layout and Building Line, Policy E.2.2 Height of buildings, Policy E.2.3: Aesthetic Control, Policy E.2.5: External Space and Supplementary Planning Guidance 1 Design and Layout of Development all seek to ensure that development is appropriate within its context and displays an acceptable standard of design and quality, together with attention to the public/private spaces surrounding the buildings.
  - Objective E.7: Thames-side and Policy E.7.1: Riverside Townscape, Thames Path and Public Access to Thames Frontage and Shoreline recognise the special importance of the Thames, and the Tower of London, and encourages increased use and access to the Riverside Walkway, and exemplary standards of design.
  - Objective E.4: Conservation Areas, Policy E.4.3: Proposals Affecting Conservation Areas, Policy E.4.6: Proposals Affecting Listed Buildings and Policy E.4.7: Preservation and Restoration of Listed Buildings and Other Structures of Architectural Interest or Historic Merit seek to protect and maintain listed buildings, and protect the character of conservation areas and the settings of listed buildings and structures.



- Policy E.3.1: Protection of Amenity ensures that development will not result in a nuisance of loss of amenity to users and occupiers of the area, or future users of the site.
- Policies C.2.7 and Policy E.1.1: Safety and Security seek to ensure safety and security both generally and specifically relating to public, community and cultural buildings and open spaces.
- Policy C.6.1: New Arts, Cultural, Entertainment and Visitor Facilities particularly encourages such facilities within the Thames-side area, close to public transport, and makes special mention of where historic buildings will be bought back into use.
- Policy C.1.3: Retention of Existing Community Facilities and Public Buildings which seeks to retain community uses unless the facility is incorporated in the new development or is to be relocated to a more appropriate building.
- Policy C.7.1: Accessibility provides for access to facilities by those with mobility difficulties and disabilities.
- Policy H.1.5: Dwelling Mix of New Housing, Policy H.1.8: Standards for New Housing, Policy H.1.10: Provision of Housing to Mobility and Wheelchair Standards and SPG: Standards, controls & guidelines for residential development all outline Council's expectations and requirements with respect to new residential development.
- Policy H.1.4: Affordable Housing and Supplementary Planning Guidance: Affordable Housing Outlines the Council's requirements with respect to the provision of affordable housing.
- Policy B.2.3 Class B1 Business Proposals [Corporation of London site only] outlines the general criteria for new office development.
- Policy S.1.6: Hot Food Outlets requires that regard is had for the hygienic emission of fumes and smells.
- Policy T.1.2: Location of Development in Relation to the Transport Network, Policy T.4.1: Measures for Cyclists and Policy T.2.1: Measures for Pedestrians provide for consideration of transportation issues.

### ***Draft Southwark Plan and Supplementary Planning Guidance***

- 5.7 The draft Southwark Plan was placed on deposit on the 28<sup>th</sup> November 2002. The consultation period for the first deposit expired on the 10<sup>th</sup> March 2003. The Supplementary Planning Guidance were approved in draft for consultation purposes on the 28<sup>th</sup> November 2002. The consultation period for these expired on the 14<sup>th</sup> March 2003.
- 5.8 The proposals map has a number of designations covering the site. The entire site falls within the Thames Special Policy Area, the London Bridge Opportunity Area and the Central Density Zone. It is also designated as a Preferred Office Location, along with the majority of the riverside to the west. In heritage terms, the site lies within the Archaeology Priority Zone, a Strategic Views Protected Viewing Corridor, and the Lambeth College site lies within the Tower bridge Conservation Area. The adjacent Potter's Field Park which is likely to be affected by redevelopment of the Potter's Field Site is designated Borough Open Land.

- 5.9 Thames Special Policy Area: This designation specifically relates to Policy 3.12 - The Thames Special Policy Area (TSPA), and Supplementary Planning Guidance (SPG) - Thames Special Policy Area. The SPG gives specific guidance about the Brief Site. Use of the Potter's Field Site "should be directed to an arts/entertainment/cultural performance or visitor use of national or international significance which addresses the river front with a distinctive frontage of the highest architectural quality." Residential use is acceptable only in order to make the above use viable, and should not exceed 25% of the floorspace, nor conflict with the principal use of the site. Three principles of world class design, establishing the site as a tourist destination and contributing to the vibrancy of the area during the day and night are identified. The protection of the community use and heritage value at Lambeth College and mixed use on the Tower Bridge frontage are also identified. The Potter's Field Planning Brief is referred to as the key guidance in relation future development/use of these sites.
- 5.10 The London Bridge Opportunity Area: Policy 1.2 and SPG London Bridge Opportunity Area contain relevant considerations in relation to this designation. The SPG reiterates the guidance of the TSPA, including specific reference to the Brief Sites. "The Council will encourage further expansion and consolidation of the tourism sector within Bankside and London Bridge leisure facilities should be prioritised next to the river where they can make a positive contribution to drawing visitors along the Thames Path, and contribute to the experience of the area" . The guidance also gives advice on design, heritage and transport.
- 5.11 Central Density Zone: This zoning establishes the site as part of central London, with commensurate densities and restrictions on parking and access by private vehicles.
- 5.12 Preferred Office Location: This designation has no material impact on the Potter's Field site or Lambeth College as neither of these sites were most recently in a B1, B2 or B8 Use Class. The Tower Bridge Site does not have an established use in planning terms but may be considered as a depot. If this site is developed in the future, employment generating uses (B1, B2 or B8) would be expected to be provided for at least 50% of the floorspace. In this case Policy 1.3 – Preferred Office Locations and SPG Preferred Office and Industrial Locations and Mixed Use Development are material considerations.
- 5.13 Other relevant policies include:
- Policy 3.1 - Environmental Effects, Policy 3.2 - Protection of Amenity ensures development will not result in substantial loss of amenity to adjacent users, residents and occupiers (present and future).
  - Policy 3.6 - Heritage Conservation, Policy 3.7 - Archaeology, Policy 3.9 - Borough Open Land (BOL) SPG 14 Archaeology, SPG 17 Heritage Conservation, SPG 18 Open Space seek to protect and enhance the character of conservation areas, the setting of listed buildings and structures, Southwark's archaeological resources and protect Potter's Field Park as Borough Open Land.
  - Policy 3.14 - Quality in Design, Policy 3.15 - Urban Design, Policy 3.16 - Safety In Design, SPG 15 – Design, SPG 16 Designing Out Crime promote high quality design in itself and in relation to the wider context of the surrounding environment, and using design as a means to improve safety and the security.
  - Policy 3.18 - Tall Buildings, SPG 24 Tall Buildings advises where buildings of over 30 metres in height may be appropriate and gives guidance for the assessment of any application for a tall building in relation to design and context.

- Policy 4.1 - Housing Density, Policy 4.2 - Residential Design Standards, Policy 4.3 - Combining Residential And Complementary Uses, Policy 4.4 - Affordable Housing Provision, Policy 4.6 - Mix of Dwellings, SPG 27 Affordable Housing, SPG 28 Residential Design Standards are all material considerations for any residential uses.
- Policy 5.3 - Pedestrians and Cyclists, Policy 5.5 - Density, Policy 5.6 – Parking require developments to maximize the potential of sites commensurate with local access to public transport nodes, to curb reliance on private vehicles and to encourage more sustainable forms of transport including public transport, cycling and walking as appropriate.
- Policy 2.5 - Planning Obligations, Policy 1.1 - Access To Employment Opportunities, Policy 5.4 - Infrastructure Contribution, SPG 12 Planning Obligations give guidance as to when and what type of planning obligations would be sought.
- Policy 3.3 - Energy Efficiency, Policy 3.4 - Waste reduction, Policy 3.5 - Water Efficiency, SPG 21 - Resources, SPG 23 - Sustainability promote sound environmental practices.
- Policy 3.13 - Sustainability Appraisal, Policy 3.17 - Design Statements, Policy 5.1 - Traffic Assessment give guidance on the information which should accompany an application.
- SPG 13 - Access and Facilities for People with Disabilities gives guidance and standards for all development.

### ***Other Internal Guidance***

- 5.14 The draft London Bridge Planning Framework was adopted for consultation in October 2002. This recognises that the development of the three Brief Sites is critical to the success of the area. It notes that a sensitively designed development will contribute to the approach to Tower Bridge and form a fitting backdrop to the Tower of London. It also advises that this gives the opportunity to extend the park and improve its boundary definitions.

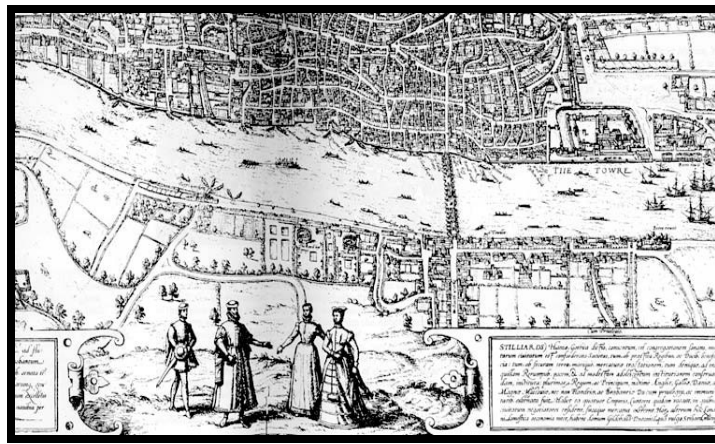
### ***Planning Policy Guidance***

- 5.15 PPG1, General Policies and Principles outlines the principal objectives of re-using previously developed land in an efficient way, locating traffic-generating uses on sites with good access to public transport and attention to design particularly in areas which are recognised for their particular townscape value or historic interest.
- 5.16 PPG 3 Housing provides for higher density housing development where good design is evident and establishes the provision of affordable housing as a material consideration.
- 5.17 PPG 15 Planning and the Historic Environment This guidance is concerned with protecting and enhancing listed buildings and their settings, and the special character of conservation areas. It recognises the special importance of World Heritage sites and notes that protection and maintenance of listed buildings is best secured by active use of the building. It also notes that new development in the vicinity of listed buildings must respect them in order to preserve their historic integrity.
- 5.18 PPG 16 Archaeology and Planning notes that archaeological remains are a finite non-renewable resource which must be protected both for the sense of national identity they engender, and for their role in education, leisure and tourism.

- 5.19 PPG 21 Tourism recognises the importance of tourism to local areas and nationally, but warns against adverse environmental effects which often accompany large-scale tourist activity.

### **Other Material Considerations**

- 5.20 The London Plan February 2004: This document defines the London Bridge area as an Opportunity Area, it is within London South Central and Central Sub-Region and within the Blue Ribbon Network. All these definitions are reflected in the draft Southwark Plan. London Bridge is estimated to generate 24,000 new jobs and 500 new homes to 2016 [Table 5B.1]. Specific guidance states that *“This is a good location for a tall, landmark mixed-use development. The planning framework should draw visitors eastwards along the riverside”* [para. 5.33]. Land already in educational use should be safeguarded [para. 3.91]. The importance of tourism in terms of attracting both visitors and corporate investment is recognised [para. 3.143] as is the importance of arts and cultural uses which identifies the South Bank as a Strategic Cultural Area [para 3.233]. Guidance is also given on design, heritage, views and parking.
- 5.21 Regional Planning Guidance 3: Strategic Guidance for London: This document calls on the need to build on London’s world class strengths in sectors such as the arts, culture and tourism, and establishes a strategic vision for the Thames as ‘one of London’s greatest assets’. The site is within the ‘Central London’ Area, which identifies arts, culture and entertainment activities of regional, national and international importance as being particularly appropriate uses [Table 2.1]. A particularly high standard of design is required within this area due to broad views across the Thames [para 8-041/3; 2.67&8] and the large numbers of heritage buildings in the vicinity [para 8-038; 2.29]. Annex B: Strategic Guidance for the Thames deals further with issues of design [para 8-056/6]. Key to this is the ethos that the emphasis on context should not be a prescription for blandness and uniformity. Rather, challenging designs, visual statements and landmark buildings of exceptional quality should be sought.
- 5.22 The non-statutory Thames Strategy (1995) identifies the land to the west of Tower Bridge as an area for ‘Potential Enhancement’.



## **LAND-USE CRITERIA**

- 6.1 This section outlines the types of uses the Council will be seeking and will consider for each of the sites. It deals with each of these sites in turn.

### ***Potter's Field Site***

- 6.2 The Potter's Field Site has a unique status as a major development opportunity in London, the importance of which can not be over-stated. It lies immediately south of London's second-most visited paying tourist attraction, the Tower of London, and is reached by crossing London's most famous bridge. To the west, between London Bridge and Waterloo, a major tourist area has recently developed following the opening of the Tate Modern and the Globe Theatre. This has led to the transformation of the South Bank, however many visitors to this area do not currently venture further east than London Bridge. There are other visitor destinations closer to Potter's Field, however these have not generated the same vitality and recognition as they tend to be smaller and low-key and therefore do not encourage wider exploration of the area. Further, riverfront development east of London Bridge has a corporate character, the Riverside Walkway is more enclosed and somewhat overwhelmed, and there is a lack of interest at ground level.
- 6.3 The Potter's Field site offers the unique opportunity for a large arts or cultural use of London or nation-wide importance. The development would act as an anchor, establishing this stretch of the river as a destination in its own right. It would connect the tourist areas to the west and north, and compliment and feed into smaller visitor attractions which already exist in the area such as the London Dungeons, Britain at War Museum, and the Design Museum to name a few. The principal use of this site should change perceptions of the area, similar to the success of the Tate Modern, which can be best achieved by establishing an arts or cultural use with substantial interest and draw. In this way, real regeneration benefits can be achieved, significantly contributing to the vibrancy of the area, with knock-on effects for the prosperity of the borough.
- 6.4 Any development of the Potter's Field site should include a significant arts and/or cultural element. Such uses might include an art gallery, museum, theatre or themed attraction. The scale and draw such use(s) is key to considering any planning application, and any use which falls within the D1 or D2 use classes will not necessarily be acceptable where it can not be shown that it would act as a significant attraction in its own right. Furthermore, justice can only be done to this "trophy" site by building(s) of exemplary design, and preferably statement architecture.
- 6.5 Evening and night-time uses will be encouraged to give life to the area when the offices of the More London development are closed. However, the development will also be expected to maintain an active frontage during the day, engaging the many visitors to Potter's Field Park.
- 6.6 Retail [A1 Use Class] or Restaurants and Cafés [A3 Use Class] will be considered, but should compliment the envisaged principal arts/cultural use.

- 6.7 Residential uses are likely to be acceptable as part of a mixed use development but should not compromise the arts/cultural use or detract from the perception of the site as a visitor attraction. The development as a whole should not have a predominately residential character. Any residential uses on the site will be subject to the Supplementary Planning Guidance: Affordable Housing. The affordable housing provision will be expected to be provided on-site.
- 6.8 Limited car parking provision would be required on this site. Servicing, the picking-up and dropping-off of visitors including those in coaches and disability access must be provided for. Residential uses require limited carparking provision in accordance with the draft Southwark Plan, PPG3 and PPG13, all of which must be accommodated below ground floor level.

### ***Lambeth College Site***

- 6.9 This site is currently in Class D1 Community Use and this shall be retained. This might take the form of an educational use, a library or some form of arts or cultural use that would take advantage of the large spaces within the listed building. It is anticipated that the vacant land on the corner of Queen Elizabeth and Tower Bridge Road will be developed, and this should also be for community use. If developed for arts or cultural purposes, the new build should have an active street frontage. Uses would be expected to demonstrate active engagement with the community through at least some of their regular activities.
- 6.10 The site is considered unsuitable for residential uses. This would compromise the character and integrity of the listed building, and fail to provide interest at street level. A residential development on the corner would also be likely to limit the space available for, and inhibit the desired community use of the listed building.
- 6.11 The site can not readily accommodate a car parking area and it is not considered necessary in this location given the access to public transport. However, servicing and disabled access will need to be addressed. It is anticipated that much of this can be achieved through an agreement with the developer's of the Potter's Field site. This should allow the use of the listed building by a wider range of occupiers, including those who have significant delivery and servicing requirements. This matter is discussed further in 7.3.3 below.

### ***The Corporation of London site***

- 6.12 A mixed use development comprising at least 50% office floorspace is most appropriate for this site, given its designation in the Preferred Office Location in the draft Southwark Plan. Complimentary uses could include retail or residential. Community/Arts/Cultural uses will be considered on their individual merits, however it is noted that the frontage of the site is tightly constrained by Tower Approach and as such a use which generates large numbers of people may not be appropriate.
- 6.13 There are constraints to residential uses such as a lack of daylight and sunlight to the lower floors at the rear, significant noise and pollution generated by traffic on Tower Bridge Approach, and no set back from the pavement. Were these factors to be

addressed any residential use would be subject to affordable housing provision in accordance with the most recent Supplementary Planning Guidance: Affordable Housing. The affordable housing provision will be provided on site.

- 6.14 It is noted that the site is an operational yard required by the Corporation of London for servicing Tower Bridge, who have no current intentions of redeveloping it. The site has been included as part of the planning brief as there is a preference for it to be redeveloped in conjunction with the remainder of the Brief Site, and because of the close relationship between the three sites.

## **DESIGN CRITERIA**

### ***Design Quality***

- 7.1 An architecturally led development, of outstanding, world class quality will be expected on this “trophy” site. The aim will be to realise quality design innovation, in terms of its form, detailing and materials, which sets new standards in public buildings. It must also successfully reconcile the complexities of the site, including its relationship with the Thames, adjacent listed buildings and conservation areas, and the context generally. Schemes that gain consent will be expected to retain the same high standards of design, from the detailing stage through to the completion of the project. The character and physical appearance of the Potter’s Fields building(s) should reflect its arts/cultural use in order to generate visitor interest and draw, particularly in relation to views from and across the river. The appearance of the building(s) will not be determined principally by any residential element.
- 7.2 New development on the eastern end of the Lambeth College site and the Corporation of London site are also expected to display an excellent standard of design, in recognition of their crucial role framing views of Tower Bridge, linking other listed buildings, and enhancing the conservation areas adjacent to the sites. The form, detailing and materials are critical to the success of the buildings in urban design terms.

### ***Scale, Height & Massing***

- 7.3 The size of the buildings on the site should respect the scale of the buildings in the surrounding area and the setting of adjacent listed buildings and the character of the conservation areas. The site is also within the strategic backdrop viewing corridor and has long views from a number of important sites including those identified in the draft London Plan and in relation to the World Heritage Site. The height of buildings forming the boundary with Tower Bridge Road and Queen Elizabeth Street will be defined by the relationship with Bridgemaster’s House and consideration of the Lambeth College Building and the listed bank on the opposite side of Queen Elizabeth Street. There is some scope for articulating the corner of Queen Elizabeth Street and Tower Bridge Road by a modest increase in height focused on the corner.
- 7.4 The combined effect of the massing, volume and shape of the buildings or group of buildings will need to respect other buildings in the area, including City Hall, be appropriate for the site in terms of its immediate context, and longer views, and enhance

the character of the conservation areas. It is expected that the development of the sites along Tower Bridge Approach will establish a strong building line along the street frontage, framing views of the bridge.

- 7.5 Building up the western side of Tower Bridge approach would frame views of Tower Bridge from the south and provide a balance for the existing buildings on the opposite side of the road. It would also provide a context for the listed Bridgmaster's House, which is currently isolated and awkward. Active use of the listed building on the Lambeth College site will allow for its protection and maintenance.

### ***Layout and External Spaces***

- 7.6 A creative framework of routes and spaces will be encouraged that connects the site locally and more widely with such areas as the Tate Modern, London Bridge, Shad Thames and Bermondsey. The principal active frontage of development on the Potter's Field site will engage with and contribute to the enjoyment of the Potter's Field Park. The development should respect the historic urban grain of the area by connecting the site with Tooley Street and the River Thames.

- 7.7 The existing boundary between Potter's Field Park and the coach park is irregular and awkward. As such, it does not contribute to the park itself and may compromise the efficient development of the site. It is noted that the permission for an opera house on the coach park site, granted in 1994, included a realignment of this boundary. This allowed for the efficient use of the development site without compromising the park itself. It is considered that amendments to the boundary may be acceptable subject to;

- (i) There being no net loss of area to Potter's Field Park itself and preferably an increase in the total area of quality public open space;
- (ii) There is no loss in the quality of the park, including consideration of views to Tower Bridge and the Tower of London;
- (iii) Any readjustment of the boundaries will serve to improve the amenity and usability of spaces within the park, and improve access and permeability.

Any amendments to the boundary of these site will also be in accordance with the draft brief for Potter's Field Park, prepared by the Council's Cross-River Projects Team, which forms the basis for tenders for significant improvements to the park funded from Section 106 monies from the More London development.

- 7.8 All servicing for the Potter's Field site will be accessed from Potter's Field Lane. It is expected that the servicing and manoeuvring areas will be shared with the listed building on the Lambeth College site. Servicing arrangements should also be provided to the rear of the Corporation of London site, which is currently seriously restricted in redevelopment terms as it relies on the single ramped access off Tower Bridge Road. Such arrangements will allow for the efficient use of the entire Brief Site, and allows for the reuse, and therefore protection and preservation of this listed building.

- 7.9 Care will need to be taken when developing the Potter's Field site to ensure that it does not compromise the future development of the Corporation of London site. Although this site is narrow, it would not be possible to develop it as single aspect fronting only on to



Tower Bridge Road, and it is expected that any building(s) on this site will be as deep as the Bridgemaster's House.

- 7.10 Landscape - The shape, form, colours and elements of the landscaping treatment and the manner in which these components combine shall compliment and enhance that used in the More London/GLA development. Lighting will also be expected to comply with the *Pool of London Lighting Strategy April 1997*.
- 7.11 Public Art - The integration of public art into the development at the design stage will be encouraged. The developer and the architect should work with artists and craftsmen at the outset which are integrated with the design of the buildings and landscaping.
- 7.12 Local Agenda 21 - The developer will be required to show clearly how they have met the Council's requirements to create a sustainable form of development. This will require a full sustainability appraisal as part of the Environmental Impact Assessment, including a BREEAM report. Any residential development should be built to EcoHomes standard of at least 'good', and should be to a 'very good' standard.



## **THE STATUS AND OUTCOMES OF THE PLANNING BRIEF**

- 8.1 This Planning Brief has been prepared by Southwark Council's Planning (Development Control) Section in response to recent interest expressed by the landowners and other interested parties in these sites. It is expected that the aspirations and objectives of this Planning Brief will underpin any forthcoming development proposals and the brief is a key material consideration in assessing any development proposals. It will also give a clear framework of the Council's expectations to potential occupiers of the Lambeth College site and potential developers of the smaller Corporation of London Site.
- 8.2 The site is unsuitable for outline planning permission applications due to its heritage context, therefore only full planning applications should be submitted.
- 8.3 An Environmental Impact Assessment will be required to be submitted with any application for the Potter's Field site, but will not be required for any application which only includes the Lambeth College site or the Corporation of London site. However, development of these sites will require a full design statement, sustainability impact report and a traffic impact statement.

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**A copy of the Unitary Development Plan and up to date Supplementary Planning Guidance can be viewed on our website, [www.southwark.gov.uk](http://www.southwark.gov.uk), under the heading "future southwark".**

**Information regarding the BREEAM appraisal can be found on the British Research Establishment website, [www.products.bre.co.uk/breeam](http://www.products.bre.co.uk/breeam). NB This is not a website of London Borough of Southwark and no responsibility is taken for its content.**

**APPENDIX A**

**CONSERVATION AREA  
DESIGNATIONS**

**APPENDIX B**

**LISTED BUILDING  
DESIGNATIONS**