

Item No. 5	Classification OPEN	Decision Level PLANNING COMMITTEE	Date 07/06/2004
From INTERIM DEVELOPMENT & BUILDING CONTROL MANAGER		Title of Report DEVELOPMENT CONTROL	
Proposal (04-AP-0465) Construction of a building comprising an hotel (within use Class C1), conference facilities (Class D1) and retail (Classes A1/A2/A3) together with service and parking areas; works of hard and soft landscaping and other incidental works, including a taxi drop off facility		Address Plot 5 More London Place Tooley Street SE1 Ward: Riverside	

PURPOSE

1. To consider the above application. The application requires Planning Committee consideration as the application requires referral to the GLA.

RECOMMENDATION

- 2 Subject to the Mayor not directing refusal Grant Planning Permission subject to conditions

BACKGROUND

- 3 The site falls within the More London Bridge masterplan area bounded by Tooley Street, BattleBridge Lane, English Grounds, River Thames and Potters Field Park. Planning permission for the master plan was granted in 1999 subject to conditions and a Section 106 Agreement. The masterplan provided 7 main buildings across the main part of the site with a number of new infill buildings on Tooley Street. Three of the main plots have been completed: City Hall, Plot 1 (Ernst & Young fronting the river) and Plot 6 which is located on the south/west corner of the site fronting Tooley Street. The majority of the public open space has been completed: the riverside space, the diagonal route and the Gateway space on Tooley Street. also completed is the refurbishment of the listed Aston Webb building now converted to 14 flats and occupied.
- 4 The application site is located to the west and north of the Aston Webb building, now known as Aston Webb House (AWH). The approved masterplan proposal for the site was for a part 6/part 11 storey building for use as an hotel. Originally it was to have included the Aston Webb building to which it was to have been physically linked. Subsequently in September 2000 a revised scheme was approved for a part 8/part 10 storey stand alone hotel building providing 224 bedrooms and a small conference area.
- 5 The proposal under consideration is again for a hotel, to be operated by Hilton. The building occupies much the same footprint as before, although slightly reduced (by 100m²) and with a number of changes. In particular the building is set back where it faces the junction of Greenbank (the diagonal route) and

English Grounds. The front of the building onto Tooley Street is also set back and has a stepped footprint. The east elevation facing AWH was originally 1.5ms further east. Following consultations with the residents this has been pulled back to the same line previously approved in 2000. To the south of AWH the building line is slightly set back from the line of the last scheme.

- 6 The overall height of the building is increased in that the highest part is 13 storeys at a height of 47.7ms (49.95ms to the top of the roof plant). Previously the highest part of the 2000 proposal was 45.9ms. On Tooley Street the building would be 36.25ms which is an increase of 1.15ms over the previous scheme. Whilst the overall height of the building is increased, the form of the roof now proposed is much simpler and there are areas where the height of the building is slightly reduced.
- 7 In terms of use the principal function will be as an hotel but incorporating a much larger conference facility than previously proposed. The conference facility is located over 2 floors and a suite of meeting rooms is also proposed. Public facilities on the ground floor include a restaurant, a cafe and a bar. These facilities would be available to the public as well as hotel residents. They will have their own entrances but will also be interconnected with the hotel. The hotel together with its range of facilities are an important element in providing a mix of uses on the masterplan site.
- 8 The design of the building is completely different to either of the 2 previous schemes. In the words of the architect: " the building is conceived as three distinct linear components or 'strips'. the depth of each being defined by the depth of the appropriate hotel room plus the width of the corridor. The form and massing of the 3 strips, the western, central and eastern strips, are manipulated, changing height and direction, slipping past each other to create dynamic intermediate spaces, allowing daylight to penetrate the plan form." The lowest component is located to the south and its height matches the height of plot 6 on the opposite side of the gateway space. As the site "turns" to face the diagonal the height increases to the same as that of Plot 1 opposite.
- 9 There are 2 main entrances to the hotel, one on the Gateway Space, and the other on the opposite side of the building where it faces AWH. On this side of the building an access for taxis is proposed, similar to the previous approval, which will allow taxis to pull off Tooley Street to drop off and collect hotel visitors.
- 10 The elevations reflect the activity behind in that the bedroom areas are solid with windows whilst the public areas, including the A3 uses and the conference facility, are primarily glazed. A key feature of the building is the 'glazed box' which faces west onto the Diagonal route at the junction of English Grounds. The architects have employed a range of materials including a pale limestone coloured extruded clay panel cladding and a metal cladding with a high quality finish of a variegated patinated effect. The glazed areas will have a variety of screening.
- 11 The proposal has been amended since its original submission. In response to residents' concerns the building has been moved back to its previous alignment on the east side where it faces AWH. The taxi access has also been moved slightly further west and the waiting area reduced to one space only. Windows on the southern elevation have been repositioned to avoid any possible overlooking. The plenum area (roof vent) has been reduced in size.

FACTORS FOR CONSIDERATION

Main Issues

- 12 The principle of a hotel on this site is acceptable having been so identified in the masterplan planning permission and the subsequent planning permission. Consequently the main issues in this case are the impact on residential amenity, the design of the building, in the context of the More London development and Tooley Street and the setting of the listed Aston Webb building, the height and massing of the building and the extent to which the proposal is consistent with the masterplan planning permission.

Planning Policy

- 13 Southwark Unitary Development Plan 1995 [UDP]:
The site is located within a Regeneration Area, a designated Employment Area, the Central Area of Community Need, an archaeological priority zone and within the Tooley Street North conservation area.
R.2.1 Regeneration Areas: Complies
E.2.2 Heights of buildings: Complies. The building is consistent with the height of buildings elsewhere on the More London Development and relates well to its location on Tooley Street and the Gateway Space.
E.2.3 Aesthetic Control: Complies. The design is of a high quality and will make a positive contribution to the More London development.
E.2.4 Access and facilities for people with disabilities: Complies. Level access is provided, the building has numerous lifts and 2 wheel chair parking spaces are provided in the basement parking area. There is also access for taxis at the front of the building.
E.4.3 Proposal Affecting Conservation Areas: Complies. The proposal will enhance the character of the Conservation Area.
E.4.6 Proposals affecting Listed Buildings: Complies. The proposal will provide an appropriate backdrop for the Aston Webb building.
E.5.1: Sites of Archaeological Importance: Complies.
B.1.1 Protection of Employment Areas and Identified Sites: Proposal complies with the approved masterplan and contributes to the mixed use development.
H.5.1: New Visitor Accommodation: Complies
T.1.3 Design of Development and Conformity with standards & Controls: Complies
T.6.3 Parking Space in new developments: Complies. 5 basement parking spaces provided, including 2 disabled spaces.
- 14 The Southwark Plan [Revised Deposit Unitary Development Plan] March 2004
Access to Employment Opportunities: Complies.
Masterplan legal agreement secured required benefits.
1.2 Local Policy Areas: Complies
1.5 Hotels & Visitor Accommodation: Complies. Site is well located for public transport.
3.2 Protection of Amenity: Complies. Impact on amenity is acceptable.
3.11 Quality in Design: complies. The design is of a high quality.
3.12 Design Statements: Complies. Detailed design statement submitted with application.
3.13 Urban Design : Complies. The proposal responds positively to its setting.
3.18 Setting of Listed buildings and Conservation Areas:Complies. Setting is enhanced.
3.19 Archaeology : Complies. Standard conditions to be attached.
3.20 Tall Buildings: Complies. The building is appropriate in this setting.
5.7 Parking Standards for the Mobility Impaired: Disabled parking provided.

Consultations

15 Site Notice: 23 March 2004 Press Notice:25/03/04

Consultees:

Apts 1-14 115 Tooley St (Aston Webb), Ernst & Young, 1 More London Place, 6 More London Place, Crown Court, English Grounds, 1,2,3 hays Galeeria, BattlebridgeLane.55/5764/68, 88, 90, 92/94, 96, 98, 100, 102, 104, 106,108, 110,113,114 Tooley Street & 1st Floors. Design Officer, Transport for London, GLA, Traffic Group, Public Protection, Archaeology Officer

Replies from:

16 Flat 12 AWH: concerned about proximity of hotel, proximity of taxi drop off, noise from intake and discharge at plenum on roof, reflectivity and lightness of facade materials, loss of light and access to AWH for window cleaning and maintenance, Apt 3 AWH: No objection in principle to a hotel but consider the proposal an overdevelopment. Dispute the relevance of the previous consents and argue that it is an irrelevant consideration. Specific concerns relate to height, setting of the listed AWH, closeness to AWH and impact on daylight; location of staff entrances, location of 'plant' at 2nd floor level, location of taxi "rank", unacceptable design. Revised plans do not overcome main objections.

7 AWH: Concerns about closeness of hotel, overlooking, noise from plant area. Considers the design to be superior to the previous approval but would prefer to see building moved back from AWH.

11 AWH: concerned about position of building in relation to AWH, position of and noise from taxi set down/pick up point, increase in the number of rooms, noise from air intake and extract, height of building in relation to AWH and loss of privacy.

10 AWH: loss of light , location of entrance and taxi drop off, number of rooms, noise & heat from ventilation areas. Considers revised plans do not overcome these objections. Also concerned about noise and disruption from construction.

9 AWH: Proximity of hotel to AWH , consider hotel should be reduced in size, concerned that AWH will be dominated by tall buildings. Location of taxi drop-off. Concerned that use of materials will not result in the area between the two building becoming dark. Concern about the location of air vent equipment due to noise.

Britain at War Museum: welcomes the development.

100 Tooley St: Would like to see a Post office included in the development.

Thames Water: No objection

GLA: Have indicated that the proposal is acceptable. Would not welcome high level signage and consider that the staff basement parking spaces should be marked out for blue badge holders. (Formal response awaited).

TfL: Originally concerned about in/out access for taxis. Revised layout acceptable.

Design Officer: Considers the design to be of high quality , welcomes the public function of the building at a key point within the masterplan. Dramatic use of colour and materials is welcomed. Impact on the setting of the listed building acceptable and remains fundamentally the same as before where the larger buildings of the masterplan development play a significant part. The original concept embodied in the mastream was for a ribbon of smaller scale buildings along Tooley Street which would be set against the backdrop of a much bigger building behind. In many respects the new scheme is a much better one than the approved scheme as the urban design strategy works much more effectively and the ground floor uses will make a significant contribution to the activity within More Lond Place. Entry into the building at the key junction with Tooley Street represents good urban design practice.

Pool of London Partnership: Welcomes the provision of a high quality hotel with conference facilities which will meet the needs identified by the business

community. Look forward to working with the operator to help secure local employment. Welcome the design changes and the additional window proposed on the corner of the building fronting Tooley Street.

PLANNING CONSIDERATIONS

- 17 This application is, in effect, a revised scheme, there being two extant planning permissions for a hotel on this site. The application arises as a result of a new operator, Hilton, being secured. In addition the conference facility will be more extensive than previously proposed. This is to be welcomed as it will provide a further useful business facility consistent with the commercial use of the More London development.

Revious Consents

- 18 It is suggested by one of the residents who objects that the previous consent should not be a material consideration as there is now no intention to implement that consent. The existence of unexpired planning permissions is a material consideration. In a case where the Council disregarded a planning permission (granted by the LDDC) costs were awarded to the appellant on an appeal considered at a hearing (14 Brunel Rd). Consequently this report will assess to what extent the current proposal differs in impact from the planning permission granted in 2000 for a different hotel building and also its consistency with the original masterplan planning permission.

Height

- 19 As indicated already the height of the proposal is increased in part. However on Tooley Street the height of the building is in line with Plot 6 which is located on the opposite site of the gateway space. Further west is Hays Galleria which is slightly lower but the roofline along this section of Tooley Street is reasonably consistent. AWH, which is immediately east of the site is a much lower building, 5 storeys high. In terms of height the hotel building has been designed so that it mediates between the scale of the More London development (predominantly just under 50ms) and Tooley Street. It is considered that the proposal succeeds in doing this in much the same way as the previously approved schemes. A large part of the building is at the same height as the building occupying Plot 1. The height of the building is consistent with the height of the masterplan buildings. The increase in height, given the general scale of the building, is not particularly significant. Equally in terms of its impact on residents in AWH the increased height will not result in any worsening in daylight or sunlight. In streetscape terms and urban design it is considered appropriate.

Massing

- 20 The massing of the building is similar to the previous proposals. In terms of footprint there is a slight reduction over the previous approval, largely due to the recessed area of the building where it faces English Grounds. Of concern to the residents was the alignment of the building on the east, facing AWH. As originally submitted the hotel would have been positioned 1.5ms closer to AWH than previously approved. Residents raised concerns about this and as a result the applicants have repositioned the building back to the previously approved line. To that extent the impact of the building on residential amenity should be much the same as that of the previous approval. Due to the tight urban grain of Tooley Street it is inevitable that there will be a restricted distance between the two buildings. The line of the hotel where it faces the rear of AWH is in much the same position as previously. The impact on residents is therefore much as before.

Setting of the Listed Building : Aston Webb House

- 21 The masterplan planning permission allowed for buildings which were substantially taller than AWH and this was repeated in the subsequent hotel planning permission. This proposal impacts on the setting of the listed building in much the same way, despite the slight increase in height. The simplified roof form provides a neater backdrop albeit at a slightly higher level. Residents have suggested that AWH would be dominated by higher buildings. Whilst it is true that the buildings on More London development are substantially higher this was always part of the concept of the masterplan, and to that extent the proposal remains consistent with masterplan. English Heritage, who are not a statutory consultee in relation to proposals of this nature, are however aware of the proposal but have made no representations. Officers are satisfied that the setting of the Listed building will not be adversely affected by the proposal. Indeed as it is considered that the design of this proposal, in terms of form, elevational treatment and use of materials, represents an improvement on previous schemes it is considered that the setting of the building will be enhanced.

Residential Amenity

- 22 Residents have raised concerns regarding the taxi drop-off area due to noise, fumes and headlights. The previously approved scheme included a taxi drop off in a similar position. As a result of the repositioning of the building the taxi drop-off has been located slightly further away from AWH. Initially the drop-off point was 2.5ms at the nearest point to AWH. This was revised to 5ms on the first revision. As a result of the TfL requirements it was moved again 1m so that it would be 4ms at its nearest point to AWH. The entrance to the hotel is now 18ms from the nearest point at AWH whereas originally it was 15ms. The impact of the taxi drop-off is similar to that of the previous scheme although the point of exit for the taxis in the 2000 was much closer to AWH being just 1.5ms to the front ground floor window of AWH.
- 23 Residents are also concerned that noise will arise and that the facility will function as a taxi rank with taxis waiting for fares and running engines which would be disturbing particularly in the evening. The applicants have confirmed that the taxi facility is solely for dropping off and picking up hotel visitors and will not function as a taxi rank. A condition to this effect should be attached to any planning permission. The concern regarding headlights relates to the ground floor flat of AWH which has bedrooms facing the site. Whilst these rooms may already experience light transmission from traffic on Tooley Street measures to mitigate any possible impact from the taxi headlights can be reserved by condition in relation to the boundary treatment between the two sites.
- 24 Residents have also been concerned about noise emanating from the plenum area at second floor level to the rear of AWH. There has been some confusion regarding the precise nature of this ventilation. All the plant area for the building is located at either basement or roof level. The plenum area is an air vent rising from the basement. It faces north away from AWH. The applicants have submitted a noise report which identifies the ambient noise levels of the area. In order that there should be no noise nuisance noise emissions from the building should be 10dB below the minimum measured. In relation to the plenum area, the closest point of plant to the AWB, the relevant equipment will be 3 floors below and the noise emissions will not exceed 10 dB below the ambient noise level. The applicants have confirmed that all plant, extract equipment, ventilation etc will be designed to operate below that level. A condition can be attached to ensure that this is the case. It is considered that there will be no adverse noise impact arising from plant.
- 25 Concerns have also been raised about the possibility of overlooking from specific

areas of the hotel. Whilst the original masterplan proposal did not envisage residential use in the Aston Webb building, (it would have been part of the hotel) it should be noted that the subsequent proposal was considered together with the application for the residential conversion of AWH. The east elevation of that proposal incorporated large areas of glazing. The proposal under consideration includes obscure glazing in the most sensitive areas where the building is closest to AWH. This includes windows to store rooms, meeting rooms and the leisure suite on the 1st, 2nd and 3rd floors respectively. Towards the front of the building the distance between the 2 buildings increases and the new building is angled away from AWH. Hence there should be no overlooking in this area. Concern was also raised about windows on the southern elevation at 3rd and 4th floor levels. Although these are at an angle to AWH the applicants have amended the design to have a projecting window with etched glazing or a solid panel facing AWH and clear glazing facing west. It is considered that there would be no negative impact in terms of overlooking or loss of privacy as a result of this proposal.

- 26 Concerns have also been raised about the boundary between the hotel site and AWH. The application site abuts the AWH at the base of the building. The hard landscape treatment of the area surrounding the hotel will be consistent with the Masterplan landscaping. Measures will be required to provide some definition between the two areas. The applicants are investigating this currently and a condition should be attached to any planning permission to ensure that a satisfactory scheme is provided to protect the amenity of AWH residents. This would involve further consultation but it is considered appropriate that this be dealt with by means of condition
- 27 Residents have also taken issue with the increase in the number of bedrooms from 225 to 245 rooms. This represents an increase of about 10%. The increase in the number of rooms should not result in any noticeable additional impact. It has been facilitated by the increased height. However it is considered that the increase in the number of rooms and in the height of the building would not result in any material adverse impacts.

Design

- 28 As already mentioned the design officer considers this proposal to be an improvement on the previous proposals. Whilst some residents have objected to the design others believe it is an improvement. Design can be a subjective matter although in this case there are a number of factors to be considered in relation to the masterplan. As already mentioned the height is consistent with the height of buildings on the wider site. In terms of materials the proposal is considered to respond positively to the need to relate to both the modern development and the more traditional form of development on Tooley Street. This has been done by the use of the limestone coloured clay panelling, metal cladding and the glazing to areas of activity within the building, i.e. the cafe, restaurant, bar, and conference breakout area. The proposed materials are also considered to be appropriate in terms of the setting of AWH.
- 29 Whilst the proposal differs in detail from both the masterplan approval and the consent granted in 2000, fundamentally it is consistent with both of these planning permissions. The building is higher in some places and lower in others compared with the previous approvals, and has much the same building line. However in terms of impact it is quite similar. The design is well thought out and responds positively to the adjacent listed building, Tooley Street and the More London development. In Urban Design terms it is considered that the building succeeds. The specific concerns regarding noise, taxi drop-off, overlooking and light are valid planning concerns. However it is considered that the proposal has taken these matters into account and that this proposal does not represent any

worsening of the amenity of adjacent residents.

EQUAL OPPORTUNITY IMPLICATIONS

- 30 The hotel has lift access to all floors, level access at all entrances and provides disabled parking at ground floor level.

LOCAL AGENDA 21 [Sustainable Development] IMPLICATIONS

- 31 There are none significant.

LEAD OFFICER: James F Sherry, Interim Development & Building Control Manager

REPORT AUTHOR: Bridin O'Connor

CASE FILE: TP/1/51/II/III

Papers held at: Council Offices, Chiltern, Portland Street SE17 2ES

[tel. 020 7525 5402]

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	London Bridge Development Ltd	Reg. Number	04-AP-0465
Application Type	Full Planning Permission	Case Number	TP/1/51/II/III
Recommendation	Grant		

Draft of Decision Notice

Planning Permission was GRANTED for the following development:

Construction of a building comprising an hotel (within use Class C1), conference facilities (Class D1) and retail (Classes A1/A2/A3) together with service and parking areas; works of hard and soft landscaping and other incidental works, including a taxi drop off facility

At: Plot 5 More London Place Tooley Street SE1

**In accordance with application received on 16/03/2004
and revisions/amendments received on 10/05/2004
24/05/2004**

and Applicant's Drawing Nos. 1988/100 Rev A, 1988/101RevC, 1988/102Rev B, 1988/103RevD, 1988/104Rev B, 1988/105RevB, 1988/106RevC, 1988/107RevC, 1988/108RevC, 1988/109RevC, 1988/110RevB, 1988/111RevA, 1988/112RevA, 1988/113RevA, 1988/114RevA, 1988/115RevA, 1988/116RevA, 1988/117RevA, 1988/118RevA, 1988/120RevB, 1988/121RevB 1988/122RevB, 1988/123RevB, 1988/124RevB

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 Samples of the external facing materials 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 external facing materials in the interest of the appearance of the building in accordance with Policy E.2.3 'Aesthetic Control' of the Southwark Unitary Development Plan.
- 3 The windows on the eastern elevation of the building as indicated on the approved plans shall be obscure glazed and shall not be replaced or repaired otherwise than with obscure glazing without the prior written approval of the Local Planning Authority.

Reason
In order to protect the privacy and amenity of the occupiers and users of the adjoining premises at Aston Webb House from undue overlooking in accordance with Policy E.3.1 'Protection of Amenity' of the Southwark Unitary Development Plan.
- 4 Noise emitted from the premises shall not exceed 38 dB(a) Leq 1hr, as measured on the east and south boundaries of the site between 23.00 and 07.00 hours Monday to Sunday.

Reason
In order to protect neighbouring occupiers from noise nuisance thereby protecting the amenity of neighbouring occupiers in accordance with Policy E.3.1: Protection of Amenity of Southwark's Unitary Development Plan and Planning Policy Guidance 24 Planning and Noise.

- 5 The refuse storage arrangements shown on the approved drawings shall be provided and available for use by the occupiers of the premises before the use of the premises is commenced and the facilities provided shall thereafter be retained and shall not be used or the space used for any other purpose without the prior written consent of the Council as local planning authority.

Reason

In order that the Council may be satisfied that the refuse will be appropriately stored within the site thereby 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.

- 6 No development shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted (2 copies) by the applicant and approved by the Local Planning Authority.

Reason

In order that the archaeological operations are undertaken to an acceptable standard and that legitimate archaeological interest in the site is satisfied.

- 7 No development shall take place until a detailed scheme (2 copies) showing the scope and arrangement of foundation design and all new groundworks, which may have an impact on archaeological remains, has been approved in writing by the Local Planning Authority and that the scheme will be monitored by the Council.

Reason

To ensure that archaeological remains are not disturbed or damaged by foundations and other groundworks but are, where appropriate, preserved in situ.

- 8 Details of the treatment for all site boundaries, and in particular measures to provide security to Aston Webb House and to mitigate light transmission from taxis, 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

To ensure appropriate treatment in order to protect the amenities of residents in adjacent premises in accordance with policy E.3.1 Protection of Amenity of the Southwark Unitary Development plan.

- 9 The taxi area hereby approved shall be constructed in a contrasting material and at the same level as the adjacent pedestrian footway.

Reason

In order to avoid unnecessary trip hazards in the interests of pedestrian safety in accordance with policy T.1.3 of the Southwark Unitary Development Plan.

Informative

You are reminded that Advertisement Consent under the Control of Advertisement Regulations will be required for the display of the high level hotel sign on the east elevation shown on the approved drawings.