

<b>Item No.</b> 4.	<b>Classification</b> OPEN	<b>Decision Level</b> PLANNING COMMITTEE	<b>Date</b> 6.7.04
<b>From</b> Interim Development and Building Control Manager		<b>Title of Report</b> DEVELOPMENT CONTROL	
<b>Proposal</b> (04-AP-0102 )  Outline application for demolition of Carton, Giles & Darnay Houses & the redevelopment of all 5 sites to create a mixed-use development comprising a mix of 605 residential units, a Class A1 retail foodstore, Class D1 health centre & commercial unit for alternative Class A1/A2/ B1 or D2 use, in new buildings between 3 & 10 storeys high; total of 217 new off-street car parking spaces (182 for residents & 35 for non-residential accommodation) together with all associated landscaping, infrastructure & ancillary development works.		<b>Address</b>  Sites E, F, H, S & U Bermondsey Spa Regeneration area-land bounded by Jamaica Road, Old Jamaica Road, Thurland Road, Spa Road, & Abbey Street, & adjacent to Lupin Point, SE16  <b>Ward</b> Riverside	

## PURPOSE

1. To consider the above application. The proposal requires Committee consideration due to the number of dwellings proposed and because the Council has a pecuniary interest in part of the site as landowner.

## RECOMMENDATION

2. a) Grant conditional permission, subject to final Direction from the Mayor of London, a resolution from the Executive as to the use of part of the funds from the sale of the sites for environmental improvements in the area, and to a legal agreement to secure the affordable housing, works to the highway, a car sharing scheme for future residential occupiers, new entrance facilities to Casby House and Lupin Point, a skills audit and investigation of potential local employment and training initiatives, and financial contributions towards children's play equipment, improvements to Bowley House, local tree planting, review and amendments to the Controlled Parking Zone and the realignment of Marine Street.  
b) agree works to the local highway and adoption of roads under Sections 38 and 278 of the Highway Act 1980, tree planting and landscaping on the public highway under Section 143, and exchange of land for construction on Marine Street under Section 256.

## BACKGROUND

3. This proposal relates to five individual sites located between Jamaica Road and the elevated main railway line from London Bridge to the south and which form part of the wider Bermondsey Spa Regeneration Area. This is covered by a 'masterplan' prepared in August 2000 by Llewelyn Davies which aimed to optimize Council landholdings in the area, although it has no planning status. Hyde Housing Association have subsequently been selected as developers for these sites. The sites are either vacant or partly occupied as 1950s housing blocks and largely disused garages. The surrounding area is a mix of Council blocks, small scale commercial uses and community uses such as St James's Primary School. Although the area is of little townscape value, it is dominated by the grade II\* listed St James's church, set in its own grounds to the east of the site. Bermondsey underground station is a few minutes walk from the site and there are good bus routes along Jamaica Road to London Bridge and Canada Water. The majority of the sites are still owned by the Council, although sites E (eastern part) and H have recently been bought by the applicants, who will purchase the remaining sites in due course.
4. There is no relevant planning history to the application site itself. However, permission has been granted for two sites adjoining the boundary of the current site: the redevelopment of 72-74 Old Jamaica Road (the site of the former 'Rising Sun' public house) for a six storey commercial and residential building; and outline permission for a new Salmon Youth Centre, though there is currently an application for a new youth centre, sports hall and flats.
5. The application for Sites E-U has been submitted in outline form and seeks approval for siting, design and means of access, with matters of external appearance and landscaping reserved for future consideration. It shows several new buildings of varying heights, the maximum being 10 storeys. It is for a mixed use scheme though predominantly for residential, and involves the demolition of the Council-owned Carton, Giles and Darnay Houses. These provide 77 flats, of which only about 30 are still occupied. The redevelopment provides 605 replacement/new residential units, to be divided equally between private, intermediate and affordable housing. It also includes approximately 3,000 sq.m. of commercial and community uses, specifically a retail foodstore, health centre and commercial unit for which alternative uses are sought, including the option of a fitness centre. 217 new off-street parking spaces will be provided (182 for residents and 35 for the non-residential accommodation), though some of the existing parking in the area will be lost.
6. The development is to be phased over a number of years, with full completion expected by late 2011. The first phase will take place on the two mainly vacant sites in front of St. James's church and will include replacement accommodation for the existing residents of Giles, Carton and Darnay Houses, which will be demolished as part of a later phase of the development.

#### **FACTORS FOR CONSIDERATION**

7. **Main Issues**

The main issues in this case are the proposed mix of uses, the quality and mix of the residential accommodation, including the affordable housing, the design of the new buildings and townscape, amenity implications, and traffic and parking issues.

## 8. Planning Policy

### **Southwark Unitary Development Plan 1995 [UDP]:**

The area to the south of Old Jamaica Street is within an Employment Area and includes a designated Employment Site.

Policy R.2.2 'Planning Agreements' - complies, as approval is subject to an agreement to secure a number of benefits, outlined in the recommendation.

Policy E.1.1 'Safety and Security in the Environment' – complies, with the scheme as a whole designed to maximise the safety and security around and within the site.

Policy E.2.1 'Layout and Building Line' – complies, as the proposal maintains and re-establishes the street pattern of the area and makes a clear distinction between the public and private areas.

Policy E.2.2 'Heights of Buildings' - complies, with a variety of heights across the site, up to a maximum of 10 storeys, that reflect the existing buildings and provides a high density development whilst maintaining the amenity of existing and future residents.

Policy E.2.3 'Aesthetic Control' – generally complies, as the proposal is only an outline application with detailed design to be conditioned, but with sufficient information to demonstrate the quality of the proposed development.

Policy E.2.4 'Access and Facilities for People with Disabilities', Policy C.7.1 'Accessibility' and Policy H.1.10 'Provision of Housing to Mobility and Wheelchair Standards' – complies, as the site will be highly accessible.

Policy E.2.5 'External Space' – generally complies, as the application is only an outline with landscaping and townscape design to be reserved by condition, but indicative information submitted to show a high quality proposal.

Policy E.3.1 'Protection of Amenity' - generally complies; will not involve nuisance or loss of amenity to adjacent users, residents and occupiers or the surrounding area. There will be some loss of natural light to existing residents in Bowley House, 1-7 Old Jamaica Road (London City Mission hostel) and 9 Old Jamaica Street but this is inevitable given the existing vacant and open land around the site and losses are considered to be within acceptable limits.

Policy E.3.2 'Environmental Assessment' – complies, insofar as the developers previously requested a formal screening opinion as to whether an Environmental Impact Assessment was required and the Council concluded that the proposals are not likely to have a significant affect on the local environment.

Policy E.3.4 'Upgrading the Environment' and Policy E.3.5 'Vacant Sites and Buildings' - complies, developing vacant land and derelict buildings and significantly upgrading this part of the Bermondsey Spa.

Policy E.5.1 'Sites of Archaeological Importance' – complies, the proposal includes scope for archaeological investigation which is addressed by condition.

Policy C.2.2 'Health, Social and Educational Facilities' - complies as the proposal includes a new health centre.

Policy C.5.2 'Protection of Play Spaces and Facilities for Children' – partially complies, as the proposal involves the loss of an adventure playground which has been temporarily occupying one of the vacant sites, but this facility is being replaced with new play facilities in the soon-to-be refurbished Spa Gardens and a number of small play facilities are being provided

around the site.

Policy H.1.2 'Replacement of Housing Accommodation' and Policy H.1.3 'New Housing' – complies, providing a significant improvement to the local housing stock.

Policy H.1.4 'Affordable Housing' - complies, with two-thirds of the housing being affordable and or intermediate.

Policy H.1.5 'Dwelling Mix of New Housing' - complies, with a good mix of unit sizes, the majority being 2-bedroom or larger.

Policy H.1.7 'Density of New Residential Development' – partially complies, exceeding the criteria of the emerging policy but considered acceptable in this context and given the good public transport and high quality of the design and layout.

Policy H.1.8 'Standards for New Housing' - complies, as far as can be ascertained from an outline application.

Policy B.1.1 'Protection of Employment Areas and Identified Sites' and Policy B.1.2

'Protection Outside Employment Areas and Sites' - partially complies, in that the part of the site currently identified for employment is to be used for housing (although in the revised Plan this has been redesignated for residential/ health uses); elsewhere on the site there is potential for one of the commercial uses to be within Class B1, in addition to the B1 element of the live-work units. Employment will also be generated by the foodstore and healthcentre.

Policy S.2.1 'New Retail Outlets Under 2,000 sq.m.' – complies, the proposal including a new small foodstore.

Policy T.1.1 'Locally Based Facilities' - the proposal includes a new foodstore and health centre accessible for local residents without the need for car trips.

Policy T.1.2 'Location of Development in Relation to the Transport Network' - the development is well served by local bus routes and is close to Bermondsey Underground station.

Policy T.1.3 'Design of Development and Conformity with Council Standards and Controls' – partially complies, in that 217 parking spaces are being provided for 605 units; however, there is capacity within the wider area for on-street parking and it is recommended that permits will be issued at a ratio 0.25 for the flats without parking, namely 97 permits for 388 flats (to be controlled within the legal agreement).

Policy T.4.1 'Measures for Cyclists' – complies in principle, the scheme will include storage for bicycles and improves the cycling environment.

Policy T.5.3 'Alterations to the Road Network' – complies, with the proposal including changes to the road network, which are considered to be acceptable.

Policy T.6.1 'On-Street Parking Control' and Policy T.6.3 'Parking Space in New Developments' - complies with the emerging policy, providing some new parking within the development for residents and commercial users, but the approval is subject to a restriction on the number of future residents of the new development who can apply for parking permits.

## **The Southwark Plan [Revised Deposit Unitary Development Plan] March 2004**

The site is within the Urban Zone and the Bermondsey Action Area; in addition certain parts of the site are designated as **Proposal Sites**, as follows:

Site U (north Lupin Point) - required use residential; other acceptable uses A1 or B1;

Site F (Carlton, Giles and Darnay Houses) - required use residential, with A1/A2 use on the ground floor; other acceptable uses - mixed use residential, A1, A2 or B1;

Site S (north of Casby House) - required use residential with A1/A2 on the ground floor; other

acceptable uses - mixed use of residential, A1 and A2;  
Site E (south side of Old Jamaica Road) - required uses residential/D1 health centre on the ground floor; other acceptable uses - mixed use residential/D2 youth centre;  
Site H (north of Spa Road) - required use residential; other acceptable uses - mixed use residential and D1/D2.

1.1 Access to Employment Opportunities - complies, with the developer offering to enter a legal agreement that secures training and employment opportunities for local unemployed residents;

1.2 Local Policy Areas - complies: this is a mixed use redevelopment within the Bermondsey Spa Action Area that makes efficient use of vacant land providing a range of housing types.

1.7 Live-Work Units - complies, the proposal includes seven live-work units, though details of the layout have to be provided .

1.8 Location of Retail Provision - partially complies: the proposal includes a food store in an area that is not a town centre, but the store is small and will complement the limited range of existing facilities in the area.

2.2 Provision of new Community Facilities - complies, the proposal including a new health centre, as well as the option of a fitness centre.

2.5 Planning Agreements - complies, as above.

3.2 Protection of Amenity - generally complies, as above

3.3 Sustainability Appraisal, 3.4 Energy Efficiency and 3.5 Renewable Energy - complies, the applicants have submitted a Sustainability Appraisal demonstrating their commitment to make this a sustainable development, with the aim of achieving an Eco Homes rating of "Very Good".

3.6 Air Quality - complies: an Air Quality Report demonstrates that traffic generation from the proposal will not result in a significant impact on the air quality of the area.

3.7 Waste Reduction - complies, the intention being to provide recycling facilities.

3.10 Efficient Use of Land - complies.

3.11 Quality in Design, 3.12 Design Statements and 3.13 Urban Design - complies: a Design Statement has been submitted and although detailed design is a reserved matter, the submitted information demonstrates that this will be a quality design.

3.14 Designing Out Crime - complies in principle.

3.19 Archaeology - complies, with measures to be taken to protect any remains.

3.28 Biodiversity - complies, in that a Preliminary Ecological Survey shows that the existing site is of little or no wildlife value, with the possible exception of black redstarts (a protected species) being present, who can be safeguarded by conditions.

4.1 Location and density of Residential Development – complies.

4.2 Quality of Residential Accommodation – generally complies, though some parts of the accommodation will need to be designed to minimise mutual overlooking, etc.

4.3 Mix of Dwellings - complies.

4.4 Affordable Housing - complies, the scheme being promoted by a housing association with the majority of the accommodation being affordable or intermediate.

5.1 Locating Development - complies, the site being well served by public transport

5.2 Transport Assessments (TAs) - complies, an Assessment having been submitted demonstrating that the proposal will not have a significant impact on transport generation or movement in the area.

5.3 Walking and Cycling - complies, the scheme improving conditions for pedestrians and cyclists by having pedestrian-only routes and incorporating cycle storage.

5.6 Car Parking – generally complies, the proposed parking considered to be sufficient for this proposal and this location.

5.8 Other Parking - complies, there being adequate parking for the health centre and food

store.

Draft Bermondsey Spa Action Area Supplementary Planning Guidance – complies

## 9. Consultations

Site Notice: 2.3.04, expired 23.3.04   Press Notice: 5.2.04, expired 26.2.04

Consultees: 6.2.04, expired 27.2.04

Mayor of London, Commission for Architecture and the Built Environment (CABE), English Heritage, Traffic Group, Housing Department, Arboricultural Officer, Archaeological Officer, Crime Prevention Design Advisor, Canada Water Forum;

Neighbour consultations: 2.3.04, expired 23.3.04

Flats 1-65 and 302-319 Arnold Estate, Druid Street, SE1  
Flats 1-83 (inclusive) Lupin Point, Abbey Street, SE1

Studio 1, 2A, 2B, 3, 4, 5, 6, and Ground Floor Studio, 162-164 Abbey Street, SE1  
Beormound Community Centre, 177 Abbey Street, SE1; 166, 168 Abbey Street, SE1

London City Mission, 5 Old Jamaica Road, SE16;  
Flats 1-6 (inclusive) 9 Old Jamaica Road, SE16  
Royal Marines Reserve, 2 Old Jamaica Road, SE16  
Units 1-30 (inclusive) Old Jamaica Business Centre, 24 Old Jamaica Road, SE16  
Salmon Youth Centre, 43 Old Jamaica Road, SE16  
Head Teacher, St James's Primary School, Old Jamaica Road, SE16  
19, 21, 25, 27 Old Jamaica Road, SE16

Units 1-4 (inclusive) Voyager Business Estate, Spa Road, SE16  
Royal Mail Sorting Office, 150 Spa Road, SE16

18-34 (evens) Dockley Road, SE16; Manager, 1 Priter Road, SE16  
2, 2A Thurland Road, SE16; St James's Church, Thurland Road, SE16

30-38 (even) and 41-69 (odds) St James's Road, SE16; 1 and 2 Tranton Road, SE16

Manager, The Gregorian PH, 96 Jamaica Road, SE16  
98 Jamaica Road, SE16; 125- 143 (odds) Jamaica Road, SE16;  
Flats 1-34 Bromfield Court, Jamaica Road, SE16

Flats 58-81 Spenlow House, Jamaica Road, SE16  
Flats 1-27 Rudge House, Llewellyn Street, SE16  
Flats 1-47 Tupman House, Llewellyn Street, SE16  
Manager, Felton Hall, George Row, SE16  
Flats 1-38 Weller House, George Row, SE16  
Surgery, Wade House, 2 Parkers Row, SE1

Flats 1-83 Casby House, 1-43 Bowley House, 1-16 Bardell House, and 1-10 Wade House, Dickens Estate, SE1

Dickens Estate Tenants Association, Arnold Estate Tenants Association, Neckinger Estate Tenants Association and Keetons Estate Tenants Association,

Flats 1-18, Giles House, Jamaica Road, SE16

Flats 1-30 Carton House, Marine Street, SE16  
Flats 1-29, Darnay House, Marine Street, SE16

In addition to the Council's own consultations, the applicants have carried out extensive consultation with the local community before and after the application was submitted. These have been set out in detail in their Statement of Community Involvement and includes public exhibitions held at the Beormund Centre and former shop premises in Old Jamaica Road, as well as individual meetings with the Tenant Management Organisation for Lupin Point and Casby House, St James's School, the London City Mission, the Salmon Youth Centre and councillors.

10. **Replies from:**

Mayor of London: concludes that the proposed development is in the interests of good strategic planning, that the overall quality of the proposal is high and that it will be entirely consistent with the London Plan's sustainable development policies. Appropriate conditions/S106 measures are required to secure the sustainable design, construction, wheelchair and Lifetime Homes commitments made by the applicant. If the Council is minded to approve the application, it should allow the Mayor 14 days to decide whether or not to direct the Council to refuse planning permission.

English Heritage: their main issue is the impact of the proposal on the setting of the grade II\* listed St James's church. Have no objection in principle to the redevelopment in terms of the bulk, scale and massing of the proposed buildings, but it is important that any approval secures the indicated improvements to the landscaping in the immediate vicinity of the church [although the churchyard itself does not form part of the application site].

Commission for Architecture and the Built Environment: consider there to be much to commend about the scheme, in particular the distribution and mixture of tenures and welcome the level of design detail for an outline application. However, have some concerns about the masterplanning approach, namely:

- there isn't an integrated public realm strategy for the site either linking the three key public spaces together or connecting the site with the wider area;
- the site planning/design of the public realm has not been informed by an understanding of how pedestrians and vehicles will move through the site;
- scheme seems to have been conceived of as an estate rather than an integrated part of the city;
- there should be an aspiration to extend Old Jamaica Road through to St James's Road to provide a genuine east-west vehicular route though the site, avoiding the sense of a dead-end on this key route;
- while supporting the reinstatement of Marine Street as a primary pedestrian desire line into the site, do not think it will be a particularly pleasant or successful public route as currently proposed and that realigning only part of the road has created an awkward space;
- do not think that the illustrations give a clear idea of what the public realm will

- really be like and they should represent it more honestly;
- do not think that the way cars will be integrated into the development has been thought through in sufficient detail, eg how people will access the housing from the car park or how the car parks will be ventilated;
  - the strong axial relationship with the church has resulted in buildings whose geometry does not respond to the railway viaduct, block H in particular;
  - retaining 44-50 Old Jamaica Road may help to give the area a richer grain.

Traffic Group: Have no objections to the Transport Assessment provided. A number of conditions are required including location, operation and security of the barrier for the retail element of this application; the applicants will be required to enter into various agreements under the Highways Act for highway works, adoption of roads, tree planting and landscaping on the public highway; as part of the review of the CPZ the S106 agreement needs to secure funds for amending the CPZ so that permits will be issued at a ratio 0.25 for the flats without parking, namely 97 permits for 388 flats;

Housing Department: support the proposals.

Arboricultural Officer: confirms that the provisional landscaping proposals are acceptable [landscaping is a reserved matter], subject to retention and protection of the mature Plane trees along Spa Road.

Archaeological Officer: advise that there is archaeological potential on sites F and U and that there will be an opportunity for an archaeological evaluation between the completion of demolition and the start of construction. Recommend relevant conditions.

Environmental Health: have raised a number of queries about eg the proposed combined heat and power system and the mitigation measures to overcome noise from Jamaica Road and the railway; however it is considered that these matters can be addressed by condition.

Waste Management: confirm that they are satisfied with the waste management strategy that is being proposed, though these may need to be refined as the proposals are developed because of new technologies that are coming into use that may be incorporated into this scheme.

Crime Prevention Design Advisor: confirms that the architects have adopted many of the suggestions put forward during their consultations but would like an informative on the decision advising them to continue discussing the proposals with him prior to the detailed application being submitted.

Network Rail: have highlighted the need for the applicant to take account of a number of detailed matters to ensure that the railway infrastructure will not be adversely affected by the proposal and ask for an informative on the decision that the applicant take account of these.

Owner of site at 72-74 Old Jamaica Road [site vacant but has permission for redevelopment as ground floor commercial with 5 floors of flats above]: initial objection that the height of the proposed neighbouring block will block light to their own development; subsequently advised that they have agreed terms to dispose of their site to Hyde Housing Association, that the current proposals are no longer of any concern to them and they withdraw their earlier objection.

London City Mission, 1-7 Old Jamaica Road: have no objections to the proposals themselves but do have concerns about disruption during building works and would like hours of work limited to 8am to 6pm Monday to Friday.

Occupiers of Flat 23 Darney House: support the proposals.

Occupier, 11 Giles House: do not want a noisy area and request that the proposals do not cause noise or traffic jams; would like to see some parks around the buildings.

Occupier, 80 Casby House: concerned about noise during building works and if access to the property will be safe.

Occupiers, 49 St James's Road: express concern about traffic noise on St James's Road, request double-glazing and if the larger trees on St James's Road can be replaced with smaller ones to improve natural light [appear to be confused with the separate proposals to develop Site J, on St James's Road].

Occupier, 8 Weller House, George Row: would like to know what the commercial unit will be used for; if the health and fitness centre will be open to local residents or private use only; how the residential accommodation is to be used do not wish a drug or drink rehabilitation centre but would like accommodation for the elderly; also why not all the accommodation is affordable for local people.

Occupier, 26 Rudge House, Llewellyn Street: comment sheet returned without any relevant comments

## **PLANNING CONSIDERATIONS**

### **Detailed Description of Individual Sites**

11. The application site is formed of five individual areas, referred to as sites E, F, H, S and U (see attached map).
12. Site E (East and West)  
This 0.6 hectare (ha) site is bounded by Freaan Street, Old Jamaica Road, Rouel Street and Thurland Street. The site is divided into two (East and West) by Sun Passage which runs north to south connecting Old Jamaica Road with Freaan Street. It is currently vacant except for a row of four derelict terraced houses. The north west

corner of Site E (East) was formerly occupied by the 'Rising Sun' public house (now demolished): that site is not in the application site boundary but has recently been purchased by the applicants and is likely to be incorporated into the development at a future date.

13. The proposed development of Site E (East) is for a block rising to between 4 and 7 storeys, with a central landscaped private courtyard for residents. Together with Site H, the design has been developed to respect and respond to St James's Church to ensure there is no adverse impact on this important listed building. The proposed maximum height of 7 storeys is considered to relate well to the church and the building will be slightly set back to create a new square in front of the church.
14. Site E (West) will comprise one block rising from 8 storeys adjacent to Sun Passage up to 10 storeys at the Rouel Street end of the site. It will have a health centre at ground and first floor level with 101 dwellings above and 21 car parking spaces at the rear ground floor for the health centre. Access to the parking will be via Sun Passage, to be upgraded to form adopted highway.

#### Site F

15. This 0.97 ha site is bound by Jamaica Road, Old Jamaica Road, Abbey Street and Marine Street and largely occupied by the 1950s Council housing blocks Giles, Carton and Darnay Houses. These are to be demolished and the existing tenants relocated with the redevelopment scheme.
16. It is proposed to build 3 separate blocks on this site, with basement parking accessed from Marine Street for 109 vehicles for this site (including 12 for the foodstore) and Sites S and U. Site F (North) will rise from 7 storeys adjacent to Marine Street up to 10 storeys fronting onto Jamaica Road. It will provide a foodstore and 2 live-work units at ground floor level and 123 flats above. It is proposed to provide a landscaped central private courtyard for the residents at first floor level above the foodstore.
17. Site F (South) rises from 5 to 8 storeys and effectively wraps around the existing Salmon Youth centre, forming a complete block. It will accommodate 61 dwellings and 4 live-work units with a private courtyard at the rear. (There are currently separate proposals for the redevelopment of the youth centre to provide a new youth centre, sports hall and residential block, up to 10 storeys; the developers for Sites E-U have agreed to provide some of the land on their original site to enable a larger sports hall for the youth centre, and have also offered £300,000 towards the realignment of Marine Street, also necessary for the youth centre to enlarge its premises.)
18. Site F (West) rising to between 4 and 8 storeys will contain 74 dwellings with a private courtyard for residents at the rear. This has been designed to form a complete block along with the London City Mission hostel and existing flats at 9 Old Jamaica Road (the former Lillyput Hall Public house).

Site H

19. This 0.3 ha plot at the southern boundary of the application site, bounded by Freaan Street, Ness Street, Thurland Road and Spa Road, is largely vacant apart from an adventure playground and prefabricated building. This will comprise one block of between 4 and 8 storeys of 100 dwellings and a live-work unit, with a central private courtyard for residents. There will be basement parking for 85 cars (for this block and the flats in Site E) with access off Ness Street. Between this block and Site E (East) there will be a landscaped pedestrianised street aligned with St James's Church and leading to a new public space in front of it.

Site S

20. This 0.16 ha site on the south side of Jamaica Road contains semi-basement garages serving Casby House. The proposed new block is between 3 and 6 storeys high containing commercial accommodation on the ground floor (for which permission is being sought for alternative uses - retail, financial/ professional, office or health and leisure, such as a fitness centre), with 37 flats above. The block will include a new secure entrance foyer from Jamaica Road to Casby House at ground floor level.

Site U

21. This 0.1 ha site, also located on the south side of Jamaica Road, and west of Abbey Street, contains largely unused underground garages for residents of Lupin Point. This will be developed as one block up to four storeys containing 18 dwellings and will include a new secure entrance foyer from Jamaica Road to Lupin Point.

**Land Use – Residential**

22. Tenure and mix of units

The main use of the development is for residential purposes, with a broad mix in tenure that will provide a welcome boost to the housing stock in the area. The tenure mix, split between 32% private and 67% affordable, is as follows:

<u>Housing Tenure</u>	<u>Number</u>	<u>Percentage</u>
Private for sale	194	32%
Shared Ownership	137	23%
Intermediate for Rent	65	11%
Social rented	202	33%
<u>Live/work (private)</u>	<u>7</u>	<u>1%</u>
Total	605	100%

There is also a good mix of units:

<u>Size of Unit</u>	<u>Number</u>	<u>Percentage</u>
1-bedroom	219	36%

2-bedroom	218	36%
3-bedroom	154	25%
4-bedroom	10	2%
<u>5-bedroom</u>	<u>4</u>	<u>1%</u>
Total	605	100%

23. The proposed mix of tenure and unit size (with 64% having 2 or more bedrooms) are considered to be acceptable and are supported by the Housing Department. The high proportion of affordable housing is welcomed in the context of the strategic 50% target within the London Plan. Although the tenure split of 50/50 social to intermediate provision is not consistent with the 70/30 guideline of the London Plan, it is considered acceptable in this case given the high overall level of affordable housing being provided, and given the high proportion of social housing that already exists in the area. The proposal will therefore contribute to a mixed and balanced community. The affordable housing will be secured by a legal agreement, the applicants offering to secure the two thirds proposed rather the policy minimum of 25%. The replacement of the existing outdated 1950s blocks is also welcomed and will make a major contribution to the on-going regeneration of the area. It is estimated that the proposal will increase the population of the area by approximately 1,115.

24. Although full details of the residential accommodation will form part of the reserved matters, from the information submitted it is considered that all of the flats will be of an acceptable size and have an acceptable standard of amenity. Detailed floorplans demonstrating this have been submitted for the two flats located at basement level at Sites S and U, and with all other flats being at ground floor level or above it is considered that they will have an acceptable level of amenity. Some of the smaller blocks do not meet the Council's minimum back-to-back distances of 21m, but initial drawings show that this can be overcome by the use of window bays with restricted viewing angles.

Density

25. The overall density of the development will be 970 habitable rooms per hectare (hrh) (although an alternative measurement based on the total area contained within the site boundary equates to 523 hrh). The density also varies for each site, from 622 hrh at Site S to 1079 hrh on Site E (West). In assessing whether the density now proposed for this site is appropriate, consideration needs to be given to a number of material considerations, namely the adopted UDP, the emerging UDP and the adopted London Plan.

26. The proposed development exceeds the Council's adopted policy which sets a density range of 175-210 hrh for all sites within the borough. However, as this adopted policy does not reflect other regional and national planning guidance, this policy has been revised in the draft Southwark Plan. At the time the application was submitted and the First Deposit of the UDP was in force, the density range for Bermondsey Spa was 650-1100 hrh; this has been reduced in the Revised Deposit UDP to 300-700 hrh for this 'urban' area, with the site just falling outside the Public

Transport Accessibility Zone where a higher density might be acceptable. The situation is further complicated by the fact that the Bermondsey Spa Action Area Supplementary Planning Guidance (which has limited policy weight) refers to the higher density range of 650-1100 hrh. In terms of regional planning guidance, the adopted London Plan has set a density range of 300-450 hrh for this area, based on the fact that the predominant housing type is flats and that the area has reasonable public transport with a Public Transport Accessibility Level (PTAL) of 3.

27. It is accepted that the proposed development does not fully comply with the density guidelines in either the Council's latest draft policies or the London Plan. However, Government guidance in the form of Policy Planning Guidance 3 (Housing) requires a more efficient use of land to meet housing targets and notes that there is nothing in principle against the development of higher density housing providing other objectives such as aesthetics and amenity considerations are satisfied. In this instance it is considered that the revised application satisfies the Council's policies on aesthetic control, amenity space and car parking and as such it is an acceptable form of development. Furthermore, the Mayor has confirmed that the proposed density is appropriate in this location, given the public transport, mixed use nature of the proposal, existing scale of surrounding development (including the tower blocks of Casby House and Lupin Point) and the high quality envisaged for the scheme. Accordingly the proposed density is considered to be acceptable in this instance.

28. Amenity space provision

Council policy requires community amenity space to be provided at a minimum rate of 50 sq.m per development, with an additional 10 sq.m per dwelling. If this is applied to each of the eight individual blocks, the requirement would be 6,450 sq.m. The proposal provides a total of 7,984 sq.m, though only 2,799 sq.m of this is communal, the rest comprising private gardens, balconies and roof terraces. Each unit will have access to an external balcony or terrace, communal courtyards in the centre of the residential buildings and a number of public open spaces across the site, including:

- a space at the junction of Jamaica Road and Abbey Street, incorporating existing trees, new planting, seating and potentially children's play equipment;
- enhancements to the existing open space to the south of Bowley House, with a new neighbourhood equipped play area and other landscaping improvements;
- a new public space to the west of Thurland Road opposite the entrance to St James's Church, including new tree planting, paving and traffic calming.

In addition, residents will have access to St James's Churchyard, the main public amenity site for the area and which the Council intends to refurbish in the near future. Given all these proposals, the amenity provision is considered to be acceptable.

## **Land Use – Non-residential Uses**

Along with the residential uses proposed, there are several non-residential uses (excluding the seven live-work units dotted around the site) which will enhance the overall sustainability of the area and contribute to the diversity of activities already provided by the Salmon Youth Centre, St James's Church and primary school and the Old Jamaica Business Centre.

29. At the south end of the site the ground and first floor of Block E (West) will contain a health centre, to be managed by Southwark Primary care Trust; the ground floor of Block F (North), near the junction of Jamaica Road and Abbey Street, will be occupied by a small foodstore; and also adjoining Jamaica Road, part of the ground floor of Site S will be used for general commercial purposes – the applicants wish to maintain flexibility for this space and are applying for either retail, financial/professional service use, business and/or assembly and leisure uses, which could include a fitness centre (the hours of which will need to be conditioned to protect residential amenity).
30. All these uses are considered to be acceptable, and will benefit both the existing and incoming population. The option of B1 use in the commercial accommodation on Site S, along with the employment generated by the health centre and the food store, is considered sufficient to comply with adopted policy B.1.1 and B.1.2 (employment uses). The Retail Planning assessment accompanying the application demonstrates that the foodstore is of an appropriate scale relative to the available expenditure in the area, that it will not be reliant on drawing trade from a wide area and that it will complement the limited retail facilities in the area as well as the role of larger district centres elsewhere in the borough.

### **Amenity Issues**

31. There are several existing residential buildings around the site which could potentially be affected by the development proposals. A detailed Daylight and Sunlight Study based upon Government guidance has been submitted assessing these, which can be summarized as follows:

The London City Mission, on the corner of Abbey Street and Old Jamaica Road, is a relatively new building occupied as a hostel for student volunteers to the Mission. Next to it is 9 Old Jamaica Road, a former public house converted into six flats, which appears to have a mixture of living rooms and bedrooms at the rear. These two buildings, which have their own rear garden area, are already enclosed to some extent by the end flank elevation of the five storey Darnay House. Although the replacement building will also be five storeys, it will form part of a new perimeter block, and the rear will therefore effectively be enclosed. Whilst both properties will suffer some loss of light and increased enclosure, with No. 9 probably the most affected building in the whole scheme, they will still benefit from acceptable levels of natural light. Given this, the inner city location where lower lighting levels are to be expected, and the overall benefits of the proposal, the impact is considered to be

acceptable. The submitted study indicates that there will be a slight improvement to the amount of sunlight reaching the rear garden of No. 9 at certain times of the year.

32. 1-30 Arnold Estate is adjacent to Jamaica Road and Site U in the extreme north-west corner of the development site. It is four storeys in height, and faces east/west. Some of the flats will lose some daylight and sunlight, but this is well within recommended guidelines and they will still benefit from good natural light. Lupin Point, a high rise block also next to Site U, will only be marginally affected by the development. Casby House has a similar relationship with Site S and will also only be marginally affected by that development.

Finally, the other existing residential building potentially affected by the proposal is Bowley House. The main elevation of this building faces south, and the proposed 8-10 storey block for Site E (West). This will have an impact on the outlook from the existing flats, and will result in some loss of daylight and sunlight, particularly to the flats in the east end of the block which is closest to the proposed development. However, the losses are considered to be within acceptable limits, and most of the flats will benefit from being set well back from the new buildings.

33. The study's conclusions, that the development will not materially affect the daylight and sunlight levels of the majority of the existing residential properties, is accepted. Despite extensive consultations there have been no objections to the proposals on these grounds.
34. The proposals for refuse have been discussed with Southwark Waste Management (SWM), who have confirmed that as new technologies come into use the refuse proposals may need to be refined. In Phase 1 it is proposed to use Eurobins adjacent to the housing cores which will be collected three times a week. In the longer term it is proposed to use underground collection bins, with a refuse compactor being installed and on-site staff employed to collect waste from the blocks and take it to a purpose built area containing the compactor and segregated recyclable waste containers. The principles of the waste management are considered to be acceptable, although details will need to be conditioned as the phases are developed.
35. Following a formal request from the applicants for a Screening Opinion under the Environmental Impact Assessment Regulations, the Council has previously determined that the proposed development was not likely to have any significant effects on the environment and therefore an Environmental Impact Assessment was not required.

## **Urban Design**

### Broad Masterplan concept

The broad concepts behind the masterplan are to deal with key site boundaries, the flaws of the existing post-war townscape and contextual concerns. The architects

have sought to re-establish a traditional irregular street grid to the site, resolve the problematic areas at the base of the two existing tower blocks and produce a clear strategy for the key relationship with the grade II\* listed St James's church. The irregular grid allows for strong directional routes to be re-established. This will reconnect the townscape of South Bermondsey to Jamaica Road and the north. In addition the proposed pattern of blocks is a classic good practice solution to masterplanning, providing a hierarchy of public to private spaces from the street to private internal gardens/courtyards. Given the constraints of the main road network, the comments from CABE, particularly about connecting the site with a main road to St James's Road, are not considered to be justified.

36. Currently the areas around the bases of Casby House and Lupin Point are constrained by the semi-basement car park/garages. This creates a particularly hostile environment at the base of the tower blocks and poor enclosure to Jamaica Road, making a windswept and bleak pedestrian environment. The proposal introduces a proper active street edge along Jamaica Road and includes new safe and overlooked entrances to the bases of the tower blocks, which is a very positive element of the scheme.

In respect to the listed church, the masterplan introduces a new axial approach route focused on the west end of the church. Site planning, indicative landscaping proposals and the height and massing of the blocks all reinforce the idea of this being a new set piece townscape enclosing the church yard open space and reinforcing the axial nature of the church plan. This is an important part of the scheme's contribution to its wider context, re-establishing an appropriate setting for St James's.

37. In urban design terms the proposed mix and distribution of uses will ensure that the scheme has its own identity rather than merely being a dormitory. Key public uses are well located to reinforce the main routes in and around the site.

#### Building Heights

This development is of a sufficiently large scale to establish its own context. A medium rise (maximum of 10 storeys) high density development creates an acceptable scale and environment in terms of the relationship of the size of the internal courtyard block and the building heights. The ratios of height to width of the streets also seem appropriate. Overall the building heights are massed appropriately across the site, taking account of impacts on the amenity of adjoining residential accommodation and the setting of St James's Church, whilst still maintaining a coherent design strategy.

38. Landscaping of the streets

As this is an outline application the treatment of the streets and adjoining landscaping will be subject to further detailed design. However, the information submitted to date indicates that the mix of pedestrian-only and shared surface spaces has the potential to create a quality environment with its own identity and character. The new landscaped areas will help 'anchor' the scheme into the area, and will ultimately be

strengthened when the Council refurbishes St James's churchyard and when Site J (at the rear of the church) is developed and creates a new main pedestrian route from St James's Road.

#### Detailed design

39. Although only an outline application, a considerable amount of detailed information on the proposed architectural treatment of the development has been submitted, as an indication of how the development will look. The final detailed design will be subject to conditions, but from the information that has been submitted the design approach appears to be an appropriate one. Coupled with the high quality of the urban design, the contemporary architecture, open spaces, mix of street types will reinforce the character and identity of the scheme.

#### **Transport, Parking and Servicing**

40. The site provides convenient access to South Bermondsey London Underground station and bus routes 47, 188 and 381 provide good services to Rotherhithe and London Bridge and beyond. The application has been accompanied by a Transport Assessment and Transport for London is satisfied that there is sufficient capacity to accommodate the level of vehicle trips generated by the development and the associated car parking provision.
41. Excluding on-street parking (62 spaces) there are 114 existing off-street parking spaces within the site, comprising the underground garages at Casby House and Lupin Point, as well as surface level parking at these blocks and Bowley House. The loss of these garages at Casby House and Lupin Point is considered to be acceptable given that they are largely unused and have an adverse impact on the amenity of the area. 56 spaces will be retained for the existing blocks of flats; 217 off-street car parking spaces are being provided for the new development (providing a net increase in spaces across the site of 159): 182 spaces for the 605 residential units (a ratio of 0.30 spaces per unit); 12 spaces for the food store, 21 spaces for the health centre; and 2 spaces for a car pool scheme for residents in the new flats. This is considered to be acceptable in this instance, given the good public transport, and complies with the Council's draft replacement policy, the London Plan and national policy.
42. On-street parking within the site (which is a Controlled Parking Zone) is currently 62 spaces, and will be marginally increased to 63. Evidence indicates that not all the available permits are currently taken up. Clearly this will not be sufficient for all future residents (especially taking account of the 49 flats proposed in the concurrent redevelopment proposals for Site J, on the other side of St. James's Church). It is therefore proposed to amend the traffic order to allow only a proportion of future residents in this development (and Site J) to apply for permits, which the applicants agrees to in principle. It is proposed that permits be issued at a ratio of 0.25 for the flats which will not have off-street parking, ie 97 permits for 388 flats. This will need to be included within the legal agreement.

43. The main servicing consideration relates to the proposed foodstore (though this is likely to be limited given its small size). Following discussions with Transport for London (who are responsible for Jamaica Road) and Council officers, it is proposed to provide a new one-way access off Jamaica Road onto Marine Street (where the underground garages are currently located) which would only be used by service vehicles visiting the proposed foodstore. The service vehicle would enter a gated loading bay, park parallel to the foodstore off the highway and then leave the service bay via a separate exit onto Marine Street and then back onto Jamaica Road. The positioning of the gates for the service bay will ensure that delivery vehicles can wait safely on Marine Street without obstructing traffic on Jamaica Road or pedestrians using the footpath. The northern section of Marine Street would be closed to general through traffic, with the southern section to be realigned as part of the current redevelopment proposals for the Salmon Youth Centre.

The creation of car-free pedestrian and cycle routes through the site are welcome, as are the draft traffic calming measures. Cycle parking will be provided at a ratio of one space per dwelling, with provision also to be made for the non-residential uses, though details of this will need to be provided and this has been conditioned accordingly.

44. Part of the site lies above the Jubilee Line. The applicants have been in discussion with London Underground and this is not considered to be an issue for determining this application.

### **Biodiversity**

45. The site is not a Site of Importance for Nature Conservation and has no other open space or wildlife designation in the adopted or emerging UDP. A Preliminary Ecology Assessment has been undertaken demonstrating that the sites are of little or no wildlife importance. The possible exceptions are: that a further inspection is required of the housing blocks to ensure that they are not used by bats (the study confirms that the other derelict buildings on Old Jamaica Road are not used by them), which is required by condition; and that the area may support black redstarts. This is specially protected under wildlife legislation, being a rare breeding bird with a significant proportion of the country's population in London, mainly along the Thames in east London, and therefore a material planning consideration. The bird nests on and in buildings and requires open, sparsely vegetated land or roofs on which to forage. The application site is within the core range of the black redstart and contains suitable habitat, although there are no recent records from the site.
46. There are legal obligations upon the developer to ensure that no black redstart nests are disturbed or damaged during demolition and construction from April to July inclusive, and relevant conditions and informatives have been attached to the draft decision. Good practice encourages suitable foraging habitat being provided on site after the development is completed (which can include the roofs of the new

buildings), which is also addressed by condition.

### Conclusion

47. This proposed mixed use development, with its large number of affordable homes, will make a significant contribution to the regeneration of Bermondsey Spa. It provides a more intensive use of a long partially vacant/derelict site in a location that has good transport accessibility. The design quality and mix of uses will improve the vitality and diversity of the site, with the foodstore, health centre and option of a fitness centre being of direct benefit to the existing local community. Approval is therefore recommended subject to conditions and a legal agreement to secure the benefits set out above.

### **EQUAL OPPORTUNITY IMPLICATIONS**

48. An Access Statement has been submitted confirming that all units will be designed to Lifetime Homes standards. In addition 10% of all residential units spread equally across the tenures will be designed to be wheelchair accessible or easily adaptable for residents that are wheelchair users. Of these, 5% of the total affordable housing units will be designed from the outset to meet the wheelchair standards set out in the Housing Corporation Scheme Development Standards and Wheelchair Housing Design Guide. Level access will also be provided for the commercial uses.

### **LOCAL AGENDA 21 [Sustainable Development] IMPLICATIONS**

49. Fully complies, in that the proposal optimizes the use of previously developed land and vacant/under-used buildings, encourages mixed-use development and is in a location which is accessible by public transport. A Sustainability Statement has been submitted indicating that where possible the development will achieve a minimum EcoHomes rating of 'very good'. Community heating (including combined heat and power), the use of energy from renewable sources and water conservation (rainwater collection and grey water recycling) will all be considered during the detailed design of the development. The inclusion of sustainability initiatives within construction methods and materials, ecology, waste management, recycling and CO2 and energy reduction also form part of the sale contract between the developer and the Council.

LEAD OFFICER

James F Sherry

Interim Development and Building Control  
Manager

REPORT AUTHOR

Paul Quayle

[tel. 020 7525 5420]

CASE FILE

TP/321-28

Papers held at:

Council Offices, Chiltern,  
Portland Street SE17 2ES  
[tel. 020 7525 5402]