

Item No	Classification	Decision Level	Date
7	OPEN	PLANNING COMMITTEE	07.12.04
<b>From</b> Interim Development and Building Control Manager		<b>Title of Report</b> DEVELOPMENT CONTROL	
<b>Proposal</b> (04-AP-1034 ) Development of part 4, 5, and 6 storey mixed use building with 150sqm of B1 space on ground floor and twelve residential units above		<b>Address</b> 116-120 Tooley Street SE1 <b>Ward</b> Riverside	

## 1. PURPOSE

- 1.1 To consider the above application
- 1.2 The application is for Committee consideration because it is a major application and a UDP Departure.

## 2. RECOMMENDATION

- 2.1 Refer to Government Office for London with a resolution to grant permission with unilateral undertaking required by condition.

## 3. BACKGROUND

- 3.1 The application site is a small vacant piece of land formerly used as a car park on the south side of Tooley Street directly to the west of Bursar Street. It is opposite the More London Development. To the east of Bursar Street a seven storey block of flats with retail /office at ground floor level. is under construction.
- 3.2 To the rear of the site is Oxford PLace a three and four storey residential development with a blank wall facing the application site. This development extends to behind 108/110 Tooley Street and contains a number of windows which face the application site with an isolation of approx 10m. To the west of the site is a terrace of mainly three storey buildings used as shops on the ground floor with residential above.
- 3.3 Planning permission was granted in 1995 to renew the use of the application site as a car park. Planning permission was refused in 2001 to erect a 14 storey block of flats on the site. The site lies within the Tooley Street Conservation Area.
- 3.4 The application proposal is to erect a six storey building to be used as an office (Class B1/A2) at ground floor level with 10 flats above. The building covers the whole of the site at ground floor level and projects the whole depth of the site at fist to third floor levels but it stepped 2m away from the western boundary on the east half of the site. At fourth floor level the degree of isolation from the

western boundary is increased and at fifth floor level the building does not project to the rear of the main part of the adjoining building (114 Tooley Street).

- 3.5 The scheme was originally submitted as a part 6 part 7 storey building with 12 flats but the applicant has amended the scheme to reflect concerns expressed by officers concerning the height and design of the building and the mix of dwelling sizes.

#### **4. FACTORS FOR CONSIDERATION**

##### **4.1 Main Issues**

The main issues in this case are whether the proposed development is acceptable in principle, the appearance of the proposed building, the impact on the conservation area, the impact on the amenities of nearby residents and traffic and parking issues.

##### **4.2 Planning Policy**

Southwark Unitary Development Plan 1995 [UDP]:

The site lies in an Employment Area

E.1.1 Safety and Security in the Environment: Complies

E.2.1 Layout and Building Design: Complies. Building does not disrupt existing street layout and building lines

E.2.2 Heights of Buildings: complies; height of building relates to newly constructed adjacent building.

E.2.3 Aesthetic Control: complies; vertical and horizontal rhythms of street scene respected.

E.2.4 Access and Facilities for People with Disabilities: Complies

E.3.1 Protection of Amenity: Complies, impacts on light to surrounding properties in accordance with BRE recommendations for city centre locations.

E.4.3 Development in Conservation Areas: this development has an acceptable impact on the character and appearance of the Tooley Street conservation area.

E.5.1 Archaeology: Complies, conditions recommended to ensure investigations occur and that any remains are protected.

R.2.2 Planning Agreements: complies (see 2.5 below).

Policy H.1.5 : Dwelling Mix of New Housing: generally complies; 50% two bedroom flats, but no 3 bed units..

Policy H.1.7 Density of New Residential development: density is in excess of Borough wide density standard.

Policy H.1.8: Standards for New Housing: room sizes and layout satisfactory

Policy B.1.1: Protection of Employment Areas and Identified Sites: does not comply but site used as a car park for many years.

T.1.2 Location of Development in Relation to the Transport Network: Complies, the site is very close to bus routes and underground and over-land rail links.

T.1.3 Design of Development and Conformity with Council Standards and

Controls: does not comply with Borough wide requirement for 110% parking provision

T.4.1 Measures for Cyclists: secure cycle parking provided in development and legal agreement will contribute towards cycling measures in the area.

T.6.3 Parking Space in New Developments: Does not comply, as no parking of development, but the site is close to good public transport links and motor cycle and cycle parking is provided.

Supplementary Planning Guidance No1: Design and Layout of Developments: complies height and scale of building and relationship with surroundings.

No5: Standards Controls and Guidelines for Residential Development: generally complies; room sizes and layout of accommodation satisfactory and outdoor amenity space provided.

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

Policy 1.5 Mixed use developments: complies; site has not been used for class B purposes for some time.

Policy 2.5 Planning Agreements: funds offered by applicant for cycle lane improvements and street wardens.

Policy 3.2 Protection of amenity: complies; no significantly adverse impacts on nearby residents.

Policy 3.8 Waste management: generally complies but condition need to ensure full compliance.

Policy 3.10 Efficient use of Land: complies; does not prejudice use of surrounding sites.

3.11 Quality in Design: scheme considered to be acceptable.

3.13 Sustainability appraisal: none submitted but development provides high density housing on a brownfield site.

3.14 Urban Design: scheme considered to be satisfactory.

4.1 Density of Residential Development: slightly above range for central activities zone.

4.4 Affordable housing: none provided but the scheme has been reduced to 10 units and given this and the fact that the second draft deposit UDP has not been to a public inquiry then it is not considered that insisting on its inclusion in the scheme could be justified.

5.1 Locating development: complies; good access to public transport.

5.2 Transport Impacts: complies.

5.3 Walking and Cycling: complies.

5.6 Car parking: complies.

#### 4.3 **Consultations**

Site Notice: 22.07.04

Press Notice: 08.07.04

##### Consultees:

46-54 Oxford Drive; More London, 88-104 consec Tooley Street; Flats 1-12 consec Aston Webb House 115 Tooley Street ; 14,17 Bermondsey Street; 14 Magdalen Street (see attached consultation list).

##### **Replies from:**

Traffic: welcome the widening of the footway on Bursar Street and will be

adopting this as public highway if constructed to our standards. The doors of the refuse store are unacceptable as they open out over the public highway. The cycle store detailed on the plans is too small. A contribution of £2500 will be sought from the applicant to exempt the development from the controlled parking zone.

Conservation: The application site is located within the Tooley Street Conservation but is not located in the vicinity of any listed buildings.

In general the scale and height of the building is accepted. The decrease in height from seven to six storeys is in accordance with discussions with GML Architects. The design of the front and flank elevations has also been revised and is now accepted. The proposed fenestration and materials used are more in keeping with and sympathetic to the immediate context. The attic storey is of a lightweight construction with a sufficient set back to minimise its visual impact.

The palette of materials proposed has been simplified. The use of brick to the facing elevations with a zinc clad corner attic at fifth floor level is now considered appropriate as these materials respect the immediate context (112-120 Tooley Street). I would suggest that the zinc cladding to the return elevation (Bursar Road) of the attic storey is continued across the void shown in drawing no. 2325-AE\_P\_13A.

Ellers and Wheeler 112-114 Tooley Street: Development is out of keeping with the historic character of Tooley Street, design is lop sided and ugly; loss of light to office kitchen and patio area; increased traffic problems. (comments made in relation to original version of the scheme).

## **5 PLANNING CONSIDERATIONS**

### Principle of development

- 5.1 The application site has been used for many years as a car park and planning permission was last granted for this purpose in 1995. The site is in an employment zone and proposal is therefore strictly contrary to adopted UDP employment policy as it is mainly for a residential development. However, the proposed building will provide an employment generating office use on the ground floor which will mean that the site will provide more employment than at present. The proposal has been advertised as a UDP Departure and no objection has been received to the scheme in principle.
- 5.2 The second draft UDP designates the site as being in a Preferred Office Location. As the site was not last used for employment purposes and the building provides an active frontage at ground level the proposal is considered to comply with policy 1.4 of the second draft UDP. The area contains a mixture of office and residential uses so the development is considered to be appropriate to this context.

### Townscape/conservation area issues

- 5.3 The proposed building has a modern design and this is considered to

appropriate given the location opposite the More London office development and the newly constructed 6/7 storey building at 122-126 Tooley Street. The building has been amended during the course of the application to reduce it by one storey and to change the elevations so that it has a better relationship with the surrounding buildings. It is now considered to be in keeping with the surrounding townscape and respects the character and appearance of the conservation area.

#### Impact on surrounding residential properties

- 5.4 The application building has been designed with a sloping roof on the western side so as to limit the impact on the kitchen window in 114 Tooley Street facing the site. The section provided by the applicant shows that the impact of this new building will be no worse than the impact of the new building at 122-128 Tooley Street. It would not be reasonable to insist that this window has an uninterrupted outlook across the development site and given that the outlook/daylighting situation is not being significantly worsened the impact of the building is considered to be acceptable. This cut back will also help to reduce the impact on the habitable room windows in the side of the Oxford Drive development which face the site.
- 5.5 There are also further windows in the Oxford Drive development in a lightwell with an opening to the north and the development is considered to have a minor impact on these windows and would not be in conflict with the recommendations of the BRE on daylight and sunlight.

#### Traffic and parking issues.

- 5.6 No parking is proposed in this development but this is considered to be acceptable because there is nowhere to park in the immediate vicinity of the site. The applicant has indicated that he is willing to contribute £25,000 which could be spent on improvements to nearby cycle lanes. The traffic team have asked for £2500 to amend the traffic order in the area but the contribution towards cycle parking is considered to better deal with traffic issues in the area. The site is close to London Bridge Station and has excellent accessibility to public transport so the proposal is not likely to result in any traffic problems in the area.

#### Standard of accommodation provided.

- 5.7 All of the proposed flats comply with the minimum sizes recommended in the UDP (the flats sizes are indicated on the application plans). As amended the scheme has 50% two bedroomed dwellings which generally complies with UDP Policy and addresses housing needs within the Borough. No three bedroomed units are proposed but this would be difficult given the tight footprint of the building. Also this is a location where one would not expect to find larger family accommodation so on balance the mix of units is considered to be acceptable.
- 5.8 The density of the development is 1230 HRH which is slightly above the indicative range for the central activities zone. However, the site is very restricted in size and as the development is acceptable in townscape terms it

would be difficult to justify refusing planning permission on this basis.

#### Legal agreement issues

- 5.9 The applicant has offered £25000 to be spent on either improvements to cycle lanes in the area or to fund a street warden. This contribution is considered to be appropriate to the size of the development and will help to mitigate the transport impacts of the development and also help to provide a safer environment for future.

### **6. EQUAL OPPORTUNITY IMPLICATIONS**

- 6.1 None.

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

- 7.1 Housing provided in a location with excellent public transport accessibility.

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