

Item No.	Classification	Decision Level	Date
6.4	OPEN	PLANNING COMMITTEE	27/03/07
From DEVELOPMENT & BUILDING CONTROL MANAGER		Title of Report DEVELOPMENT CONTROL	
Proposal (06-AP-2272) Demolition of existing buildings and canopy structure and redevelopment to provide three buildings of between five (18m) and seven (24m) storeys in height comprising 1105m ² of floorspace for either A1, A2, A3, B1 or D1 Use Class and 90 flats (comprising 31 x 1 bed; 49 x 2 bed; 9 x 3 bed; 1 x 4 bed), plus car and cycle parking, amenity and public open space.		Address LARNACA WORKS, GRANGE WALK, LONDON, SE1 3EW Ward Grange	

PURPOSE

- 1 To consider the above application, which is for Planning Committee consideration due to its scale, and due to the number of objections received.

RECOMMENDATION

- 2 That planning permission is granted subject to a Section 106 legal agreement which secures planning obligations relating to the provision of affordable housing, and contributions towards education, employment initiatives, open space, strategic transport, site specific transport, archaeology, health and the monitoring.

BACKGROUND

Site location and description

- 3 The site is located between and has frontages to Grange Walk (to the north) and Grange Yard (to the south). The site includes the property commonly known as Larnaca Works, and the land adjoining this site including hard surfaced areas to the north and south of the Woodmill building, and a hard surfaced area that makes up the north-eastern part of the Mabel Godwin House site. The site is 3617m² (0.89 acres) in area.
- 4 A 3 storey (12m high) building (with roof lights and a stair well rising above this to a maximum height of 15m) occupies the central northern part of the site. Its front building line is set back 26m from the Grange Walk boundary of the property. To the south of this building but adjoining it, is another 3 storey (13m high) building (with brown brick cladding) that fronts Grange Yard. This building extends over a 7m wide access way that leads from Grange Yard.
- 5 The buildings are used as artist studios and workshops (1668m²), wholesale retail (767m²) and offices (293m²). A total gross internal floor area of 2900m² is presently provided. The hard surfaced areas which presently form part of the Woodmill Building and Mabel Godwin House are used for car parking.
- 6 Vehicle and pedestrian access to the site is from both Grange Walk and Grange Yard, both non-classified roads.

- 7 The surrounding area is characterised by a mix of residential and business use. Residential use dominates to the north of the site between Grange Walk and Abbey Street. Residences are provided in both higher level buildings, including the 7-storey Woodville House with landscape surrounds and an at grade car park (set behind an approximately 2.5m high boundary wall), and a more low rise development including predominantly two storey terrace buildings.
- 8 To the immediate east of the appeal site is 19 Grange Walk, a four storey office building, known as the Wood Mill Building. Beyond this to the east and set back 4.5m from Grange Walk is Larnaca House, a 4 storey residential housing block, with gardens areas at the rear adjoining the common boundary with 19 Grange Walk and set behind a 4-5m high boundary wall.
- 9 To the immediate west of the northern part of the application site is Mabel Goodwin House, a five storey building which accommodates the Primary Care Trust. To the immediate west of the southern part of the site is Skyline Court, a part 3 part 5 storey building which is used as flats. Outdoor amenity areas, including a ground level courtyard, and roof terrace areas serve the third floor flats towards the rear of the property. To the immediate north of this part of Skyline Court is a 3 storey residential building known as 4 Grange Yard. It is sited between 3 and 4m from the existing west elevation of Larnaca Works building and has windows serving habitable rooms directly facing the application site.
- 10 To the south of the site (on the opposite side of Grange Yard) is a single storey building with a pitched roof, which houses a warehouse/distribution operation. To the south east of the site are the public library and municipal offices, which are Grade II listed. These buildings front Spa Road and are approximately 30m and 80m respectively from the site.
- 11 In the Southwark Plan (January 2007), the site forms a part of the larger Bermondsey Spa Action Area, and part of Proposal Site 20P which comprises the land bounded by Grange Walk, Neckinger, Spa Road and The Grange. The 'Required Uses' within Proposal Site 20P as set out in Appendix 4 of the Southwark Plan are C3, D (with a priority for health uses), and B1, while the listed 'Other Acceptable Uses' are A use classes. An estimated residential capacity (illustrative) of 483-1127 residential units is sought. The site also falls within the Urban Zone, an Archaeological Priority Zone, and partly within a Strategic Views - Wider Consultation Zone.

Details of proposal

- 12 Full planning permission is sought to demolish the existing buildings and canopy structure and for the redevelopment of the site to provide three buildings of between four (15m) and seven (24m) storeys in height comprising 1105m² of commercial floorspace (comprising Use Class A1/A2/A3/B1/D1) and 90 flats (comprising 31 x 1 bed; 49 x 2 bed; 9 x 3 bed; 1 x 4 bed), plus car and cycle parking, and amenity and public space.
- 13 Proposed Block A would front Grange Walk. It would be six storeys (21m) in height and comprise two units totaling 270m² of either A1, A2, A3, B1 or D1 use, bicycle storage and refuse storage at the ground floor level. It would also accommodate the ramp to the basement car park, where 41 car parking spaces including 5 disabled person spaces would be provided. 34 flats would be provided in the upper floors of Block A.
- 14 Proposed block B (the middle building), would be seven storeys (24m) in height and comprise 677m² of either A1, A2, A3, B1 or D1 use, bicycle storage and refuse storage at the ground floor level and 38 flats in the floors above.

- 15 Proposed block C would front Grange Yard. It would have a stepped height rising from 4 storeys (15m) in height adjacent to Grange Walk to 6 storeys (20.5m) further north on the site. It would comprise 158m² of either A1, A2, A3, B1 or D1 use, bicycle storage and refuse storage at the ground floor level and 18 flats in the floors above.
- 16 The application also includes the formation of three public squares, named 'Larnaca Square', 'Tannery Square' and 'Residential Street' as identified in the Bermondsey Spa Site C Masterplan (detailed in paragraph 19, below).

Planning history

- 17 Three previous applications for planning permission have been refused for development on the site known as Larnaca Works (the present application affects the Larnaca Works site and some adjacent land). These include the following:

05-AP-0581 - Demolition of existing buildings and canopy structure adjacent to Grange Yard and redevelopment to provide a building varying from 5 to 10 storeys accommodating 1,388sqm of Class B1 (commercial) floorspace and 77 x 1,2,3 and 4 bedroom residential units, basement carpark for 28 vehicles (accessed from Grange Yard) and cycle parking, refuse storage and amenity space (site extending from Grange Walk to Grange Yard);

05-AP-1448 - Demolition of existing buildings and redevelopment to provide a building varying from 5 to 9 storeys in height accommodating 1358 sqm of B1 floorspace and 69 x 1, 2, 3 and 4 bedroom residential units plus car and cycle parking and amenity space; and

05-AP-2569 - Demolition of existing buildings and redevelopment to provide building varying between five to eight storeys in height accommodating 1358sqm of B1 floorspace and 60 x 1, 2, 3 and 4 bedroom residential units plus car and cycle parking and amenity space.

- 18 The applicant appealed the Council decisions to refuse planning permission for application references 05-AP-1448 and 05-AP-2569. The appeals were withdrawn by the applicant prior to the public inquiry. The reasons for refusal for each application were very similar and related to concerns about the proposed land use mix, the layout, height and bulk of the proposed building, the density and quality of development, the impact on the highway, the level of affordable housing and the impact on the amenity of adjoining occupiers.

Bermondsey Spa Site C Masterplan

- 19 The application site falls within the Bermondsey Spa Site C Masterplan. The Masterplan was presented to the Councils Executive on 18 July 2006 as a development framework for the area. Site C is the largest site within the Bermondsey Spa Regeneration Area. It is approximately 3.64 hectares (9 acres) in area and comprises land between Spa Road, Neckinger, The Grange and Grange Road. The Masterplan does not form a part of the Development Plan. Therefore only limited weight can be applied to it when considering an application for planning permission.

FACTORS FOR CONSIDERATION

Main Issues

- 20 The main issues in this case are:
- a] The principle of the development in terms of land use and conformity with strategic policies.
 - b] The impact on amenity;

- c] The impact on the highway;
- d] The impact on the character and appearance of the area;
- e] The impact on archaeology;
- f] Flood risk;
- g] Planning Obligations; and
- g] The sustainability of the proposed development.

Planning Policy

- 21 At its meeting on 24th January 2007 the Council resolved to adopt the emerging Southwark Unitary Development Plan [Jan. 2007]. However a referral from the Secretary of State has been received. This relates to:
- a) Affordable Housing in developments of 10-14 units;
 - b) The requirement for Lifetime Homes; and
 - c) The density and parking guidelines in Suburban Zone North (East Dulwich, Nunhead, Herne Hill and Rotherhithe).

The policies in the Southwark Unitary Development Plan 2007 not relating to these matters have significant weight in the determining of planning applications. Whilst the 1995 Unitary Development Plan remains the statutory development plan until such time as the Southwark Unitary Development Plan 2007 is formally adopted, the Council will give predominant weight to the 2007 plan policies in determining pending applications unless material considerations indicate otherwise.

Southwark Plan 2006 [Modifications Version]

- 22 The site is located within the Urban Zone, the Bermondsey Spa Action Area, Proposal Site 20P, an Archaeological Priority Zone, and partly within a Strategic Views - Wider Consultation Zone.

The relevant policies of the Southwark Plan include:

- SP20 Proposal Sites: Proposal Site 20P
- 2.2 Provision of new Community Facilities
- 2.5 Planning Obligations
- 3.1 Environmental Effects
- 3.2 Protection of Amenity
- 3.3 Sustainability Appraisal
- 3.4 Energy Efficiency
- 3.5 Renewable Energy
- 3.7 Waste Reduction
- 3.10 Efficient Use of Land
- 3.11 Quality in Design
- 3.13 Urban Design
- 3.14 Designing Out Crime
- 3.18 Setting of Listed Buildings, Conservation Areas and World Heritage Sites
- 3.19 Archaeology
- 4.1 Density of Residential Development
- 4.2 Quality of Residential Development
- 4.3 Mix of Dwellings
- 4.4 Affordable Housing
- 4.5 Wheelchair Affordable Housing
- 5.1 Locating Developments
- 5.2 Transport Impacts
- 5.3 Walking and Cycling
- 5.6 Car Parking
- 5.7 Parking Standards for disabled people and the mobility impaired
- 7.5 Bermondsey Spa Action Area

- 23 Southwark Unitary Development Plan 1995 [UDP]
The site is within an Archaeological Priority Zone and partly within the Strategic Views Protected Viewing Corridor.

The relevant policies of the UDP include:

R2.2 Planning Agreements
B.1.2 Protection Outside of Employment Areas and Sites
B.2.3 Class B1 Business Proposals
B.3.1 Access for people with Disabilities
C.1.1 Premises for Community Facilities
E.1.1 Safety and Security
E.2.1 Layout and Building Line
E2.2 Heights of Buildings
E.2.3 Aesthetic Control
E.2.4 Access for Facilities for People with Disabilities
E.2.5 External Space
E.3.1 Protection of Amenity
E.5.1 Sites of Archaeological Importance
H.1.3 New Housing
H.1.4 Affordable Housing
H.1.5 Mix of New Housing
H.1.7 Density of New Residential Development
H.1.8 Standards for New Housing
H.1.10 Provision of Housing to Mobility and Wheelchair Standards
T.1.2 Location of Development in Relation to the Transport Network
T.1.3 Design of Development and Conformity with Council Standards and Controls
T.2.1 Measures for Pedestrians
T.4.1 Measures for Cyclists
T.6.3 Parking Space in New Developments

- 24 London Plan 2004
The relevant policies of the London Plan include:
3A.1 Increasing the overall supply of housing
3A.2 Borough housing targets
3A.4 Housing choice
3A.7 Affordable housing targets
3A.8 Negotiating affordable housing in individual private residential and mixed use schemes
3C.22 Parking Strategy
4A.7 Energy Efficiency and renewable energy
4A.8 Energy Assessment
4A.9 Providing for renewable energy
4B.1 Design principles for a compact city
4B.4 Enhancing the quality of the public realm
4B.6 Sustainable design and construction
4B.11 Heritage Conservation
6A.5 Planning Obligations

- 25 Planning Policy Guidance [PPG] and Planning Policy Statements [PPS]
The relevant Planning Policy Guidance and Statements include:

Planning Policy Statement 1: Planning for Sustainable Communities
Planning Policy Statement 3: Housing
Planning Policy Guidance 13: Transport
Planning Policy Guidance 16: Archaeology
Planning Policy Statement 22: Renewable Energy
Planning Policy Statement 25: Development and Flood Risk

Consultations

Site Notice

29 November 2006

Press Notice

7 December 2006

Internal Consultees

Traffic Group

Statutory and non-statutory consultees

Environment Agency

Design Review Panel

Metropolitan Police

Neighbour consultees

494 neighbours were consulted on the application. This included the following properties:

122, 124, 126, 128, 130, 132, 134, 136, 136A, 138 Abbey Street;

17 Spa Road

Flats 1-32 Grange House

Flats 1-72 St Vincent House

Units 1-21 Cube House

Flats 34-112 (evens only) George Tingle House

Flat 6-32 (evens only) Larnaca House

Flats 1-40 Valois House

Flats 1-40 Breton House

1-40 Skyline Court

1-14 Grange Yard

Unit 1-8 Larnaca Works

53-61 Grange Walk

11, 13, 14, 15, 17 Bridewain Street

Mabel Godwin House

Wood mill Building

Flats 1-28 Woodville House; Store adjacent to Woodville House

Evelyn Coyle House

1, Flats 1-28 10 The Grange

4, 31A, 31B Neckinger

Neckinger Depot

162 Grange Road

Gibson House

49-53, 65, 67, 69, 70-72, 71, 73, 75, 77, 79 Maltby Street

London Electricity

Re-consultation

Not required.

Consultation replies

Internal Consultees

Transportation

The site falls in a Controlled Parking Zone (CPZ) and has a Public Transport Accessibility Level rating of 3. As such, a parking ratio of between 50-67% should be sought. The development would provide 41 spaces including 5 disabled person

spaces. Residents in the development should be restricted from being issued parking permits in the CPZ to avoid overspill car parking from occurring in the surrounding streets. A travel plan should also be secured by way of any Section 106 legal agreement.

The ramp to the basement has a gradient of 1:7, which is acceptable as it has transitions at the top and the bottom of 1:12. The site lines and visibility splays from the entrance to the basement car park are acceptable.

On-site manoeuvring for refuse collection vehicles so that they can enter and exit the site in a forward gear is required and provided.

The level of bicycle storage proposed is acceptable. Separate staff and visitor cycle stores are required. The doors to the refuse storage areas and bicycle stores should not open over pedestrian routes.

Should the application be approved, Hire shops should be excluded from the A1 use, Driving schools should be exempt from A2 use, and Places of Worship and Nurseries should be exempt from the D1 use.

Statutory and non-statutory consultees

Environment Agency

No objection to the proposal, subject to the imposition of conditions relating to the following:

- a) An evacuation plan covering flood evacuation/safe refuge so as to minimise the risk to users of the development from flooding; and
- b) A scheme for the provision of surface water drainage works to prevent the increased risk of surface water flooding by ensuring the provision of a satisfactory means of surface water disposal.

Design Review Panel

The proposal was referred to the Design Review Panel for comment on 4 December 2006, prior to this application being submitted to Council. The DRP limited their comments to the matters of height and the impact on the public realm. The panel noted that while the proposed buildings are above those anticipated by the Masterplan, they are convincing and work well in relation to both the height of the existing buildings and the new squares these buildings would serve. The DRP noted that the acceptability of the proposed scheme at the height proposed was dependent on formation of the public square at the north end of the site.

Metropolitan Police

No objection.

Neighbour consultees

Objections to the Proposal

5 Grange Yard

The development is too tall. It will cut out sunlight and result in overlooking. It is not sympathetic to its surrounds, and will introduce further traffic into an already busy and congested area.

7 Spa Road

The industrial and warehouse premises at 7 Spa Road has been present for over 30 years. It involves vehicle movements both day and night. Further residential development in close proximity to this site will generate complaints which may impact

on employment levels on the property. The proposal represents an overdevelopment and could impact on traffic movements which could impact on employment opportunities.

11-13 Spa Road

No objection to the principle of the proposal but has the following concerns:

- a) The proposal would increase significantly the volume of traffic and could lead to obstructions on Grange Yard, which has previously been unobstructed and used on a daily basis for deliveries and access
- b) The parking at the rear of the property at 11-13 Spa Road has been used by employees since 1969, the proposal may deny these employees this facility.
- c) The high density of development does not appear to have visitor parking which will lead to congestion and a lack of parking availability in the surrounding streets.

16 Skyline Court, 9 Grange Yard

The proposed development will:

- a) Impact on light;
- b) Block views;
- c) Decrease property value;
- d) Be disproportionately high compared to other buildings in the area;
- e) Create noise and disturbance due to the location of balconies and the number of flats.

33 Skyline Court

The proposed development will impact on light received to a bedroom. It will also lead to noise as cars will access the properties under the building, and the location of balconies and roof top terraces.

12 Skyline Court, 9 Grange Yard

The proposed development would:

- a) Cause a loss of privacy;
- b) Cause a loss of light;
- c) Dwarf the adjoining buildings including Skyline Court
- d) Block views of adjoining residents
- e) Be out of character with the area due to its design and cladding
- f) Create health risks due to the demolition activity, which could be avoided if the existing building was converted.
- g) Create noise, dust and dirt nuisance during construction.
- h) Create noise nuisance due to increased traffic.
- i) Create security concerns due to its layout;
- j) Lead to increase rubbish.

4 Grange Yard

- a) The location plan shows the development to extend over land owned by Galliard Homes.
- b) The height of the building is considerably higher than the current 3-storey building
- c) The daylight survey appears to lack information and therefore its conclusions cannot be verified
- d) The screen to the balconies is insufficient to avoid a loss of privacy
- e) The balconies will lead to a loss of privacy and create noise nuisance for adjoining occupiers
- f) The Wind survey is inadequate and it is therefore impossible to comment on its accuracy
- g) Grange Yard is not suited to vehicle access for refuse collection vehicles and this will also lead to security concerns.
- h) The landscaping proposal should incorporate the elevations of Skyline Court to ensure the development is integrated with its surrounds.

i) More information is sought in relation to the rear gated access fronting Grange Yard. This is the property of Galliard Homes. Its removal will lead to less security in the area.

9 Skyline Court

It is inconsistent with the proposed development plan for the area.

56A Grange Walk

Opposes flats for private sale, and wants only Council housing. Doesn't want developers to make a profit at the expense of low paid workers who need decent homes.

36 Skyline Court

- a) Lack of privacy due to the construction of Block B
- b) Lack of light due to the construction of Block B
- c) Access to Blocks A, B and C will go through Grange Yard and create noise, air and rubbish pollution
- d) The construction of Block A will obliterate views of the city and impact on property values.

36 Skyline Court

- a) Does not want to be contacted directly by the applicant, and is disappointed that the contact details have been provided.
- b) The development is too high and will obstruct views towards Tower Bridge and the City.
- c) The proposal will result in a lack of privacy, light and create noise and air pollution.

22 Skyline Court

The development will adversely affect the amount of light received by windows in adjoining development. It will also lead to a loss of privacy. The previous reasons for refusal have not been addressed by this scheme.

Supports the Proposal

11 Bridewain Street

Supports the proposal but concerned that it may lead to more rodents in the area.

Re-consultation

Not applicable.

PLANNING CONSIDERATIONS

Principle of development

- 26 The site is located within the Bermondsey Spa Action Area. Policy 7.5 (Bermondsey Spa Action Area) of the Southwark Plan requires development at Bermondsey Spa to provide high quality housing, improved public realm, active frontages and improved safety, and improved services through increasing the number and quality of community and health facilities in the area.
- 27 The proposed ground floor land use would maintain business and employment opportunities on the site. The residential flats provided in the upper floors of the development would be of a high standard (this matter is discussed in more detail in paragraphs 48 to 51 below). The building layout and ground floor elevational treatment would provide active pedestrian frontages and promote safety. The application site's overall layout would improve permeability through the area, and includes the formation of the public squares sought by the Bermondsey Spa Site C Masterplan (refer paragraph 19, above) which would enhance the public realm.

- 28 In terms of its location, the site forms a central part of Proposal Site 20P of the Southwark Plan. The 'Required Uses' in Proposal Site 20P are C3 (residential), D (with a priority for health uses) and B1 (office) use. Class A use is identified as an 'Other Acceptable Use'. An 'estimated residential capacity' of between 483 and 1127 residential units is sought across the Proposal Site (3.64ha).
- 29 The mix of land uses proposed is considered consistent with Strategic Policy 20 and Proposal Site 20P of the Southwark Plan. While the proposal provides the ability for the ground floor units to be used for D1 purposes, it also allows commercial uses to be established. It is considered unnecessary to require the allocation of any of the proposed ground floor units for solely D1 or health uses on this particular site. While D1 use is required within Proposal Site 20P, due to the applications site's location within the overall Proposal Site and its restricted frontage, it is not considered to be the most desirable location to provide such. Disregarding this, the proposal does provide for a D1 use to be established if a tenant is identified and therefore is consistent with Policy SP20.
- 30 The east face of the ground floor of Block C faces onto the proposed Grange Square, where it is proposed in the Masterplan that there will be retail or restaurant use. It is acknowledged that before Grange Square is fully developed the properties around it may be more difficult to let, however it is considered necessary to ensure a appropriate mix of uses in the publicly accessible parts of the development, and in the interests of the regeneration of the Bermondsey Spa area, that the use of this unit is restricted to either A1 or A3 Use Class.
- 31 In the context of Proposal Site 20P, the application represents a capacity of 885 residential units which is within the indicative range of 483-1127 residential units provided for Proposal Site 20P.
- 32 Overall, the proposed development is considered consistent with the outcomes sought by Strategic Policy 20, Proposal Site 20P and Policy 7.5 of the Southwark Plan. It is also consistent with the general intent of the non-statutory Bermondsey Spa Site C Masterplan.

Impact of proposed development on amenity of adjoining occupiers and surrounding area

- 33 A Daylight and Sunlight Impact Assessment was submitted with the application. It assessed the impact of the proposed development on the daylight and sunlight of adjoining residential occupiers against the guidance provided in the BRE Report 209 "Site Layout Planning for Daylight and Sunlight: A Guide to Good Practice" (1991).
- 34 In terms of sunlight impact, the assessment advises that the proposal would either satisfy the BRE criteria, or in the case of two windows in the southern elevation of 4-8 Grange Yard improve the level of sunlight received.
- 35 In terms of the impact on daylight the BRE test has been applied and shows that the proposed building would comply with the Vertical Sky Component (i.e. the measure of light reaching a point at the centre of a window). The results obtained from the VSC test demonstrates that the existing levels of natural light received by adjoining development will remain relatively good. It would however reduce the 'daylight distribution' value (i.e. the distribution of daylight in a room) to three windows (2 at the first floor and 1 at the third floor level) that serve bedrooms in the northern elevation of the eastern end of the 'mews' element of 4-12 Grange Yard by more than 0.8 of their former value. The windows would receive 0.7 of their former daylight distribution value, this representing a 0.1 reduction below the suggested standard. It is therefore

necessary to apply the third test of the BRE guidelines to calculate the average daylight factor (ADF) value for this affected windows. The values obtained were 2.16% and 1.87% for the first floor windows and 2.27% for the second floor window. This figure being read in conjunction with the standards contained in the Code of Practice for daylighting BS8206, where the target values are 2% for family kitchens, 1.5% for living rooms and 1% for bedrooms means that from the results, the availability of daylight will meet the standards in the Code of Practice. Therefore, although the occupants of the three rooms will notice a reduction in the levels of daylight, it will not be to such an unacceptable level as to warrant a refusal of permission in this instance.

- 36 The proposed internal layout, angle of windows and use of screening will protect the privacy of adjoining occupiers, and provide suitable privacy for residents in the development. In particular, it is noted that the privacy of the residents in 4-8 Grange Yard will be protected through providing a combination of angled windows to certain habitable rooms and screening to/of roof terraces to prevent direct overlooking and to protect the privacy of adjoining occupiers. Screening of roof terraces and between specified balconies within the development will also ensure the privacy of future residents of the proposed development. A condition of any planning permission is recommended which requires the submission of details the proposed roof terrace and balcony screening to ensure it provides the level of protection from overlooking that is necessary to protect the privacy.
- 37 The proposed siting of the blocks and their scale will help to protect the outlook of adjoining residents. The proposal would in fact improve the outlook and daylight for the residents in 4 Grange Yard. Presently, their outlook to the east is of a solid 4-storey (14.5m high) building sited approximately 3m from windows serving habitable rooms. This would be replaced with a single storey (6m) high building including screening to the roof terrace.
- 38 Adjacent to Grange Yard the building height would be increased from 13.4m to a stepped height between 14.8m, 18m and 21m. This has the potential to impact on the outlook of adjoining residents in 4-8 Grange Yard. However, these residents have their primary outlook to the south or the north rather than to the east. On this basis, the proposal is not considered to significantly impact on the outlook of these residents.
- 39 A 'Pedestrian Wind Condition' assessment has been submitted with the application. The report advises that while the proposed development would alter the existing wind conditions in the area, which can be expected due to its different layout and bulk, the resultant wind conditions would be suitable for the intended pedestrian use of the site. On this basis, the proposal is not considered to adversely effect the amenity of the area due to its impact on the wind conditions in the area.
- 39 Overall the proposed development is considered to protect the amenity of adjoining occupiers consistent with the outcome sought by Policy 3.2 of the Southwark Plan.

Traffic issues

- 40 The site falls within a Control Parking Zone (CPZ) and has a Public Transport Accessibility Level (PTAL) rating of 3 (good accessibility).
- 41 The application proposes a basement car park with access from Grange Walk. 41 car parking spaces, including 5 disabled person spaces would be provided. This represents a parking ratio of 46%. A restriction on the issue of parking permits in the CPZ for future residents of the development would be imposed as part of the Section 106 legal agreement. This would prevent overspill car parking in the surrounding street by occupiers of the development. The parking ratio of 46%, rather than 50-67% as usually sought for a PTAL 3 rated site is considered acceptable in this instance given the combination of measures that will be used to manage car parking impacts

and encourage residents to use non-car based modes of transport.

- 42 A Green Travel Plan (GTP) is proposed and would form a part of the Section 106 legal agreement. The GTP would seek to actively promote the use of non-car modes of transport, including walking, cycling and the use of public transport.
- 43 Access to the car park would be via a ramp from Grange Walk. The ramp would have a gradient of 1:7 with transitions at either end of 1:12. This is considered acceptable. Visibility from the basement car park of 47m to the west and 60m to the east would be provided from the entrance to the access ramp. This is considered acceptable.
- 44 Secure storage for bicycles would be provided. Separate storage areas for the residential and commercial areas is required. Full details of the bicycle storages areas and the racking systems should be secured by way of a condition of any planning permission to confirm that the number of spaces proposed can be provided.
- 45 Refuse storage areas are integrated into the design of each of the three blocks. Two would be accessed via Grange Walk and the other from Grange Yard. On-site maneuvering would be provided for the collection vehicles accessing all the storage areas. The Bermondsey Spa Site C Masterplan anticipated that the collection of waste from across the Masterplan area would be centrally located. It did not however describe where this central refuse storage area might be located or how it would actually work in practice. On further consideration, a centrally located refuse collection area is considered impractical at this stage due in part to the depth of some of the properties needing to be serviced. As such, refuse collection for Block C from Grange Yard is considered acceptable and could be further considered as the Masterplan is implemented to ensure that the intended pedestrian areas, and anticipated levels of amenity can be provided.
- 46 Overall, the proposal is considered consistent with policies 5.1, 5.2, 5.3, 5.6 and 5.7 of the Southwark Plan. It would help promote non-car modes of transport, provide an acceptable level of car parking and bicycle storage, and a suitable refuse and servicing arrangement.

Design issues

- 47 The proposal represents a density of development of 805 habitable rooms per hectare (HR/H). The site is within the Urban zone where a density of between 300 and 700 HR/H is sought. As noted in paragraph 31 above, the proposal would however be within the estimated residential capacity of between 483-1127 residential units as set out for Proposal Site 20P, although this standard is provided less weight than the Urban zone density standard.
- 48 In terms of the standard of accommodation, the proposed flats would be constructed to 'Lifetime Homes' standards. A condition on any planning permission is recommended to confirm compliance with this matter. The flats would have an acceptable internal floor area, and 77 of the total 90 flats would be provided with private amenity space in the form of a balcony or terrace. All of the 3 and 4 bed flats would be provided with private amenity space, and 24 of the 27 affordable housing flats would be provided with private amenity space. The Environment Agency objected to the establishment of residential use of the ground floor and therefore all of the flats are at the first floor level and above.
- 49 The development would provide public open space in the form of the public squares that have been identified in the Masterplan. The applicant has offered planning obligations in the form of works to form and landscape these areas. A landscape scheme will be secured by way of a condition of planning permission and also by way

of the Section 106 legal agreement.

- 50 The outlook from the proposed flats would be acceptable. All flats would receive an acceptable level of light. The flats would be provided with an acceptable level of privacy. Suitable screening between flats with windows serving habitable rooms which face each other is proposed. The final details of the screening should be confirmed by way of a condition of any planning permission to ensure that it is acceptable. The proposed internal living environment is therefore considered acceptable and consistent with that required by Policy 4.2 of the Southwark Plan.
- 51 59 (66%) of the total proposed 90 flats would be 2-bedroom flats or larger, and of these 10 flats (11%) would comprise 3 or more bedrooms. 9 flats (10%) would be suitable for wheelchair users. Details to confirm compliance with the wheelchair accessible standards should be secured by way of a condition of any permission. In terms of the mix of dwellings the proposal complies with Policy 4.3 of the Southwark Plan.
- 52 The proposed site layout, including the siting of buildings is consistent with that sought by the Bermondsey Spa Site C Masterplan. It would improve permeability through the Site C area and allow for the formation of public open space areas as set out in the Masterplan.
- 53 The proposed buildings represent a well-considered development with well-detailed facades. The development would be predominantly brick clad, which fits with the local context. At ground floor and top storey levels, and the walls facing the internal courtyard facing between Blocks B and C, a light coloured glazed brick would be used. This would add variation and a light reflective colour to aspects of the development. The entrances to the bicycle stores, refuse stores and doors to the car park would be laser cut steel. Samples of all external facing materials should be required by way of a condition of any planning permission. The detailed design of the shopfronts in Blocks A, B and C should be confirmed by way of a condition of any approval to ensure that the buildings frontage to the public spaces is appropriately treated.
- 54 Block A would be 6 storeys, Block B would be 7 storeys and Block C would have a stepped height ranging between 4 and 6 storeys in height. With regard to Block C (adjoining Grange Yard) the roof line has been stepped to ensure that the building has a less dominant effect on Grange Walk and the adjoining residents in Skyline Court. The revised roof line is considered acceptable. In respect to building height, the Design Review Panel commented that while Blocks B and C are above the storey height anticipated by the Masterplan, they are convincing and work well in relation to both the height of the existing buildings and the new squares these buildings would serve.
- 55 The proposal is considered to represent a high standard of design that would provide good quality residential accommodation and in a well designed building that respects its context, and is consistent with the requirements of Policy 3.10, 3.13 and 4.2 of the Southwark Plan.

Archaeology

- 56 The site is located within an Archaeological Priority Zone. A desk-based archaeological investigation was submitted with the application which required amendment to take into account issues raised by the Councils Archaeologist. The revised report and its findings are now considered acceptable, subject to conditions of any planning permission requiring the approval of a programme of archaeological work in accordance with a written scheme of investigation, and a detailed scheme

showing the complete scope and arrangement of foundation design and ground work on the site. The proposal would therefore be consistent with Policy 3.19 of the Southwark Plan.

Flood Risk

- 57 The site is located within flood zone 3a, however the site is protected by the Thames Barrier and related defences. A flood risk assessment has been submitted with the application and confirms that the site has the potential to be inundated in the event that the flood defences fail.
- 58 The proposal was revised following the applicants discussions with the Environment Agency over the concern relating to residential use at the ground floor level in Block A. These proposed flats have been replaced with non-residential use.
- 59 The Environment Agency have confirmed that they have no objection to the proposal on the basis that details of a flood evacuation / safe refuge plan, a scheme for surface water drainage and control measures are submitted to the Local Planning Authority for approval. The proposal is therefore considered consistent with Planning Policy Statement 25.

Planning obligations [S.106 undertaking or agreement]

- 60 The applicant has offered a total planning contribution (excluding affordable housing) of at least £483,240. The planning obligations would be secured by way of a Section 106 legal agreement.
- 61 The applicant has offered the following planning obligations:
- a) Affordable housing - 35% of the total of habitable rooms proposed (87 of a total 251 habitable rooms) would be provided as affordable housing. This includes 5 x 1 bed, 13 x 2 bed, 8 x 3 bed and 1 x 4 bed flats. Of these 87 affordable rooms 61 would be provided as social rented housing and 26 would be provided as intermediate housing. This represents a 70:30 social rented:intermediate housing split in accordance with Policy 4.4 of the Southwark Plan (January 2007).
 - b) A Green Travel Plan. This would set out measures that would be employed to encourage occupiers to use non-car based modes of transport.
 - c) A restriction on the issue of parking permits to those occupiers not allocated a car parking space in the development.
 - d) Public realm - Works to form and landscape the public spaces shown on the proposed plan that are within the application site. This would include the preparation of engineering and landscape plans for Council approval prior to the works being undertaken. The works would be to a value of between £84,000 and £102,000 (i.e. between £70 and £85 per square metre).
 - e) Education - £128,183
 - f) Employment Training Initiatives - £41,661
 - g) Strategic Transport - £37,376
 - h) Site Specific Transportation - £47,000
 - i) Public Open Space - £50,000

j) Health - £81,090

k) Archaeology - £4,500

l) Monitoring fee - £9475

The proposal is consistent with Policy 2.5 (Planning Agreements) of the Southwark Plan and the draft Supplementary Planning Document on Planning Obligations (December 2006).

Conclusion

- 62 The proposed mixed used development is acceptable in principle. It would provide the mix of land use sought by the Southwark Plan. The proposed design is generally consistent with that sought by the Bermondsey Spa Site C Masterplan, and the standard of accommodation is considered to be acceptable and would include the required amount of affordable housing. Planning obligations will be secured to offset the impact of the development in accordance with the Supplementary Planning Document on Planning Obligations. It is recommended that the application is approved subject to conditions.

COMMUNITY IMPACT STATEMENT

- 63 In line with the Council's Community Impact Statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.

a] The impact on local people is set out above.

b] There are no issues that are relevant to particular communities/groups.

SUSTAINABLE DEVELOPMENT IMPLICATIONS

- 64 Sustainability and Energy Statements were submitted with the application in accordance with Southwark Plan policy. Policy 3.4 of the Southwark Plan requires development to be designed to maximise energy efficiency, while Policy 3.5 requires development to incorporate renewable energy technology.
- 65 The energy statement advises that on-site renewable energy technology can be incorporated into the development to produce a minimum of 10% of the development's total energy demand. This will include the installation of a biomass fuelled community heating system for Block C for heating and hot water. A high efficiency gas fired condensing boiler would provide heating and hot water for Blocks A and B. The commercial space is to be provided with ground source heat pumps which will provide heating and hot water. A condition of planning permission is recommended which requires the submission of final details of the renewable energy system to be submitted for approval.
- 66 In terms of energy efficiency, insufficient detail has been provided to confirm how the building would be constructed to ensure that it is highly energy efficient. Therefore, a condition of planning permission is recommended which requires the submission of a detailed assessment which sets out how the building would be constructed to achieve a 'very good' EcoHomes BREEAM rating.
- 67 Therefore, subject to the submission of final details by way of conditions of planning

permission the proposal is considered consistent with Policies 3.3, 3.4 and 3.5 of the Southwark Plan, and represents a sustainable development.

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