

Planning Committee (Major Applications) A

Wednesday 26 March 2025
6.30 pm

Ground Floor Meeting Room G02 - 160 Tooley Street, London SE1 2QH

Supplemental Agenda No.1

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Webpage: www.southwark.gov.uk

Date: 26 March 2025

Item No: 7.1	Classification: Open	Date: 26 March 2025	Meeting Name: Planning Committee (Major Applications) A
Report title:		Addendum report Late representations, clarifications, corrections, and further information	
Ward(s) or groups affected:		Borough and Bankside	
From:		Director of Planning and Growth	

PURPOSE

1. To advise members of clarifications, corrections, representations and further information received in respect of the following items on the main agenda. These were received after the preparation of the report(s) and the matters raised may not therefore have been taken into account in reaching the stated recommendation.

RECOMMENDATION

2. That members note and consider the additional information in respect of each item in reaching their decision.

FACTORS FOR CONSIDERATION

3. Information and/or revisions have been received in respect of the following items on the main agenda:

FACTORS FOR CONSIDERATION

4. Correction and additions to the conditions on the draft decision notice in respect of the following item on the main agenda:

ITEM 7.1: 24/AP/1958, Borough Triangle

Business Relocation Strategy

An addendum to the business relocation strategy has been submitted by the applicant. In this they mention that they have:

- Undertaken 9 more one to one meetings with traders
- Completed an assessment of the different type of traders
- Met and presented an initial design of the temporary food market to traders

Using these meetings and actions, in addition to feedback from Latin

Elephant, the Business Support Relocation package has been amended to:

- Equip the stalls with all the necessary equipment so they are in a 'ready to trade' condition when the traders move in.
- Provide an additional £63,000 for the Relocation Fund so it is now £200,000 instead of £137,000.

With the temporary market now proposed being 12 units with all of the necessary equipment to trade such as extract ventilation, cooking and storage facilities, there would be much reduced relocation costs for those traders moving to the temporary facility. There will be less need for them to draw on the Relocation Fund meaning that the traders who would not move to the temporary facility can benefit from greater financial support.

These matters are in addition to the existing commitment for a Business Advisor for traders to use and an obligation on the leaseholder of the permanent food market to review applications from current traders first when space becomes available in the new market.

Late representations

5. Since the preparation of the committee report, further comments have been received from a number of organisations in support and in objection to the proposal.

Traders on site

6. Comments in support of the application have been received from three traders on site since the report was written. A total of five traders have written in support of the proposals as well as Mercato Metropolitano themselves. They all mention the work Berkeley have done to understand their needs and work in a collaborative way to develop the Business Relocation Strategy. All acknowledge the need for the site to be developed and are supportive of the new facility that would be provided in the completed development.

Ministry of Sound

7. A joint letter has been received from the Ministry of Sound and Berkley Homes. In the letter, the MoS confirm their support of the application which addresses their requests through the inclusion of acoustic mitigation and an agreed Deed of Easement of Noise. The latter is not a planning consideration.

Conservation Area Action Group (CAAG)

8. An objection has been received from the CAAG on the following grounds:
 - Heritage and Conservation- that the demolition of locally listed buildings (Institute of Optometry and partial demolition of 83 Borough

Road) would cause harm to nearby conservation areas, undermining Southwark's historic character.

- Design and Townscape- that an overly dense scheme with two tall towers that fail to respect the existing townscape.

These matters are addressed in the design and heritage sections of the report from paragraphs 360 to 514.

Additional public comments

9. A further 73 objections have been received since the main report was prepared raising many of the issues that have been discussed in the main report. New points highlighted by comments with officer responses

Comment	Officer response
Risk of disturbing historically significant burials	There is the potential for Roman and post medieval remains on site. This is not unusual and can be managed through the archeology condition recommended.
Replacement food facility would diminish its cultural atmosphere	A new food hall is proposed which would have more modern facilities
Compliance with BRE guidance does not mean a development is acceptable	The impacts on daylight and sunlight are set out in the main report.
Engagement with Mercato traders has not been adequate	The Business Relocation Strategy Addendum has been developed following further discussion with traders. Three traders have written in support of the application since the publication of the report.
Impact on ageing drainage infrastructure	This is addressed in condition 43

10. A late objection from Living Bankside was also received detailing issues raised by others and addressed in the report. They have however highlighted areas where amended or new conditions and obligations that could be secured, in their view. These issues are already covered in the conditions and obligations detailed in the report.

Addition to the recommendation

11. The recommendation in paragraph 1 of the report should be amended to include referral to the GLA to read:
That planning permission be granted subject to conditions, the completion of a s106 legal agreement and *referral to the GLA*

Corrections and clarifications to the report.

12. Paragraphs 13 and 437 refer to Historic England objecting to the application; they did not but raised concern about the application on heritage grounds.
13. Paragraph 79- the change of the 3 bed social rent homes are to 3b4p and not 3b6p as suggested.
14. Paragraph 262 states that "*All of the large family sized dwellings (three bed plus) would either have dual aspect or have this enhanced single aspect layout.*" In fact , all dwellings with 3 or more bedrooms are dual aspect.
15. Paragraph 266 states that "*buildings A and B have 11 units per core on most floors*". For clarity, 11 units per core would only be provided on floors 3-12.
16. Paragraph 379- the buildings (excluding the tower B) on the Newington Causeway frontage are 10-18 storeys, not 12-18 storeys
17. Paragraph 527 says that DRP did not agree with the heights, to clarify, they did not provide a commentary on the heights.

Daylight and sunlight corrections (additional text in *italics*)

18. Paragraph 628 should read:
 "Addresses 32-40 Collinson Walk, 7-9 Borough Square and 33-47 Collinson Walk, 17-31 Collinson Walk and 10-11 Borough Square and 33-35 Scovell Crescent, and 27-31 Scovell Crescent and 1-15 Collinson Walk were identified as being located within buildings which have been included within the assessment"
19. Paragraph 781- 11 Borough Square is one of the properties where there would be a negligible effect with respect to the outdoor amenity area
20. Paragraph 783 should read:
 "These 6 spaces would experience 66% to 100% loss (from baseline to proposed scenario)..."
21. The list of addresses in Paragraph 784 should be:
 - 9 Scovell Crescent
 - 14 Scovell Crescent
 - 16 Scovell Crescent
 - 29 Scovell Crescent
 - ~~35 Scovell Crescent~~ Borough Square 12
 - 41 Scovell Crescent
 - ~~47 Scovell Crescent~~ Borough Square 15
 - ~~Collinson Walk~~ Borough Square 8

22. Paragraph 850, the last sentence should read:
 "The layout of the residential blue badge parking at mezzanine level
 unacceptable is acceptable."

s106 table, Business relocation strategy

23. Remove the requirement not to remove tenants until the permission is free of legal challenge. This is not needed because the primary method of securing continuity of trade is the obligation not to remove any trader tenants until the temporary food market is complete. The relocation fund has been increased to £200,000 as mentioned above.

Conditions

That condition 20 be amended to include possible noise from Diary House following discussions with the applicant and MoS's (who operate Diary House) acoustic consultant:

20. 1- a) Prior to commencement of any above grade works to any residential building in each block, an acoustic assessment and detailed scheme of insulation measures (to include residential glazing, façade and ventilation specifications, and details of how windows for Blocks A and B would be non-openable) shall be submitted to the Local Planning Authority for approval. The scheme of measures shall be designed to ensure that sound from the Ministry of Sound and Diary House premises at any time shall not exceed:

- i) In any habitable room except bedrooms: 27dBA Leq,5mins
- ii) In any bedroom: the octave band Lmax,slow values set out in the Table below

L _{smax} in bedrooms								
31.5Hz	63Hz	125Hz	250Hz	500Hz	1kHz	2kHz	4kHz	8kHz
60	47	38	26	19	15	12	9	7
In other habitable rooms: 27dB, L _{Aeq} , 5min								

b) On completion and before the properties are occupied, validation testing to demonstrate compliance with the approved scheme of measures and above standards in (a) shall be undertaken using an agreed sample or 10% of the affected properties. The report from the validation testing shall be approved in writing by the Local Planning Authority prior to first occupation

c) Any mitigation approved and completed under b shall be maintained thereafter.

Conclusion of the Director of Planning and Growth

24. Having taken into account the additional information, following consideration of the issues raised, the recommendation remains that planning permission should be granted, subject to the completion of a Section 106 Agreement.

Background Papers	Held At	Contact
Individual files	Environment Neighbourhoods and Growth Department 160 Tooley Street London SE1 2QH	Planning enquiries Telephone: 020 7525 5403

Welcome to Southwark Planning Committee A Majors

26 March 2025



Councillor Richard Livingstone
(Chair)



Councillor Kath Whittam
(Vice Chair)



Councillor Gavin Edwards

MAIN ITEMS OF BUSINESS

Item 7.1

24/AP/1958

**Borough Triangle Site at 18-54 Newington Causeway,
69 Borough Road, 82-83 Borough Road, London**



Councillor Reginald Popoola



Councillor Nick Johnson



Councillor Darren Merrill



Councillor Esme Hicks



Southwark Free
Wi-Fi Password
Fr33Wifi!

Item 7.2

Borough Triangle Site At 18-54 Newington Causeway 69 Borough Road 82-83 Borough Road,

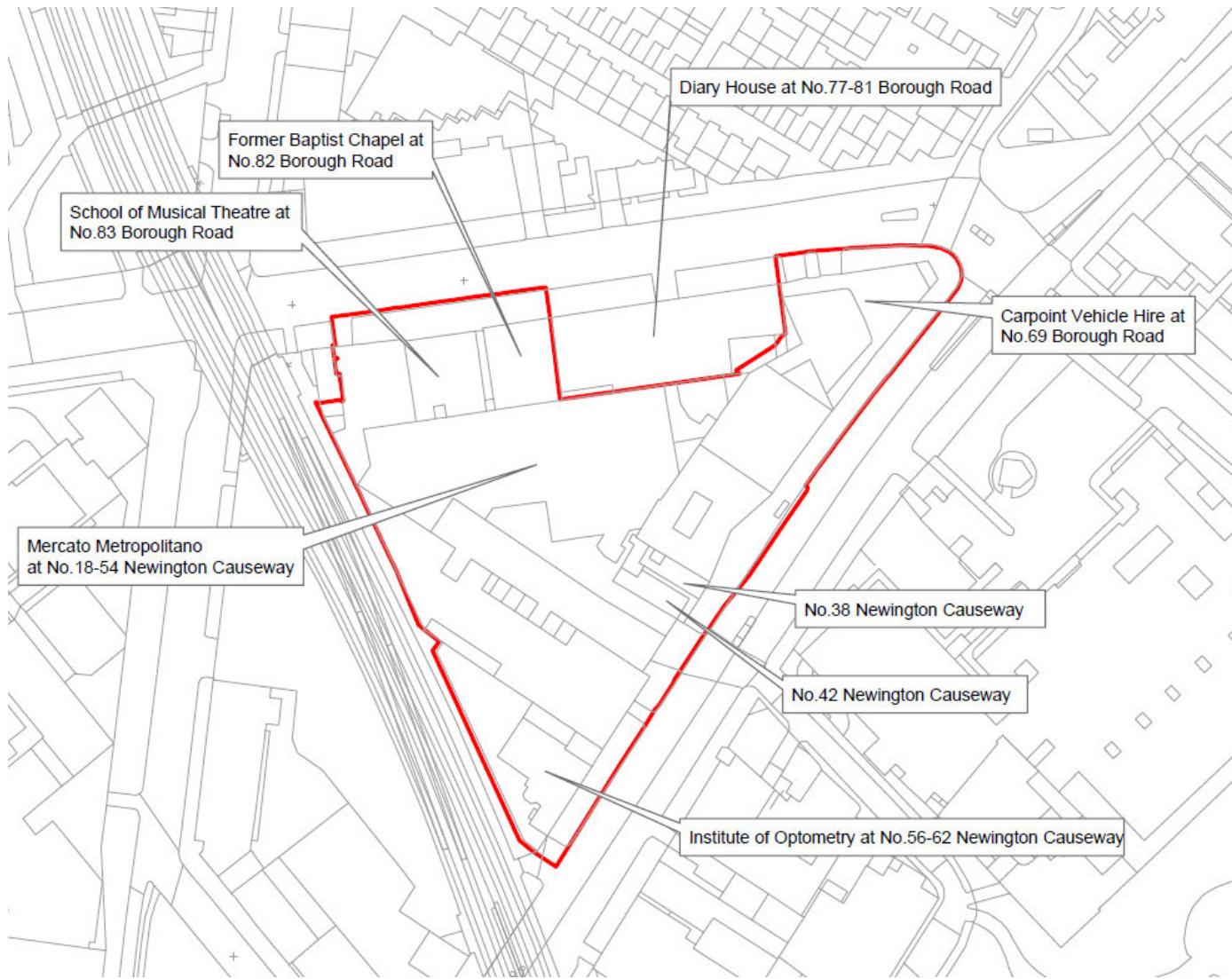
24/AP/1958 Full planning permission for:

Phased mixed-use redevelopment of the site comprising:

- Demolition of all existing buildings/structures and site clearance, except 82 and (part) 83 Borough Road which are to be retained, altered and refurbished for Flexible Commercial, Business and Service, Community and Learning and Non-Residential Institution Uses (Class E/F1 / F2(b));
- Construction of basement structure and vehicular access;
- Construction of buildings to provide Dwellings (Class C3), Flexible Commercial, Business and Service and mixed food and drink and leisure uses (including drinking establishments with expanded food provision, hot food takeaways, live music performance venue and cinema) (Class E / Sui Generis) and public toilets; and
- Provision of associated car and cycle parking, open space and landscaping, means of access and highway alterations, installation of plant and utilities and all other associated ancillary works incidental to the development



Site location



SITE AREA

1.12 hectare

BOUNDED BY

N: Borough Road

SE: Newington Causeway

NW: Junction of Borough Road and Newington Causeway

SW: Newington Court (Railway arches) and railway line

Site photos



83 Borough Road



82 Borough Road



56-62 Newington Causeway (IoO)



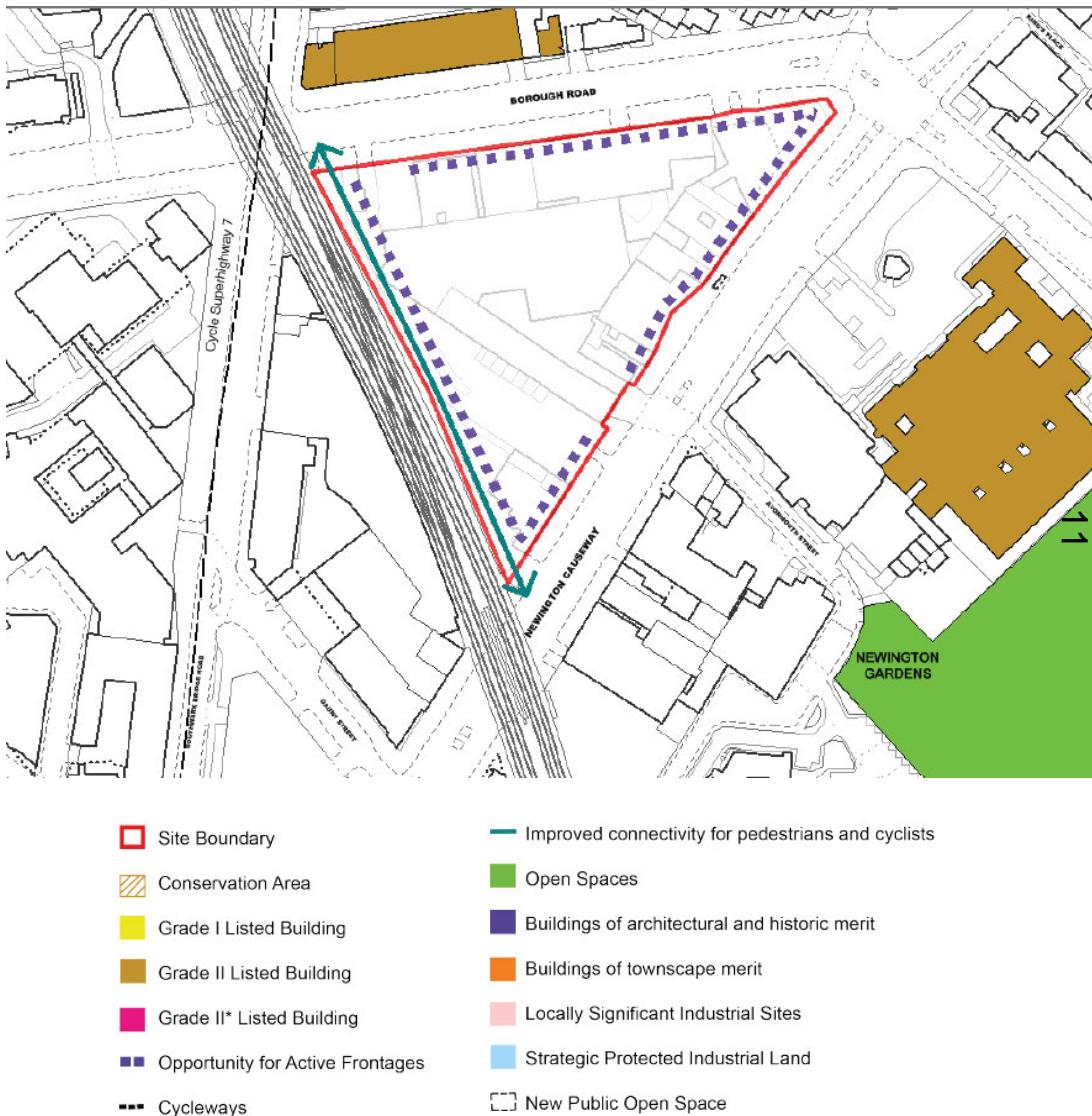
Newington Causeway entrance

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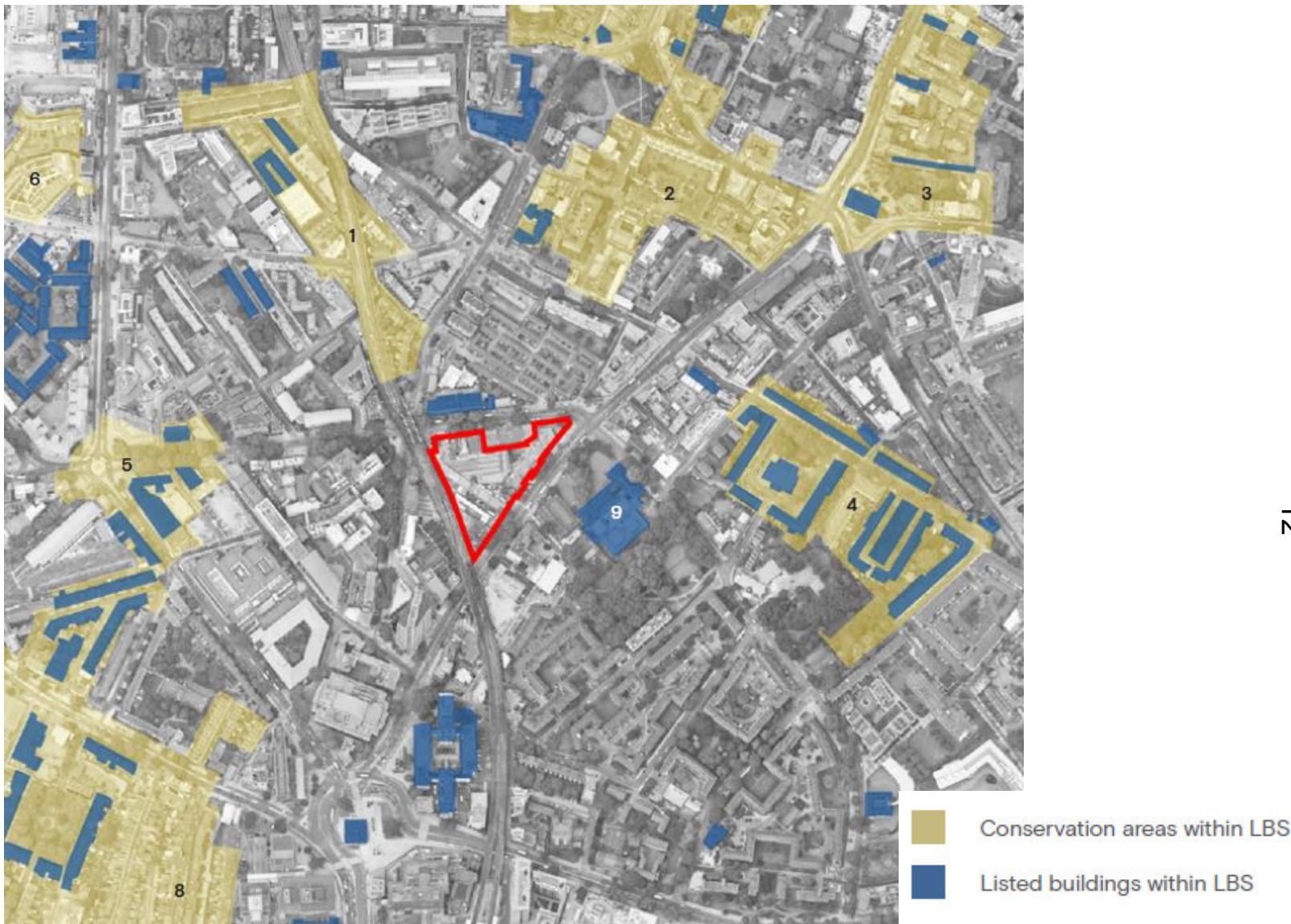
NSP44 expects redevelopment to:

- Provide new open space of at least 15% of the site area- 1,640m²; and
- Support the Low Line walking route adjacent to the railway viaduct; and
- Provide retail, community or leisure uses (as defined in the glossary); and
- Provide active frontages at ground floor on Newington Causeway; and
- Provide new homes (C3); and
- Retain or increase the aggregate amount of employment generating floorspace (Class E(g)/sui generis) currently on the site (identified by the existing uses totaling 10,046.8m² GEA).

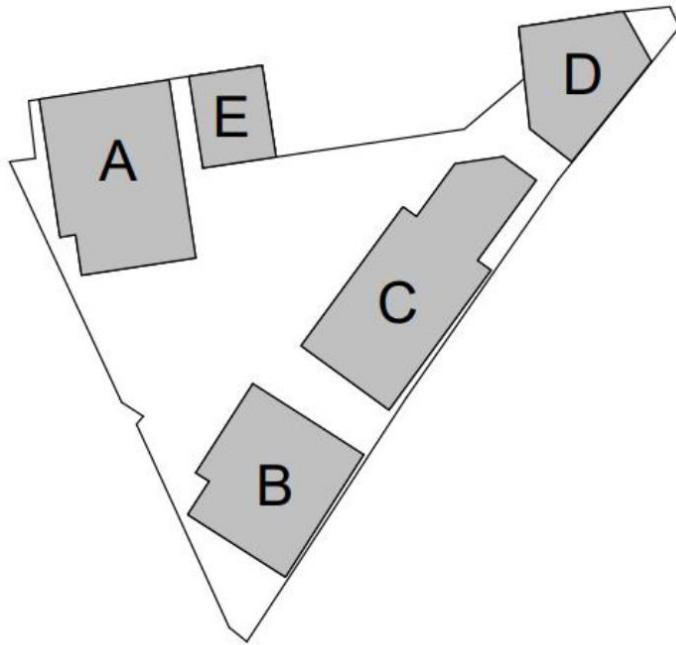
Site allocation NSP44



Heritage Assets nearby

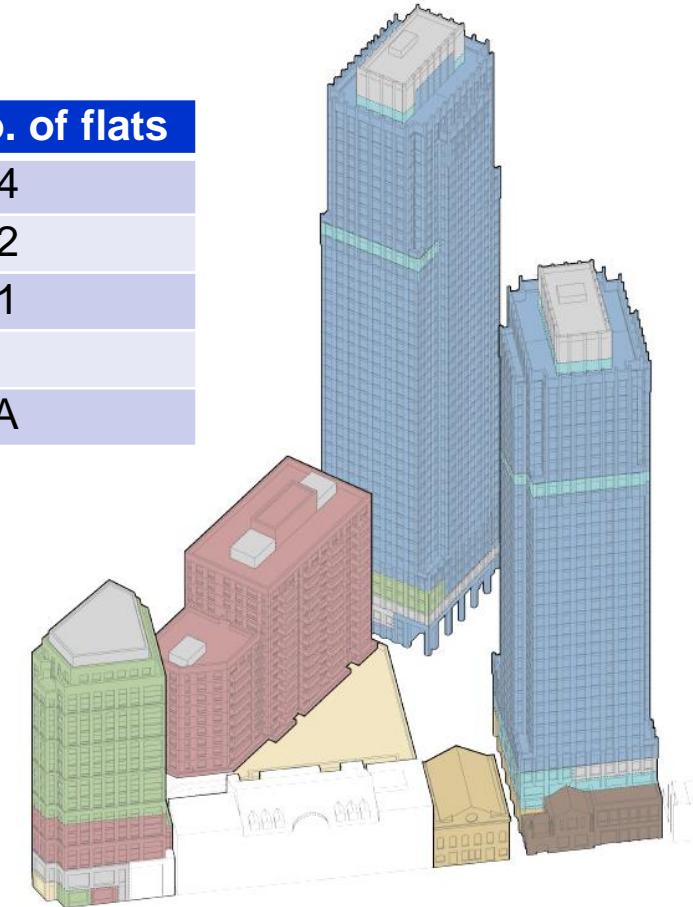


Proposed Development



Building	No. of flats
A	294
B	372
C	131
D	95
E	N/A

- Private tenure
- Affordable Intermediate tenure
- Social Rent tenure



Residential tenure distribution

Unit mix and affordable homes

- 230 affordable homes
- This would equate to 934 habitable room. This would equate to 35.02% provision
- Tenure split would be 25.08% social rent and 9.94% intermediate habitable rooms
- 669 Social rented habitable rooms
- 265 Intermediate habitable rooms

Unit Mix	Social rented	Intermediate	Private	Total	Percentage %
1b1p	0	0	45	45	5
1b2p	5	22	283	310	34.8
2b3p	57	13	191	261	29.3
2b4p	34	41	83	158	17.7
3b4p	2	0	0	2	0.2
3b5p	46	1	52	99	11.1
3b6p	0	0	8	8	0.9
4b7p	9	0	0	9	1
Total	153	77	662	892	100

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Ground floor uses



Proposed Scheme Elevation



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South east elevation to Newington Causeway

Proposed Scheme Elevation

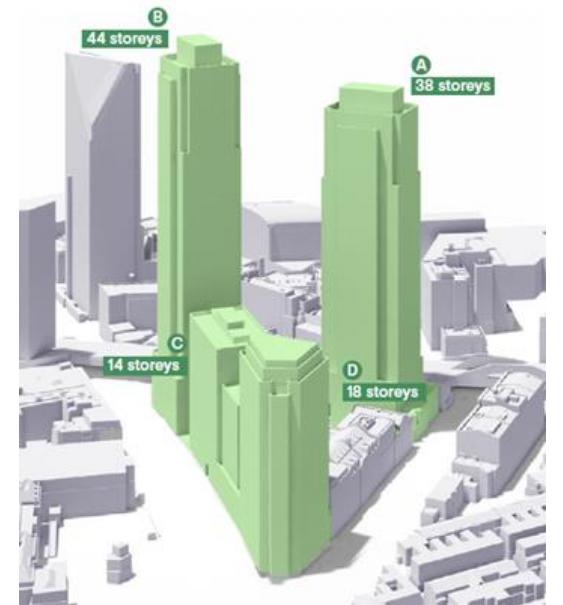


North elevation to Borough Road

Proposed Scheme



Building	Storeys	Height to top of the building (AOD)
Building A	38	142.55m
Building B	44	161.55m
Building C	10/14	61.75m
Building D	18	75.5m
Building E	2/3	20.5m



CGI view of proposed development looking south

Design and Height

September 2022 Application



July 2024 Application



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2022 Application
A: 46 storeys
B: 42 storeys
C: 10 storeys
D: 18 storeys

2024 Application
A: 38 storeys
B: 44 storeys
C: 14 storeys
D: 18 storeys

Proposed Open Space



KEY

- The Woodland Garden
- Chapel Square
- Cart Wheel Fountain
- The Urban Edge
- A & B Residential Terraces
- Podium Amenity and Play Landscape
- Building D Arrival Space



Consultation

Developer's Engagement:

- 5 public drop-in events;
- 2 pop-up sessions;
- 3 door-knocking sessions
- One-to-one meetings with MM traders.
- 3 printed newsletters/flyers sent to c. 8,691 addresses in the surrounding area;
- Consultation adverts in Southwark News and on social media and a consultation website;
- Rockingham TRA meeting

Ward Councillors:

3 public meetings attended arranged ward councillors requested by residents.

Multi-forum with ward councillors and senior council officers

Planning Consultation

- Press notice;
- Site notices around the site;
- Three rounds of letters sent to residents on
 - July 2024
 - November 2024
 - January 2025
- Consultation radius extended in the re-consultation to 400m to the south and 800m to the north.
- At least 15,000 letters were sent
- Attended walk-abouts and workshops with Scovell Estate residents
- Meetings on with Mercarto traders

Consultation Responses- Objections

Over 400 objections raised, main issues:

- Height scale and massing
- Impact on heritage assets, including Trinity Church Square Conservation Area
- Strain on Local Infrastructure & Services – on GPs, public transport services and policing services.
- Impact on daylight, sunlight and overshadowing
- Impact on privacy
- Insufficient affordable housing
- Lack of family homes
- Reduction of community floorspace.
- Lack of affordable workspace
- Impact on traders and insufficient business relocation plan
- Consultation Process – lack of meaningful changes in response to consultation
- Shortfall of Public Space and playspace
- Environmental & Sustainability
- Construction & operational noise and other impacts:
- Transport Issues - Inadequate cycle storage and an increase in traffic.

22

Consultation Responses

20 comments in support including:

- Support from traders who have written in on the business relocation strategy
- Support for additional housing and affordable housing
- High quality design
- Support for the new, permanent food market
- Benefit to local economy

23

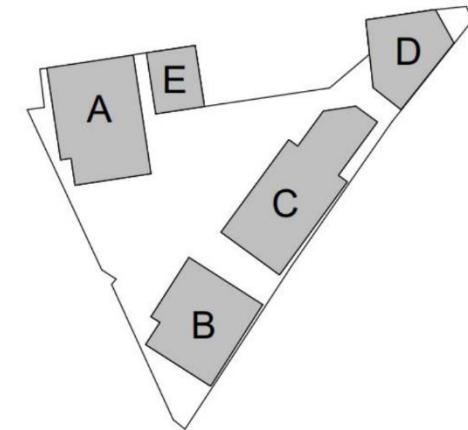
Land use: Housing

Tenure	Habitable rooms		Homes	
Social rented	669	25.1%	153	17.2%
Intermediate	265	9.9%	77	8.6%
Private	1733	65%	662	74.2%
Total	2667	100%	892	100%

Quantum and tenure

Size	Unit Count	Unit Mix (%)
Studio	45	5
One bedroom	310	34.8
Two bedroom	419	47
Three bedroom	109	12.2
Four bedroom	9	1
Total	892	100

24



Mix of homes

Land use: Employment space and retail use

Building A: Retail/cafe and 480sqm community centre

Building B: Retail/cafe

Building C and D: Sui Generis use on the ground and mezzanine levels, which would allow the Mercato Metropolitano to return.

Building E: Commercial/workspace.

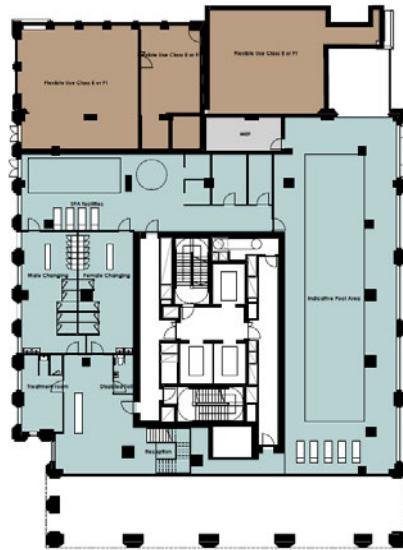
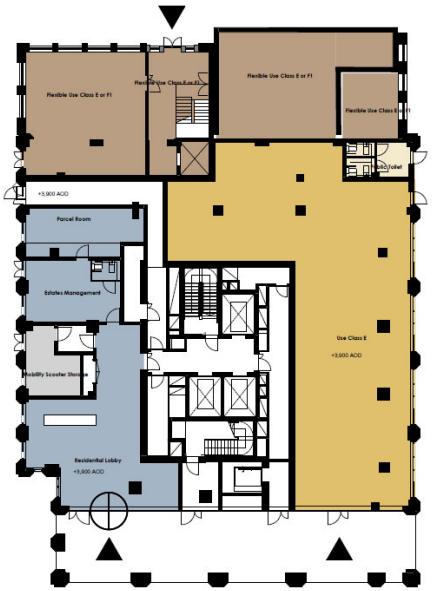
The aggregate amount of Class E and sui generis floorspace would amount to 6,087.7sqm

The proposed development would provide an uplift of 955.7sqm of Class E/sui generis employment floorspace and meets the requirement of the site allocation.

Proposed use	Above Ground – Non residential floorspace excluding ancillary space(sqm)
Class E Commercial, Business and Service	2,107
Community Use Classes E/F/F2b	480
Class E retail or Sui Generis	3,129.8
Non-residential ancillary	557.1
	Below Ground – Non residential floorspace
Class E Commercial, Business and Service (refuse area)	79
Non-residential ancillary	293.8

25

Land use: Community Use



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Proposed ground and first floor of Building A (in brown)

- **Existing:** total of 1,289qm of class F uses made up of spaces within Nos 82 and 83.
- **Proposed:** 480 sqm of community use floorspace provided in the base of Building A.
- Peppercorn rent

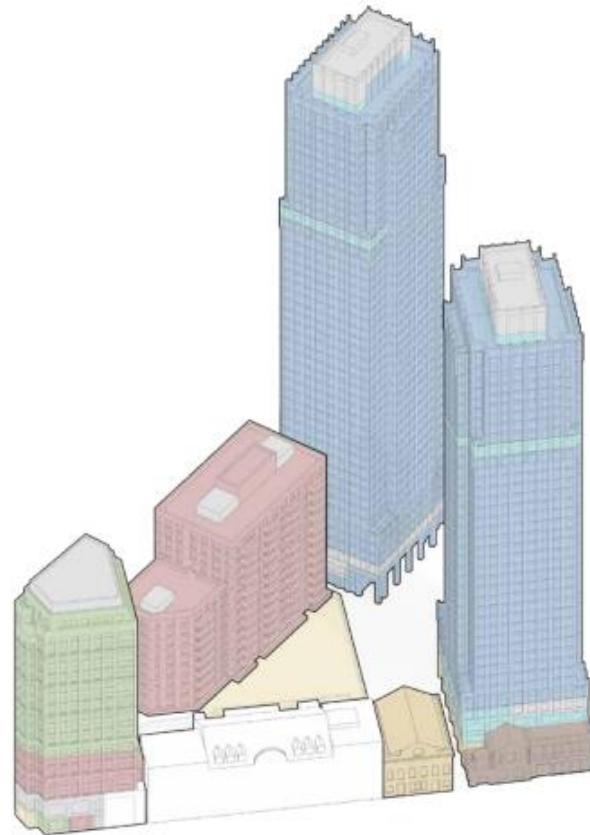
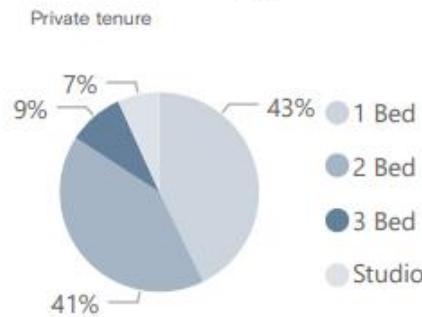
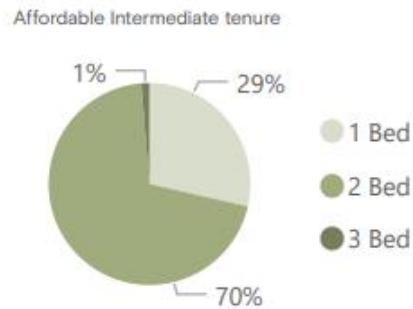
Housing: Affordable Housing

Tenure	Habitable rooms		Homes	
Social rented	669	25.1%	153	17.2%
Intermediate	265	9.9%	77	8.6%
Private	1733	65%	662	74.2%
Total	2667	200%	892	100%

49% affordable homes 3 bed or more

153 Social rented homes

77 Intermediate homes

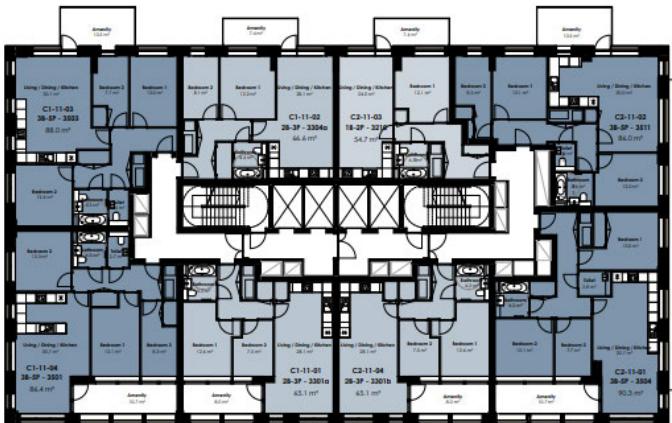


Housing quality: aspect

Tenure	Dual aspect	Enhanced single aspect	Total dual aspect and enhanced single aspect
Private sale	44.4%	32.6%	77.3%
Affordable	53.3%	9.6%	62.9%
Total	47.7%	26.7%	74.4%



Housing: quality of accommodation block C



Upper Floors plan

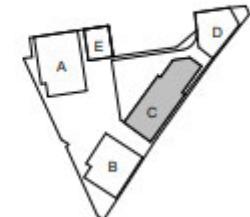


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Lower Floors plan

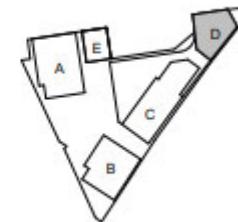
- Studio
- 1 bedroom
- 2 bedroom
- 3 bedroom
- 4 bedroom



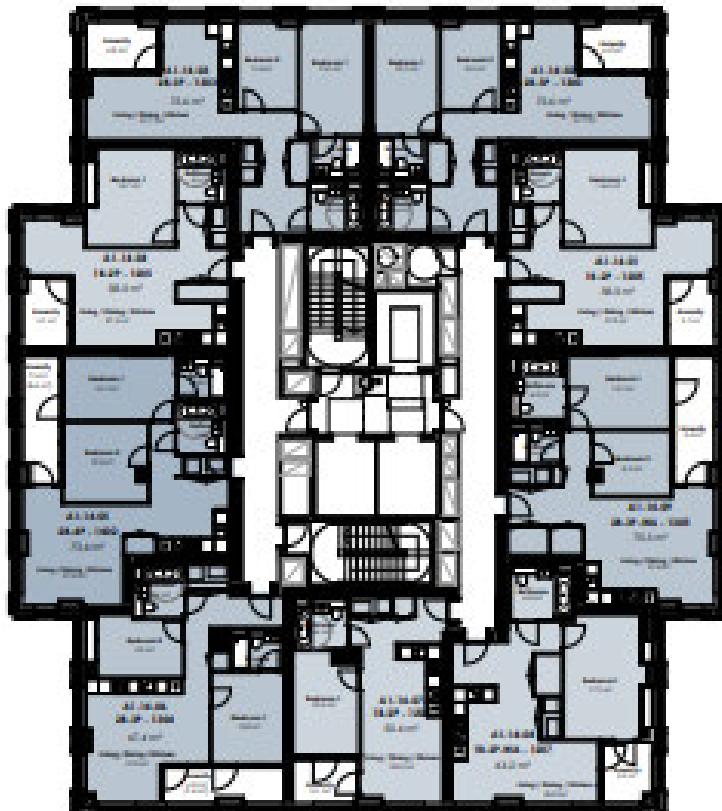
Housing: quality of accommodation Block D



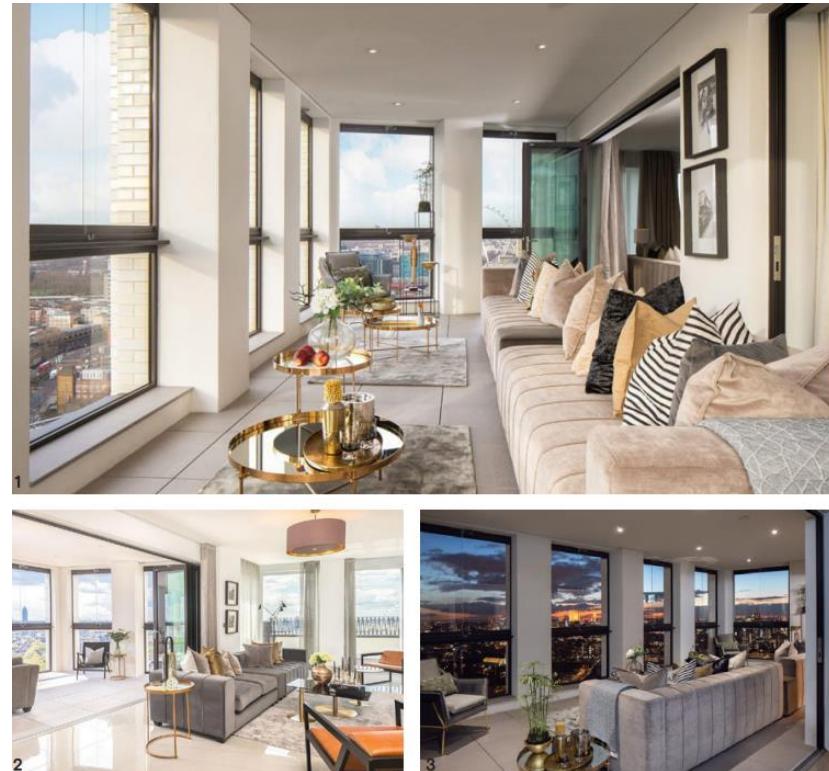
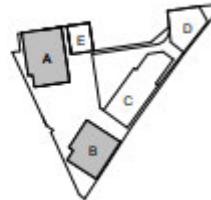
- Studio
- 1 bedroom
- 2 bedroom
- 3 bedroom
- 4 bedroom



Housing: quality of accommodation A & B



Studio
1 bedroom
2 bedroom
3 bedroom
4 bedroom



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Winter gardens to mitigate noise
from MoS
Provide enhanced access to light

Housing quality: privacy



Housing quality: outdoor amenity



- Wintergarden
- Inset balcony
- Projecting Balcony
- Studio apartments with internalised amenity

All 3 three beds
at least 10sqm.
outdoor
amenity

33

Housing quality: communal amenity

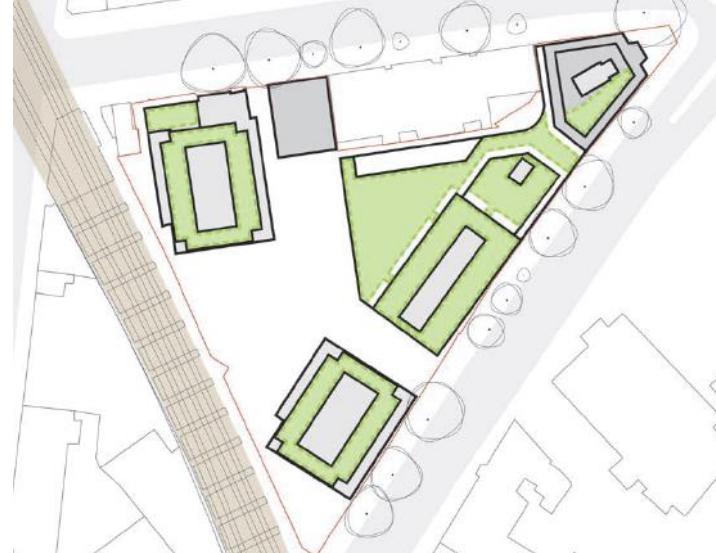
1,485 sqm communal amenity space provided

Shortfall of 2,920sqm

All communal amenity space for affordable on site for blocks C & D

Shortfall in private blocks A and B

Payment in Lieu of £335,000



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Children's Play space



Play by Age Group	Required (sqm)	Provided (sqm)	Shortfall (sqm)
0-4 years (Formal and Informal)	1375	1383	0
5-11 years (Formal and Informal)	1044	1046	0
12+	708	49	659

35

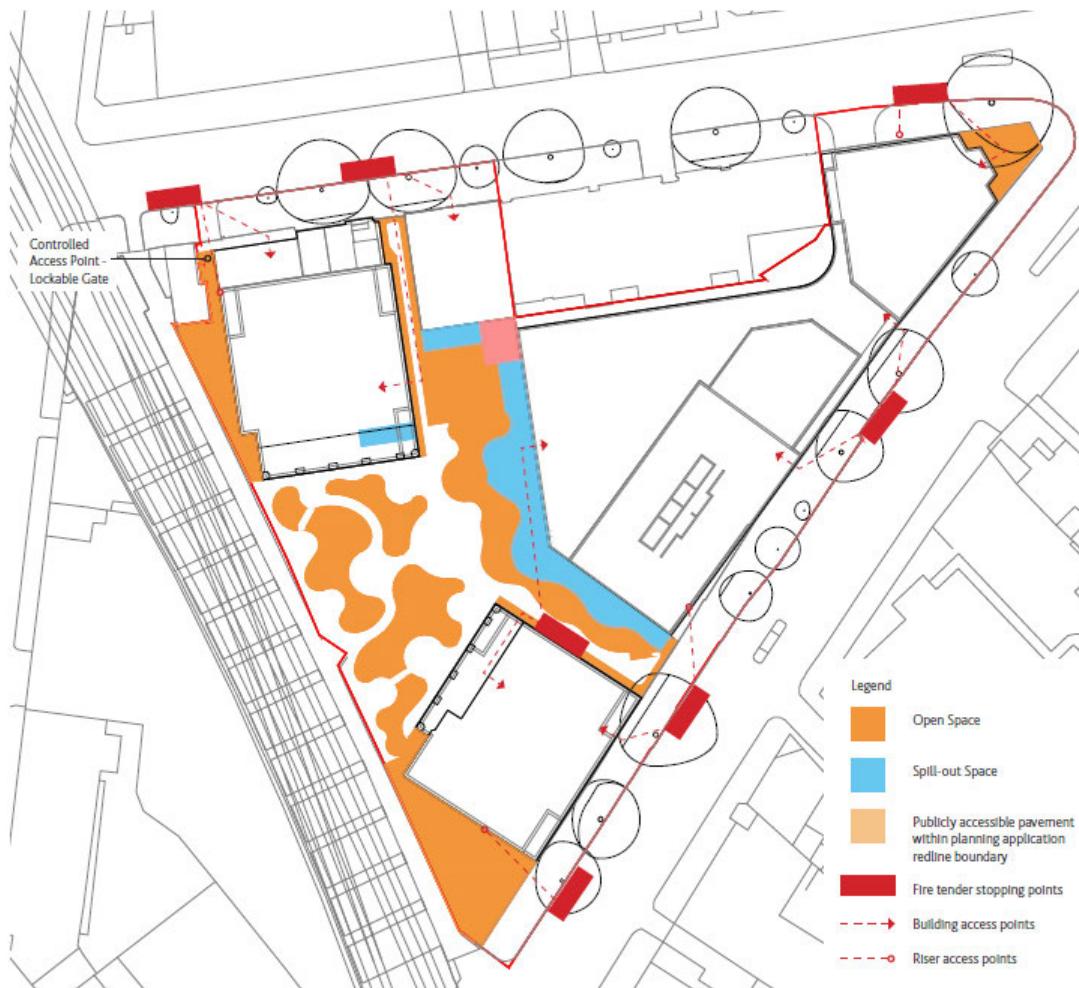
Children's Playspace

Shortfall of 659sqm for 12+ playspace.

A contribution of £99,509 would go to the council's Parks and Leisure department and would go towards improving local open spaces and parks in the vicinity.



Proposed Open Space

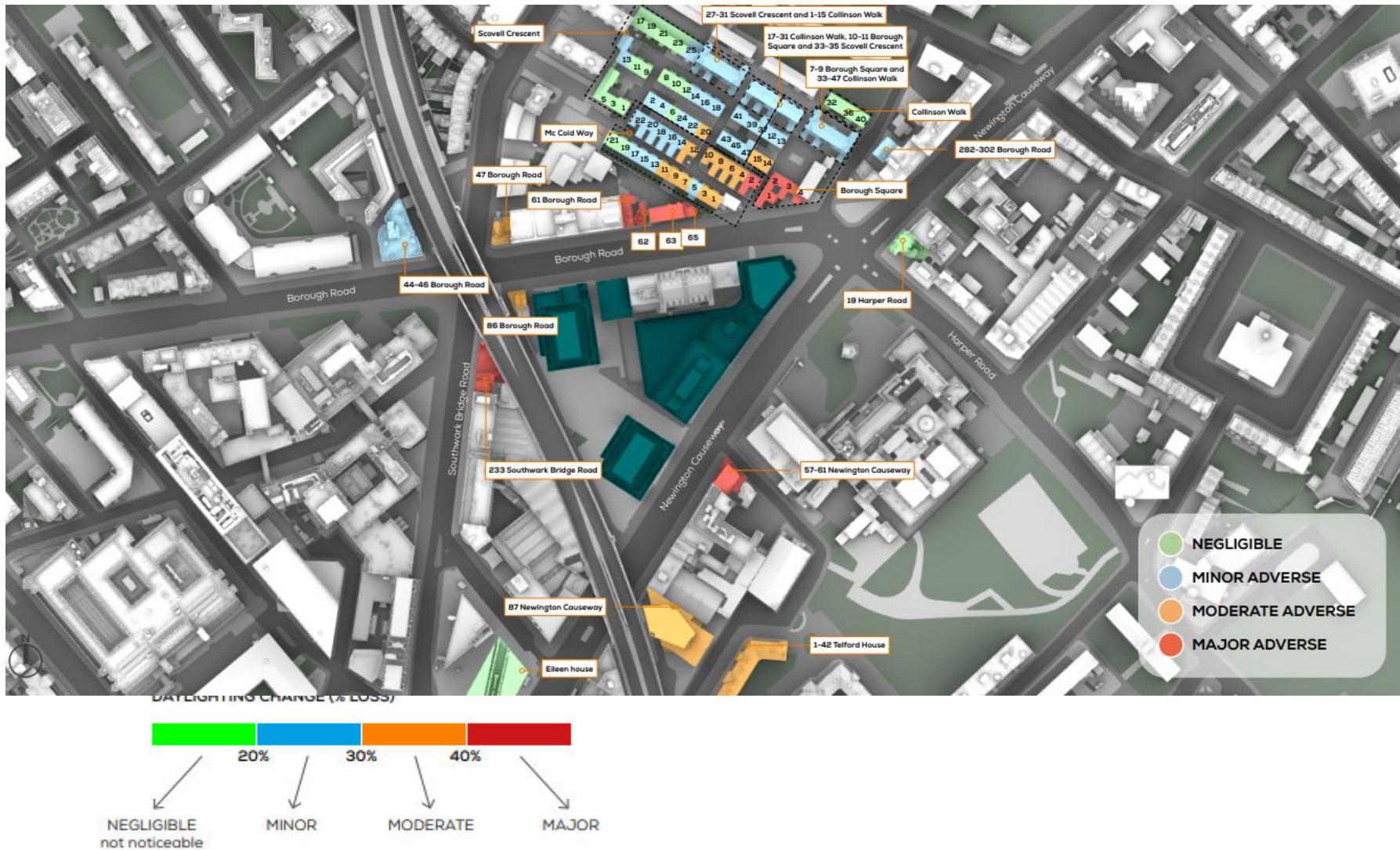


A total of 1,780sqm of accessible public open space would be proposed. This new public realm will combine playspace and commercial spill out areas.

Open Space	Required (m ²)	Provided (m ²)	Percentage of Total Area	Shortfall (m ²)
15% of Planning Application Site (1.12ha)	1680	1780*	15.9%	N/A
15% of Application Site within NSP44 (0.94ha)	1415	1780*	18.9%	N/A
Spill-out Space	N/A	394	3.5% of Planning Application Site 4.1% of NSP44	N/A

* Open space not allocated to play or commercial spill-out use and excluding publicly accessible pavement.

Impact on Neighbours: Daylight



Impact on Neighbours: Sunlight

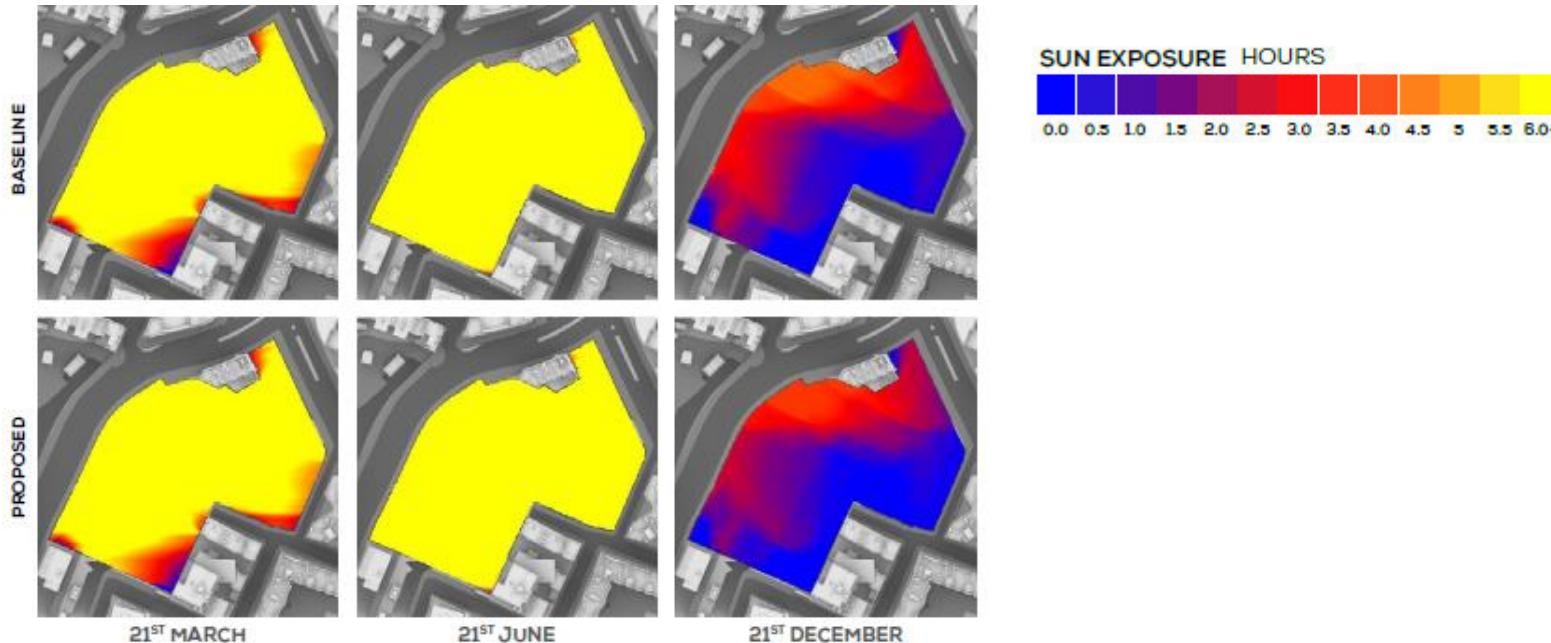


Impact on Neighbours: Overshadowing



04

Impact Mint Street Park: Overshadowing



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Business Relocation

Unit/Tenant	Estimated Existing Employees
London School of Musical Theatre (No. 83 Borough Road)	10
JM Holdings London Ltd (Vehicle Hire)	5
Mercato Metropolitano	383
Institute of Optometry	25
Category	Number of Traders
Single Site at MM E&C	12
Two Sites	2
Three to Nine sites	14
Multiple Sites outside MM > 10	5
Total	33

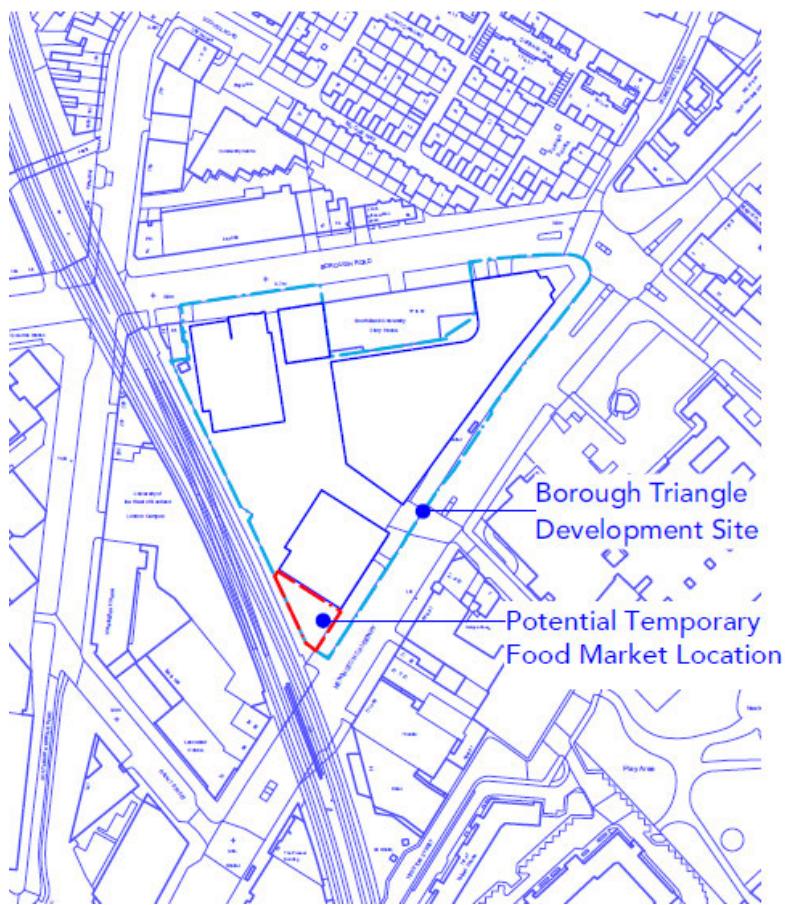
Business Relocation Strategy follows round of engagement with tenants and traders within Mercato.

Business Support Package to include:

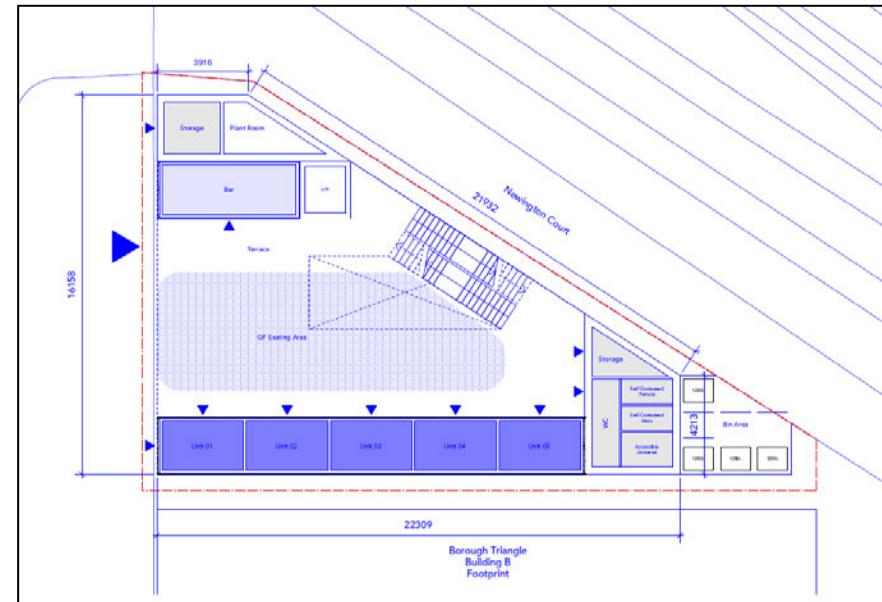
- A contribution of **£40,000** to fund an Independent Business Advisor to help with the practical process of future steps for the traders.
- A Relocation Fund of **£200,000**
- Temporary food market on site for at least 12 traders
- Units fitted out in a 'ready to trade' condition
- Existing traders would have the opportunity to go back into the new development in Building C

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Business Relocation

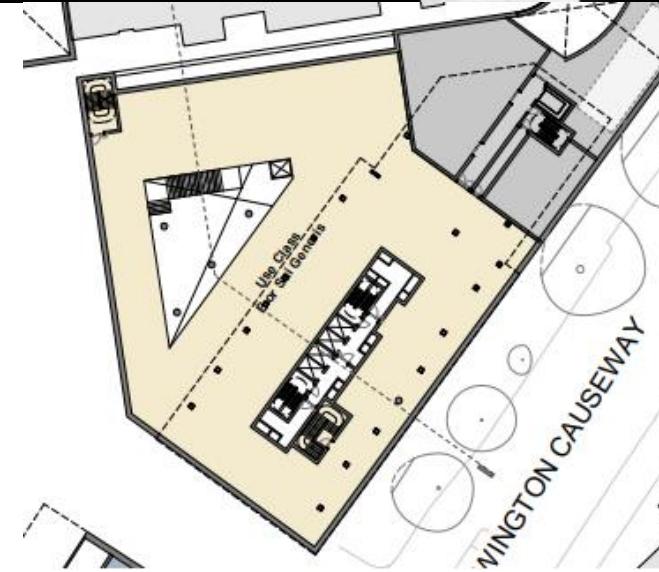


Location of temporary food market on site



Feasibility Plan of Ground floor

New permanent food hall

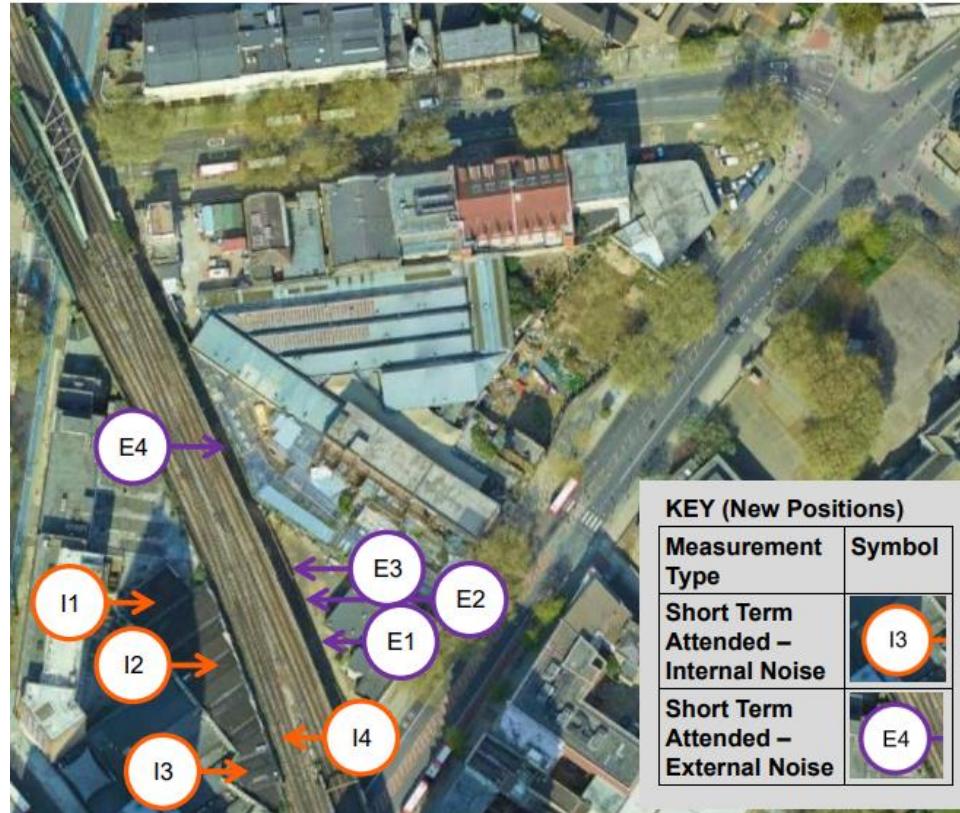


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Impact on local businesses: Agent of Change

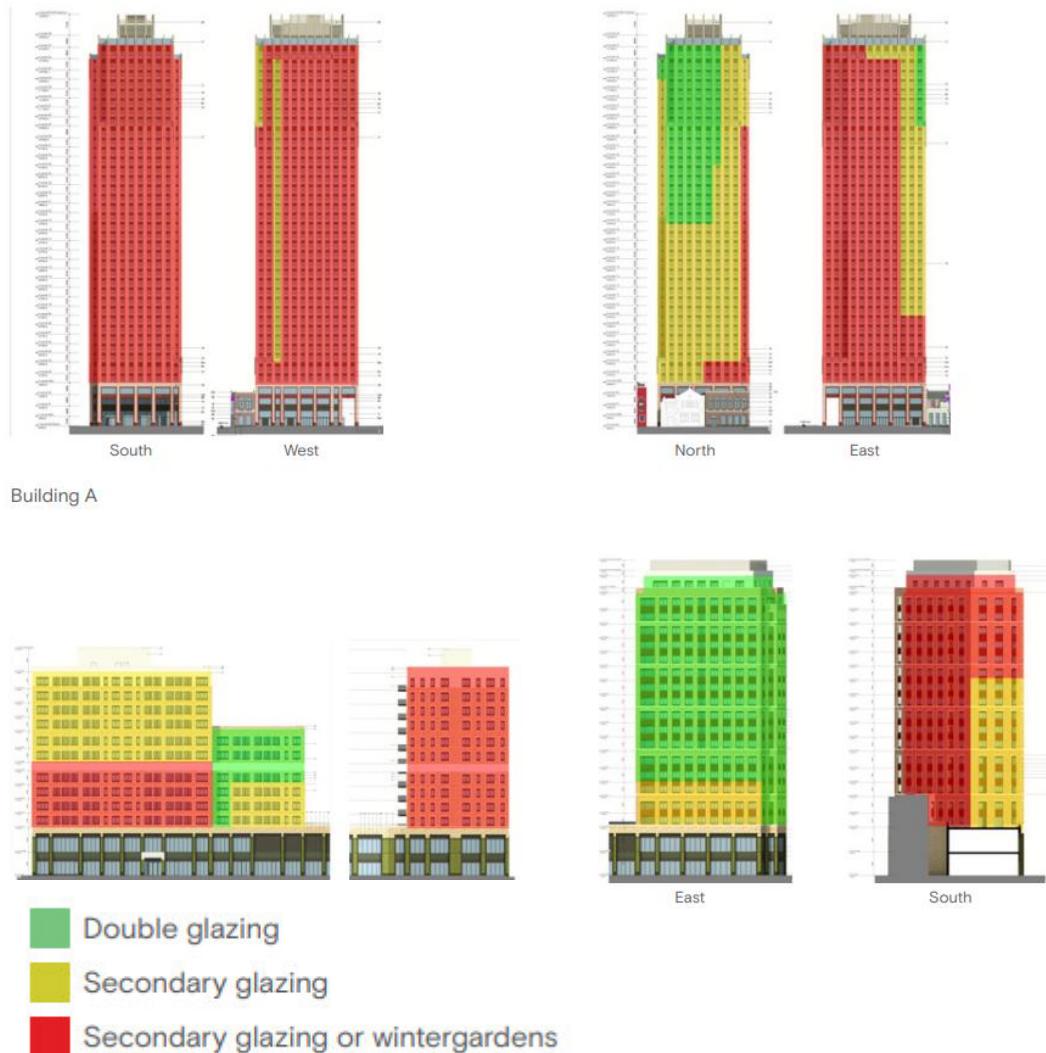
Joint noise surveys

- Applicant
- MoS
- Council's consultant



Impact on local businesses: Agent of Change

- Buildings A and B- secondary glazing; non-openable windows
- Buildings C & D- noise from Road Traffic more a factor
- Enhanced measures will manage noise and impact of uses in arches



Tree, Urban Greening and Sustainability



- Tree loss will be mitigated with a high quality scheme of new tree planting. A total of 98 trees will be planted.
- Urban Greening Factor 0.4
- Biodiversity net gain of +56.13%.
- Carbon Savings 59%

Proposed Scheme



CGI view at ground level from the north on Newington Causeway and from Borough High Street

Proposed Scheme



CGI views of proposed development from the south on Newington Causeway and from Elephant and Castle

View from LVMF Townscape View from bridge over the Serpentine to Westminster



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View from Trinity Church Square Conservation Area



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View from Rushworth Street, King's Bench Conservation Area



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View from London Bridge at Southwark Cathedral



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View from West Square Conservation Area



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Locally Listed Buildings



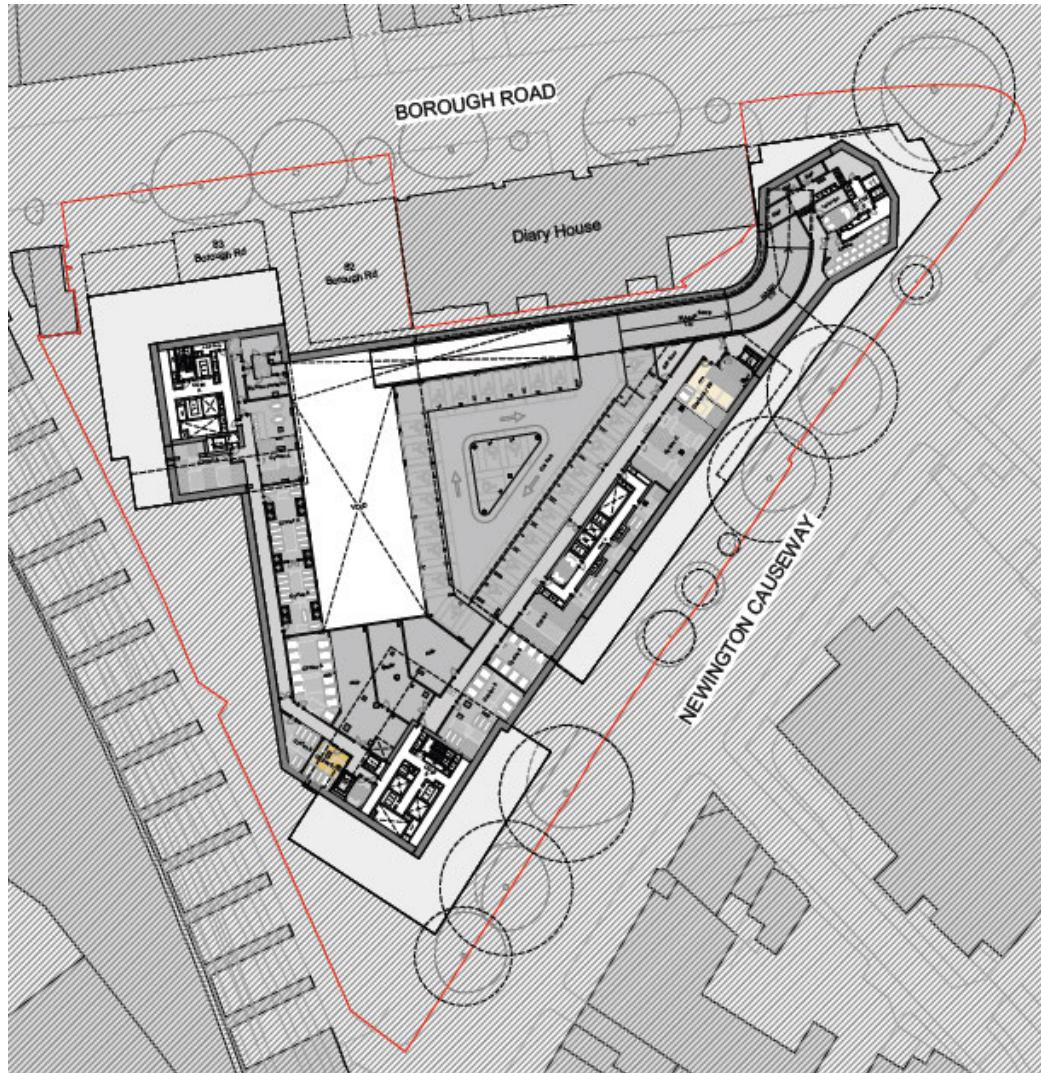
83 Borough Road existing front elevation and side elevation



Borough Road and base of Building A

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Car Parking and Servicing



Delivery and servicing takes place in double basement.

- 28 blue badge parking spaces
- 4 servicing bays suitable for vehicles up to 8m;
- 2 servicing bays suitable for vehicles up to 10m (refuse lorries);
- 1 bay suitable a Light Goods Vehicle and delivery scooter parking.

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S106 Obligations

35% Affordable housing- 153 Social Rent homes and 77 Intermediate homes

New community centre

Temporary market for traders

£200,000 business relocation fund

New food hall

Public open space

Planning Balance: Benefits

Affordable housing – policy compliant affordable housing at 35% and delivery of 153 social rented units (25% habitable rooms).

New public realm and open space at 1,780sqm

Connectivity – Improved permeability through the site from Newington Causeway to Borough Road

Delivery of increase in employment generating uses

Jobs on site - 585, up from 423 existing

Increased spend in the area.

Delivery of a sustainable foodhall on site

New community centre open to public and at peppercorn rent

Carbon savings – 59%

Flooding and drainage – improved flooding risk and potentially improved surface water drainage.

Sustainability – improved BREEAM sustainability standards and long-term sustainable foodhall

Local CIL: £29.7m

Mayoral CIL: £5.9m

Recommendation

- That planning permission be granted subject to conditions, referral to the Mayor of London and the completion of a s106 legal agreement



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