

Planning Sub-Committee B

Monday 7 December 2020
7.00 pm

Online/Virtual: Members of the public are welcome to attend the meeting.
Please contact Constitutional.Team@southwark.gov.uk for a link or
telephone dial-in instructions to join the online meeting

Membership

Councillor Cleo Soanes (Chair)
Councillor Maria Linforth-Hall (Vice-Chair)
Councillor Karl Eastham
Councillor Sirajul Islam
Councillor Victoria Mills
Councillor David Noakes
Councillor Martin Seaton

Reserves

Councillor Jack Buck
Councillor Tom Flynn
Councillor Sarah King
Councillor Damian O'Brien
Councillor Sandra Rhule

INFORMATION FOR MEMBERS OF THE PUBLIC

Access to information

You have the right to request to inspect copies of minutes and reports on this agenda as well as the background documents used in the preparation of these reports.

Babysitting/Carers allowances

If you are a resident of the borough and have paid someone to look after your children, an elderly dependant or a dependant with disabilities so that you could attend this meeting, you may claim an allowance from the council. Please collect a claim form at the meeting.

Access

The council is committed to making its meetings accessible. Further details on building access, translation, provision of signers etc for this meeting are on the council's web site: www.southwark.gov.uk or please contact the person below.

Contact

Beverley Olamijulo email: Beverley.olamijulo@southwark.gov.uk

Members of the committee are summoned to attend this meeting

Eleanor Kelly
Chief Executive
Date: 20 November 2020



Planning Sub-Committee B

Monday 7 December 2020

7.00 pm

Online/Virtual: Members of the public are welcome to attend the meeting. Please contact Constitutional.Team@southwark.gov.uk for a link or telephone dial-in instructions to join the online meeting

Order of Business

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1.	INTRODUCTION AND WELCOME	
2.	APOLOGIES	
3.	CONFIRMATION OF VOTING MEMBERS	
	A representative of each political group will confirm the voting members of the sub-committee.	
4.	DISCLOSURE OF MEMBERS' INTERESTS AND DISPENSATIONS	
	Members to declare any interests and dispensation in respect of any item of business to be considered at this meeting.	
5.	ITEMS OF BUSINESS THAT THE CHAIR DEEMS URGENT	
	The chair to advise whether they have agreed to any item of urgent business being admitted to the agenda.	
6.	MINUTES	
	To approve as a correct record the minutes of the meeting held on 21 October 2020.	

Item No.	Title	Page No.
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	7.2. WALWORTH TOWN HALL AND NEWINGTON LIBRARY, 151 - 155 WALWORTH ROAD, LONDON SE17 1RS	
	Note: Item 7.1 and 7.2 are combined as one report as attached.	
	7.3. MARKET PLACE, BERMONDSEY, LONDON SE16 3UQ	87 - 107
	7.4. DUCKS, ELLER BANK, 87 COLLEGE ROAD, LONDON SE21 7HH	108 - 123

EXCLUSION OF PRESS AND PUBLIC

The following motion should be moved, seconded and approved if the sub-committee wishes to exclude the press and public to deal with reports revealing exempt information:

“That the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 1-7, Access to Information Procedure rules of the Constitution.”

Planning Sub-Committee

Guidance on conduct of business for planning applications, enforcement cases and other planning proposals (virtual meetings)

Please note:

The council has made the following adaptations to the committee process to accommodate virtual meetings:

- The agenda will be published earlier than the statutory minimum of five working days before the meeting. We will aim to publish the agenda ten clear working days before the meeting.
- This will allow those wishing to present information at the committee to make further written submissions in advance of the meeting in order to:
 - Correct any factual information in the report
 - Confirm whether their views have been accurately reflected in the report
 - Re-emphasise the main points of their comments
 - Suggest conditions to be attached to any planning permission if granted.
- **Those wishing to speak at the meeting should notify the constitutional team at Constitutional.Team@southwark.gov.uk in advance of the meeting by 5pm on the working day preceding the meeting.**

1. The reports are taken in the order of business on the agenda.
2. The officers present the report and recommendations and answer points raised by members of the committee.
3. The role of members of the planning committee is to make planning decisions openly, impartially, with sound judgement and for justifiable reasons in accordance with the statutory planning framework.
4. The following may address the committee (if they are present in the virtual meeting and wish to speak) for **not more than three minutes each**. **Speakers must notify the constitutional team at Constitutional.Team@southwark.gov.uk in advance of the meeting by 5pm on the working day preceding the meeting.**

- (a) One representative (spokesperson) for any objectors. If there is more than one objector wishing to speak, the time is then divided within the three-minute time slot.
- (b) The applicant or applicant's agent.
- (c) One representative for any supporters (who live within 100 metres of the development site). If there is more than one supporter (who lives within 100 metres of the development site) wishing to speak, the time is divided within the 3-minute time slot.
- (d) Ward councillor (spokesperson) from where the proposal is located.

(e) The members of the committee will then debate the application and consider the recommendation.

Note: Members of the committee may question those who speak only on matters relevant to the roles and functions of the planning committee that are outlined in the constitution and in accordance with the statutory planning framework.

5. If there are a number of people who are objecting to, or are in support of, an application or an enforcement of action, you are requested to identify a representative to address the committee. If more than one person wishes to speak, the three-minute time allowance must be divided amongst those wishing to speak. Where you are unable to decide who is to speak in advance of the meeting, the chair will ask which objector(s)/supporter(s) would like to speak at the point the actual item is being considered. The clerk will put all objectors who agree to this in touch with each other, so that they can arrange a representative to speak on their behalf at the meeting. The clerk will put all supporters who agree to this in touch with each other, so that they can arrange a representative to speak on their behalf at the meeting.
6. Speakers should lead the committee to subjects on which they would welcome further questioning.
7. Those people nominated to speak on behalf of objectors, supporters or applicants, as well as ward members, will be speaking in their designated time-slots only, apart from answering brief questions for clarification; this is **not** an opportunity to take part in the debate of the committee.
8. Each speaker should restrict their comments to the planning aspects of the proposal and should avoid repeating what is already in the report. The meeting is not a hearing where all participants present evidence to be examined by other participants.
9. This is a council committee meeting to which is open to the public and there should be no interruptions from members of the public.
10. Members of the public are welcome to record, screenshot, or tweet the public proceedings of the meeting.
11. Please be considerate towards other people and take care not to disturb the proceedings.
12. This meeting will be recorded by the council and uploaded to the Southwark Council YouTube channel the day after the meeting.

The arrangements at the meeting may be varied at the discretion of the chair.

Contacts: General Enquiries
Planning Section, Chief Executive's Department
Tel: 020 7525 5403

**FOR ACCESS TO THE VIRTUAL MEETING
PLEASE CONTACT:**

Planning Sub-Committee Clerk, Constitutional Team
Finance and Governance
Email: Constitutional.Team@southwark.gov.uk



Planning Sub-Committee B

MINUTES of the virtual Planning Sub-Committee B held on Wednesday 21 October 2020 at 7.00 pm.

PRESENT: Councillor Maria Linforth-Hall (Vice-Chair, in the chair)
Councillor Sirajul Islam
Councillor Victoria Mills
Councillor David Noakes
Councillor Martin Seaton

OFFICER SUPPORT: Dipesh Patel (Development management)
Alex Gillott (Legal officer)
Sonia Watson (Development management)
Glenn Ruane (Development management)
Gerald Gohler (Constitutional Officer)

1. INTRODUCTION AND WELCOME

The chair welcomed councillors, members of the public and officers to the meeting.

2. APOLOGIES

There were apologies for absence from Councillors Cleo Soanes (Chair) and Karl Eastham.

3. CONFIRMATION OF VOTING MEMBERS

Those members listed as present were confirmed as the voting members for the meeting.

4. DISCLOSURE OF MEMBERS' INTERESTS AND DISPENSATIONS

There were none.

5. ITEMS OF BUSINESS THAT THE CHAIR DEEMS URGENT

The chair gave notice of the following additional papers circulated prior to the meeting:

- Supplemental agenda No. 1 – containing the minutes of the 14 September 2020 meeting and item 7.3.
- Supplemental agenda No. 2 – containing the members' pack.
- Supplemental agenda No. 3 – containing the addendum report for items 7.2 and 7.3.

6. MINUTES

RESOLVED:

That the minutes of the meeting held on the 14 September 2020 be approved as a correct record and signed by the chair.

7. DEVELOPMENT MANAGEMENT ITEMS

RESOLVED:

1. That the determination of planning applications, or formal observations and comments, the instigation of enforcement action and the receipt of the reports included in the agenda be considered.
2. That the decisions made on the planning applications be subject to the conditions and/or made for the reasons set out in the reports unless otherwise stated.
3. That where reasons for decisions or conditions are not included or not as included in the reports relating to an individual item, they can be clearly specified.

7.1 SOUTHWARK PARK DAY CENTRE, 345 SOUTHWARK PARK ROAD, LONDON SE16 2JN

Planning application number: 20/AP/1390

Pages 6 to 55 of the main agenda pack

PROPOSAL

Full planning permission for the demolition of 345 Southwark Park Road and all site preparation works, for a residential-led mixed use development comprising 22 new affordable social rent homes and 24 new private homes (containing a mix of 1, 2 and 3 bedroom apartments), associated cycle and wheelchair car parking, 340 sqm flexible ground floor office and community use floorspace (B1/D1); associated hard and soft landscaping and public realm works.

The chair informed the meeting that this item had been withdrawn.

7.2 54 LUGARD ROAD, LONDON SE15 2TD

Planning application number: 19/AP/5380

Pages 55 to 82 of the main agenda pack and pages 1 to 2 of supplemental agenda pack No. 3

PROPOSAL

Demolition of existing building containing eight self-contained flats and removal of parking area to enable the erection of thirty-three self-contained studio flats with associated communal facilities, landscaping, refuse, cycle and amenity provisions.

The sub-committee heard the officer's introduction to the report and the addendum report. Members of the sub-committee asked questions of the officers.

There were no objectors wishing to address the meeting.

The applicant addressed the sub-committee, and answered questions put by members of the sub-committee.

There were no supporters living within 100 metres, or ward councillors, who wished to address the meeting.

Members of the sub-committee asked further questions of officers and discussed the application.

Members asked officers to ensure any Section 106 agreement includes the prioritisation of Southwark residents in the nomination process and an undertaking of reasonable endeavour by the applicant to ensure the continued operation of the scheme.

A motion to grant the application was moved, seconded, put to the vote and declared carried.

RESOLVED:

1. That planning permission be granted subject to the conditions set out in the report and addendum report and subject to a legal agreement.
2. That if a legal agreement is not completed by 21 December 2020, the director of planning be authorised to refuse planning permission, if appropriate, for the reason detailed in paragraph 66 of the report.

At 8.17pm the meeting took a screen break until 8.24pm.

7.3 ANTONY HOUSE AND RODERICK HOUSE, RAYMOUTH ROAD, LONDON SE16 2DJ

Planning application number: 18/AP/4195

Pages 6 to 44 of supplemental agenda pack No. 1 and pages 2 to 3 of supplemental agenda pack No. 3

PROPOSAL

Construction of two 5-storey extensions at the end of Roderick and Antony House. The construction of a two storey roof extension above both Antony and Roderick House creating two 6 storey blocks together with the infilling of the existing central gap with a 5 storey building linking the two blocks over every floor, to create an additional 30 new dwellings (2 x Studio. 16 x 1 bed and 12 x 2 bed). The proposal would also provide a new central lift core and enhanced landscaping and associated ancillary works.

The sub-committee heard the officer's introduction to the report and the addendum report. Members of the sub-committee asked questions of the officers.

There were no objectors wishing to address the meeting.

The applicant addressed the sub-committee, and answered questions put by members of the sub-committee.

There were no supporters living within 100 metres, or ward councillors, who wished to address the meeting.

Members of the sub-committee asked further questions of officers and discussed the application.

A motion to grant the application was moved, seconded, put to the vote and declared carried.

RESOLVED:

1. That planning permission be granted subject to the conditions set out in the report and subject to a legal agreement.
2. That in the event that the legal agreement is not signed, by 30 October 2020, the director of planning be authorised to refuse planning permission for the reason detailed in paragraph 87 of the report.

The meeting ended at 9.30 pm.

CHAIR:

DATED:

Item No. 7.	Classification: Open	Date: 7 December 2020	Meeting Name: Planning Sub-Committee B
Report title:		Development Management	
Ward(s) or groups affected:		All	
From:		Proper Constitutional Officer	

RECOMMENDATIONS

1. That the determination of planning applications, or formal observations and comments, the instigation of enforcement action and the receipt of the reports included in the attached items be considered.
2. That the decisions made on the planning applications be subject to the conditions and/or made for the reasons set out in the attached reports unless otherwise stated.
3. That where reasons for decisions or conditions are not included or not as included in the reports relating to an individual item, they be clearly specified.

BACKGROUND INFORMATION

4. The council's powers to consider planning business are detailed in Part 3F of Southwark Council's constitution which describes the role and functions of the planning committee and planning sub-committees. These were agreed by the annual meeting of the council on 23 May 2012. The matters reserved to the planning committee and planning sub-committees exercising planning functions are described in part 3F of the Southwark Council constitution.

KEY ISSUES FOR CONSIDERATION

5. In respect of the attached planning committee items members are asked, where appropriate:
 - a. To determine those applications in respect of site(s) within the borough, subject where applicable, to the consent of the Secretary of State for Communities and Local Government and any directions made by the Mayor of London.
 - b. To give observations on applications in respect of which the council is not the planning authority in planning matters but which relate to site(s) within the borough, or where the site(s) is outside the borough but may affect the amenity of residents within the borough.
 - c. To receive for information any reports on the previous determination of applications, current activities on site, or other information relating to specific planning applications requested by members.

6. Each of the following items are preceded by a map showing the location of the land/property to which the report relates. Following the report, there is a draft decision notice detailing the officer's recommendation indicating approval or refusal. Where a refusal is recommended the draft decision notice will detail the reasons for such refusal.
7. Applicants have the right to appeal to Planning Inspector against a refusal of planning permission and against any condition imposed as part of permission. Costs are incurred in presenting the council's case at appeal which maybe substantial if the matter is dealt with at a public inquiry.
8. The sanctioning of enforcement action can also involve costs such as process serving, court costs and of legal representation.
9. Where either party is felt to have acted unreasonably in an appeal the inspector can make an award of costs against the offending party.
10. All legal/counsel fees and costs as well as awards of costs against the council are borne by the budget of the relevant department.

Community impact statement

11. Community impact considerations are contained within each item.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

12. A resolution to grant planning permission shall mean that the development & building control manager is authorised to grant planning permission. The resolution does not itself constitute the permission and only the formal document authorised by the committee and issued under the signature of the head of development management shall constitute a planning permission. Any additional conditions required by the committee will be recorded in the minutes and the final planning permission issued will reflect the requirements of the planning committee.
13. A resolution to grant planning permission subject to legal agreement shall mean that the head of development management is authorised to issue a planning permission subject to the applicant and any other necessary party entering into a written agreement in a form of words prepared by the director of legal services, and which is satisfactory to the head of development management. Developers meet the council's legal costs of such agreements. Such an agreement shall be entered into under section 106 of the Town and Country Planning Act 1990 or under another appropriate enactment as shall be determined by the director of legal services. The planning permission will not be issued unless such an agreement is completed.
14. Section 70 of the Town and Country Planning Act 1990 as amended requires the council to have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations when dealing with applications for planning permission. Where there is any conflict with any policy contained in the development plan, the conflict must be resolved in favour of the policy which is

contained in the last document to be adopted, approved or published, as the case may be (s38(5) Planning and Compulsory Purchase Act 2004).

15. Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides that where, in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The development plan is currently Southwark's Core Strategy adopted by the council in April 2011, saved policies contained in the Southwark Plan 2007, the where there is any conflict with any policy contained in the development plan, the conflict must be resolved in favour of the policy which is contained in the last document to be adopted, approved or published, as the case may be (s38(5) Planning and Compulsory Purchase Act 2004).
16. On 15 January 2012 section 143 of the Localism Act 2011 came into force which provides that local finance considerations (such as government grants and other financial assistance such as New Homes Bonus) and monies received through CIL (including the Mayoral CIL) are a material consideration to be taken into account in the determination of planning applications in England. However, the weight to be attached to such matters remains a matter for the decision-maker.
17. Regulation 122 of the Community Infrastructure Levy regulations (CIL) 2010, provides that "a planning obligation may only constitute a reason for granting planning permission if the obligation is:
 - a. necessary to make the development acceptable in planning terms;
 - b. directly related to the development; and
 - c. fairly and reasonably related to the scale and kind to the development.

A planning obligation may only constitute a reason for granting planning permission if it complies with the above statutory tests."

18. The obligation must also be such as a reasonable planning authority, duly appreciating its statutory duties can properly impose, i.e. it must not be so unreasonable that no reasonable authority could have imposed it. Before resolving to grant planning permission subject to a legal agreement members should therefore satisfy themselves that the subject matter of the proposed agreement will meet these tests.
19. The National Planning Policy Framework (NPPF) came into force on 27 March 2012. The NPPF replaces previous government guidance including all PPGs and PPSs. For the purpose of decision-taking policies in the Core Strategy (and the London Plan) should not be considered out of date simply because they were adopted prior to publication of the NPPF. For 12 months from the day of publication, decision-takers may continue to give full weight to relevant policies adopted in accordance with the Planning and Compulsory Purchase Act (PCPA) 2004 even if there is a limited degree of conflict with the NPPF.
20. In other cases and following and following the 12-month period, due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. This is the approach to be taken when considering saved plan policies under the Southwark Plan 2007. The approach to be taken is that the closer the

policies in the Southwark Plan to the policies in the NPPF, the greater the weight that may be given.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Council assembly agenda 23 May 2012	Constitutional Team 160 Tooley Street London SE1 2QH	Beverley Olamijulo 020 7525 7234
Each planning committee item has a separate planning case file	Development Management, 160 Tooley Street, London SE1 2QH	The named case officer or the Planning Department 020 7525 5403

APPENDICES

No.	Title
None	

AUDIT TRAIL

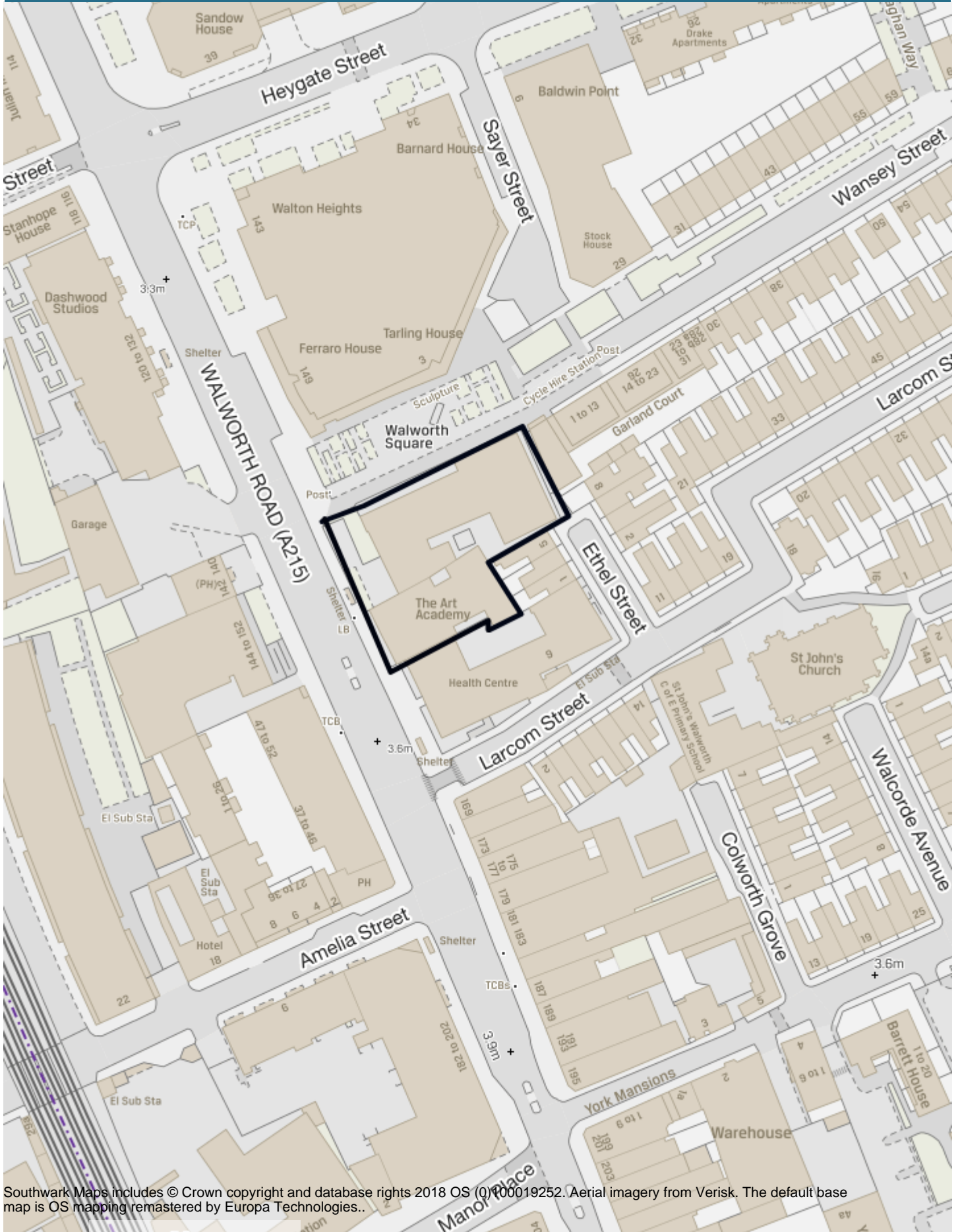
Lead Officer	Chidilim Agada, Head of Constitutional Services	
Report Author	Gerald Gohler, Constitutional Officer Jonathan Gorst, Head of Regeneration and Development	
Version	Final	
Dated	2 November 2020	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Director of Planning	No	No
Cabinet Member	No	No
Date final report sent to Constitutional Team		2 November 2020

Agenda Item 7.1

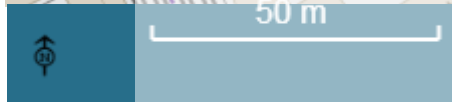


20/AP/1634 & 20/AP/1649

Walworth Town Hall & Newington Library 151-155 Walworth Road.



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Item No. 7.1 & 7.2	Classification: Open	Date: 7 December 2020	Meeting Name: Planning Sub Committee B
Report title:	Development Management planning application: Application 20/AP/1634 for: Planning Permission Application 20/AP/1649 for: Listed Building Consent Address: WALWORTH TOWN HALL AND NEWINGTON LIBRARY, 151-155 WALWORTH ROAD, LONDON SE17 1RS Proposal: Refurbishment of the existing Grade II Listed Walworth Town Hall and Newington Library buildings to provide a Community Centre (Class D1), flexible employment/education space (Class B1/D1), and a café/lobby (Class A1/A3/D1); and including a third floor within the reconfigured roof space of the Town Hall building and a first floor mezzanine level to accommodate additional employment/education space (Class B1/D1), a heritage roof, outdoor amenity spaces at ground floor and first floor levels, an entrance off Walworth Square, with associated servicing, cycle parking, signage, lighting and associated landscaping.		
Ward(s) or groups affected:	North Walworth		
From:	Director of Planning		
Application Start Date	16/06/2020	Application Expiry Date	15/09/2020
Earliest Decision Date	24/07/2020		

Recommendation

1.
 - a. That planning permission be granted subject to conditions and the completion of a legal agreement.
 - b. That listed building consent be granted subject to conditions.
2. In the event that the legal agreement is not completed by 31 March 2021, that the Director of Planning be authorised to refuse planning permission and listed building consent for the reasons set out in paragraph 153 of this report.

Executive Summary

3. The Walworth Town Hall and Newington Library are listed at grade II and sit within the Walworth Road Conservation Area. The Town Hall was subject to a fire in 2013 which resulted in significant damage to parts of the building. The majority of the building is currently vacant but was previously occupied as

Southwark Council's Municipal Offices and Council chambers. The connected Grade II listed Newington Library will also be refurbished as part of the proposals with a reimagined council chamber and restored Mayor's Parlour, staircases and reference library.

4. The refurbished building would provide 4,372 sq. m (GIA) of flexible employment and educational floorspace (Class B1/D1) to be used for a mix of studio workspaces and co-working for the creative industries. An uplift of 257 sq. m of employment/education floorspace will be provided by way of a new third floor of accommodation within the roof space of the Walworth Town Hall building (third floor level), and a small mezzanine level at first floor. The proposed lettable floorspace has been designed to be flexible to cater for either B1 employment use or a D1 educational use, and will provide office space, with provision for up to 370 jobs.
5. A new 297 sq. m (GIA) Community Centre (Class D1) would be provided within the Newington Library building which will be run by a not-for-profit organisation. The community rooms would comprise three different spaces open to the public all year round; the main library space which can be used for public events and two smaller flexible rooms which can be used for a variety of uses such as art classes, exercise classes, community meetings etc.
6. A 404 sq. m (GIA) café/lobby space (class A1/A3/D1) will be provided at ground floor level which will be accessed via a proposed new public entrance off Walworth Square, to the north of the building. This space will be accessible by the public.
7. The relevant internal and external consultees have recommended a range of conditions to cover transport, noise, travel plan, construction management plan, servicing and delivery, ecology, landscaping and trees, plus detailed conditions regarding restoration, materials, specific design and structural elements, plus historic building recording. There have been 15 public consultation responses in total, plus responses from Historic England, the Victorian Society and the Walworth Society as well as internal consultees. The application was considered also by the council's Design Review Panel and the conservation area advisory group.
8. Overall, the scheme will provide a flexible mix of studio workspaces and co-working designed around a community hub to restore and reuse the former Walworth Town Hall and Library buildings and ensure their long-term conservation, maintenance and occupation. As such subject to the imposition of conditions and the agreement of a S106 the proposal is considered acceptable and planning permission and listed building consent is recommended to be granted.

Background Information

Site location and description

9. Walworth Town Hall (“Town Hall”) is located on Walworth Road, at the junction of Wansey Street adjacent to Walworth Square. The former council offices were constructed in 1865, extended in 1898 and comprise basement plus 2-3 storeys of red stock brick, stone dressings and slate pitched roof set back from the street with the memorial garden to the front. The building was extended again in 1902 and 1947. The building became Southwark Municipal Offices in 1965. The building is grade II listed and in the Walworth Road Conservation Area.
10. The adjacent former Newington Library (“the library”) is a four storey brick building, (plus basement) with stone dressings and Dutch style gable. Prior to the current use, the building was a public library, with reference section and museum to the rear. The building is currently partially leased to the “Art Academy”, an art education charity. The building was constructed in 1892 as a public library and extended in 1902 to house the Cuming Museum Collection. Together, the Town Hall and Library site is approx. 0.21ha. The site is within the Central Activity Zone, Elephant and Castle Town Centre, Air Quality Management Area and Flood Zone 3.
11. In 2013, a fire devastated the Town Hall, it devastated the roof and near destroyed the internal elements of the council chamber, associated staircases, and rooms of the Town Hall. The roof facing Walworth Road was restored in 2014, and a temporary roof erected over the rear sections. The building was moth balled, and remaining decorative elements, included the staircases and stained glass over boarded to keep safe. Hoarding currently surrounds the building and it is monitored by 24 hour security. The Library was largely untouched by the fire and leased separately.
12. In 2014, the building was placed on the “Heritage at Risk” register by Historic England.

13.



Figure 1: Walworth Town Hall and Newington Library summer 2020

The surrounding area

14. Walworth Town Hall and Newington Library fronts onto Walworth Road, a red route with bus stops outside. To the north east is Walworth Square, a recent creation as part of the Elephant Park development from the southern section of Wansey Street which is landscaped with planting, seating and public art.
15. To the north east side of Walworth Square, the recently occupied Ferraro House and Tarling House, which form part of Elephant Park and are 5 to 15 storey mixed use block with C3 residential on the upper floors and A1/A3 Shops/Restaurants/Cafes on the ground floor facing Walworth Road, Walworth Square and Sayer Street.
16. To the north west of the site is Wansey Street which includes terraces and five storey apartment block, Garland Court, adjacent to the Town Hall. To the rear is Ethel Street which includes terrace houses and the rear wing of Walworth Clinic, also a grade II listed building of three storeys with entrance on Walworth Road. There is a rear access to the Town Hall via Ethel Street.
17. On the west side of Walworth Road is the grade II listed terrace of 144- 152 Walworth Road, currently used as a hotel/hostel, and 140-142 Walworth Road, a public house. The site has a PTAL rating of 6b, and with bus stops outside on Walworth Road and within 500m of Elephant and Castle underground and Railway station.

Details of proposal

18. The application is for the refurbishment of the existing Grade II Listed Walworth Town Hall and Newington Library buildings to provide a total of 4,372 sq. m (GIA) Community Centre (Class D1), flexible employment/education space (Class B1/D1), and a café/lobby (Class A1/A3/D1); and including a third floor within the reconfigured roof space of the Town Hall building and a first floor mezzanine level to accommodate additional employment/education space (Class B1/D1). Also proposed is a new heritage roof over the council chamber, outdoor amenity spaces at ground floor and first floor levels, an entrance off Walworth Square, with associated servicing, cycle parking, signage, lighting and landscaping.
19. The scheme includes a new entrance from Walworth Square, including an accessible lift platform, a new roof to the council chamber, and an additional storey to the rear of the Town Hall. Landscaping of the memorial garden to the Walworth Road elevation and provision of cycle storage and facilities.
20. Internal works include a creation of a café at ground floor, with link through to the Newington Library building, alterations to the floor to create office space, and refurbishment of the library to include community space, with associated kitchen and toilet facilities. A small extension in the courtyard between the building would assist in linking the two buildings, and provide lifts and servicing to ensure accessibility and improved circulation for the entire site.

21. The most historically significant spaces in the building, the facades, council chamber, mayors parlour, staircases, entrance and library would be restored using an appropriate palette of materials and finishes. A reimagined council chamber with vaulted roof, restored windows, walls and floor, plus extended accessible balcony to three sides of the chamber is proposed.
22. Public access to both the Town Hall building and the Library building would be gained via two separate accesses off Walworth Road. A secondary service entrance is proposed off Ethel Street. No onsite vehicular parking is available and cycle parking to the front, side and rear is proposed. The memorial garden to the front is proposed to be relandscaped.

23.



Figure 2: Elevation to Walworth Street/Wansey Street, summer 2020

Planning history (recent & relevant)

24. 15/AP/0379 - Stabilisation of wall tops to east wing and former council chamber north and south walls. Installation of plywood-covered temporary roof structure on either metal pre fabricated trusses or timber rafters with mineral felt covering. Removal of scaffolding and profiled steel temporary roof subsequently. Estimated duration of temporary roof is for two years, approved on 4 June 2014.

14/AP/1768 - "(i) Removal of floor boards in west wing to investigate structure (ii) Removal and reinstatement of plaster beam casings for repairs (iii) Installation of concrete ring beam to council chamber walls and associated works to chimney stack and flue (iv) Removal and reinstatement of east wing second floor ceilings (v) Removal of fire-damaged second floor solid partitions (vi) Removal and reinstatement of west wing first floor ceilings (vii) Re-creation of lost sash windows to council chamber (viii) Re-creation of fire-damaged roof to west wing,

reintroducing finials”; approved on 3 October 2014.

14/AP/4101 - Installation of 6 Southwark branded 'Revitalise' branded panels, mounted on the hoarding at the front entrances of the Cumin Museum and Newington library – approved.

07/AP/2035 – “Removal of modern partitions on ground floor, new study and I.T. suite on ground floor, relocation of staff room to 2nd floor, refurbishment of decorations, services affected”, approved on 16 October 2007.

05/CO/0035 – “Refurbishment and alterations to ground floor and basement, addition of new external ramp and staircase to Wansey Street elevation, addition of new plant enclosure and access on rear toilet block”, approved 1 September 2005.

03/AP/0535 – “Internal and external refurbishment including new lighting, replacement entrance doors to main entrance, replacement stairs between basement and ground level, new fire escape and door at ground level, formation of new opening and ramp at ground level between middle and back library’s, realignment of partitions to the back library at ground level and formation of a new opening at second floor level”, approved 3 July 2003.

Key Issues for Consideration

Summary of main issues

25. The main issues to be considered in respect of this application are:

- Principle of the proposed development in terms of land use;
- Design, layout, heritage assets and impact on Borough and London views;
- Landscaping and trees;
- Impact of proposed development on amenity of adjoining occupiers and surrounding area;
- Transport and highways;
- Noise and vibration;
- Energy and sustainability;
- Ecology and biodiversity;
- Air quality;
- Ground conditions and contamination;
- Water resources and flood risk;
- Archaeology;
- Health impact assessment;
- Socio-economic impacts;
- Planning obligations (S.106 undertaking or agreement);
- Mayoral and borough community infrastructure levy (CIL);
- Community involvement and engagement;
- Consultation responses, and how the application addresses the concerns raised;
- Community impact and equalities assessment;
- Human rights;

- Positive and proactive statement, and;
- Other matters

26. These matters are discussed in detail in the 'Assessment' section of this report.

Legal Context

27. For the planning application, 20/AP/1634, Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires planning applications to be determined in accordance with the development plan, unless material considerations indicate otherwise. In this instance the development plan comprises the London Plan 2016, the Core Strategy 2011, and the Saved Southwark Plan 2007.
28. With regards to listed building consent application 20/AP/1649, the application is required to demonstrate that it conforms with the Listed Building and Conservation Areas Act (1990) [the Act] as amended and updated, as well as the material policy considerations in the NPPF, London Plan 2016, the Core Strategy 2011, and the Saved Southwark Plan 2007.
29. There are also specific statutory duties in respect of the Public Sector Equalities Duty which are highlighted in the relevant sections below and in the overall assessment at the end of the report.

Planning policy

National Planning Policy Framework (NPPF)

30. The revised National Planning Policy Framework ('NPPF') was published in February 2019 which sets out the national planning policy and how this needs to be applied. The NPPF focuses on sustainable development with three key objectives: economic, social and environmental.

Paragraph 215 states that the policies in the Framework are material considerations which should be taken into account in dealing with applications.

Chapter 2 Achieving sustainable development

Chapter 6 Building a strong, competitive economy

Chapter 8 Promoting healthy and safe communities

Chapter 9 Promoting sustainable transport

Chapter 11 Making effective use of land

Chapter 12 Achieving well-designed places

Chapter 14 Meeting the challenge of climate change, flooding and coastal change

Chapter 15 Conserving and enhancing the natural environment

Chapter 16 Conserving and enhancing the historic environment

London Plan 2016

31. The London Plan is the regional planning framework and was adopted in 2016. The relevant policies of the London Plan 2016 are:

Policy 3.9 Mixed and balanced communities
 Policy 4.3 Mixed use development and offices
 Policy 4.4 Managing industrial land and premises
 Policy 5.7 Renewable energy
 Policy 5.8 Innovative energy technologies
 Policy 5.12 Flood risk management
 Policy 5.13 Sustainable drainage
 Policy 6.9 Cycling
 Policy 6.10 Walking
 Policy 6.13 Parking
 Policy 7.2 An inclusive environment
 Policy 7.3 Designing out crime
 Policy 7.4 Local character
 Policy 7.6 Architecture
 Policy 7.8 Heritage assets and archaeology
 Policy 7.21 Trees and woodlands
 Policy 8.2 Planning obligations
 Policy 8.3 Community infrastructure levy

Core Strategy 2011

32. The Core Strategy was adopted in 2011 providing the spatial planning strategy for the borough. The strategic policies in the Core Strategy are relevant alongside the saved Southwark Plan (2007) policies. The relevant policies of the Core Strategy 2011 are:

Strategic policy 1 - Sustainable development
 Strategic policy 2 - Sustainable transport
 Strategic policy 3 - Shopping, leisure and entertainment
 Strategic Policy 4 – Places for learning, enjoyment and healthy lifestyles
 Strategic policy 10 - Jobs and businesses
 Strategic policy 12 - Design and conservation
 Strategic policy 13 - High environmental standards

Southwark Plan 2007 (saved policies)

33. In 2013, the council resolved to 'save' all of the policies in the Southwark Plan 2007 unless they had been updated by the Core Strategy with the exception of Policy 1.8 39 (location of retail outside town centres). Paragraph 213 of the NPPF states that existing policies should not be considered out of date simply because they were adopted or made prior to publication of the Framework. Due weight should be given to them, according to their degree of consistency with the Framework. The relevant policies of the Southwark Plan 2007 are:

1.1 - Access to employment opportunities
 1.4 – Policy 1.4 –Employment Sites Outside The Preferred Office Locations And Preferred Industrial Locations
 2.1 – Enhancement Of Community Facilities
 2.3 - Enhancement Of Educational Establishments
 2.5 - Planning obligations
 3.2 - Protection of amenity

- 3.3 - Sustainability assessment
- 3.4 - Energy efficiency
- 3.6 - Air quality
- 3.7 - Waste reduction
- 3.9 - Water
- 3.11 - Efficient use of land
- 3.12 - Quality in design
- 3.13 - Urban design
- 3.14 - Designing out crime
- 3.15 - Conservation of the Historic Environment
- 3.16 – Conservation Areas
- 3.17 – Listed Buildings
- 3.18 – Setting of Listed Buildings, Conservation Areas and World Heritage Sites
- 3.19 – Archaeology
- 3.28 - Biodiversity
- 5.2 - Transport impacts
- 5.3 - Walking and cycling
- 5.7- Car parking
- 5.7- Parking standards for disabled people and the mobility impaired

Council's Supplementary Planning Document (SPD)

- 34. Sustainable design and construction SPD (2009)
- Sustainability assessments SPD (2009)
- Elephant and Castle Opportunity Area SPD (2012)
- Section 106 Planning Obligations and Community Infrastructure Levy (2015)
- Development Viability SPD (2016)

Draft New London Plan (Emerging Policy)

- 35. The draft New London Plan was published on 30 November 2017 and the first and only stage of consultation closed on 2 March 2018. Following an Examination in Public, the Mayor then issued the Intend to Publish London Plan, which was published in December 2019.
- 36. The Secretary of State responded to the Mayor in March 2020 where he expressed concerns about the Plan and has used his powers to direct changes to the London Plan. The London Plan cannot be adopted until these changes have been made.
- 37. The draft New London Plan is at an advanced stage. Policies contained in the Intend to Publish (ItP) London Plan published in December 2019 that are not subject to a direction by the Secretary of State carry significant weight. Paragraph 48 of the NPPF states that decision makers may give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan, the extent to which there are unresolved objections to the policy and the degree of consistency with the Framework

New Southwark Plan (Emerging Policy)

38. For the last 5 years the council has been preparing the New Southwark Plan (NSP) which will replace the saved policies of the 2007 Southwark Plan and the 2011 Core Strategy.
39. The council concluded consultation on the Proposed Submission version (Regulation 19) on 27 February 2018. The New Southwark Plan Proposed Submission Version: Amended Policies January 2019 consultation closed in May 2019. These documents and the New Southwark Plan Submission Version (Proposed Modifications for Examination) were submitted to the Secretary of State in January 2020 for Local Plan Examination.
40. In April 2020 the Planning Inspectorate provided their initial comments to the New Southwark Plan Submission Version. It was recommended that a further round of consultation takes place in order to support the soundness of the Plan. Consultation on the Proposed Changes to the Submitted New Southwark Plan and additional evidence base documents started in August until 2 November 2020.
41. The Examination in Public (EiP) is expected to take place in early 2021 and the amendments within the Proposed Changes to the Submitted New Southwark Plan will be considered along with the consultation responses received at each stage of public consultation. It is anticipated that the plan will be adopted later in 2021 following the EiP.
42. As the NSP is not yet adopted policy, it can only be attributed limited weight. Nevertheless paragraph 48 of the NPPF states that decision makers may give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan, the extent to which there are unresolved objections to the policy and the degree of consistency with the Framework.

Assessment

Principle of the proposed development in terms of land use

43. Prior to the fire of 2013, the Town Hall was a mix of offices, civic function spaces and included a “One Stop Shop” drop in desk for the public. The fire rendered the offices unusable, and the former functions were dispersed around other Council owned facilities, including committee rooms at Tooley Street and offices and MySouthwark points (former One Stop Shop) at Tooley Street, Queens Road and Peckham Hill Street. The pre-fire usable space in the Town Hall was 2104m² of B1 office and the Library 2450m² of D1 non-residential institution i.e a library and museum with back of house, storage and ancillary/circulation spaces.
44. It is proposed that the refurbished buildings together will provide 4,372 sq. m (GIA) of flexible employment and community floorspace (Class B1/D1) to be used for a mix of studio workspaces and office co-working. An uplift of 257 sq. m of B1 and D1 floorspace will be provided by way of a new third floor of accommodation within the rear roof space of the Walworth Town Hall building (third floor level), and a small mezzanine level at first floor. The proposed lettable floorspace has been designed to be flexible to cater for either B1 employment use or a D1 educational use, and proposed to provide for SME’s

and independent and local businesses, with provision for up to 370 workers. The flexibility of the space offers a greater opportunity to let the buildings to a wider range of tenants, and for the B1 office and A3 café use, to support the D1 community uses. The flexibility of the space also ensures the spaces could be let to a wider range of tenants.

- 45. A 404 sq. m (GIA) café/lobby space will be provided at ground floor level which will be accessed via a proposed new public entrance off Walworth Square, to the north of the building. This space will be accessible by the public and office users of the building. It is intended that this space will be run by an external operator.
- 46. A new 297 sq. m (GIA) Community Centre (Class D1) will be provided within the Newington Library building which will be run by a not-for-profit organisation. The community rooms will comprise three different spaces open to the public all year round; the main former library space, and two smaller flexible rooms all available for community use.

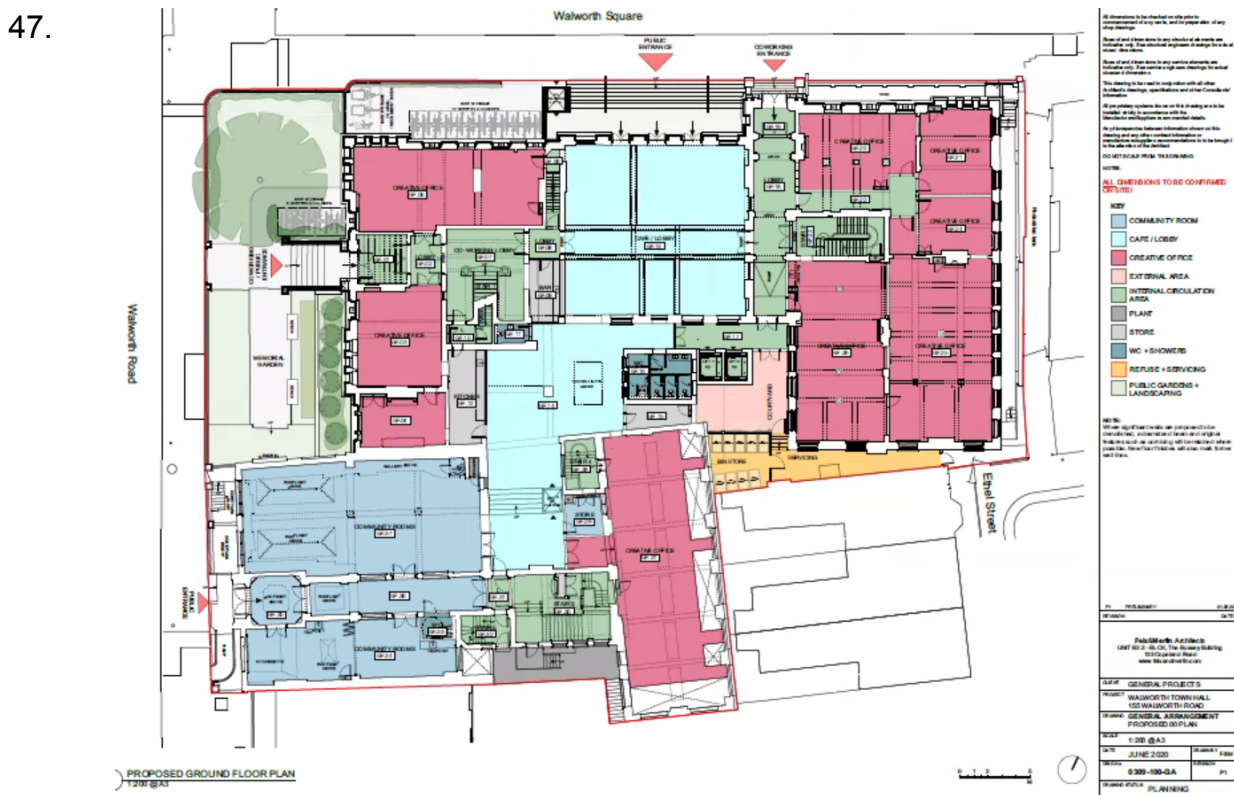


Figure 3: Proposed ground floor plan with uses

48. **Breakdown of floorspace**

Use	Existing GIA	Proposed GIA	Difference GIA
B1 Office	2,104	0	-2,104
D1 Community	2,432	297	-2,135
B1/D1 Flexible	0	4,372	+4,372
A1/A3/D1	0	404	+404

Café/Lobby			
Total	4,536	5,073	+537

Land use policies

49. Policy 2.1 of the Saved Southwark Plan states that planning permission for a change of use from D class community facilities will not be granted unless the community facility is surplus to requirements or there is another locally accessible facility or enhanced provision that can meet the needs of the local community. Policy P46 of the New Southwark Plan similarly seeks for development to retain community facilities.
50. Policy 2.2 of the Saved Southwark Plan states that new community facilities will be permitted where provision is made to enable the facility to be used by all members of the community, and the facility will not be detrimental to the amenity of occupiers of the surrounding area. Strategic Policy 4 of the Core Strategy seeks to facilitate a network of community facilities, and ensure flexible spaces that can be shared by many groups, where there is a local need and an identified occupier for the space.

D1 (non residential institution) community use

51. Prior to the fire in 2013, the use of the buildings was a mix of B1 and D1 use, with the library building entirely in D1 use. The buildings offered a variety of community spaces including the Newington Library and the Cuming Museum. The Council Chamber, committee rooms and Council one stop shop are also considered to be D1 use, although over the years the buildings were used flexibly, with one use merging into another, with the exception of the library and museum which remained as D1. A table is provided below with the breakdown of community floorspace in the pre-fire existing buildings.
52. **Pre fire use D1 table (sqm)**

D1 Community Use	GIA with ancillary/ circulation space	GIA without ancillary/ circulation space
Library Space	452	452
Cuming Museum	205	205
Ancillary Storage/BOH*	951	-
Council Chambers/Committee meeting rooms**	389	389
Council one-stop-shop	80	80
Circulation space	355	-
Total	2,432	1,126

*back of house, inc librarians flat, storage and facilities

** publically accessible, but not freely accessible.

53. Saved Southwark Plan Policy 2.1 allows for the reprovision of D1 use in a locally accessible facility. As the proposed new Library and Heritage Centre, the reprovided Cuming Museum, is located approx. 50m to the north of the site, and

in a similar prominent location on Walworth Road within the Elephant Park development, this is considered to be a locally accessible community facility, to meet the requirements of the policy.

54. The requirement of saved Policy 2.2 are also met in that the close proximity of the new library and museum to the site ensures that the facility will serve the community local to Walworth, as it did previously. Furthermore, the council has taken steps since the fire of 2013 to relocate the other D1 services which took place in the Town Hall in other council owned buildings, including committee rooms and One stop shop/reception services. The table below sets out the D1 floor space over both the refurbished Newington Library building and the new Library and Cuming Museum at Elephant Park showing the minor uplift in space over the two sites

55. **Proposed D1 use table (sqm)**

Proposed (within site)	GIA with ancillary/ circulation space	GIA without ancillary/ circulation space	
Community Rooms	237	212	
Public Café/lobby area	404	404	
Ancillary Storage (incl. mezzanine)	32	-	
Circulation space	51	-	
Proposed (off-site in Heritage Centre)			
Library	408.2	408.2	
Exhibition Space	155	155	
Ancillary Storage/BOH	129.3	-	
Circulation Space	60.2	-	
Total	1,451.7	1,179.2	

56. It should be noted that café floorspace of 404sqm is included in the D1 use, as this is intended to be used flexibly by the operator for both A3 (café) and D1 use. Again, the flexible use is likely to attract a wider range of tenants and ensure a sustainable and long term future of the building and provide a supporting and complimentary use for the community rooms in the former Library which are proposed to be linked directly via a new corridor.

57. For completeness, on the 22 January 2019, cabinet agreed to enter into a lease with the landlord for the unit at Elephant Park. The headline provisions include:

- A lease of 250 years at a fixed rent of a peppercorn per annum
- The Council to be responsible for the repair and maintenance of the internal parts of the leased area – landlord to be responsible for the external areas
- The premises to be used as a **library and heritage centre** including ancillary uses thereto or any other use the landlord may consent to.

Full Cabinet report is available at:
<http://moderngov.southwark.gov.uk/mgChooseDocPack.aspx?ID=6108>

58.



Figure 4: Location of the new library/heritage centre in Elephant Park

59. With regard to the D1 use and **S106** provisions , this includes:

- A plan showing the extent of the D1 community floorspace within the Library Building, to ensure that this space is only for use within class D1
- To procure that the Community Space is made available for use as an arts or culture or community space to be managed in accordance with the Community Management Plan and on terms such that community groups are not obliged to pay a rent for using or occupying the community space.
- Not to occupy any part of the Development until the community space is ready for beneficial occupation and use by the local community including being adequately serviced and safely accessible in accordance with the Tenant's Specification including community kitchen facilities and toilets.

D1/A3 flexible café use

60. With regards to the D1/A3 café use, the site is located within the Elephant and Castle Major Town Centre designation, the Elephant and Castle opportunity area and the Central Activities Zone (CAZ). Core Strategy Policy 3 encourages provision of flexible space to help meet the needs of local office market and independent retailers, is supported in the Town Centre location, helping bridge the transition between Walworth Road and Elephant and Castle.

61. The café/lobby space at ground floor seeks to provide a supporting use to the community centre and office/educational uses within the building. The café will form the entrance/lobby to the building, providing access to the public during opening hours. The café and lobby space will be 404 sq. m, and is intended to be run by a local operator. The café will also provide adequate kitchen facilities to provide a supporting catering role for any public or private events within the building, including in the community rooms adjacent. The provision of a café space would be policy compliant with the above policies.

B1 (office) space

62. Core Strategy 2 supports development of office space, cultural facilities and community facilities in the CAZ to meet the local needs of residential neighbourhoods and Core Strategy Policy 3 supports the provision of new town centre uses. The objectives of the Elephant & Castle SPD also support the establishment of educational space and a range of retail (Class A) and business (Class B) uses. Saved Southwark Plan Policy 1.4 also requires retention of office space in Town Centres.
63. Policy P29 of the New Southwark Plan supports development which retains or increases the amount of employment floorspace and provides a range of employment floorspace. In order to meet the strategic targets of the Core Strategy, the Council expects around 25,000-30,000 sq. m of business floorspace to be provided within the Elephant and Castle opportunity area, and to contribute to the London Plan target of 5,000 new jobs by encouraging more offices and small businesses and driving the economy and cultural activities.
64. Prior to the fire, the Town Hall offices accommodated approximately 2,101 sq. m of business (Class B1) floorspace. The proposal seeks to provide a mix of studio workspaces and co-working for the creative industries across approximately 4,372 sq. m of flexible business/education floorspace (Class B1/D1). The proposal therefore has the potential to deliver up to 15% of the Council's targeted business floorspace. The business (Class B1) floorspace will be a combination of office uses (B1a) and light maker/creator workspaces (B1c) to support a variety of employment. This would provide a potential uplift of 1,943 sq. m from the pre-fire situation (based on an GIA of 2,101 sq. m of B1 floorspace in the pre-fire situation).
65. The uplift in employment floorspace on the site would meet the requirements of Core Strategy Policy 2 and 3, P29 of the New Southwark Plan and the Elephant and Castle SPD.

Affordable workspace

66. Emerging Policy P30 of the New Southwark Plan requires developments proposing over 500 sq. m GIA or more employment floorspace (Class B use) to provide 10% of the floorspace as affordable workspace at market rents. However, the listed nature of the building and the applicant's business module requires a flexible approach to affordable workspace. Therefore, rather than allocating a specific sq. m area of the building as affordable workspace, the application proposes affordable workspace memberships provided on a needs

basis, to local businesses. These memberships will provide a number of benefit, commensurate with the traditional “office” space. The memberships would include:

- Desk and chair within the building’s co-working area with access to all amenity spaces within the building. Free wifi and power will also be included as well as use of private meeting rooms.
 - Ability to register their businesses at the building including as a post box and, access to all other services provided to other businesses within the building.
 - Free access to all events and programmes happening within the building.
 - Opportunities for business mentoring from the General Projects team and other SME businesses within the building.
67. The number of memberships to be provided will be determined using British Council of Offices occupancy standards (1 person per 10 sq m NIA). This equates to approx.. 22 memberships. The applicant proposes to offer memberships at a 40% discounting to standard co-working rates elsewhere in Elephant & Castle. The memberships would be chosen fairly, and in joint partnership with the Council. In principle, the provisions of this approach is similar to providing floorspace, and thus the general requirements and spirit of policy P30 of the NSP are met. The details of this strategy will be further worked out through the detail of the Section 106 agreement and are detailed in the S106 table below.

Environmental impact assessment

68. The applicant did not make a screening request to determine whether an Environmental Impact Assessment (EIA) is required in respect of the proposed development due to the size and scale of the proposed scheme.
69. The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 set out the circumstances under which development needs to be under pinned by an Environmental Impact Assessment (EIA). Schedule 1 of the Regulations set out a range of development, predominantly involving industrial operations, for which an EIA is mandatory. Schedule 2 lists a range of development for which an EIA might be required on the basis that it could give rise to significant environmental impacts. Schedule 3 sets out that the significance of any impact should include consideration of the characteristics of the development, the environmental sensitivity of the location and the nature of the development.
70. The range of developments covered by Schedule 2 includes 'Urban development projects' where the area of the development exceeds 1 hectare which is not dwelling house development or the site area exceeds 5 hectares. The application site is 0.21 hectares and the area development to be provided would not exceed 1 hectare therefore the proposal does not exceed this threshold.
71. Consideration however should still be given to the scale, location or nature of development, cumulative impacts and whether these or anything else are likely

to give rise to significant environmental impacts. The proposed application is the refurbishment and extension of an existing building, and no substantive change of use is proposed. Its scale is appropriate to its urban setting and it is unlikely to give rise to any significant environmental impacts. Therefore an EIA is not required in this instance.

Transport, including cycle provision, servicing, and waste collection

72. The proposed development is within an excellent (6-High) PTAL rating, on a major bus route and within short walking distance of Elephant and Castle train/tube station. Emerging NSP Policies relevant include P12, 50,52 and 52, with regards to walking and cycling; 48 and 49 Highways and Transport Impact; 53 and 54 Car Parking and 52 Cycle Parking and saved Southwark Plan policy 5.2 and 5.3. The site is also within the Walworth CPZ and parking is controlled 0830hrs to 1830hrs weekdays. This site is in close proximity of adequate dedicated cycle routes including Cycleway 17 and Quietway1/8 and, there are bus lanes on both sides of the section of Walworth Road flanking this site which cyclists can use.
73. With regards to walking and cycling, the site is well connected and provides two new pedestrian connections to the footway adjacent, including a ramp from the Library and a new external platform lift. There are propose cycle stores visible from the public highway, and in the rear courtyard and showers and changing facilities are proposed at basement level.
74. Walworth CPZ provides adequate parking control in this locality weekdays from 0830hrs to 1830hrs. There are currently 4 disabled car parking bays plus 1 loading bay on the section of Larcom Street abutting this site. Albeit this development does not provide any other car parking spaces, the characteristics of this site fulfils the criteria for zero car parking provision. Due to the physical constraints of the site, blue badge parking will not be provided on-site. A total of 8 disabled parking bays are located on Walworth Road and Larcom Street within circa 50 metres of the Site. It is considered that this level of provision will cater for any disabled users wishing to access the Site.
75. The proposals provide 53 cycle parking spaces, which meet the emerging New London Plan standards. The proposals include 2 cargo bike spaces and an accessible (recumbent) bike space at ground floor level, 38 spaces provided via Sheffield stands (with spaces at ends of rows also suitable for use by accessible cycles), 12 spaces provided via 2-tier stands. In addition, there will also be 15 spaces provided via folding bike lockers.
76. Deliveries to the site will be made across two loading locations. The community use floor space (located within the Newington Library building) will receive deliveries via the existing loading bay on Larcom Street, given its proximity to the entrance. Deliveries for the rest of the development would be undertaken from the double yellow line area at the end of Wansey Street, which benefits from a delivery vehicle turning head.
77. Waste collection via Ethel Street formed the historic waste collection strategy for the Site and it is where residential waste collections currently take place. It is therefore proposed that waste will be collected via Ethel Street, from which

collection personnel will access the central courtyard, where waste for all uses will be stored. A review of waste storage requirements identifies that total combined storage requirement for the land uses proposed is circa 25 No. 660 litre Eurobin containers (16 for general waste and 9 for mixed recycling). The proposal allows for the storage of 9 containers on-site, therefore multiple weekly collections of general waste and recycling containers will be required.

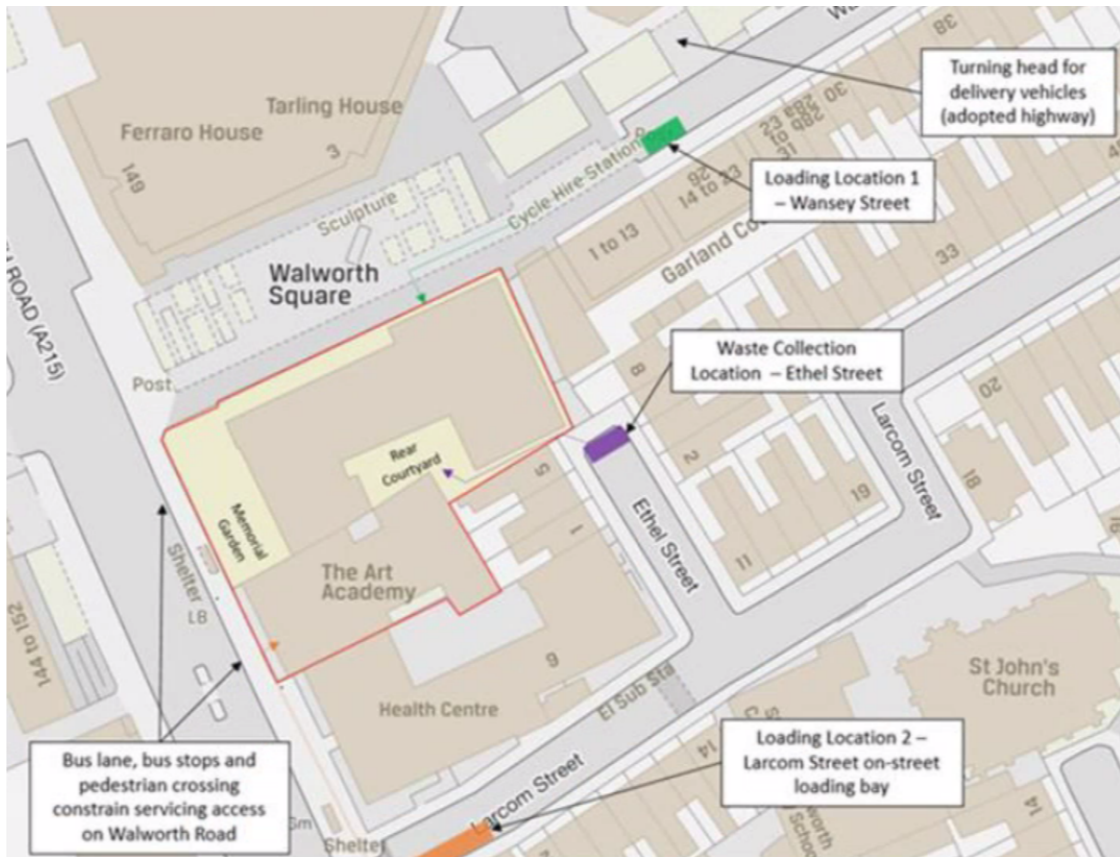


Figure 5: Waste and servicing/loading location plan

78. In conclusion, the location of the site with its excellent accessibility to public transport facilities and realistic opportunities for the use of active modes of transport means the site is highly suited to the proposed uses. In addition, the car-free approach and implementation of a Travel Plan by condition would ensure travel by sustainable modes is further encouraged.
79. The servicing and waste collection, and construction logistics strategy would ensure that all vehicle movements take place in a safe and efficient manner, and vehicle numbers will be controlled and reduced where possible. A Delivery and Service Plan is required by condition. As such, the refuse storage and collection strategy is considered suitable for future use and will limit any impact on the amenity of surrounding residential properties. The proposals meet the requirements of national and local policies. Conditions regarding the submission of a Travel Plan, construction management plan and delivery and servicing plan are considered reasonable and necessary to meet the requirements of the above policies.

Construction logistics

80. To reduce the potential effects of construction vehicles on the highway network, an Outline Construction Logistics Plan (CLP) has been prepared as part of the planning application submission. The CLP includes information on the construction programme, along with detailing the types, numbers and management of construction vehicles, construction vehicle access and routing arrangements, and measures to ensure pedestrian, cyclist and vulnerable road user safety during construction hours. The CLP forms part of the s106 and subject to agreement, this approach is acceptable.

Significance of the listed building, and impact on the special character and appearance of the listed building and conservation area

81. The report considers both the relevant planning and listed building impact of the development. Section 16 (2) of the Planning (Listed Building and Conservation Areas) Act 1990 states: "In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
82. Paragraph 17 of the NPPF states that 'within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan-making and decision-taking.' Included in these core planning principles is the requirement to 'conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations'
83. Chapter 16 of the NPPF "Conserving the Historic Environment" seeks to sustain and enhance the significance of heritage assets. Of note are paragraph 192 which requires that 'in determining planning applications, local planning authorities should take account of: the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness" and para 193 states that in considering development in relation to heritage assets, "great weight should be given to the asset's conservation"
84. However, para 196 states "Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use."
85. With regards to the Core Strategy, chapter 12, Design and Conservation requires the conservation of listed buildings and conservation areas, while saved Southwark Plan policies 3.15 Conservation of the Historic Environment; Policy 3.16 Conservation areas; and 3.17 Listed Buildings are also relevant.
86. The application is supported by a Historic Building Report by conservation architects, Donald Insall Associates, a visual condition survey, and a Design and Access statement, as well as plans, elevations and Room Category Document.

Significance of the listed buildings

87. The Town Hall and Library form a complex of 19th century and early 20th century civic buildings. The buildings' primary significance is as good examples of richly-decorative architectural response to the civic improvement duties undertaken by the newly-formed London Borough of Walworth, with particular note to the architectural detail of the principal facades to Walworth Road and Wansey Street, and the internal décor and spaces, primarily the staircases, council chamber, Mayors Parlour, library and reference library. Today the complex also has an important historic townscape role; helping to create a 'sense of place' at the northern end of Walworth Road.
88. The application's Historic Building Report sets out the buildings historic development, and supplements the council's own report, commissioned in 2006 carried out by Alan Baxter Associates to fully understand and categorise the significance of the building, as required in para. 189 and 190 of the NPPF. The application submission takes into account the significance of both buildings, and notes the facades and form of the building are of primary interest, along with the category "A" rooms, the council chamber, Staircases, Library and reference library and Mayors Parlour. Other spaces in the building are categorised as "b" and "c", with diminishing significance. The general principle is that those areas identified with higher significance are proposed to be either restored in a scholarly manner, or reimaged because of total destruction by the fire. Category b and c rooms would be carefully conserved, with minimal interventions and conserving and repairing the fabric as it is found in situ.

Proposed external alterations and roof extension

89. To the front (Walworth Road) elevation, the facades of both buildings would remain intact, with refurbished joinery and glazing. The existing ramp to the Town Hall would be removed, exposing the original walls which would then be repaired on a like with like basis. A new stone panel name plate above the Town Hall and Library door is proposed, as is the refurbishment of the existing ramped access to the Library. Cycle storage is proposed to the front area with a retained cedar tree and relandscaped Memorial Garden adjacent to the War Memorial. Details of the landscaping, tree protection and cycle storage are proposed to be controlled by condition.
90. The Wansey Street elevation will primarily see the removal of the three central windows to create doors, and the installation of stone steps and metal handrails, with platform lift to improve accessibility. This alteration would give access to the ground floor café, and create a positive frontage to the newly created Walworth Square, connecting the building to the wider street network physically. The temporary roof would be replaced with a pitched roof over the council chamber, with detailing and natural slate to match the pre fire roof. A turreted roof also in slate is proposed to the remaining elevations, again to match the pre-fire designs. To the area behind the turrets, a new mansard roof is proposed, with small dormer windows and a plant area also. This roof extension would be set back from the restored slate roof, and thus leaving the turrets and the council chamber roof as the principle roofline when viewed from the immediate surrounding areas. The proposed mansard roof and plant area would be visible

in glimpsed views across the street from Walworth Road and Wansey Street. The impact however would be minimal and the overall impression would be of a restored roofline, utilising natural slate and replaced chimneystacks. The external changes, including new access and roof design would be compliant with 3.17 Listed Buildings, 3.16 Conservation Areas and the requirements of Chapter 16 of the NPPF as detailed above. Sample materials and metalwork design are required by condition.

91.

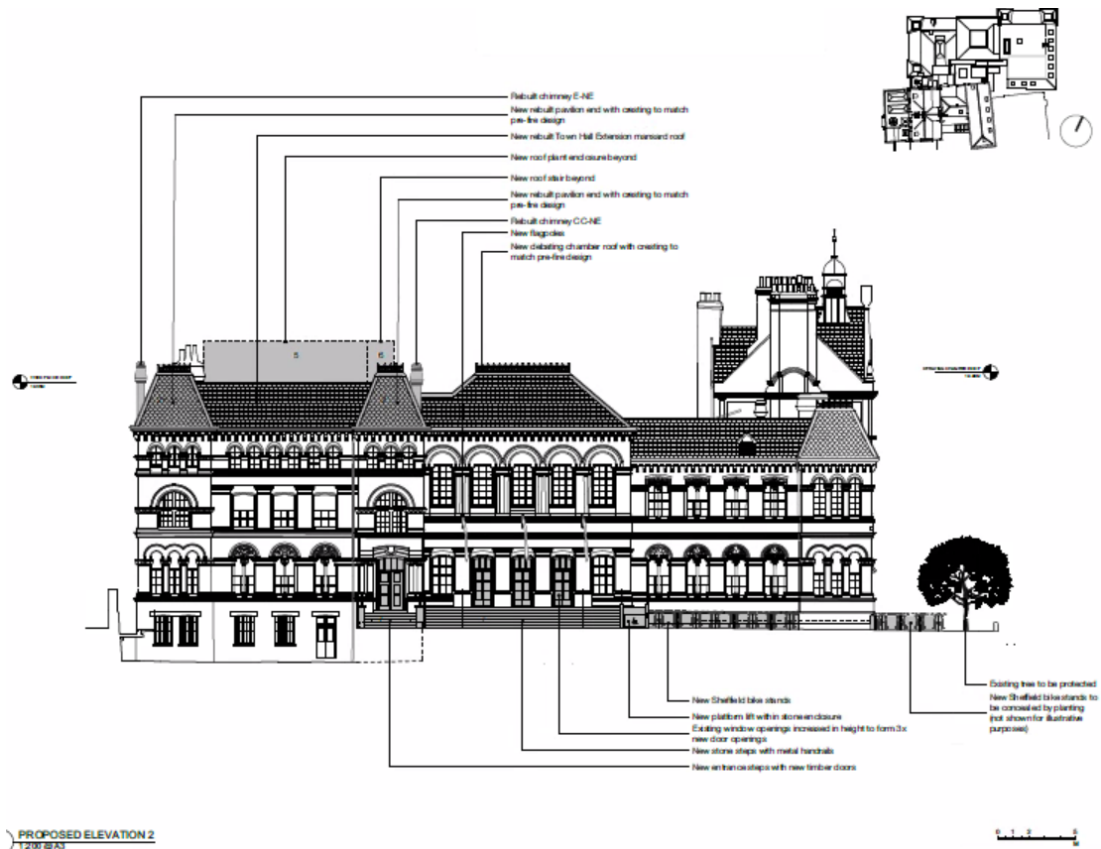


Figure 6: proposed changes to Walworth Square elevation

92. The current internal links between the Town Hall and the Library are poor, with small narrow corridor to access between the sites. The courtyard to the rear includes the toilet and servicing extension constructed in the early 20th century. This area has historically been altered to facilitate the use of the buildings. Small extensions are proposed in this courtyard area to assist in meaningfully linking the two buildings and providing level access including a lift to all floors. At ground floor, the courtyard would house refuse bin storage, as well as a servicing access to the building. A new metal rooflight over the principle stair case, plus external seating area at first floor would provide some outdoor amenity space for the users of the building. These elevations are not generally visible to the public, and are extensively already previously however the changes assist in facilitating an improved internal arrangement, complementing the building. This is considered to be an improvement overall to the significance of the building and compliant with 3.17 Listed Buildings, 3.16 Conservation Areas and the requirements of Chapter 16 of the NPPF as detailed above. Again, sample materials and details of glazing and metal work are required by condition.

Proposed internal alterations – Town Hall

93. The council chamber was destroyed by the fire. The room, located at first floor level in the building, lost the entire floor structure, the majority of the plaster walls, viewing gallery, ceiling and roof. The temporary roof erected in 2015 has protected the space from further damage. The proposals include the restoration of the space, including window replacement, restoration of the plasterwork and floor. A new balcony is proposed to extend around three sides of the space giving access to the upper level of the chamber and a vaulted ceiling with timber and steel trusses would create a new sense of grandeur in this important former public civic room. The reimagining of the space utilises the significance of the room, the scale, proportions and plan, double height, and emphasises these qualities with the new roof and balcony.



Figure 7: CGI of Council Chamber

94. The main staircases to the Town Hall, including the original double staircase from the Vestry Hall layout would be restored. The staircases include cast iron bannisters, timber handrails, and glazed patterned tiling to the walls. These are currently overboarded for protection, however would be fully restored to a high conservation specification, to be agreed by condition. This staircase ascends to the landing to access the council chamber. In this space, the cornices, and damaged ceiling would be restored in traditional lime based lath and plaster, with a new skylight above, replacing the existing modern one with a new cast metal and clear glazed version. The existing stained glass windows would be retained and restored. Precise details of the restoration, including tradition material specification and plasterwork are to be controlled by condition.



Figure 8: Fire damaged landing, staircase and stained glass windows. (top) and CGI proposals (below)

95. The proposed café space on the ground is created out of the highly fire damaged ground floor area beneath the council chamber. Prior to the fire, the area was three rooms and a corridor, however much of the fabric of these spaces were lost, and an opportunity to create a larger space in this area is possible. The proposals include a bar and reception area, with the ceiling and floor above supported by slender columns. Access to the community rooms would be possible by a connecting corridor area, facilitating improved access and connection between the two buildings.

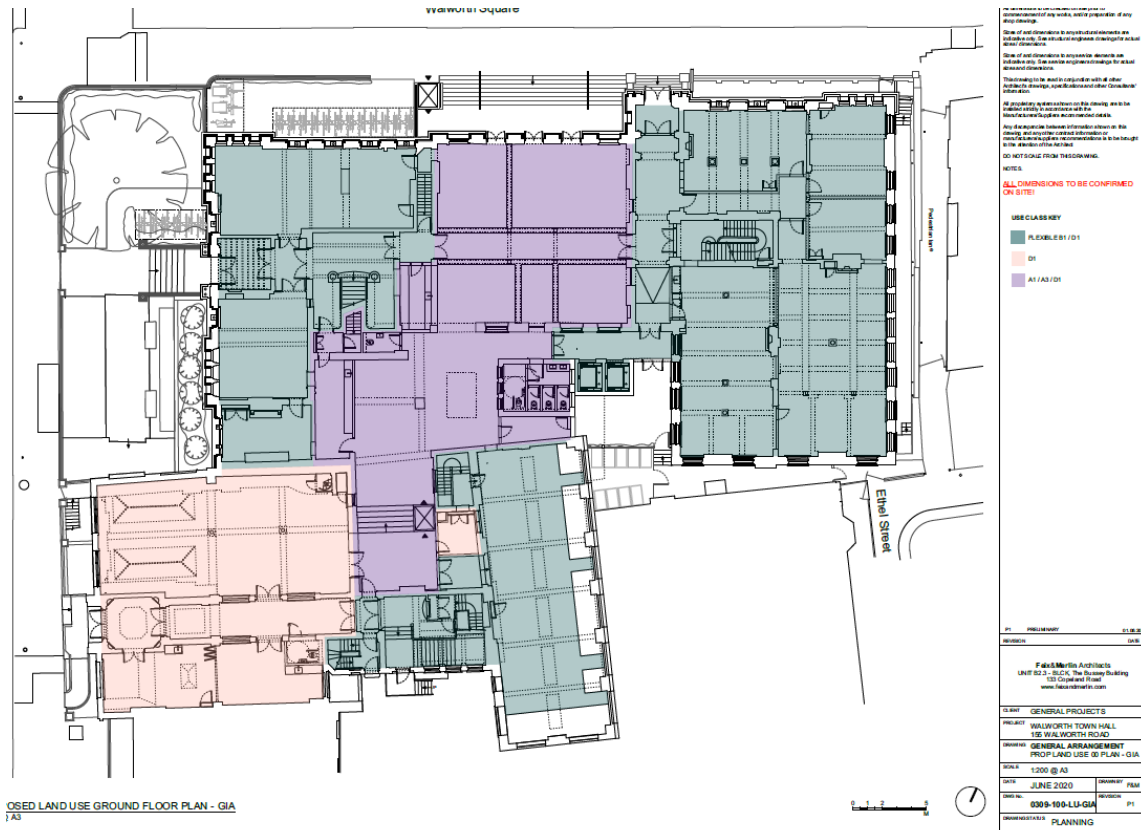


Figure 9: Proposed ground floor plan showing proposed links between the A3/D1 (café – purple) and D1 (community rooms – pink).

96. The former Mayors Parlour, on the first floor has a corner view, with dual aspect windows overlooking Walworth Road and Walworth Square. The roof above suffered extensive fire damage and the 2016 reconstruction of the trusses and underside of the slates is currently visible. Remnants of the cornice and plaster ceiling are visible. The ceiling in this room would be restored, recreating the polite experience of a Victorian Mayor's office. Again, details of the design of the cornice and other plaster and joinery details can be controlled by condition to be discharged at pre-commencement stage. The adjacent room at first floor would also be restored, with the addition of a mezzanine structure inserted to take advantage of the double height ceiling in this location. The size of the mezzanine is proportionate to the scale of the room and thus the character of the space would be preserved. Structural details are required by condition.

Proposed internal alterations – Library

97. Within the Library, the Reference Library at first floor is a category B room. The

proposals here are light touch, as much of the room is intact, retaining the former librarian's spiral staircase and mezzanine, but redesigning the modern alterations to the balcony. The principle library staircase, currently painted red, and the main library at ground floor will also be restored as a category B space and be accessible to the community. The rest of the library rooms are currently in use and are in good condition; some alterations to provide toilet and kitchen facilities for the community space, and rooflights and to the former Cuming Museum space are considered to preserve the significance of the building. Changes creating a cut out section between basement and ground floor structure in the proposed "Creative Office" are designed to assist in light transition and connections between the two floors. As these areas are less significant, the proposals are considered to be acceptable.



Figure 10: CGI of Reference Library

98. The other spaces are proposed to be refurbished in using a light touch, conserving the existing historic material as it is found. A schedule of general refurbishment details are found in the application, and a detailed room by room schedule of material, decorative details including floor finishes, plasterwork, decorative details including drawn sections of corncing, skirtingboards, panelling, tiling, paint and colour finishes are required by condition. Mechanical and Electrical fit out, including service locations and designs of terminals, ducting, ventilation and lighting are also required by condition.
99. The works, while extensive, would preserve the significance of the buildings by altering the fabric to create sustainable a modern use. There would be improvement to the connectivity and access within the buildings and to the surrounding streets, and the reimaged council chamber would remain a focal

part of the building's heritage offer. The reworking of some areas of minor significance to provide modern office space and the repurposing of the Library for community space while retaining historic features would also preserve the significance of the building.

Walworth Road Conservation Area

100. The site is also within the Walworth Road conservation area. The Walworth Road Conservation Area is located south of Elephant and Castle town centre, within the commercial core of Walworth and principally centres on the Walworth Road and the northern end of Camberwell Road. The conservation area is mainly defined by one principle arterial road linear in character, which exhibits roadside buildings (housing, retail and civic) from all stages of its historical development from the later 18th century through to mid-20th century. In contrast, the character of the streets off the Walworth Road and the northern section of the Camberwell Road are defined by 19th and early 20th century housing. The railway line, constructed in the mid 19th century, runs parallel with the Walworth Road has defined the western side of the conservation area. Open land and former gardens were filled in with predominantly industrial and manufacturing uses, in a small number of locations this character has been retained. The significance of the conservation area is the historic high street character, with a range of amenities, largely dating from the late 18th and early 19th century, typical of the suburban expansion of London during the period.
101. The site is within sub area 1 of the appraisal, and states "The northern end is characterised by group buildings, which are representative of both the area's civic traditions and Georgian past." The appraisal further reinforces the civic quality of the group of building "Despite being constructed over a 70 year period, together these civic buildings have an important townscape value. They are also of particular historical importance, in that they represent the change from parish authority in the late 19th century, to the emergence of the Metropolitan Borough of Southwark and provision of public services at the beginning of the 20th century"
102. Also of note in the appraisal is the cedar tree to the front of the Town Hall "The prominent and good quality Blue Atlas Cedar to the front of the former Walworth Town Hall compliments the architectural style and setting of the listed building." The Town Hall, Library and Clinic are noted in the appraisal as being listed building, forming a prominent group of high townscape value.
103. Turning to the impact on the conservation area, there would be some enhancement to the building by the restoration of the roof, plus the general refurbishment of the exterior, including the removal of the large ramp to the Town Hall, the refurbishment of the ramp to the Library, plus relandscaping of the Memorial Garden to better present the frontage of the building and improve the setting and relationship to the street.
104. The changes to the Walworth Square façade, including steps and lift ensuring better accessibility, also complement the building and its newly created setting of the square and Elephant Park. The alterations appear welcoming from both the buildings public facing facades. The benefits from these physical changes outweigh the minor loss of fabric to the elevation.

105. Some of both building's significance is derived from the site being purposely designed and built for a civic function. The loss of this activity to the buildings would harm in part, the significance of the building and the conservation area. However this is considered to be minor in nature, and the reuse of the building, including the benefits brought by the application in terms of restoration, reuse, community room, café and public access, plus the benefits of employment and revitalising the northern section of Walworth Road, is considered to outweigh the less than substantial harm as per the requirements of para. 196 of the NPPF.
106. Overall, the significance of the building would be sustained the proposals are compliant with 3.17 Listed Buildings, 3.16 Conservation Areas and the requirements of Chapter 16 of the NPPF as detailed above. As noted in the consultation section of the report, the proposals have the support of Historic England.

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

107. The existing buildings have a good relationship with their surroundings, however the Garland Court development to the north east of the site is approx. 6m from the side elevation of the town hall. The proposed third floor extension to the rear of the Town Hall would include office dormer windows facing the south west side windows of the fourth floor at Garland Court on Wansey Street. To protect the amenity of the neighbours, a condition requiring the roof extension windows facing Garland Court to be obscured glazed, is recommended under saved Southwark Plan Policy 3.2 Protection of Amenity.



Figure 9: Relationship to neighbouring buildings.

108. The application provides an assessment of the potential impact on daylight and sunlight access to the nearest windows on the western elevation of the

apartments of 26 Wansey Street, (Garland Court) and the property at 8A Ethel Street. Due to the setback of the roof and roof plant, and the proximity of the windows to the existing building, the development would not adversely impact the properties sunlight and daylight access beyond the shading already created by the pre-fire historic roofline.

109. The proposals include the servicing of the site via both Wansey Street and via Ethel Street, where currently there is a gate and railings, and a rear door access to both buildings. Pre-fire, the courtyard was utilised for waste storage, and was serviced from this area also, with a waiting area for refuse vehicles on street at the end of Ethel Street.
110. The Delivery and Servicing Plan states that this historic arrangement is proposed to be maintained, with waste storage in vented bins on site in the courtyard and transported to the waiting area in Ethel Street 2 to 3 times per week upon arrival of the refuse vehicle.
111. The site offers limited opportunity owing to the lack of outdoor space, location on Walworth Road (a red route) and narrow alleyway between the rear courtyard and Walworth Square, courtyard and Ethel Street cul de sac is considered to be a logical place for this activity. On balance, the amenity impact of the residents in Ethel Street would be minimised and a condition requiring a Site Waste Management Plan to ensure compliance is required.

Noise and vibration

112. An acoustic report has been submitted as part of the application. Relevant NPPF policies include para 170 and 180 which require development to reduce or mitigate impacts on the environment, including with regards to noise and vibration. Saved Southwark Plan Policy 3.2 Protection of Amenity is also a material consideration.
113. With regards to external noise from activities within the building, the uses, including café and community uses are not expected to exceed the background noise and with management and condition are not expected to impact on the surrounding neighbours amenity. All mechanical ventilation systems and plant will be designed and specified with appropriate attenuation devices, to achieve the design criteria as stated in the acoustic report provided.
114. The report indicates that the new building services plant associated with parts of the building will need to be:
 - noise controlled and this may be significant for the main two zones of air conditioning plant. Limits have been set and noise control reduction identified where anticipated.
 - The minimal plant use during the late evening and night-time aids significantly in regards to meeting the council's requirements.
 - The external noise breakout from the majority of spaces, such as creative studio/workspaces are likely not be concern based on the external noise environment and as long as the spaces are suitably managed through their respective occupancy leases.
 - The community space, due to its location on the busier front façade, may

be used for the louder activities presently implied and a general upper operating limit is indicated.

- Other spaces uses, such as the café or small courtyard area would be expected to be suitable with a management plan.
 - Details of plant and extract noise reduction are required by condition.
115. Overall, the redevelopment of the Walworth Town Hall, with its proposed uses alongside building services noise control and effective management, is not expected to result in a significant noise impact to neighbours and surrounding uses. A condition requiring details of plant noise mitigation and hours of use is required to satisfy policy 3.2 Protection of Amenity.

Energy and sustainability

116. Strategic Policy 13 of Southwark's Core Strategy requires development to meet the highest possible environmental standards, to be designed and built to minimise greenhouse gas emissions, and to become more energy efficient. Strategic Policy 13 and Emerging Policy P68 require non-residential refurbishments to achieve a BREEAM rating of 'Excellent'. Emerging Policy P69 requires a minimum of 40% reduction on building regulations and zero carbon (100%).
117. Policy 5.2 of the London Plan seeks to ensure that development proposals make the fullest contribution to minimising carbon dioxide emissions in accordance with the Mayor's energy hierarchy, namely; using less energy, supplying energy efficiently and using renewable energy. The London Plan requires that all major developments meet 35% for carbon dioxide emissions reduction in buildings.
118. Historic England states that listed buildings are exempt from compliance with the energy efficiency requirements of Part L of Building regulations to the extent that the requirements would "unacceptably alter the character or appearance of such buildings". The Town Hall is also on the Heritage At Risk register. Saved Southwark Plan Policy 3.17 Listed buildings requires that developments should preserve the building and its features of special architectural or historic interest
119. However, the applicant recognises the importance of addressing the climate emergency and the key energy efficiency measures incorporated within the design of the building include mechanical ventilation with heat recovery and high efficacy luminaires. The option of incorporating PV panels on the roof of the building was explored but discounted due to minimal energy savings when compared to the impact on the historic fabric of the building.
120. The proposals therefore use the pre-fire building as the benchmark, and the Energy Assessment report indicates that the building will achieve 68% carbon savings, and will exceed the minimum 35% threshold required by Policy 5.2 of the London Plan
121. A BREEAM Pre-assessment Report has also been submitted. The assessment predicts that the scheme is targeting a rating of 'Very Good' with a target score of 55.36%, this includes all mandatory 'Very Good' credits are predicted to be achieved, as well as a proportion of 'Excellent' credits. The proposed scheme will not achieve a BREEAM rating of excellent for B1 use as required by

Southwark's local policies, due to the constraints of refurbishing a Grade II listed building. On balance, due to the constraints of the site and its listed status, the "Very good" rating is considered to be maximum realistically achievable and is therefore acceptable.

Ecology and biodiversity

122. In conserving and enhancing the natural environment, the NPPF (Paragraph 170) states that 'planning policies and decisions should contribute to and enhance the natural and local environment' . The application includes an Ecological Survey dated May 2020. The council's Ecologist has acknowledged that the survey conforms to best practice.
123. With regards to bats, the buildings are assessed as having negligible potential to support roosting bats due to the lack of suitable features and the cedar tree within the Site does not offer any suitable features for roosting bats.
124. With regards to nesting birds, the report finds limited opportunity for nesting birds, and no evidence was recorded during the survey.
125. Wall cotoneaster *Cotoneaster horizontalis* is present in the north-west part of the Site. This is listed on Schedule 9 of the Wildlife and Countryside Act 1981 (as amended) and is therefore considered to be an invasive species.
126. The council's ecology officer has advised that a condition requiring internal swift bricks be incorporated into the development. The proposals meet the requirements of National and Local policy with regards to ecology.

Trees and landscaping

127. The site does not include any trees protected under a TPO, however the site is within a conservation area and does include a substantial Cedar tree at the junction of Walworth Road. This tree forms a positive contributor to the site and the conservation area. The tree is proposed to be retained as part of the works and conditions are recommended to provide an arboricultural method statement prior to works commencing, site supervision and on site meeting with the council's Urban Forester and plans showing cross sections of any works which may impact on the tree and its root system. This is in compliance with The National Planning Policy Framework 2019 Parts 7, 8, 11 & 12 and policies of The Core Strategy 2011: SP11 Open spaces and wildlife; SP12 Design and conservation; SP13 High environmental standards, and Saved Policies of The Southwark Plan 2007: Policy 3.2 Protection of amenity; Policy 3.12 Quality in Design; Policy 3.13 Urban Design and Policy 3.28 Biodiversity.
128. The Walworth Road frontage to the Town Hall includes steps to the raised front door, with landscaped areas either side set behind a dwarf wall with railings and cast iron gate. To the southern section, the side wall of the Library facing the front garden area of the Town Hall is a War Memorial, including engraved plaques commemorating those lost in both wars is intended to be retained as an important feature of the buildings and the area. Relandscaping this area has the potential to enhance the frontage of the Town Hall and setting of the War Memorial. Conditions are required to control the design of the landscaping and

ensure it is appropriate to the context.

Highways and Section 278

129. The proposed development is wholly contained within the site and does not fall on highway land. However, a Section 278 agreement for works surrounding the site is necessary to secure improvements around the site and fronting Walworth Road. If consent is granted the developer must enter into a S278 agreement to complete the following works:
- Repave the entire footway including new kerbing fronting the development on Walworth Square and Walworth Road using materials in accordance to Southwark's Streetscape Design Manual - SSDM (Yorkstone natural stone slabs and 300mm wide granite kerbs).
 - Repair any damage to the highway due to construction activities for the development including construction work and the movement of construction vehicles.
 - Surface water from private areas is not permitted to flow onto public highway in accordance with Section 163 of the Highways Act 1980. Detailed drawings should be submitted as part of the s278 application confirming this requirement.
130. With regards to planning conditions:
- A Construction Management Plan should be conditioned and approved by the council prior to the implementation of the development to meet the requirements of the above policies.
 - Prior to works commencing on site (including any demolition) a joint condition survey should be arranged with Southwark Highway Development Team to catalogue condition of streets and drainage gullies.

Air quality

131. An Air Quality Assessment has been submitted to review the potential impact of the proposed development on local air quality, and the existing air quality on new receptors within the development. The site is located within an Air Quality Management Area.
132. The potential effects during the construction phase include fugitive dust emissions from site activities, such as demolition, earthworks, construction and trackout. The impacts during the operational phase take into account of exhaust emissions from additional road traffic generated due to the proposed development.
133. Overall, following the adoption of recommended mitigation measures via an Air Quality and Dust Management Plan condition the development is considered to be in accordance with national or local planning policies regarding air quality including Saved Southwark Plan Policy 3.6 which will not allow planning permission to be granted for any development that would lead to a reduction in air quality.

Water resources and flood risk

134. Policy 3.9 of the Saved Southwark Plan seeks for developments to incorporate measures to reduce the demand for water, recycle greywater and rainwater and ensure developments do not increase surface run-off. Core Strategy Policy 13 confirms that development is allowed to occur in the protected Thames flood zone as long as it is designed to be safe and resilient to flooding.
135. The application is accompanied by a Flood Risk Assessment. The Environment Agency's Flood Map for Planning indicates that the Application Site is located in Flood Zone 3a ("less vulnerable"). In accordance with the Strategic Flood Risk Sequential Test issued in March 2010, it is considered that "not developing sites for employment uses and industry will work against the objective of supporting business creation and growth and improving access to jobs for local people". On this basis, the proposed uses are considered acceptable in Flood Zone 3 and therefore the Exception Test does not need to be applied.
136. The assessment concludes that the site is at low risk of flooding from the abovementioned sources. It is proposed to pump the building drainage below ground, and the basement will incorporate waterproofing measures to mitigate any potential flood risk arising from the proposed scheme. Therefore, the proposed development is compliant with policies above.

Archaeology

137. The site is not within an archaeological priority zone. The nearest APZ, Walworth Road is approx. 20 metres south.
138. The application submission includes a desk-based assessment and assessment of the historic building. These have been carried out appropriately and demonstrate that the works required for this application will not impact significantly upon archaeological remains or historic fabric therefore no archaeological response is necessary.

Signage, flagposts and lighting

139. Saved Policy 3.29 of the Southwark Plan states that outdoor signage should be designed to be appropriate within the context of the site and integral to the character and appearance of the site and surrounding area. Emerging policy P42 of the New Southwark Plan seeks that signage must avoid harm to the significance of streetscape and heritage assets or their settings. Saved Policy 3.14 of the Southwark Plan and emerging policy P15 of the New Southwark Plan encourages developments to incorporate effective street lighting that enables natural surveillance and avoids the creation of dark shadowed areas.
140. The signage proposed seeks to reinstate/clean the historic signs above both the Newington Library and Town Hall entrances to Walworth Road using stone lettering "Southwark Town Hall" and "Newington Library". New wording "Community Centre" will be added below the Newington Library lettering in the same style. The signs will be for the purpose of wayfinding. Three flags are also proposed to project over the new northern entrance to Walworth Square will signify this as the new entrance. It is considered that this would be appropriate for the design of the civic building, and enhance the buildings history. It is noted

that an existing flag pole above the Newington Library building entrance will be reinstated, and the flag redesigned.

141. A selection of uplighter are proposed for the building, lighting the columns and features of the building, plus lighting for the cycle storage and courtyard. This is appropriate for a prominent building in a town centre location and would meet the requirement of the policies above. Conditions requiring details are considered appropriate. An informative regarding the potential requirement for advertisement consent for flag display is also advised.



Figure 11 : Proposed lighting strategy

Secured By Design

142. The proposals have been reviewed by the Metropolitan Police's Secured By Design Adviser. NPPF chapter 8 and 12 are relevant in relation to security and crime. The design of the development has considered opportunity for natural surveillance, incorporates excellent lines of sight and the development should 'activate' this area. These are all excellent crime prevention measures. The consultee considers that the ground floor footprint has also been designed in such a way that there are very few alcoves or secluded areas that are often crime and ASB generators. This is considered to be positive in relation to crime prevention.
143. Lighting in the area at the front of the building as well as any public external

spaces should be designed to comply with public realm lighting standard BS 5489:2013. This is particularly important around the external cycle storage area. This storage is only partially visible from the street due to screening in front of it. This may provide an opportunity for cycle thieves to work without being seen from the main road. Lighting is therefore important as well as having some additional surveillance perhaps in the form of a CCTV camera.

144. Overall the development could meet the requirement of Secured By Design certification and conditions are applied accordingly as per the recommendation of the Met Police consultee.

Planning obligations (S.106 undertaking or agreement)

145.

Planning obligation	Mitigation	Applicant's position
Local Economy and Workspace		
Local economy: Construction phase jobs/ contributions	To be provided in accordance with pages 25 or 26 of the Council's S106 Planning Obligations and CIL SPD or a fall back contribution if targets are not met.	Agree in principle
Local economy: Construction phase employment, skills and business support plan	To be provided in accordance with pages 25 or 26 of the Council's S106 Planning Obligations and CIL SPD unless otherwise agreed with the Council or a fall back contribution if targets are not met	Agree in principle
Affordable workspace provision	<p>Provide c.22 affordable memberships in accordance with calculation.</p> <p>The memberships will be provided at a 40% discount to equivalent prevailing rates for co-working desks elsewhere in Elephant & Castle.</p> <p>Memberships will be allocated in partnership with Southwark Works and granted for 12-18 months periods with a priority given to local residents. Once a membership has expired or is given up, it will re-enter the affordable membership pool and a new selection process will be undertaken in partnership with</p>	Agree in principle,

	<p>Southwark Works.</p> <p>The affordable membership program and any associated restrictions on occupation will last for 30 years, after which they will fall away and affordable workspace will return to market rate</p>	
<p>Public access management plan</p>	<p>The council chamber, staircase and reference library identified on the plan at Appendix [], will be available for public access frequently throughout the year via a series of measures to be reviewed and agreed at five yearly intervals but for the first five years comprising the following:</p> <ul style="list-style-type: none"> i) planned events and programmes taking place within these spaces which will be operated by General Projects – such events are expected to occur <u>at least once a month</u>. (Note that these events will either take place in the Council Chamber or the Reference Library); ii) private hire opportunities – the council chamber and reference library will be available for private hire bookings (evenings/weekends only) – local community groups will be offered a 30% discount to market rates; and iii) Open House Architecture/Open City events, which the building will pledge to participate in. During Open House it is expected that other areas of the building will also be accessible with the exception of any self-contained office space. 	<p>Agree in principle subject to percentage discount increase</p>

	Information on i), ii) and iii) above will all be provided on the WTH website enabling the community to have visibility on when access is available, what events are taking place and have the ability to make private hire bookings or book tickets to ticketed events and programmes.	
Community use (D1 floorspace)	<p>The “Community Space” means the 240m2 Internal Area on the ground floor of the Premises shown edged red on plan [].</p> <p>To ensure that the Community Space is only used for purposes falling within Class D1.</p> <p>To procure that the Community Space is made available for use as an arts or culture or community space to be managed in accordance with the Community Management Plan and on terms such that community groups are not obliged to pay a rent for using or occupying the Community Space.</p> <p>To prepare and keep updated a Community Space Management Plan</p> <p>Not to occupy any part of the Development until the Community Space is ready for beneficial occupation and use by the local community including being adequately serviced and safely accessible in accordance with the Tenant’s Specification [copy annexed at Appendix []].</p>	Agree in principle
Café use (A3/D1 floor space)	This space identified on plan [] to be maintained for D1/A1/A3 use for 150 years – with an access door to be retained (identified on plan).	Agree in principle
Transport and Highways		

Highway works	<p>Contribution in respect of highway reinstatement works on Walworth Square (“the Highway Reinstatement Area”) – to be calculated as soon as possible after works to construct the Development have reached the stage where further works will not adversely affect the Highway Reinstatement Area and payable prior to occupation.</p> <p>Calculation to be made in accordance with 2x Schedule of Condition – one carried out pre-implementation and the second post-construction.</p>	Agree in principle
Cycle route contribution	Contribution of [] to be used by Southwark for pedestrian and cycle route improvements within the vicinity of the application scheme, including new cycle stands.	Agree in principle
Energy, Sustainability and the Environment		
Historic Buildings monitoring/ supervision fund	TBC	Agree in principle
Conservation Management Plan	<p>Scheme of repair to category A rooms as per document including a room by room schedule of repair and restoration, M&E works, schedule of finishes to be agreed in writing and will require a site visit by officers. The schedule should be undertaken by an accredited conservation architect.</p> <p>Scheme of repair to category B and C rooms as per document including M&E works, and schedule of finishes to be agreed in writing.</p> <p>Monitoring fee - location in the entrance of the community space for</p>	Agree in principle.

	a permanent interpretation board assessable by the public for display as to the heritage of the site – precise location, design, content and wording to be agreed.	
Administration fee	Payment to cover the costs of monitoring these necessary planning obligations calculated as 2% of total sum.	Agree

146. However, if in the event that the legal agreement is not completed by 31 March 2021, that the Director of Planning be directed to refuse planning permission, if appropriate, on the following grounds:
147. In the absence of a signed legal agreement, the proposal would fail to provide suitable mitigation in terms of planning gain, contrary to saved policies 2.5 (Planning Obligations) of the Southwark Plan, and SP14 (Implementation and Delivery) of the LB Southwark Core Strategy 2011 and 8.2 (Planning Obligations) of the London Plan 2016, and Sections 4. Decision-making of the NPPF 2019.

Mayoral and borough community infrastructure levy (CIL)

148. Based on the proposed floor areas provided in the architects' Area Schedule (Rev.P1, 01.06.20) and Proposed Land Use Schedule (Rev.P1, 01.06.20) and the existing areas provided in the architects' Area Schedule (Rev.P1, 01.06.20), the gross amount of CIL is approximately **£36,380.74** consisting £31,099.81 of Mayoral CIL and £5,280.93 of Borough CIL. It should be noted that this is an estimate, and the floor areas will be checked when related CIL Assumption of Liability Form is submitted after planning approval has been obtained.

Community involvement and engagement

149. The applicant has undertaken consultation with the local community throughout the pre-application planning stage (June – April 2020). The platform for initial local community engagement has been wide ranging and includes the following:
- 157 outreach interviews with individuals from the local community (conducted by Southwark Young Advisors Group and The Kaizen Partnership);
 - 15 people completed an online survey;
 - 152 people have taken part in 50 small group conversations with Street Focus Groups;
 - Two drop in information events, with 38 people in attendance;
150. The public exhibition was scheduled to be held in the Newington Library from 4-6pm on the 20 March and 11-1pm on the 21 March 2020, with a public presentation planned. Letters were distributed to 158 addresses in the vicinity of

the site a week prior. A large banner advertising the consultation events was displayed outside the property on 4 March 2020 and an advert was placed in Southwark News (digital and print) on 12 March 2020. However due to the COVID 19 pandemic, the public meeting events did not go ahead. A website was launched following the lockdown in March. The applicant also engaged with key stakeholder groups including ward councillors, key officers, local community groups and organisations, and youth representatives. A full list of those stakeholders contacted by the applicant can be found in the submitted Statement of Community Involvement (SCI).

Consultation responses, and how the application addresses the concerns raised

Consultation responses from members of the public

151. Summarised below are the material planning considerations raised by members of the public.

Planning permission 20/AP/1634 – 1 objection

Listed building consent 20/AP/1649 – 11 objections, 2 neutral (13 total)

152. Principle of development and proposed land uses:
- Objection to loss of Town Hall civic function and privatisation of a public building
 - Public and community use should be secured through a legal agreement/section 106
 - Loss of public library
 - Community space secured by legal agreement/S106
153. Design quality and heritage impacts :
- Objection to new entrance on Walworth Square on loss of windows and materials.
 - Objection to siting of cycle storage to the front
 - Concerns regarding quality of architecture and lack of imagination, use of materials and confused fusion of modern and historic detailing.
 - Unappealing café/reception desk design
 - Inappropriate 20th century colour scheme
 - Concerns about Mechanical and Electrical serving design
 - Unclear heritage knowledge of the applicants' team
 - Loss of historic fabric
 - Welcome the restoration of the roofscape including corner turrets
 - Positive comments regarding the general reuse of the building and future removal from the Heritage at Risk register
 - Concern regarding the design of the rooflight over the stairs and protection of stained glass
 - More research into Mayors Parlour required to determine final design
154. Transport, parking, highways, deliveries and servicing matters:
- Inadequate cycle storage
 - Delivery, servicing and bin storage concerns
155. Other matters:

- Lack of detail in bin storage area and waste management plan
- Concern regarding reliance on lift to Walworth Square for disabled persons.
- Local labour scheme including apprentice scheme, direct hire, living wages, and access for employees to a union should be implemented in construction phase.
- Guaranteed open days and access for the community secured via a legal agreement/s106
- These comments include those of the Walworth Society.

156. These matters are addressed comprehensively in the relevant preceding parts of this report.

Consultation responses from internal and divisional consultees

157. Summarised below are the material planning considerations raised by internal and divisional consultees, along with the officer's response.

158. Highways

Changes to handrails required. S278 to be entered into regarding repaving. Construction Management Plan required; all works should be to adopted standards.

Officer response to issue(s) raised: Plans amended, s278 discussed in report. Condition for CMP added.

159. Ecologist:

The ecology report is fine. No further surveys are required. I advise condition PC40 - 8 internal Swift bricks

Officer response to issue(s) raised: noted in report

160. Archaeologist

The desk-based assessment and assessment of the historic building demonstrate that the works required for this application will not impact significantly upon archaeological remains or historic fabric therefore no archaeological response is necessary.

Officer response: noted

161. Urban Forester

Conditions recommended regarding tree protection, landscaping and AIA.

Officer response: noted and conditions added.

Consultation responses from external consultees

162. Summarised below are the material planning considerations raised by external

consultees, along with the officer's response.

163. Historic England:

- Historic England has had long standing involvement with the plans for the Town Hall stemming from the fire in 2013. Delighted that the Town Hall has remained in a stable condition since the fire because of the good custodianship of the council.
- In principle support of the redevelopment which would provide a sustainable long term use and facilitate the removal from the Heritage at Risk Register. Aspiration to provide public access is supported.
- Welcome the collaborative approach taken by the applicants throughout pre-application process and the proposals address the concerns previously raised. Welcome the greater retention of historic fabric, including toilets at basement level, spiral staircase in the library and a scholarly approach for the areas of high significance.
- Accept that the council chamber plans deviate from a historic restoration presentation but given the loss of fabric and its entire internal decoration a degree of change can be accommodated. Support the replication of the railings and reintroduction of the viewing gallery.
- There would be loss of historic fabric to the floor plan and lowering of cills to the Walworth Square elevation however since the completion of Walworth Square, Historic England recognises the opportunity to active the public realm. These would be somewhat harmful but would provide public benefit as per para 194 and 196 of the NPPF.
- The scheme allows for the removal of the unsightly ramped access at the front.
- Additional floor would have a limited visual impact on the architectural character of the building. Any plant should be discretely located.
- Welcome the architects "conserve as found" approach to the restoration and a more scholarly emphasis on the areas of high significance and support the application which seeks to provide a sustainable solution for these vulnerable buildings.
- Secretary of State letter of authorisation received also.

Officer response to issue(s) raised: noted, conditions applied with regards to historic building details as discussed above.

164. Metropolitan Police:

- Scheme incorporates opportunities for natural surveillance
- Ground floor designed in way there are very few alcoves or secluded areas that generate crime. Extremely positive in relation to crime prevention
- Lighting should be designed to comply with public realm lighting standard BS 5489:2013 and is important around cycle storage as well as CCTV
- Access control points between different use areas should be considered. Access strategy to be agreed as part of SBD (Secured by Design) process
- The development may be able to achieve SDB certification and recommend a condition be applied if planning permission is granted

Officer response to issue(s) raised: noted and condition applied.

165. The Victorian Society are statutory consultees for listed building consent applications which involve major works to a listed building. They are consulted alongside the other national amenity societies, however primarily have an interest in buildings of Victorian origins.

- Not enough information included within the Heritage Statement to adequately assess the impact the proposals would have on the Town Hall.
- Concerns regarding the architects team were less familiar with conservation architecture of this kind.
- loss of public access to the building.

Officer comment: Officers met virtually with the Victorian Society (and the Walworth Society) to further understand the objection. Officers resolved to condition that an accredited conservation architect be retained for the conditions submission with regards to the principle rooms (category A). There is to be retained public access via the community rooms and café, and access to the wider building through the S106 agreement.

166. Design Review Panel

The scheme was reviewed at a virtual meeting of the Council's Design Review Panel on the 7 April 2020

- Clear design intent, sensitive and respectful approach; concerned with loss of public function and unclear about its relocation; concerned regarding the details of the internal, specifically the ground floor café columns and structural details, service provision, location and design. Design concept for the council chamber unclear including roof formation and finishes.
- The opening up of the Wansey Street elevation would make a positive connection to the new Walworth Square, and provide direct access to the publically accessible areas of the building is a positive move; missed opportunity in courtyard to create a quality accessible outdoor space on this site
- Supportive of the category/hierarchy concept. Concerns regarding the insertion of structural supports and their design impact on the interior.
- Some services should be chased in, especially around the formal areas, where historically they would have been hidden; the reimagining of the Council chamber has not been fully realised, it is neither a respectful restoration or an reimaged space and this creates reservations regarding the experience of the room, from the width and detail of the public gallery, to the roof structure and relationship with the space, and clearer concept and details required to make this an exciting centre piece of the project. The roof structure is troubling, and further thought regarding the texture, character, design of the roof and complementary lighting is needed.
- Supportive of connection to Walworth Square, unclear details about how

the steps/ramp and lift would connect to the public realm in Walworth Square. Positive about bicycle stands in the basement external areas. Positive regarding the concept of landscaping to the front but need to see more detail – emphasise the memorial garden and planting design. Concern raised regarding the access arrangement for refuse storage via Ethel Street and impact on residents.

Officer comment: Plans were revised post DRP, and changes specifically made to the council chamber, structural elements in the café area and courtyard. Final details of services, landscape design to be controlled by condition. Welcome the comments regarding the reuse of the building, community space, changes to Walworth Square elevation, roof, categorisation of rooms and general conservation approach. Note issues regarding loss of civic function and discussed in report.

167. The Council’s Conservation Area Advisory Group commented:

- Local community are fed up with having a dilapidated, hoarded off ruin on a key site in their high street in the midst of their neighbourhood. They want to see action to restore the building and its surroundings and get it back into use without undue delay
- Proposals for the building are poor and inappropriate.
- Very regrettable that the council will not put the Walworth library back in its purpose-built 1892 library and the Cuming museum back in its 1902 annexe. The current approach was thought totally counter intuitive, wrong and risky. What could have been a worthy public renaissance for Walworth’s most significant Victorian building, and a big part of its local history, is becoming a shameful lost opportunity and a lazy sell-off.
- The scheme is fundamentally flawed. It appears to be led by interior designers well out of their depth dealing with the complex restoration of a rich and interesting building, developed in four phases, the 1860s, 1890s, & 1900s.
- The applicant’s scheme proposes that key spaces like the mayors parlour are re-presented in a crude and ‘distressed’ state. The approach to services is to make a feature of them, on ceilings and walls, as necessary in a manner totally at variance with the character of the building. The new exposed roof structures and skylights are awkwardly designed, without the detail and refinement of the period work in this building. In general the drawings are unclear and unconvincing - painful to look at and think about. The whole approach is wrong and more akin to treating the badly damaged building as a stage set.
- The panel urged the council to refuse the application and its approach to the “restoration” of this important building

Officer comment: Noted. Officers have continued to work with the applicant and architects to ensure that heritage details and design, plus long term sustainable use is at the forefront of the proposals. Throughout the process, the applicants Team has included conservation architects and specialists. Details of the finishes and services are to be controlled by condition and as per the room by room survey are not entirely to be left in a distressed state or without chased in services; this depends on the room and its category of significance as noted in the report above and supported by Historic England.

168. These matters are addressed comprehensively in the relevant preceding parts of this report.

Community impact and equalities assessment

169. The council must not act in a way which is incompatible with rights contained within the European Convention of Human Rights
170. The council has given due regard to the above needs and rights where relevant or engaged throughout the course of determining this application.
171. The Public Sector Equality Duty (PSED) contained in Section 149 (1) of the Equality Act 2010 imposes a duty on public authorities to have, in the exercise of their functions, due regard to three "needs" which are central to the aims of the Act:
1. The need to eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Act
 2. The need to advance equality of opportunity between persons sharing a relevant protected characteristic and persons who do not share it. This involves having due regard to the need to:
 - Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic
 - Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it
 - Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low
 3. The need to foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.
172. The protected characteristics are: race, age, gender reassignment, pregnancy and maternity, disability, sexual orientation, religion or belief, sex, marriage and civil partnership.

Human rights implications

173. This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.
174. This application has the legitimate aim of restoration and reuse of the Walworth Town Hall and Newington Library. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this

proposal.

Positive and proactive statement

175. The council has published its development plan and core strategy on its website together with advice about how applications are considered and the information that needs to be submitted to ensure timely consideration of an application. Applicants are advised that planning law requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise.
176. The council provides a pre-application advice service that is available to all applicants in order to assist applicants in formulating proposals that are in accordance with the development plan and core strategy and submissions that are in accordance with the application requirements.

177. **Positive and proactive engagement: summary table**

Was the pre-application service used for this application?	YES
If the pre-application service was used for this application, was the advice given followed?	YES
Was the application validated promptly?	YES
If necessary/appropriate, did the case officer seek amendments to the scheme to improve its prospects of achieving approval?	YES – minor amendments and additional details sought in relation to comments received as detailed in report.
To help secure a timely decision, did the case officer submit their recommendation in advance of the statutory determination date?	YES

Other matters

178. None arising at the time of writing.

Conclusion

179. In conclusion, planning application 20/AP/1634 includes a number of positive benefits to the proposals, as well as complying with the relevant policy considerations. The proposals include:
- Restoration and refurbishment of two Grade II listed buildings to enhance their significance and secure the building's viable use for the future.
 - Reuse of the Walworth Town Hall which currently is on Historic Englands' 'Heritage-At-Risk' register. The proposals would reinstate and repair the building which was extensively damaged in the 2013 fire. The proposals also created active uses within the site able to ensure the long-term

maintenance and care of both listed buildings.

- Retention and cleaning of highly-significant internal spaces, including principal entrances, original staircases, and principle rooms;
- Reinstatement of the original design and materials of the Town Hall extension facing Wansey Street, and removal of the temporary roof
- Removal of detracting late 20th century building fabric, including the secondary glazed rooflight to the main staircase;
- The room-by-room hierarchy of heritage significance would ensure an appropriate restoration of the key spaces within the building which have significant heritage value; and other spaces are conserved in a manner appropriate to their significance.
- The reimaging of the council chamber, a key space within the building which was almost entirely destroyed by the fire including large vaulted ceiling, extension of the previously existing balcony, restoration of the windows and plasterwork, restoration of other key features including plasterwork, fireplaces, windows, restoration of stained glass and Memorial boards, plus renewal of floors and ceilings where appropriate.
- The delivery of a new community rooms (D1), which will provide local residents with access to a wide range of public events. Other sections of the building will also be available for public events and exhibitions throughout the year, including the debating chamber and mezzanine and the reference library. The community rooms, in conjunction with the provision of community floorspace for the new Southwark Heritage Centre and Walworth Library on the Elephant Park development adjacent are considered to provide adequate provision of cultural and community uses for the local area and with the flexible uses in the café area (A3/D1 would not result in a loss of D1 community use;
- The proposed mix of uses within the building (flexible employment and education floorspace and an ancillary café/lobby), are supported and anticipated in major town centre locations, and are considered to add to the vibrancy and vitality of the Elephant & Castle area. The employment floorspace provided within the application scheme will help to reach Southwark's strategic targets for the provision of more employment floorspace, and the provision of educational floorspace is also supported in this location;
- The proposed lettable floorspace is anticipated to create 370 jobs for the local and wider community. In addition, affordable workspace is proposed in the form of discounted memberships approx.. 22 in number, subject to s106.
- The flexibility of the uses within the building is designed to complement one another and provide a long term sustainable use for the grade II listed building.
- Improvement to the accessibility of the building, including provision of a lift platform at the northern Walworth Town Hall entrance and in the central lobby, and provision of two central lifts which will provide access to a large portion of the building, which was never previously accessible; The Council Chamber would be accessible via lifts and the reimaged balcony. Services, including accessible toilets are also proposed.
- Relandscaping of the Memorial Garden and frontage to the Walworth Road. Retention of the cedar tree.
- A new public entrance is proposed to the north of the site, which will gain access from Walworth Square. This entrance features wide entry steps,

decorative handrails and flags to signify this as the main entrance to the building for the public. Stonework of a similar colour to the paving pattern within the Square will be used to connect these two spaces;

- The effect of the application scheme on surrounding properties in respect of daylight, sunlight and overlooking is considered negligible;
- The scheme will be car free and will deliver significant provision of cycle spaces compared to the existing situation, with none existing, and 54 proposed (plus 15 folding cycle storage lockers) As demonstrated in the Transport Statement there will be no significant impact on traffic movement in the area and a detailed servicing and delivery plan highlights how the proposed uses will be serviced;
- The building is targeting a BREEAM rating of 'Very Good' and will achieve carbon reduction savings of 68% compared to the pre-fire building benchmark.

180. Overall, the application scheme has been designed in accordance with the Southwark Local Plan (comprising the Saved Southwark Plan 2007 and the Core Strategy 2011) whilst having consideration of the Draft Southwark Plan (2020), the London Plan (2016), The emerging London Plan - (2019) and the National Planning Policy Framework (NPPF). While there would be some loss of D1 floor space should the café remain in A3 use, the flexibility of the uses is considered to provide a long term sustainable use of the buildings. The other benefits of the proposals, including the restoration of the grade II listed fire damaged building, its removal from the Heritage At Risk register and provision of dedicated community space and office provision, outweighs this shortfall.
181. For the reasons set out within this report, officers consider the scheme 20/AP/1634 to be in accordance with the Development Plan for the Borough and is in line with S38(6) of the Planning and Compulsory Purchase Act (2004) and planning permission should be granted with conditions.
182. With regards to listed building consent application 20/AP/1649, The proposal demonstrates that it conforms with the Listed Building and Conservation Areas Act (1990) [the Act] as amended and updated. It complies with current policy to: preserve and enhances the heritage asset and its setting; provide good design; and address issues raised by statutory consultees and should therefore be granted Listed Building Consent with conditions.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: 1065-B Application file: 20/AP/1634 & 20/AP/1649 Southwark Local Development Framework and Development Plan Documents	160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov. uk Case officer telephone: 0207 525 0254 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Relevant planning history
Appendix 4	Recommendation

AUDIT TRAIL

Lead Officer	Simon Bevan, Director of Planning	
Report Author	Catherine Jeater, Team Leader	
Version	Final	
Dated	17 November 2020	
Key Decision	No	
Consultation with Other Officers / Directorates / Cabinet Member		
Officer Title	Comments Sought	Comments included
Strategic Director of Finance and Governance	No	No
Strategic Director of Environment and Leisure	No	No
Strategic Director of Housing and Modernisation	No	No
Director of Regeneration	No	No
Date final report sent to Constitutional Team		18 November 2020

APPENDIX 1**Consultation undertaken**

Site notice date: n/a.

Press notice date: 25/06/2020

Case officer site visit date: 20.08.2020

Neighbour consultation letters sent: 26/06/2020

Internal services consulted

Transport Policy

Archaeology

Design and Conservation Team [Formal]

Local Economy

Ecology

Planning Enforcement

Highways Development and Management

Highways Licensing

Housing Regeneration and Delivery

Flood Risk Management & Urban Drainage

Urban Forester

Waste Management

Archaeology

Highways Development and Management

Statutory and non-statutory organisations

EDF Energy

Environment Agency

Great London Authority

Historic England

London Fire & Emergency Planning Authority

London Underground

Natural England - London & South East Re

Network Rail

Metropolitan Police Service (Designing O

Transport for London

Thames Water

Neighbour and local groups consulted:

160 Walworth Road London Southwark	Flat 14 2 Amelia Street London
158 Walworth Road London Southwark	4A Ethel Street London Southwark
Flat 16 2 Amelia Street London	Apartment 106 Tarling House 3 Walworth Square
Flat 24 2 Amelia Street London	Ground Floor Flat 17 Larcom Street London
6B Ethel Street London Southwark	Flat 33 2 Amelia Street London
27A Larcom Street London Southwark	Flat 15 2 Amelia Street London
1A Ethel Street London Southwark	Flat 17 Garland Court 26 Wansey Street
Flat 27 2 Amelia Street London	Flat 1 Garland Court 26 Wansey Street
Flat 12 Garland Court 26 Wansey Street	8A Larcom Street London Southwark
Flat 4 Garland Court 26 Wansey Street	3 Ethel Street London Southwark
6A Larcom Street London Southwark	St Johns Walworth C Of E Junior And Infant School Larcom Street London
2A Ethel Street London Southwark	Flat 2 18 Larcom Street London
Cuming Museum Walworth Road London	6B Larcom Street London Southwark
8B Larcom Street London Southwark	Flat 19 2 Amelia Street London
10B Larcom Street London Southwark	Flat 7 2 Amelia Street London
1B Ethel Street London Southwark	Ground Floor 9 Larcom Street London
Apartment 107 Tarling House 3 Walworth Square	Flat 15 Garland Court 26 Wansey Street
Apartment 105 Tarling House 3 Walworth Square	Flat 2 Garland Court 26 Wansey Street
Flat 52 2 Amelia Street London	2B Larcom Street London Southwark
Flat 26 2 Amelia Street London	Flat 41 2 Amelia Street London

Flat 25 2 Amelia Street London
 157-169 Walworth Road London
 Southwark
 4A Larcom Street London Southwark
 Flat 20 2 Amelia Street London
 14 Larcom Street London Southwark
 Flat B 29 Larcom Street London
 Flat A 13 Larcom Street London
 8B Ethel Street London Southwark
 Flat 50 2 Amelia Street London
 Flat 34 2 Amelia Street London
 Flat 22 2 Amelia Street London
 Flat 17 2 Amelia Street London
 Flat 2 2 Amelia Street London
 6 Amelia Street London Southwark
 Flat 18 Garland Court 26 Wansey Street
 164 Walworth Road London Southwark
 9 Larcom Street London Southwark
 Flat 21 2 Amelia Street London
 4 Amelia Street London Southwark
 John Smith House 144-152 Walworth
 Road London
 12B Larcom Street London Southwark
 10A Larcom Street London Southwark
 Flat 42 2 Amelia Street London
 Flat 3 2 Amelia Street London
 Flat 7 Garland Court 26 Wansey Street
 Flat A 29 Larcom Street London
 19B Larcom Street London Southwark
 Flat 44 2 Amelia Street London
 Flat 40 2 Amelia Street London
 Flat 38 2 Amelia Street London
 Flat 8 Garland Court 26 Wansey Street
 Eagle Yard Arch 146 Walworth Road
 London
 1 Walworth Square London Southwark
 162 Walworth Road London Southwark
 156 Walworth Road London Southwark
 Parsonage 18 Larcom Street London
 23B Larcom Street London Southwark
 8 Amelia Street London Southwark
 20A Larcom Street London Southwark
 Flat B 25 Larcom Street London
 Flat 48 2 Amelia Street London
 Flat 51 2 Amelia Street London
 Flat 9 Garland Court 26 Wansey Street
 19A Larcom Street London Southwark
 15 Larcom Street London Southwark
 Flat A 25 Larcom Street London
 169 Walworth Road London Southwark
 Flat 32 2 Amelia Street London
 Flat 23 2 Amelia Street London
 Flat 5 2 Amelia Street London
 Second Floor 9 Larcom Street London
 26A Wansey Street London Southwark
 Flat 16 Garland Court 26 Wansey Street
 140 Walworth Road London Southwark
 Flat 18 2 Amelia Street London
 23A Larcom Street London Southwark
 Flat 19 Garland Court 26 Wansey Street
 Flat 22 Garland Court 26 Wansey Street
 4B Larcom Street London Southwark
 5 Ethel Street London Southwark
 Flat 45 2 Amelia Street London

Flat 36 2 Amelia Street London	11 Larcom Street London Southwark
Flat 30 2 Amelia Street London	Flat 39 2 Amelia Street London
Flat 12 2 Amelia Street London	Basement 9 Larcom Street London
Flat 9 2 Amelia Street London	Flat 14 Garland Court 26 Wansey Street
Part First Floor Right Hand Side 9 Larcom Street London	First Floor And Second Floor Flat 17 Larcom Street London
Flat 20 Garland Court 26 Wansey Street	6A Ethel Street London Southwark
Walworth One Stop Shop Wansey Street London	12A Larcom Street London Southwark
2A Larcom Street London Southwark	22B Larcom Street London Southwark
8A Ethel Street London Southwark	Flat 46 2 Amelia Street London
4B Ethel Street London Southwark	Flat 35 2 Amelia Street London
171-173 Walworth Road London Southwark	Flat 31 2 Amelia Street London
20B Larcom Street London Southwark	Flat 13 2 Amelia Street London
2B Ethel Street London Southwark	Flat 11 2 Amelia Street London
Flat 49 2 Amelia Street London	Flat 8 2 Amelia Street London
Flat 43 2 Amelia Street London	Flat 4 2 Amelia Street London
Flat 28 2 Amelia Street London	Flat 21 Garland Court 26 Wansey Street
Flat 1 2 Amelia Street London	Flat 10 Garland Court 26 Wansey Street
Flat 13 Garland Court 26 Wansey Street	Flat 6 Garland Court 26 Wansey Street
Flat 5 Garland Court 26 Wansey Street	Flat B 13 Larcom Street London
Flat 3 Garland Court 26 Wansey Street	22A Larcom Street London Southwark
Basement Part Ground Floor First Floor And Second Floor 157-169 Walworth Road London	Flat 10 2 Amelia Street London
First Floor And Second Floor Flat 21 Larcom Street London	Flat 11 Garland Court 26 Wansey Street
Flat 37 2 Amelia Street London	Flat 6 2 Amelia Street London
Part First Floor Left Hand Side 9 Larcom Street London	Basement Part Ground Floor First Floor And Second Floor 151 Walworth Road London
Part First Floor Front 9 Larcom Street London	Part Ground Floor 157-169 Walworth Road London
Part Ground Floor 151 Walworth Road London	Ground Floor Flat 21 Larcom Street London
	St Johns Church Of England School Larcom Street London

27B Larcom Street London Southwark

Flat 29 2 Amelia Street London

Flat 47 2 Amelia Street London

Re-consultation:

Consultation responses received

Internal services

Transport Policy

Archaeology

Design and Conservation Team [Formal]

Ecology

Highways Development and Management

Urban Forester

Highways Development and Management

Statutory and non-statutory organisations

Metropolitan Police Service (Designing O

Neighbour and local groups consulted:

12 NEWBOLT HOUSE BRANDON
STREET WALWORTH LONDON

Relevant planning history

No relevant planning history

APPENDIX 4**Recommendation**

This document shows the case officer's recommended decision for the application referred to below.

This document is not a decision notice for this application.

Applicant	General Projects	Reg. Number	20/AP/1634
	General Projects		
Application Type	Major application		
Recommendation	GRANT permission	Case Number	1065-B

Draft of Decision Notice**Planning permission is GRANTED for the following development:**

Refurbishment of the existing Grade II Listed Walworth Town Hall and Newington Library buildings to provide a Community Centre (Class D1), flexible employment/education space (Class B1/D1), and a cafe 1/2/lobby (Class A1/A3/D1); and including a third floor within the reconfigured roof space of the Town Hall building and a first floor mezzanine level to accommodate additional employment/education space (Class B1/D1), a heritage roof, outdoor amenity spaces at ground floor and first floor levels, an entrance off Walworth Square, with associated servicing, cycle parking, signage, lighting and associated landscaping.

Walworth Town Hall and Newington Library 151-155 Walworth Road London Southwark

In accordance with application received on 12 June 2020 and Applicant's Drawing Nos.:

Existing Plans

Proposed Plans

Plans - Proposed 0309-100-PA - GENERAL ARRANGEMENT PUBLIC ASSESS 00

PLAN P1 received 12/06/2020

Plans - Proposed 0309-101-PA - GENERAL ARRANGEMENT PUBLIC ASSESS 01
PLAN P1 received 12/06/2020

Plans - Proposed 0309-102-PA - GENERAL ARRANGEMENT PUBLIC ASSESS 02
PLAN P1 received 12/06/2020

Floor Plans - Proposed 0309-105-GA - PROPOSED ROOF PLAN P1 received
12/06/2020

Floor Plans - Proposed 0309-105-GA-A - PROPOSED ROOF PLAN ANNOTATED P1
received 12/06/2020

Floor Plans - Proposed 0309-104-GA - PROPOSED FOURTH FLOOR PLAN P1
received 12/06/2020

Floor Plans - Proposed 0309-104-GA-A - PROPOSED FOURTH FLOOR PLAN
ANNOTATED P1 received 12/06/2020

Floor Plans - Proposed 0309-103-GA - PROPOSED THIRD FLOOR PLAN P1
received 12/06/2020

Floor Plans - Proposed 0309-103-GA-A - PROPOSED THIRD FLOOR PLAN
ANNOTATED P1 received 12/06/2020

Floor Plans - Proposed 0309-102-GA - PROPOSED SECOND FLOOR PLAN P1
received 12/06/2020

Floor Plans - Proposed 0309-102-GA-A - PROPOSED SECOND FLOOR PLAN
ANNOTATED P1 received 12/06/2020

Floor Plans - Proposed 0309-101M-GA - PROPOSED FIRST FLOOR MEZZANINE
PLAN P1 received 12/06/2020

Floor Plans - Proposed 0309-101M-GA-A - PROPOSED FIRST FLOOR MEZZANINE
PLAN ANNOTATED P1 received 12/06/2020

Floor Plans - Proposed 0309-101-GA - PROPOSED FIRST FLOOR PLAN P1
received 12/06/2020

Floor Plans - Proposed 0309-101-GA-A - PROPOSED FIRST FLOOR PLAN
ANNOTATED P1 received 12/06/2020

Floor Plans - Proposed 0309-100M-GA - PROPOSED GROUND FLOOR
MEZZANINE PLAN P1 received 12/06/2020

Floor Plans - Proposed 0309-100M-GA-A - PROPOSED GROUND FLOOR
MEZZANINE PLAN ANNOTATED P1 received 12/06/2020

Floor Plans - Proposed 0309-100-GA - PROPOSED GROUND FLOOR PLAN P1
received 12/06/2020

Floor Plans - Proposed 0309-100-GA-A - PROPOSED GROUND FLOOR PLAN
ANNOTATED P1 received 12/06/2020

Floor Plans - Proposed 0309-099-GA - PROPOSED BASEMENT 1 PLAN P1 received 12/06/2020

Floor Plans - Proposed 0309-099-GA-A - PROPOSED BASEMENT 1 PLAN ANNOTATED P1 received 12/06/2020

Floor Plans - Proposed 0309-098-GA - PROPOSED BASEMENT 2 PLAN P1 received 12/06/2020

Floor Plans - Proposed 0309-098-GA-A - PROPOSED BASEMENT 2 PLAN ANNOTATED P1 received 12/06/2020

Plans - Proposed 0309-203-GS - PROPOSED SECTION D P1 received 12/06/2020

Plans - Proposed 0309-202-GS - PROPOSED SECTION C P1 received 12/06/2020

Plans - Proposed 0309-201-GS - PROPOSED SECTION B P1 received 12/06/2020

Plans - Proposed 0309-200-GS - PROPOSED SECTION A P1 received 12/06/2020

Elevations - Proposed 0309-308-GE - PROPOSED ELEVATION 17-19 P1 received 12/06/2020

Elevations - Proposed 0309-307-GE - PROPOSED ELEVATION 14-16 P1 received 12/06/2020

Elevations - Proposed 0309-306-GE - PROPOSED ELEVATION 10-13 P1 received 12/06/2020

Elevations - Proposed 0309-305-GE - PROPOSED ELEVATION 7-9 P1 received 12/06/2020

Elevations - Proposed 0309-304-GE - PROPOSED ELEVATION 6 P1 received 12/06/2020

Elevations - Proposed 0309-303-GE - PROPOSED ELEVATION 5 P1 received 12/06/2020

Elevations - Proposed 0309-302-GE - PROPOSED ELEVATION 3 AND 4 P1 received 12/06/2020

Elevations - Proposed 0309-301-GE - PROPOSED ELEVATION 2 P1 received 12/06/2020

Elevations - Proposed 0309-300-GE - PROPOSED ELEVATION 1 P1 received 12/06/2020

Plans - Proposed 0309-103-LU-GIA - PROPOSED LAND USE THIRD FLOOR PLAN P1 received 12/06/2020

Plans - Proposed 0309-102-LU-GIA - PROPOSED LAND USE SECOND FLOOR PLAN P1 received 12/06/2020

Plans - Proposed 0309-101M-LU-GIA - PROPOSED LAND USE MEZZANINE FIRST FLOOR PLAN P1 received 12/06/2020

Plans - Proposed 0309-101-LU-GIA - PROPOSED LAND USE FIRST FLOOR PLAN

P1 received 12/06/2020

Plans - Proposed 0309-100M-LU-GIA - PROPOSED LAND USE MEZZANINE
GROUND FLOOR PLAN P1 received 12/06/2020

Plans - Proposed 0309-100-LU-GIA - PROPOSED LAND USE GROUND FLOOR
PLAN P1 received 12/06/2020

Plans - Proposed 0309-099-LU-GIA - PROPOSED LAND USE BASEMENT FLOOR
PLAN P1 received 12/06/2020

Plans - Proposed 0309-101-AC - ACCESSIBILITY FIRST FLOOR PLAN P1 received
12/06/2020

Plans - Proposed 0309-103-AC - ACCESSIBILITY THIRD FLOOR PLAN P1 received
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Plans - Proposed 0309-102-AC - ACCESSIBILITY SECOND FLOOR PLAN P1
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Plans - Proposed 0309-101M -AC - ACCESSIBILITY FIRST FLOOR MEZZANINE
PLAN P1 received 12/06/2020

Plans - Proposed 0309-100M-AC- ACCESSIBILITY GROUND FLOOR MEZZANINE
PLAN P1 received 12/06/2020

Plans - Proposed 0309-100-AC - ACCESSIBILITY GROUND FLOOR PLAN P1
received 12/06/2020

Plans - Proposed 0309-099-AC - ACCESSIBILITY BASEMENT FLOOR PLAN P1
received 12/06/2020

Plans - Proposed 0309-200828-SK 0309-200828-SK-PLAFORM LIFT + DWARF
WALL Received 02/09/2020

Plans - Proposed 0309-200828-SK ENTRANCE STEPS SECTION Received
02/09/2020

Other Documents

Document AREA SCHEDULE received 12/06/2020

Document PROPOSED LAND USE SCHEDULE received 12/06/2020

Document STRUCTURAL ENGINEERS REPORT received 12/06/2020

Flood risk assessment FLOOD RISK ASSESSMENT received 12/06/2020

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Transport assessment/statement TRANSPORT STATEMENT received 12/06/2020

Travel plan FRAMEWORK TRAVEL PLAN received 12/06/2020

Document ACOUSTIC REPORT received 12/06/2020

Time limit for implementing this permission and the approved plans

1. The development hereby permitted shall be begun before the end of three years from the date of this permission.

Reason:

As required by Section 91 of the Town and Country Planning Act 1990 as amended.

Permission is subject to the following Pre-Commencements Condition(s)

HARD AND SOFT LANDSCAPING

2. Before any above grade work hereby authorised begins, detailed drawings of a hard and soft landscaping scheme showing the treatment of all parts of the site not covered by buildings (including cross sections, surfacing materials of any parking, access, or pathways layouts, materials and edge details), shall

be submitted to and approved in writing by the Local Planning Authority. The landscaping shall not be carried out otherwise than in accordance with any such approval given and shall be retained for the duration of the use.

The planting, seeding and/or turfing shall be carried out in the first planting season following completion of building works and any trees or shrubs that is found to be dead, dying, severely damaged or diseased within five years of the completion of the building works OR five years of the carrying out of the landscaping scheme (whichever is later), shall be replaced in the next planting season by specimens of the same size and species in the first suitable planting season. Planting shall comply to BS: 4428 Code of practice for general landscaping operations, BS: 5837 (2012) Trees in relation to demolition, design and construction and BS 7370-4:1993 Grounds maintenance Recommendations for maintenance of soft landscape (other than amenity turf).

Reason:

So that the Council may be satisfied with the details of the landscaping scheme, in accordance with: Chapters 8, 12, 15 and 16 of the National Planning Policy Framework 2019; Strategic Policies 11 (Open Spaces and Wildlife), 12 (Design and conservation) and 13 (High Environmental Standards) of The Core Strategy 2011, and; Saved Policies 3.2 (Protection of Amenity), 3.12 (Quality in Design) 3.13 (Urban Design) and 3.28 (Biodiversity) of the Southwark Plan 2007.

3. Prior to works commencing, including any demolition, an Arboricultural Method Statement shall be submitted to and approved in writing by the Local Planning Authority.

a) A pre-commencement meeting shall be arranged, the details of which shall be notified to the Local Planning Authority for agreement in writing prior to the meeting and prior to works commencing on site, including any demolition, changes to ground levels, pruning or tree removal.

b) A detailed Arboricultural Method Statement showing the means by which any retained trees, including the Cedar tree to the Walworth Road frontage, on or directly adjacent to the site are to be protected from damage by demolition works, excavation, vehicles, stored or stacked building supplies, waste or other materials, and building plant, scaffolding or other equipment, shall then be submitted to and approved in writing by the Local Planning Authority. The method statements shall include details of facilitative pruning specifications and a supervision schedule overseen by an accredited arboricultural

consultant.

c) Cross sections shall be provided to show surface and other changes to levels, special engineering or construction details and any proposed activity within root protection areas required in order to facilitate demolition, construction and excavation.

The existing trees on or adjoining the site which are to be retained shall be protected and both the site and trees managed in accordance with the recommendations contained in the method statement. Following the pre-commencement meeting all tree protection measures shall be installed, carried out and retained throughout the period of the works, unless otherwise agreed in writing by the Local Planning Authority. In any case, all works must adhere to BS5837: (2012) Trees in relation to demolition, design and construction and BS3998: (2010) Tree work - recommendations.

If within the expiration of 5 years from the date of the occupation of the building for its permitted use any retained tree is removed, uprooted is destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the Local Planning Authority.

Reason

To avoid damage to the existing trees which represent an important visual amenity in the area, in accordance with The National Planning Policy Framework 2019 Parts 7, 8, 11 & 12 and policies of The Core Strategy 2011: SP11 Open spaces and wildlife; SP12 Design and conservation; SP13 High environmental standards, and Saved Policies of The Southwark Plan 2007: Policy 3.2 Protection of amenity; Policy 3.12 Quality in Design; Policy 3.13 Urban Design and Policy 3.28 Biodiversity.

4. TRAVEL PLAN AND DETAILED TRANSPORT METHODS SURVEY

a) Before the first occupation of the building hereby permitted commences, the applicant shall submit in writing and obtain the written approval of the Local Planning Authority to a Travel Plan setting out the proposed measures to be taken to encourage the use of modes of transport other than the car by all users of the building, including staff and visitors.

b) At the start of the second year of operation of the approved Travel Plan, a

detailed survey showing the methods of transport used by all those users of the building to and from the site and how this compares with the proposed measures and any additional measures to be taken to encourage the use of public transport, walking and cycling to the site shall be submitted to and approved in writing by the Local Planning Authority and the development shall not be carried out otherwise in accordance with any such approval given.

Reason:

In order that the use of non-car based travel is encouraged in accordance with: the National Planning Policy Framework 2019, Strategic Policy 2 (Sustainable Transport) of The Core Strategy 2011, and; Saved Policies 5.2 (Transport Impacts), 5.3 (Walking and Cycling) and 5.6 (Car Parking) of the Southwark Plan 2007.

5. BREEAM REPORT AND POST CONSTRUCTION REVIEW

(a) Before any fit out works to the commercial premises hereby authorised begins, an independently verified BREEAM report (detailing performance in each category, overall score, BREEAM rating and a BREEAM certificate of building performance) to achieve a minimum 'very good or excellent' rating shall be submitted to and approved in writing by the Local Planning Authority and the development shall not be carried out otherwise than in accordance with any such approval given;

(b) Before the first occupation of the building hereby permitted, a certified Post Construction Review (or other verification process agreed with the local planning authority) shall be submitted to and approved in writing by the Local Planning Authority, confirming that the agreed standards at (a) have been met.

Reason

To ensure the proposal complies with The National Planning Policy Framework 2019, Strategic Policy 13 - High Environmental Standards of The Core Strategy 2011 and Saved Policies 3.3 Sustainability and 3.4 Energy Efficiency of the Southwark Plan 2007.

6. VENTILATION DETAILS

Prior to the commencement of use, full particulars and details of a scheme for

the ventilation of the premises to an appropriate outlet level, including details of sound attenuation for any necessary plant and the standard of dilution expected, has been submitted to and approved by the Local Planning Authority and the development shall not be carried out otherwise than in accordance with any approval given.

Reason

In order to ensure that that the ventilation ducting and ancillary equipment will not result in an odour, fume or noise nuisance and will not detract from the appearance of the building in the interests of amenity in accordance with The National Planning Policy Framework 2019, Strategic Policy 13 - High Environmental Standards of The Core Strategy 2011 and Saved Policy 3.2 Protection of Amenity of The Southwark Plan 2007.

7. SERVICE MANAGEMENT PLAN

Before the first occupation of the building hereby permitted, a Service and Delivery Management Plan detailing how all elements of the site are to be serviced shall be submitted to and approved in writing by the Local Planning Authority.

The development shall be carried out in accordance with the approval given and shall remain for as long as the development is occupied.

Reason:

To ensure compliance with: the National Planning Policy Framework 2019; Strategic Policy 2 (Sustainable Transport) of the Core Strategy 2011, and; Saved Policy 5.2 (Transport Impacts) of the Southwark Plan 2007.

8. Details of Swift nesting boxes / bricks, including amount, design and locations shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the use hereby granted permission.

The Swift nesting boxes / bricks shall be installed strictly in accordance with the details so approved, shall be maintained as such thereafter.

Discharge of this condition will be granted on receiving the details of the nest/roost features and mapped locations and Southwark Council agreeing

the submitted plans, and once the nest/roost features are installed in full in accordance to the agreed plans. A post completion assessment will be required to confirm the nest/roost features have been installed to the agreed specification.

Reason: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity in accordance with policies: 5.10 and 7.19 of the London Plan 2011, Policy 3.28 of the Southwark Plan and Strategic Policy 11 of the Southwark Core strategy.

9. CYCLE STORAGE DETAILS

Before any above grade work hereby authorised begins, details (1:50 scale drawings) of the facilities to be provided for the secure and covered storage of cycles shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the cycle parking facilities provided shall be retained and the space used for no other purpose, and the development shall not be carried out otherwise in accordance with any such approval given.

Reason:

In order to ensure that satisfactory safe and secure cycle parking facilities are provided and retained in order to encourage the use of cycling as an alternative means of transport to the development and to reduce reliance on the use of the private car in accordance with: the National Planning Policy Framework 2019; Strategic Policy 2 (Sustainable Transport) of the Core Strategy 2011, and; Saved Policy 5.3 (Walking and Cycling) of the Southwark Plan 2007.

10. SECURITY MEASURES

Before any above grade work hereby authorised begins, details of security measures shall be submitted and approved in writing by the Local Planning Authority.

Any such security measures shall be implemented prior to occupation in accordance with the approved details which shall seek to achieve the 'Secured by Design' accreditation award from the Metropolitan Police.

Reason:

In pursuance of the Local Planning Authority's duty under section 17 of the Crime and Disorder Act 1998 to consider crime and disorder implications in exercising its planning functions and to improve community safety and crime prevention, in accordance with: the National Planning Policy Framework 2019; Strategic Policy 12 (Design and Conservation) of the Core Strategy 2011, and; Saved Policy 3.14 (Designing out crime) of the Southwark Plan 2007.

11. DETAILS OF THE SHOWERING FACILITIES

Before the first occupation of the development, details of showering facilities to be provided for commercial units over 1000 sq.m shall be submitted to and approved in writing by the Local Planning Authority and thereafter the shower facilities shall be retained and the space used for no other purpose.

Reason:

In order to ensure that satisfactory facilities are provided and retained in order to encourage the use of non-car based travel, in accordance with: The National Planning Policy Framework 2019; Strategic Policy 2 (Sustainable Transport) of The Core Strategy 2011, and; Saved Policies 5.2 (Transport Impacts) and 5.3 (Walking and Cycling) of the Southwark Plan 2007.

12. Prior to the commencement of the use hereby granted permission, a Lighting Plan shall be submitted to and approved by the Local Planning Authority.

Reason: To ensure compliance with the Habitats Regulations and the Wildlife & Countryside Act 1981 (as amended) and Chapter 16 of the National Planning Policy Framework, saved Southwark Plan Policy 3.12 Quality in Design, 3.16 Listed Buildings and 3.17 Conservation Areas.

Permission is subject to the following Compliance Condition(s)

13. CONTROL OF INVASIVE PLANTS

Before any above grade work hereby authorised begins, a detailed method statement for the removal or long-term management /eradication of *Cotoneaster horizontalis* on the site shall be submitted to and approved in writing by the local planning authority.

The method statement shall include proposed measures to prevent the spread of *Cotoneaster horizontalis* during any operations such as mowing, strimming or soil movement. It shall also contain measures to ensure that any soils brought to the site are free of the seeds, root and/or stem (whichever the case may be) of any invasive plant covered under the Wildlife and Countryside Act 1981. Development shall proceed in accordance with the approved method statement.

Reasons: *Cotoneaster horizontalis* is an invasive plant, the spread of which is prohibited under the Wildlife and Countryside Act 1981. Without measures to prevent its spread as a result of the development there would be the risk of an offence being committed and avoidable harm to the environment occurring.

14. HOURS OF USE

The use hereby permitted for A3 purposes shall not be carried on outside of the hours of:

08:30 to 17:30 on Monday to Saturday

10:00 to 16:00 on Sundays and Bank Holidays.

Reason:

To safeguard the amenities of neighbouring residential properties in accordance with The National Planning Policy Framework 2019, Strategic Policy 13 High environmental standards of The Core Strategy 2011 and Saved Policy 3.2 Protection of Amenity of The Southwark Plan 2007.

15. OBSCURE GLAZING TO BE PROVIDED

The window(s) on the west elevation to the third floor of the building shall be obscure glazed and fixed shut and shall not be replaced or repaired otherwise than with obscure glazing.

Reason:

In order to protect the privacy and amenity of the occupiers and users of the adjoining premises at from undue overlooking in accordance with: the National Planning Policy Framework 2019; Strategic Policy 13 (High Environmental Standards) of the Core Strategy 2011, and; Saved Policy 3.2 (Protection of Amenity) of the Southwark Plan 2007.

Informatives

- 1 The provision of flag to the consented flag poles may require advertisement consent under the Town and Country Planning (Control of Advertisements) Regulations 2007

APPENDIX 1**Consultation undertaken**

Site notice date: n/a.

Press notice date: 25/06/2020

Case officer site visit date: 20.08.2020

Neighbour consultation letters sent:

Internal services consulted

Statutory and non-statutory organisations

Historic England

Neighbour and local groups consulted:

Re-consultation:

APPENDIX 2**Consultation responses received****Internal services****Statutory and non-statutory organisations**

Historic England

Neighbour and local groups consulted:

28 Sutherland Square London SE17
3EQ

28 Sutherland Square London SE17
3EQ

72 Edmund St Camberwell London

236 Olney Road London SE17 3HU

31 Sutherland Square London SE17
3EQ

64 sutherland square london se17 3el

4B CHARLESTON STREET LONDON
SE171NF

63a Larcom Street London SE17 1NJ

7 cecily Avenue Braintree CM7 2BA

17 Hoptons Gardens Hopton Street
London

53 Ambergate Street London SE17 3RZ

Flat A 71 Larcom Street London

Flat 2 294 Walworth Road Walworth,
London

APPENDIX 3

Relevant planning history

Reference and Proposal	Status
<p>20/AP/1634 Refurbishment of the existing Grade II Listed Walworth Town Hall and Newington Library buildings to provide a Community Centre (Class D1), flexible employment/education space (Class B1/D1), and a café/lobby (Class A1/A3/D1); and including a third floor within the reconfigured roof space of the Town Hall building and a first floor mezzanine level to accommodate additional employment/education space (Class B1/D1), a heritage roof, outdoor amenity spaces at ground floor and first floor levels, an entrance off Walworth Square, with associated servicing, cycle parking, signage, lighting and associated landscaping.</p>	<p>Pending decision</p>

APPENDIX 4**RECOMMENDATION**

This document shows the case officer's recommended decision for the application referred to below.

This document is not a decision notice for this application.

Applicant	General Projects	Reg. Number	20/AP/1649
	General Projects		
Application Type	Listed Building Consent		
Recommendation	GRANT consent	Case Number	1065-B

Draft of Decision Notice**Listed building consent is GRANTED for the following development:**

Refurbishment of the existing Grade II Listed Walworth Town Hall and Newington Library buildings to provide a Community Centre (Class D1), flexible employment/education space (Class B1/D1), and a cafe ½/lobby (Class A1/A3/D1); and including a third floor within the reconfigured roof space of the Town Hall building and a first floor mezzanine level to accommodate additional employment/education space (Class B1/D1), a heritage roof, new outdoor amenity spaces at ground floor and first floor levels, a building entrance off Walworth Square, with associated servicing, cycle parking, signage, lighting and associated landscaping.

Walworth Town Hall and Newington Library 151-155 Walworth Road London Southwark

In accordance with application received on 12 June 2020 and Applicant's Drawing Nos.:

Existing Plans

Proposed Plans

Plans - Proposed 0309-100-PA - GENERAL ARRANGEMENT PUBLIC ASSESS 00 PLAN P1 received 12/06/2020

Plans - Proposed 0309-101-PA - GENERAL ARRANGEMENT PUBLIC ASSESS 01
PLAN P1 received 12/06/2020

Plans - Proposed 0309-102-PA - GENERAL ARRANGEMENT PUBLIC ASSESS 02
PLAN P1 received 12/06/2020

Floor Plans - Proposed 0309-105-GA - PROPOSED ROOF PLAN P1 received
12/06/2020

Floor Plans - Proposed 0309-105-GA-A - PROPOSED ROOF PLAN ANNOTATED P1
received 12/06/2020

Floor Plans - Proposed 0309-104-GA - PROPOSED FOURTH FLOOR PLAN P1
received 12/06/2020

Floor Plans - Proposed 0309-104-GA-A - PROPOSED FOURTH FLOOR PLAN
ANNOTATED P1 received 12/06/2020

Floor Plans - Proposed 0309-103-GA - PROPOSED THIRD FLOOR PLAN P1
received 12/06/2020

Floor Plans - Proposed 0309-103-GA-A - PROPOSED THIRD FLOOR PLAN
ANNOTATED P1 received 12/06/2020

Floor Plans - Proposed 0309-102-GA - PROPOSED SECOND FLOOR PLAN P1
received 12/06/2020

Floor Plans - Proposed 0309-102-GA-A - PROPOSED SECOND FLOOR PLAN
ANNOTATED P1 received 12/06/2020

Floor Plans - Proposed 0309-101M-GA - PROPOSED FIRST FLOOR MEZZANINE
PLAN P1 received 12/06/2020

Floor Plans - Proposed 0309-101M-GA-A - PROPOSED FIRST FLOOR MEZZANINE
PLAN ANNOTATED P1 received 12/06/2020

Floor Plans - Proposed 0309-101-GA - PROPOSED FIRST FLOOR PLAN P1
received 12/06/2020

Floor Plans - Proposed 0309-101-GA-A - PROPOSED FIRST FLOOR PLAN
ANNOTATED P1 received 12/06/2020

Floor Plans - Proposed 0309-100M-GA - PROPOSED GROUND FLOOR
MEZZANINE PLAN P1 received 12/06/2020

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ANNOTATED P1 received 12/06/2020

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12/06/2020

Floor Plans - Proposed 0309-099-GA-A - PROPOSED BASEMENT 1 PLAN

ANNOTATED P1 received 12/06/2020

Floor Plans - Proposed 0309-098-GA - PROPOSED BASEMENT 2 PLAN P1 received 12/06/2020

Floor Plans - Proposed 0309-098-GA-A - PROPOSED BASEMENT 2 PLAN ANNOTATED P1 received 12/06/2020

Plans - Proposed 0309-203-GS - PROPOSED SECTION D P1 received 12/06/2020

Plans - Proposed 0309-202-GS - PROPOSED SECTION C P1 received 12/06/2020

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Plans - Proposed 0309-102-LU-GIA - PROPOSED LAND USE SECOND FLOOR PLAN P1 received 12/06/2020

Plans - Proposed 0309-101M-LU-GIA - PROPOSED LAND USE MEZZANINE FIRST FLOOR PLAN P1 received 12/06/2020

Plans - Proposed 0309-101-LU-GIA - PROPOSED LAND USE FIRST FLOOR PLAN P1 received 12/06/2020

Plans - Proposed 0309-100M-LU-GIA - PROPOSED LAND USE MEZZANINE GROUND FLOOR PLAN P1 received 12/06/2020

Plans - Proposed 0309-100-LU-GIA - PROPOSED LAND USE GROUND FLOOR

PLAN P1 received 12/06/2020

Plans - Proposed 0309-101M -AC - ACCESSIBILITY FIRST FLOOR MEZZANINE
PLAN P1 received 12/06/2020

Plans - Proposed 0309-099-LU-GIA - PROPOSED LAND USE BASEMENT FLOOR
PLAN P1 received 12/06/2020

Plans - Proposed 0309-103-AC - ACCESSIBILITY THIRD FLOOR PLAN P1 received
12/06/2020

Plans - Proposed 0309-102-AC - ACCESSIBILITY SECOND FLOOR PLAN P1
received 12/06/2020

Plans - Proposed 0309-101-AC - ACCESSIBILITY FIRST FLOOR PLAN P1 received
12/06/2020

Plans - Proposed 0309-100M-AC- ACCESSIBILITY GROUND FLOOR MEZZANINE
PLAN P1 received 12/06/2020

Plans - Proposed 0309-100-AC - ACCESSIBILITY GROUND FLOOR PLAN P1
received 12/06/2020

Plans - Proposed 0309-099-AC - ACCESSIBILITY BASEMENT FLOOR PLAN P1
received 12/06/2020

Other Documents

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Document PROPOSED LAND USE SCHEDULE received 12/06/2020

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Travel plan FRAMEWORK TRAVEL PLAN received 12/06/2020

Document ACOUSTIC REPORT received 12/06/2020

Time limit for implementing this permission and the approved plans

1. The development hereby permitted shall be begun before the end of three years from the date of this permission.

Reason:

As required under Section 18 of the Planning (Listed Buildings & Conservation Areas) Act 1990 as amended."

Permission is subject to the following Pre-Commencements Condition(s)

2. DETAILED DRAWINGS

Prior to the commencement of any above grade works, a room by room schedule of the category A rooms, shall be compiled by an accredited conservation architect and submitted to an agreed in writing by the Local Planning Authority. The schedule for each room shall include:

- a) joinery details including new doors and windows, cills, skirtingboards, door mouldings, architraves and any other timber joinery at 1:5 section and 1:20 elevations
- b) plaster detailing including plaster mix, moulding sections at 1:50 and 1:20 elevations
- c) chimney piece details including elevations at 1:20
- d) reflected ceiling plans at 1:20
- e) where appropriate, details of wall finishing and flooring including tiling, materials and paint colour
- f) Details of stained glass restoration where appropriate

g) method statement of works to ballustrades, handrails and balcony design, including repair and replacement to include 1:20 elevations and 1:5 sections of the Council Chamber balcony.

h) section drawings at 1:5 through ceilings and floors indicating any sound, fire and insulation installations

The development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order that the Local Planning Authority may be satisfied as to the design and details in the interest of the special architectural qualities of the proposal in accordance with the NPPF (2019), Strategic policy SP12 Design & Conservation of the Core Strategy (2011) and saved policies 3.12 Quality in Design and 3.13 Urban Design, 3.16 Listed Buildings of the Southwark Plan (2007).

3. DETAILED DRAWINGS

Prior to the commencement of any above grade works, a room by room schedule of the category B and C rooms, submitted to an agreed in writing by the Local Planning Authority. The schedule for each room shall include:

a) joinery details including new doors and windows, cills, skirtingboards, door mouldings, architraves and any other timber joinery at 1:5 section and 1:20 elevations

b) plaster detailing including plaster mix, moulding sections at 1:50 and 1:20 elevations

c) chimney piece details including elevations at 1:20

d) reflected ceiling plans at 1:20

e) where appropriate, details of wall finishing and flooring including tiling, materials and paint colour

f) details of stained glass restoration where appropriate

g) method statement of works to ballustrades, handrails and balcony design, including repair and replacement

h) section drawings at 1:5 through ceilings and floors indicating any sound, fire and insulation installations

The development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order that the Local Planning Authority may be satisfied as to the design and details in the interest of the special architectural qualities of the proposal in accordance with the NPPF (2019), Strategic policy SP12 Design & Conservation of the Core Strategy (2011) and saved policies 3.12 Quality in Design and 3.13 Urban Design, 3.16 Listed Buildings of the Southwark Plan (2007)

4. Prior to commencement of works, a Schedule of Works and detailed drawings (at a scale of 1:50) of the proposed mechanical and electrical installation works shall be submitted to and approved by the Local Planning Authority in writing; the development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order to ensure that the proposed works are in the interest of the special architectural or historic qualities of the listed building in accordance with The National Planning Policy Framework 2019, Strategic Policy 12 - Design and Conservation of The Core Strategy 2011 and Saved Policy 3.17 Listed Buildings; of The Southwark Plan 2007.

5. "The following samples shall be made available on site/submitted for inspection by the Local Planning Authority, and approval in writing; the development shall not be carried out otherwise than in accordance with any such approval given.

i) natural roofing slate

ii) 1m x 1m Brick and mortar sample for any repairs and new build

iii) stone

iv) external brick or stone cleaning (1m x1m sample and written specification)

Reason:

In order to ensure that the design and details are in the interest of the special architectural or historic qualities of the listed building in accordance with The National Planning Policy Framework 2019, Strategic Policy 12 - Design and Conservation of The Core Strategy 2011 and Saved Policies: 3.15 Conservation of the Historic Environment; 3.16 Conservation Areas; 3.17 Listed Buildings; of The Southwark Plan 2007."

6. Precautions shall be taken to secure and protect the existing stained glass windows, memorial and mayoral display boards, staircase, ballustrade and handrails against accidental damage during building works. Before commencing the works the applicant must submit, and have approved by this Local Planning Authority in writing of the protection works; the development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order to ensure that the proposed works are in the interest of the special architectural or historic qualities of the listed building in accordance with The National Planning Policy Framework 2019, Strategic Policy 12 - Design and Conservation of The Core Strategy 2011 and Saved Policies: 3.15 Conservation of the Historic Environment; 3.16 Conservation Areas; 3.17 Listed Buildings; of The Southwark Plan 2007.

7. Prior to commencement of development, details of the following external design elements shall be agreed in writing by the Local Planning Authority
- i) signage including stonework and lettering above the Walworth Road elevation of the Town Hall and Library - drawings to a scale of 1:20 elevations.
 - ii) Metal handrail, railings and wall including 1:20 scale drawings
 - iii) specification for refurbishment of the ramp to Walworth Road entrance of the Library
 - iv) Rooflight, including 1:20 elevations and 1:5 section drawings
 - v) external accessible lift design and operation

The development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order that the Local Planning Authority may be satisfied as to the design and details in the interest of the special architectural qualities of the proposal in accordance with the NPPF (2019), Strategic policy SP12 Design & Conservation of the Core Strategy (2011) and saved policies 3.12 Quality in Design and 3.13 Urban Design, 3.16 Listed Buildings of the Southwark Plan (2007).

Informatives

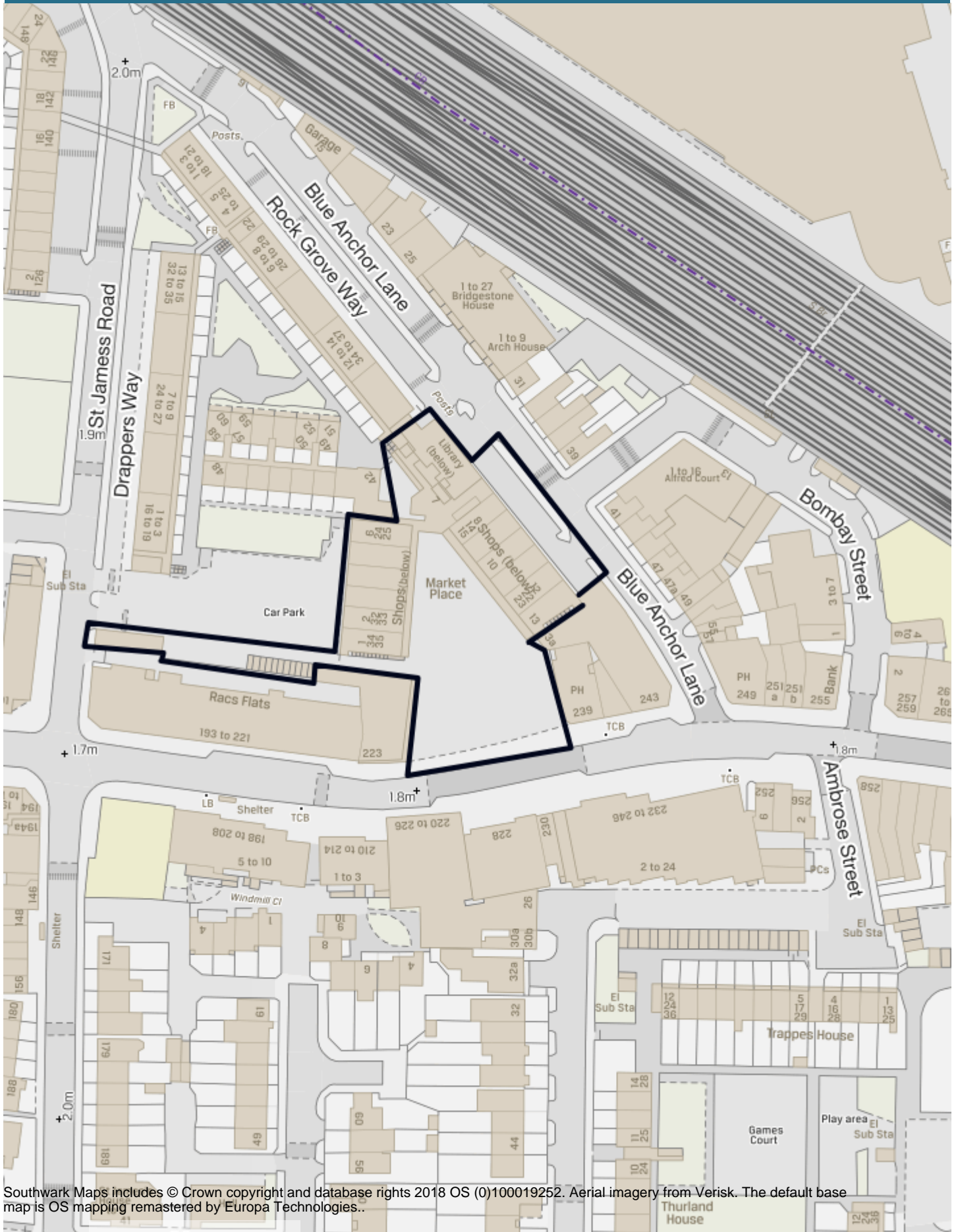
- 1 This listed building consent only applies to the works specified here, including the drawings and schedules on this notice. Any additional fire, sound and other structural works that may be necessary for building regulations approval and which are not shown on the drawings and schedules on this notice are likely to require an additional application for Listed Building Consent (LBC). Please bear in mind that unauthorised works to a Listed Building could constitute a criminal offence.

Agenda Item 7.3



20/AP/1874

BLUE ANCHOR LANE, LONDON, SE16 3UQ



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Item No. 7.3	Classification: Open	Date: 7 December 2020	Meeting Name: Planning Sub Committee B
Report title:	Development Management planning application: Application 20/AP/1874 for: Planning Permission Address: MARKET PLACE,BERMONDSEY,LONDON,SOUTHWARK,SE16 3UQ Proposal: Demolition of B1 office unit to make way for new pedestrian access/right of way, connecting Market Place with Blue Anchor Lane. Erection of two permanent market stall canopy structures in Market Place. Erection of market cross/clock tower (with drinking fountain) in Market Place. Modification to external bin store on Blue Anchor Lane. Installation of signage - 1 overhead sign in new pedestrian access route and 1 signage on external of existing lift shaft.		
Ward(s) or groups affected:	South Bermondsey		
From:	Director of Planning		
Application Start Date 21/07/2020		Application Expiry Date 11/12/2020	
Earliest Decision Date 07/12/2020			

RECOMMENDATIONS

1. Grant planning permission.

BACKGROUND INFORMATION

Site location and description

2. The site refers to the existing market place plaza within the Blue Town Centre. The site contains 12 commercial units, with some residential properties at the upper levels. The site is also host to the Blue Anchor library. The built form of the blocks within the site ranges from one to four storeys in height.
3. The site is located within:
 - The Blue Local Town Centre
 - Urban Density Zone
 - Air Quality Management Area

The 12 commercial units are also within protected shopping frontages.

The site has a PTAL of 3

4. The site contains neither listed buildings, nor are there any in the immediate vicinity of the site. Similarly, the site is not located within or near to any conservation areas.

The surrounding area

5. The surrounding area is varied in terms of use, typical of a town centre. This range of uses includes low to medium density mixed use developments with commercial aspects at ground floor level with flats overhead.

Details of proposal

6. The proposal calls for the redesign of the existing marketplace to incorporate a range of new features, which include:
 - New paving across the plaza
 - Tree planting
 - 2 x fixed market stalls
 - 2 x fixed gazebos
 - Timber bollards running adjacent to Southwark Park Road
 - 13 x cycle stands
 - Concrete seating and benches
 - 5 x new lighting columns
 - Brick plinth for a lion statue
 - Planters to be constructed around existing trees on site
7. A centrepiece of the regeneration of the square would be the proposed clocktower, which would be 6.80m in height, and 3m in both width and depth. This feature would contain a drinking fountain underneath, and be clad in a tin can end finish as a reference to the heritage of Bermondsey.
8. An existing office unit would be demolished to create a new throughway from Rock Grove Way to the site. This unit is currently in use as a project office and consultation hub by council officers, and was vacant for one year prior to this. The entrance way to the Rock Grove Way would include further new paving and bollards.

Planning history

9. See Appendix 1 for any relevant planning history of the application site.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

10. The main issues to be considered in respect of this application are:

- Principle of the proposed development in terms of land use;
- Impact of proposed development on amenity of adjoining occupiers and surrounding area;
- Design quality;
- Transport and highways;
- Environmental impacts;
- Community involvement and engagement;

11. These matters are discussed in detail in the 'Assessment' section of this report.

Legal Context

12. Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires planning applications to be determined in accordance with the development plan, unless material considerations indicate otherwise. In this instance the development plan comprises the London Plan 2016, the Core Strategy 2011, and the Saved Southwark Plan 2007.
13. There are also specific statutory duties in respect of the Public Sector Equalities Duty which are highlighted in the relevant sections below and in the overall assessment at the end of the report.

Planning policy

National Planning Policy Framework (the Framework)

14. The revised National Planning Policy Framework ('NPPF') was published in February 2019 which sets out the national planning policy and how this needs to be applied. The NPPF focuses on sustainable development with three key objectives: economic, social and environmental. Paragraph 215 states that the policies in the Framework are material considerations which should be taken into account in dealing with applications.
15. The relevant chapters from the Framework are:
- Chapter 2 Achieving sustainable development
 - Chapter 6 Building a strong, competitive economy
 - Chapter 7 Ensuring the vitality of town centres
 - Chapter 8 Promoting healthy and safe communities
 - Chapter 9 Promoting sustainable transport
 - Chapter 11 Making effective use of land
 - Chapter 12 Achieving well-designed places
 - Chapter 15 Conserving and enhancing the natural environment

London Plan 2016

16. The relevant policies from the London Plan 2016 are:
- Policy 2.15 Town centres
 - Policy 3.16 Protection and enhancement of social infrastructure

- Policy 4.1 Developing London's economy
- Policy 4.2 Offices
- Policy 4.7 Retail and town centre development
- Policy 6.9 Cycling
- Policy 6.10 Walking
- Policy 7.2 An inclusive environment
- Policy 7.3 Designing out crime
- Policy 7.4 Local character
- Policy 7.5 Public realm
- Policy 7.6 Architecture
- Policy 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes

Core Strategy 2011

17. The relevant policies from the Core Strategy 2011 are:

- Strategic Policy 1 – Sustainable development
- Strategic Policy 2 – Sustainable transport
- Strategic Policy 3 – Shopping, leisure and entertainment
- Strategic Policy 4 – Places for learning, enjoyment and healthy lifestyles
- Strategic Policy 12 – Design and conservation
- Strategic Policy 13 – High environmental standards

Southwark Plan 2007 - saved policies

18. In 2013, the council resolved to 'save' all of the policies in the Southwark Plan 2007 unless they had been updated by the Core Strategy with the exception of Policy 1.8 (location of retail outside town centres). Paragraph 213 of the NPPF states that existing policies should not be considered out of date simply because they were adopted or made prior to publication of the Framework. Due weight should be given to them, according to their degree of consistency with the Framework. The relevant saved policies of the Southwark Plan 2007 are:

- Policy 1.4 Employment Sites outside the Preferred Office Locations and Preferred Industrial Locations
- Policy 1.7 Development Within Town And Local Centres
- Policy 3.2 Protection of amenity
- Policy 3.11 Efficient use of land
- Policy 3.12 Quality in design
- Policy 3.13 Urban design
- Policy 3.14 Designing Out Crime
- Policy 5.2 Transport Impacts
- Policy 5.3 Walking And Cycling

Emerging planning policy

Draft New London Plan

19. The draft New London Plan was published on 30 November 2017 and the first and only stage of consultation closed on 2 March 2018. Following an Examination in Public, the Mayor then issued the Intend to Publish London Plan, which was published in December 2019.
20. The Secretary of State responded to the Mayor in March 2020 where he expressed concerns about the Plan and has used his powers to direct changes to the London Plan. The London Plan cannot be adopted until these changes have been made.
21. The draft New London Plan is at an advanced stage. Policies contained in the Intend to Publish (ItP) London Plan published in December 2019 that are not subject to a direction by the Secretary of State carry significant weight. Paragraph 48 of the NPPF states that decision makers may give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan, the extent to which there are unresolved objections to the policy and the degree of consistency with the Framework.

New Southwark Plan

22. For the last 5 years the council has been preparing the New Southwark Plan (NSP) which will replace the saved policies of the 2007 Southwark Plan and the 2011 Core Strategy. The council concluded consultation on the Proposed Submission version (Regulation 19) on 27 February 2018. The New Southwark Plan Proposed Submission Version: Amended Policies January 2019 consultation closed in May 2019. These two documents comprise the Proposed Submission Version of the New Southwark Plan.
23. These documents and the New Southwark Plan Submission Version (Proposed Modifications for Examination) were submitted to the Secretary of State in January 2020 for Local Plan Examination. The New Southwark Plan Submission Version (Proposed Modifications for Examination) is the Council's current expression of the New Southwark Plan and responds to consultation on the NSP Proposed Submission Version.
24. In April 2020 the Planning Inspectorate provided their initial comments to the New Southwark Plan Submission Version. It was recommended that a further round of consultation take place in order to support the soundness of the Plan. Consultation is due to take place on this version of the NSP between June and August 2020. The final updated version of the plan will then be considered at the Examination in Public (EiP).
25. It is anticipated that the plan will be adopted in late 2020 following the EiP. As the NSP is not yet adopted policy, it can only be attributed limited weight. Nevertheless paragraph 48 of the NPPF states that decision makers may give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan, the extent to which there are unresolved objections to the policy and the degree of consistency with the Framework.

Consultation responses from members of the public

26. 8 comments have been received as part of the public consultation undertaken for this application. This includes 7 objections and 1 neutral comment. The relevant planning matters raised are:
- Impact from construction
 - Noise from the completed development

These matters are addressed in the relevant preceding parts of this report.

Assessment

Principle of the proposed development in terms of land use

27. The proposal would see the loss of the existing office B1 unit (which is now a Class E use under the amended Use Classes Order.) within the shopping parade to facilitate the creation of the new access route to the plaza.
28. Saved Policy 1.4 [Employment Sites outside the Preferred Office Locations and Preferred Industrial Locations] states:
29. Development will be permitted provided that the proposal would not result in a net loss of floorspace in Class B use. An exception to this may be made to this where:
- a) The applicant can demonstrate that convincing attempts to dispose of the premises, either for continued B Class use, or for mixed uses involving B Class, including redevelopment, over a period of 24 months, have been unsuccessful; or
 - b) The site or buildings would be unsuitable for re-use or redevelopment for B Class use or mixed uses including B Class use, having regard to physical or environmental constraints; or
 - c) The site is located within a town or local centre, in which case in accordance with policy 1.7, suitable Class A or other town centre uses will be permitted in place of Class B uses.
30. No evidence has been supplied to indicate attempts to dispose of the site as an office, nor would the site necessarily be unsuitable for redevelopment along these lines. Thus the proposal would not comply with criteria a) or b) above. However, in line with criterion c), the proposal is located within the Blue Town Centre, saved policy 1.7 [Development within Town & Local Centres] would apply, which states:

Within the centres, the LPA will permit developments providing a range of uses, including retail and services, leisure, entertainment and community, civic, cultural and tourism, residential and employment (Class B1) uses, where the following criteria are met (assessment against the criteria are in bold):

- i) The scale and nature of the proposal is appropriate to the character and function of the centre and the catchment area it seeks to serve. The

proposed function is sensible and appropriate in the context of the redevelopment of the site in terms of both character and function.

- ii) The proposal will not harm the vitality and viability of the centre. The loss of the singular B1 unit does not pose a threat to the wider viability of the town centre, and similar alternative sites for office use are located nearby.
 - iii) A mix of uses is provided where appropriate; a mix of uses has not been proposed though this is considered acceptable given the wider benefits from the improvement of the plaza.
 - iv) Any floorspace currently in A Class use should be retained or replaced, unless the proposed use provides a direct service to the general public and the proposal would not harm the retail vitality and viability of the centre (where the proposal site is located within a protected shopping frontage, the proposal should comply with Policy 1.9). The existing floorspace is not A1 and thus this criterion would not apply.
 - v) The proposal would not materially harm the amenities of surrounding occupiers; Discussed below:
 - vi) Where developments which are likely to attract a lot of people are proposed, the site should be highly accessible by sustainable modes of transport; The site benefits from a reasonable PTAL and cycle parking enhancements are proposed, as such it would comply with criterion vi.
 - vii) The road network has sufficient capacity to take any additional servicing traffic generated by the proposal without causing adverse effects on the environment, traffic circulation, or air quality. The proposal would not create significant additional traffic demand and as such this criterion would not apply.
 - viii) The development addresses the street, provides an active frontage on pedestrian routes and would not erode the visual continuity of a shopping frontage. The proposal would retain an active aspect of the shopping parade by creating a pedestrian thoroughway with further visual enhancements, as such it is deemed to comply with criterion viii.
 - ix) The proposal provides amenities for users of the site such as public toilets, where appropriate. The proposal calls for the wider improvement of the site which would contribute to the public amenities of the area, and as such is deemed to comply with criterion ix.
31. The proposal is considered to comply with Saved Policy 1.7. However, there would not be a specific planning use created by the public thoroughfare created, and as such the proposal cannot be viewed as complying with criterion c) of Saved Policy 1.4, which requires *“suitable Class A or other town centre uses”*. Notwithstanding this, the loss of the B1 unit would result in a significant improvement to the public realm, and in particular access to the Blue from the North. This, in combination with the wider public realm enhancements proposed

are a significant material consideration of the scheme. As such, in this instance the non-compliance with Saved Policy 1.4 would be outweighed by the aforementioned benefits, and the proposal would be acceptable on balance in this regard.

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

Noise

32. A number of objectors have raised the issue of noise in relation to the market stalls. The stalls would be a combination of timber frames with corrugated steel overhead, and would be open at all sides. This would mean any echoing effect from the stalls would be minimal. Furthermore, the hours of use, and the playing of any music, from these stalls would be controlled by the licencing regime. As such, it is considered the noise from the stalls would be minimal and controlled via licencing. Finally, sound proofing has been proposed as part of the throughway to mitigate noise risk to flats overhead. Therefore, the proposal is not deemed to present a risk to local amenity in terms of noise. Objectors have raised the issue of construction and potential on residents during the course of development. While the scheme is of a small scale which would not typically warrant the imposition of a construction management plan, The council's regeneration officers have engaged with residents to discuss concerns prior to works, and shall engage with resident's during development to mitigate any issues that may arise. Noise and dust from construction can be controlled through environmental legislation.

Daylight/Sunlight

33. The proposed clock tower and market installations would sit below the midpoints of surrounding residential property's windows, and as such would meet the 25 degree daylight/sunlight test. As such, the proposal is not deemed to present a risk to nearby properties in terms of daylight/sunlight access.

Design quality

34. The proposal would present a significant upgrade to the public realm, with the new paving and tree planting offering wide reaching enhancements; while the new clock tower would serve as an attractive centrepiece to the plaza. The material choice of the clock tower is modern, an interwoven series of metal disks creating an almost fishscale effect. The disks are a nod to Bermondsey's industrial heritage as the site of the world's first tin can factory. The finished effect is an attractive design which would sit upon appropriate oak structure. In summary, the proposed design would offer a number of attractive enhancements to the site, and is acceptable in design terms.
35. It is noted that a number of signage items are noted in the plans, though these would be subject to a separate advertisement consent application.

Transport and highways

36. The proposal would introduce 13 new cycle stands, as well as improving access towards Bermondsey Station. Combined these present a significant enhancement to sustainable transport modes for the area, and this is a welcomed aspect of the scheme.

Community involvement and engagement

37. It is noted the scheme has been subject to extensive pre-consultation and community involvement by the applicant. This has included public drop in sessions, local history research groups, and a design programme with a local children's summer camp. These sessions have led to valuable contributions to the final scheme, and the community engagement campaign conducted by the applicant is welcomed.

Other matters

38. The proposed throughway would benefit from internal lighting, which is unlikely to pose a risk to nearby residential amenity, while mitigating against potential loitering or anti-social behaviour.

Community impact and equalities assessment

39. The council must not act in a way which is incompatible with rights contained within the European Convention of Human Rights.
40. The council has given due regard to the above needs and rights where relevant or engaged throughout the course of determining this application.
41. The public sector equality duty (PSED) contained in Section 149 (1) of the Equality Act 2010 imposes a duty on public authorities to have, in the exercise of their functions, due regard to three "needs" which are central to the aims of the Act:
1. The need to eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Act
 2. The need to advance equality of opportunity between persons sharing a relevant protected characteristic and persons who do not share it. This involves having due regard to the need to:
 - Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic
 - Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it
 - Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low

3. The need to foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.
42. The protected characteristics are: race, age, gender reassignment, pregnancy and maternity, disability, sexual orientation, religion or belief, sex, marriage and civil partnership.

Human rights implications

43. This application has the legitimate aim of providing public realm enhancements. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

Positive and proactive statement

44. The council has published its development plan and core strategy on its website together with advice about how applications are considered and the information that needs to be submitted to ensure timely consideration of an application. Applicants are advised that planning law requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise.
45. The council provides a pre-application advice service that is available to all applicants in order to assist applicants in formulating proposals that are in accordance with the development plan and core strategy and submissions that are in accordance with the application requirements.
46. **Positive and proactive engagement: summary table**

Was the pre-application service used for this application?	No
If the pre-application service was used for this application, was the advice given followed?	N/A
Was the application validated promptly?	Yes
If necessary/appropriate, did the case officer seek amendments to the scheme to improve its prospects of achieving approval?	Yes
To help secure a timely decision, did the case officer submit their recommendation in advance of the statutory determination date?	A time extension has been sought to bring this case to a planning committee

CONCLUSION

47. The proposal offers a number of sensible and attractive enhancements to the public realm and therefore a significant public benefit. There are minimal risks to neighbouring amenity, and the applicant has demonstrated frequent engagement with local residents throughout the process. As such, it is recommended that planning permission is granted.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: H68 Application file: 20/AP/1874 Southwark Local Development Framework and Development Plan Documents	Chief Executive's Department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 0207 525 0254 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Relevant planning history
Appendix 4	Recommendation

AUDIT TRAIL

Lead Officer	Simon Bevan, Director of Planning	
Report Author	Glenn Ruane, Planning Officer	
Version	Final	
Dated	17 November 2020	
Key Decision	No	
Consultation with Other Officers / Directorates / Cabinet Member		
Officer Title	Comments Sought	Comments included
Strategic Director of Finance and Governance	No	No
Strategic Director of Environment and Leisure	No	No
Strategic Director of Housing and Modernisation	No	No
Director of Regeneration	No	No
Date final report sent to Constitutional Team		18 November 2020

APPENDIX 1**Consultation undertaken**

Site notice date: n/a.

Press notice date: n/a.

Case officer site visit date: n/a

Neighbour consultation letters sent: 30/07/2020

Internal services consulted

Design and Conservation Team [Formal]

Statutory and non-statutory organisations**Neighbour and local groups consulted:**

The Blue Market Market Place London
32 Market Place London Southwark
26C Camilla Road London Southwark

Flat 13 Racs Flats 193-221 Southwark
Park Road
Rouel Tenants Association Market Place

London	1 Maria Close London Southwark
26B Camilla Road London Southwark	8 Camilla Road London Southwark
24A Camilla Road London Southwark	236 Southwark Park Road London Southwark
21 Market Place London Southwark	230 Southwark Park Road London Southwark
10 Market Place London Southwark	6 Market Place London Southwark
13A Market Place London Southwark	33 Market Place London Southwark
Flat 12 Racs Flats 193-221 Southwark Park Road	19 Market Place London Southwark
222 - 226 Southwark Park Road London Southwark	2 Maria Close London Southwark
18 Camilla Road London Southwark	Flat 7 243 Southwark Park Road London
18 Market Place London Southwark	Flat 1 243 Southwark Park Road London
Flat 8 243 Southwark Park Road London	Ground Floor 243 Southwark Park Road London
238 Southwark Park Road London Southwark	9 Market Place London Southwark
22 Camilla Road London Southwark	31 Market Place London Southwark
20 Camilla Road London Southwark	Blue Anchor Library Market Place London
10 Camilla Road London Southwark	Flat 11 Racs Flats 193-221 Southwark Park Road
240-242 Southwark Park Road London Southwark	4 Market Place London Southwark
29 Market Place London Southwark	3 Market Place London Southwark
25 Market Place London Southwark	20 Market Place London Southwark
Flat 4 243 Southwark Park Road London	Flat 2 243 Southwark Park Road London
Flat 1 Racs Flats 193-221 Southwark Park Road	241 Southwark Park Road London Southwark
42 Rock Grove Way London Southwark	214 Southwark Park Road London Southwark
Flat 2 Racs Flats 193-221 Southwark Park Road	210-212 Southwark Park Road London Southwark
Flat 22 193-221 Southwark Park Road London	246 Southwark Park Road London Southwark
220 Southwark Park Road London Southwark	35 Market Place London Southwark
Flat 21 193-221 Southwark Park Road London	24 Market Place London Southwark

Flat 4 Racs Flats 193-221 Southwark Park Road	Flat 19 193-221 Southwark Park Road London
209-221 Southwark Park Road London Southwark	193-195 Southwark Park Road London Southwark
12A Market Place London Southwark	26A Camilla Road London Southwark
234 Southwark Park Road London Southwark	34 Market Place London Southwark
2 Camilla Road London Southwark	26 Market Place London Southwark
232 Southwark Park Road London Southwark	13 Market Place London Southwark
228 Southwark Park Road London Southwark	Flat 6 Racs Flats 193-221 Southwark Park Road
24 Camilla Road London Southwark	Flat 17 193-221 Southwark Park Road London
17 Market Place London Southwark	Unit 1 197-221 Southwark Park Road London
Unit 4 197-221 Southwark Park Road London	197-221 Southwark Park Road London Southwark
Flat 15 Racs Flats 193-221 Southwark Park Road	First Floor 243 Southwark Park Road London
242 Southwark Park Road London Southwark	15 Market Place London Southwark
28 Market Place London Southwark	Flat 7 Racs Flats 193-221 Southwark Park Road
22 Market Place London Southwark	Flat 5 Racs Flats 193-221 Southwark Park Road
2 Market Place London Southwark	8 Market Place London Southwark
Flat 9 Racs Flats 193-221 Southwark Park Road	16 Camilla Road London Southwark
Flat 16 Racs Flats 193-221 Southwark Park Road	244 Southwark Park Road London Southwark
Unit 2 197-221 Southwark Park Road London	20A Camilla Road London Southwark
Unit 5 197-221 Southwark Park Road London	Flat 10 Racs Flats 193-221 Southwark Park Road
Flat 3 243 Southwark Park Road London	3 Maria Close London Southwark
6 Camilla Road London Southwark	Flat 20 193-221 Southwark Park Road London
12 Camilla Road London Southwark	Flat 18 193-221 Southwark Park Road London
23 Market Place London Southwark	Flat 6 243 Southwark Park Road London

Bon Burguer Southwark Park Road Market Southwark Park Road	Southwark 4 Camilla Road London Southwark
14 Camilla Road London Southwark	239 Southwark Park Road London Southwark
Flat 8 Racs Flats 193-221 Southwark Park Road	30 Market Place London Southwark
Flat 3 Racs Flats 193-221 Southwark Park Road	16 Market Place London Southwark
27 Market Place London Southwark	12 Market Place London Southwark
14 Market Place London Southwark	5 Market Place London Southwark
11 Market Place London Southwark	Flat 14 Racs Flats 193-221 Southwark Park Road
22A Camilla Road London Southwark	Unit 3 197-221 Southwark Park Road London
Flat 5 243 Southwark Park Road London	
223 Southwark Park Road London	

Re-consultation:

APPENDIX 2**Consultation responses received****Internal services****Statutory and non-statutory organisations****Neighbour and local groups consulted:**

18 Market Place Blue Anchor Lane
London

17 Market Place Blue Anchor Lane
London

243 Southwark Park Road London
SE163TS

26 Market Place Bermondsey London

24 Market Place Bermondsey London

19 Market Place London SE16 3UQ

23 Market Place Bermondsey London

18 Market Place Blue Anchor Lane
London

APPENDIX 3**Relevant planning history**

Reference and Proposal	Status
<p>18/AP/2185 Install 1 new gate with glazed screens including an anti-climb barrier and with an integral audio door entry panel adjacent to the main (northern) staircase and lift within the communal walkway where the 2 communal walkways to both blocks join. One new gate with screens including an anti-climb barrier with an integral audio door entry panel to the top of the staircase to the south western end of Market Place at the left and side. 1 emergency escape gate is to be installed to the south eastern end of Market Place at the right and side to replace the existing gate on the ground floor. Emergency lighting is to also be installed along the communal walkways and staircases.</p>	<p>Granted 30/08/2018</p>

APPENDIX 4**RECOMMENDATION**

This document shows the case officer's recommended decision for the application referred to below.

This document is not a decision notice for this application.

Applicant	Takeshi Hayatsu Hayatsu Architects	Reg. Number	20/AP/1874
Application Type	Minor application		
Recommendation	GRANT permission	Case Number	H68

Draft of Decision Notice**Planning permission is GRANTED for the following development:**

Demolition of B1 office unit to make way for new pedestrian access/right of way, connecting Market Place with Blue Anchor Lane. Erection of two permanent market stall canopy structures in Market Place. Erection of market cross/clock tower (with drinking fountain) in Market Place. Modification to external bin store on Blue Anchor Lane. Installation of signage - 1 overhead sign in new pedestrian access route and 1 signage on external of existing lift shaft.

Market Place, Bermondsey, London Southwark

In accordance with application received on 8 July 2020 and Applicant's Drawing Nos.:

Existing Plans

Proposed Plans

PROPOSED ELEVATION 1020_03_1305 received 08/07/2020

PROPOSED SITE PLAN 1100 REV C received 08/07/2020

PROPOSED FIRE ACCESS PLAN 1101 REV A received 08/07/2020

PROPOSED PLAN 1103 REV C received 08/07/2020

PROPOSED ELEVATIONS 1104 REV A received 21/07/2020

PROPOSED SECTIONS 1201 REV B received 21/07/2020

PROPOSED SOUTH FACING ELEVATION 1304 REV B received 21/07/2020

WATER FOUNTAIN DETAILS 4002 REV A received 21/07/2020

CUT THROUGH SIGN DETAILS 1020_03_1705 received 08/07/2020

LIFT SHAFT SIGN DETAILS 1020_03_1706 received 08/07/2020

CLOCK TOWER ISOMETRIC 4100 received 08/07/2020

BIN STORE DETAILS 1020_03_1701 received 21/07/2020

CLOCK TOWER DETAILS 1114 REV C received 21/07/2020

MARKET STALL DETAILS 1115 REV D received 21/07/2020

MARKET STALL_CONFIGURATIONS 1117 REV B received 21/07/2020

PROPOSED SANCO SECTION 1020_03_1205 received 08/07/2020

Proposed Sanco Short Section B 1020_03_1206 received

Sanco lining details 1020_03_4200 received

Other Documents

SITE LOCATION PLAN 0000 REV A received 08/07/2020

THE GOOD GROWTH FUND BLUE MARKET COMMUNITY - LED REGENERATION PROGRAMME COMMUNI received 08/07/2020

DESIGN AND ACCESS STATEMENT received 08/07/2020

2. The development hereby permitted shall be begun before the end of three years from the date of this permission.

Reason:

As required by Section 91 of the Town and Country Planning Act 1990 as amended.

Permission is subject to the following Compliance Condition(s)

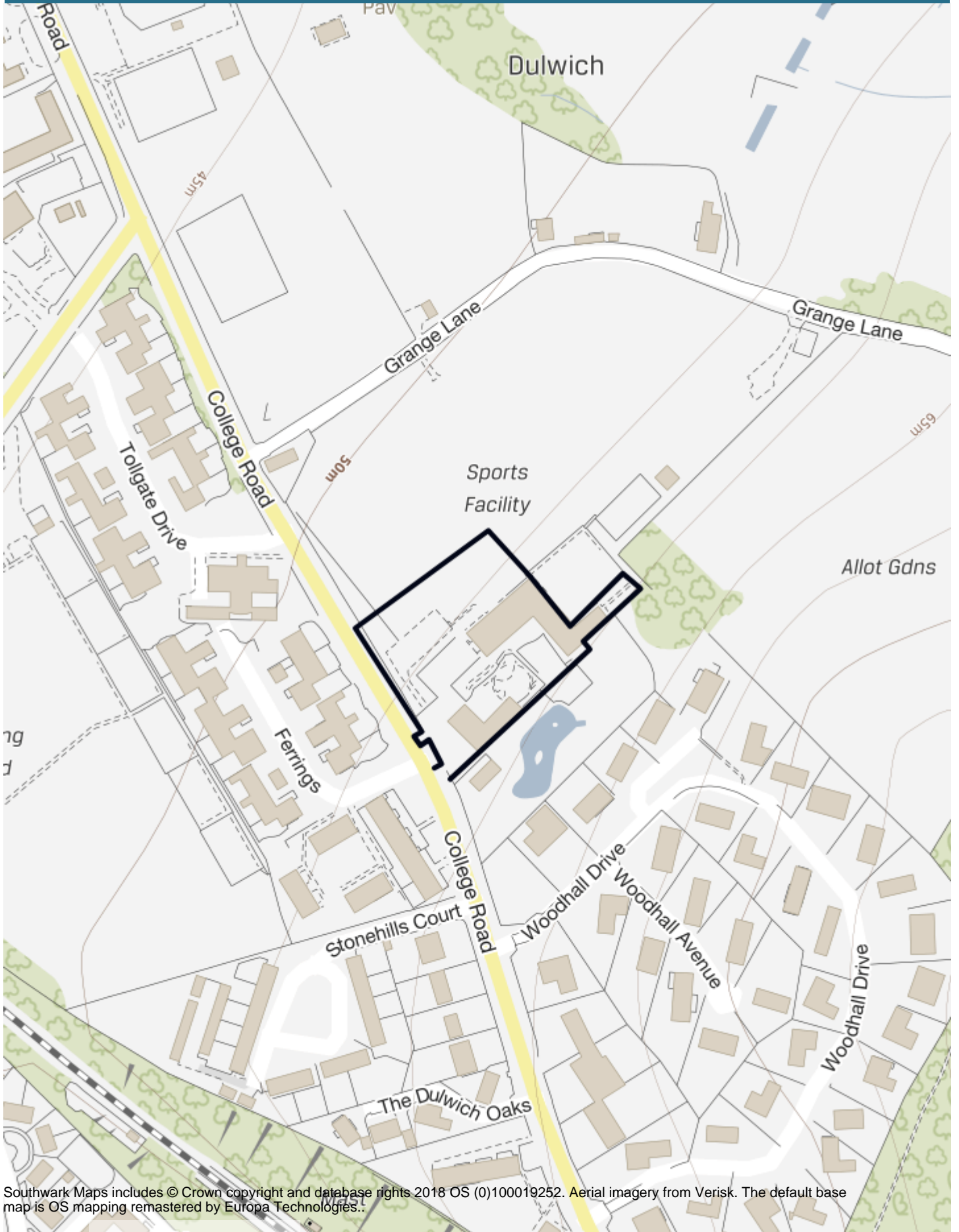
3. MATERIALS TO BE AS SPECIFIED

The materials to be used in the implementation of this permission shall not be otherwise than as described and specified in the application and on the drawings hereby approved unless the prior written consent of the local planning authority has been obtained for any proposed change or variation.

Reason:

To ensure that the new works blend in with the existing building in the interest of the design and appearance of the building in accordance with: the National Planning Policy Framework 2019; Strategic Policy 12 (Design and Conservation) of the Core Strategy 2011, and; Saved Policies 3.12 (Quality in Design) and 3.13 (Urban Design) of the Southwark Plan 2007.

Informatives



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Scale = 1:200000000

16-Nov-2020

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Item No. 7.4	Classification: Open	Date: 7 December 2020	Meeting Name: Planning Sub-Committee B
Report title:	Development Management planning application: Application 20/AP/2723 for: Full Planning Application Address: DUCKS, Eller Bank, 87 College Road, London SE21 7HH Proposal: Installation of 2 ground source heat pumps, 1 energy centre, 15 boreholes and all necessary associated underground pipes		
Ward(s) or groups affected:	Dulwich Wood		
From:	Director of Planning		
Application Start Date 28/09/2020		Application Expiry Date 23/11/2020	
Earliest Decision Date 16/11/2020			

RECOMMENDATIONS

1. That planning permission is granted, subject to conditions.

BACKGROUND INFORMATION

Site location and description

2. The application site contains the Dulwich College Kindergarten and Infants School (DUCKS) in two self-contained buildings. The kindergarten is housed in a detached Edwardian property while the infant school utilises a converted and extended sports pavilion. Adjoining them are the playgrounds and extensive sports pitches.
3. The site is on the north-east side of College Road, and is adjoined to the south by a dwelling-house at 89 College Road with other surrounding properties primarily in residential use.
4. The site is subject to the following designations:
 - Metropolitan Open Land
 - Dulwich Wood Conservation Area
 - Suburban Density Zone

Details of proposal

5. The proposals include the construction of a pre-fabricated energy centre to house two ground source heat pumps and the installation of 15 boreholes with associated underground pipework.
6. The pre-fabricated energy centre would be clad in vertical cedar boarding with a slate grey GRP (glass reinforced plastic) roof and be located at the south west elevation of the infant's school with a 1m distance between the two buildings. The proposed energy centre will measure 2.8m in height, 4m in depth and 7.5m in width.
7. The ground source heat pumps, a Viessman 97kw and a Viessman 114kw, would replace the existing gas fired boilers and would serve the existing heating and hot water circuits in the complex.
8. The 15 boreholes are proposed to be installed throughout an area of 0.29 hectare adjacent to the infant's school and College Road on Eller Bank field.

Relevant Planning history

9. 19/AP/1378 Full planning application for:

Construction of a single storey rear extension at ground floor level and installation of a rooflight to existing DUCKS Infant School building
Granted permission on 04/09/2019

10. 03/AP/1853 Full planning application for:

Construction of single storey rear extension to allow the nursery facility to be located on the ground floor, together with the provision of a new entrance door in the flank elevation and enlargement of existing door on the front elevation.
Granted permission on 04/02/2004

KEY ISSUES FOR CONSIDERATION

Summary of main issues

11. The main issues to be considered in respect of this application are:
 - a) Principle of development
 - b) Design
 - c) Impact of proposed development on amenity of adjoining occupiers and users of the park
 - d) Environmental considerations
 - e) Impact on trees

Adopted planning policy

National Planning Policy Framework (NPPF)

12. The revised National Planning Policy Framework ('NPPF') was published in February 2019 which sets out the national planning policy and how this needs to be applied. The NPPF focuses on sustainable development with three key objectives: economic, social and environmental.
13. Paragraph 212 states that the policies in the framework are material considerations which should be taken into account in dealing with applications.

Chapter 2 Achieving sustainable development
 Chapter 8 Promoting healthy and safe communities
 Chapter 12 Achieving well-designed places
 Chapter 15 Conserving and enhancing the natural environment

London Plan 2016

14. The London Plan is the regional planning framework and was adopted in 2016. The relevant policies of the London Plan 2016 are:

Policy 7.4 Local character
 Policy 7.5 Public realm
 Policy 7.17 Metropolitan open land
 Policy 7.18 Protecting open space and addressing deficiency
 Policy 7.19 Biodiversity and access to nature
 Policy 7.21 Trees and woodland.

Core Strategy 2011

15. The Core Strategy was adopted in 2011 providing the spatial planning strategy for the borough. The strategic policies in the core strategy are relevant alongside the saved Southwark Plan (2007) policies. The relevant policies of the core strategy 2011 are:

Strategic Policy 1 Sustainable development
 Strategic Policy 4 Places for learning, enjoyment and healthy lifestyles
 Strategic Policy 11 Open spaces and wildlife
 Strategic Policy 12 Design and conservation
 Strategic Policy 13 High environmental standards.

Southwark Plan 2007 (saved policies)

16. In 2013, the council resolved to 'save' all of the policies in the Southwark Plan 2007 unless they had been updated by the Core Strategy with the exception of Policy 1.8 (location of retail outside town centres). Paragraph 213 of the NPPF states that existing policies should not be considered out of date simply because they were adopted or made prior to publication of the Framework. Due weight should be given to them, according to their degree of consistency with the Framework. The relevant policies of the Southwark Plan 2007 are:

Policy 3.2 Protection of amenity
 Policy 3.12 Quality in design

Policy 3.13 Urban design

Policy 3.18 Setting of listed buildings, conservation areas and world heritage sites

Policy 3.25 Metropolitan open land (MOL)

Policy 3.28 Biodiversity.

Draft New London Plan

17. The draft New London Plan was published on 30 November 2017 and the first and only stage of consultation closed on 2 March 2018. Minor suggested changes to the plan were published on 13 August 2018 and an Examination in Public (EIP) began on 15 January 2019 and closed in May 2019.
18. The Inspector's report and Panel recommendations were issued to the Mayor of London in October 2019. The Mayor then issued his intentions to publish the London Plan along with a statement of reasons for not including all of the Inspector's recommendations to the Secretary of State. The Secretary of State will respond to the Mayor, due before 17 February 2020. Until the London Plan reaches formal adoption it can only be attributed limited weight.

New Southwark Plan

19. For the last five years the council has been preparing the New Southwark Plan (NSP) which will replace the saved policies of the 2007 Southwark Plan and the 2011 Core Strategy. The council concluded consultation on the Proposed Submission version (Regulation 19) on 27 February 2018. The New Southwark Plan Proposed Submission Version: Amended Policies January 2019 consultation closed in May 2019.
20. The New Southwark Plan Submission Version – Proposed Modifications for Examination was submitted to the Secretary of State in January 2020 for Local Plan Examination. It is anticipated that the plan will be adopted in late 2020 following an Examination in Public (EIP). As the NSP is not yet adopted policy, it can only be attributed limited weight. Nevertheless paragraph 48 of the NPPF states that decision makers may give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan, the extent to which there are unresolved objections to the policy and the degree of consistency with the Framework.

Consultation

21. Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.

Summary of consultation responses from internal, statutory and non-statutory consultees

22. No consultation responses have been received.

Summary of public consultation responses

23. A neutral consultation response was received in favour of the principle of improving the energy efficiency of the school however wanting reassurance that the noise generated from the heat pumps will not cause an adverse impact on neighbouring residential properties.

Officer response: The proposed heat pumps are deemed a sufficient distance from the nearest residential properties and are unlikely to cause any adverse impacts due to excessive noise levels. However, a condition is recommended ensuring that noise generated from the heat pumps should be 10DdB(A) or more below the background level in this location so there is no loss of amenity by reason of noise nuisance.

Principle of development

24. The application site is located within Metropolitan Open Land (MOL). Same principles that protect the Green Belt are applied to MOL, and protective policies are set out in planning policy documents at all levels (national, regional and local).
25. Paragraph 145 of the NPPF states that 'A local planning authority should regard the construction of new buildings as inappropriate in the Green Belt'. One of the exceptions offered, however, is 'the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building'.
26. Policy 7.17 of the London Plan (2016) states that 'The strongest protection should be given to London's Metropolitan Open Land and inappropriate development refused, except in very special circumstances, giving the same level of protection as in the Green Belt. Essential ancillary facilities for appropriate uses will only be acceptable where they maintain the openness of MOL'.
27. The Draft New London Plan Policy G3 is more concise in stating that 'Development proposals that would harm MOL should be refused'.
28. The current Southwark Plan Policy 3.25 states that 'Within Metropolitan Open Land, planning permission will only be permitted for appropriate development'. Following the guidance of the NPPF 'Extension or alteration to an existing dwelling, providing that it does not result in disproportionate additions over and above the size of the original building' is considered to be appropriate development. Further, 'Essential facilities for outdoor sport and outdoor recreation, for cemeteries, and for other uses of land which preserve the openness of MOL' is also considered 'appropriate development' within this policy.
29. The draft new Southwark Plan Policy P56 includes the same exception for appropriate development, though the word 'dwelling' has been replaced with 'building'.
30. The proposed energy centre is to be positioned adjacent to the south west elevation of the existing Infants school building, minimising the impact on the

openness of the MOL.

31. The structure would be modest in scale, sitting below the height and within the width of the existing infant's school building. The proportions therefore do not result in a disproportionate addition to the MOL.
32. A minimum depth of 450mm of topsoil is to be removed prior to the start of work on the boreholes. The topsoil would be stock piled on site with the land being reinstated to its original condition once the works complete. The installation of the boreholes will therefore have little impact on the openness of the MOL.
33. The flow and return pipework between the heat pumps and boreholes will be below ground with a minimum cover of 900mm. As such, there will be little impact on the openness of the MOL.
34. In light of the above, the proposed works are not compliant with the referenced policies as the scheme involves the construction of a new building on MOL as opposed to the extension or alteration of an existing, and its purpose is not an ancillary facility to any land use which preserves the openness of MOL.
35. However, the proposals will greatly improve the energy efficiency of the DUCKS complex with an estimated carbon saving of 56,000kg per annum which is seen as a public benefit.
36. The proposals are further considered to be modest in scale and not a disproportionate addition.
37. Further, because the energy centre would be next to an existing building on an area of hardstanding, it would preserve the openness of the MOL.

Design

38. As set out above, the scale of the proposed energy centre is considered to be modest and proportionate to the existing buildings on site.
39. The structure would be clad in vertical cedar boarding with a slate grey GRP roof to match the existing infant's school.
40. The proposed materials are considered suitable for use within a conservation area as they do not introduce design details or features that are out of character.
41. As such, the works are considered to conserve the appearance and setting of the Dulwich Wood conservation area and are considered acceptable in terms of its quality of design.
42. A condition is recommended stating that the materials for the energy centre should be as specified within the application and on the approved drawings to ensure that the new structure blends in with the existing building and conserves the wider conservation area.

Impact of proposed development on amenity of adjoining occupiers and users of the MOL

43. The section of Eller Bank field where the boreholes will be located will be reinstated to its original condition once the works are complete. As such, the installation of the boreholes will not have any adverse impact on amenity experienced.
44. The ground source heat pumps will not be visible to the public as they will be housed within the proposed energy centre.
45. The ground source heat pumps are considered to be a sufficient distance from adjoining occupiers and are unlikely to cause any adverse impacts due to excessive noise levels. This is because it is over 60m from the nearest dwelling and being housed in a building, sound insulation can readily be installed to make sure no impact would take place; a condition on noise is recommended to secure this.
46. The proposed energy centre is located within the middle of the application site and although it will be visible from Eller Bank field and at points from College Road, is considered a low impact addition and is unlikely to cause any adverse impact to amenity.
47. As such, it is considered that the proposed works are unlikely to cause a negative impact on the amenity of adjoining occupiers and are therefore acceptable in this matter.

Conclusion on planning issues

48. The proposal is not appropriate development on MOL. The only above ground structure- the energy centre- would not affect the openness of the MOL because of its location. There would be an environmental benefit as a result of this development, if granted planning permission, which would see a significant reduction in carbon emissions from the site.

Community impact statement / Equalities Assessment

49. The Public Sector Equality Duty (PSED) contained in Section 149 (1) of the Equality Act 2010 imposes a duty on public authorities to have, in the exercise of their functions, due regard to three "needs" which are central to the aims of the Act:
 - a) The need to eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Act
 - b) The need to advance equality of opportunity between persons sharing a relevant protected characteristic and persons who do not share it. This involves having due regard to the need to:
 - Remove or minimise disadvantages suffered by persons who share a

relevant protected characteristic that are connected to that characteristic

Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it

- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- c) The need to foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.
50. The protected characteristics are: race, age, gender reassignment, pregnancy and maternity, disability, sexual orientation, religion or belief, sex, marriage and civil partnership.
51. The council must not act in a way which is incompatible with rights contained within the European Convention of Human Rights
52. The council has given due regard to the above needs and rights where relevant or engaged throughout the course of determining this application. No matters pertaining to the impact of this development on people with protected characteristics have been raised through the consultation and no impact above in that detailed above in the 'planning assessment' is expected.
53. Throughout the consultation process no information was received to indicate that any members of the public falling under the protected characteristics would be affected by the development, and thus no specific mitigation measures are required in this regard.

Human rights implications

54. This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: 2084-87 Application file: 20/AP/2723 Southwark Local Development Framework and Development Plan Documents	Chief Executive's Department 160 Tooley Street London SE1 2QH	Planning enquiries: 020 7525 0254 planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 0254 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Relevant planning history
Appendix 4	Recommendation

AUDIT TRAIL

Lead Officer	Simon Bevan, Director of Planning	
Report Author	Gemma Williams, Planning Officer	
Version	Final	
Dated	16 November 2020	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Finance and Governance	No	No
Strategic Director of Environment and Leisure	No	No
Strategic Director of Housing and Modernisation	No	No
Director of Regeneration	No	No
Date final report sent to Constitutional Team	18 November 2020	

APPENDIX 1**Consultation undertaken****Site notice date:** n/a.**Press notice date:** 08/10/2020**Case officer site visit date:** n/a**Neighbour consultation letters sent:** 07/10/2020**Internal services consulted**

Environmental Protection

Statutory and non-statutory organisations**Neighbour and local groups consulted:**

14 Ferrings London Southwark	11 Ferrings London Southwark
15 Ferrings London Southwark	10 Ferrings London Southwark
86 College Road London Southwark	82 College Road London Southwark
12 Ferrings London Southwark	80 College Road London Southwark
60 College Road London Southwark	78 College Road London Southwark
3 Constable Walk College Road London	74 College Road London Southwark
1 Constable Walk College Road London	72 College Road London Southwark
9 Woodhall Drive London Southwark	68 College Road London Southwark
3 Woodhall Drive London Southwark	66 College Road London Southwark
11 Woodhall Drive London Southwark	62 College Road London Southwark
84 College Road London Southwark	58 College Road London Southwark
76 College Road London Southwark	7 Woodhall Drive London Southwark
70 College Road London Southwark	5 Woodhall Drive London Southwark
64 College Road London Southwark	1 Woodhall Drive London Southwark
2 Constable Walk College Road London	89 College Road London Southwark
16 Ferrings London Southwark	

Re-consultation:

APPENDIX 2**Consultation responses received**

Internal services

Statutory and non-statutory organisations

Neighbour and local groups consulted:

16 Ferrings London SE21 7LU

Relevant planning history

No relevant planning history

APPENDIX 4**RECOMMENDATION**

This document shows the case officer's recommended decision for the application referred to below.

This document is not a decision notice for this application.

Applicant	Mr Simon Yiend	Reg. Number	20/AP/2723
Application Type	Minor application		
Recommendation	GRANT permission	Case Number	2084-87

Draft of Decision Notice

Planning permission is GRANTED for the following development:

Installation of 2 ground source heat pumps, 1 energy centre, 15 boreholes and all necessary associated underground pipes

DUCKS Eller Bank 87 College Road London

In accordance with application received on 6 August 2020 and Applicant's Drawing Nos.:

Existing Plans

Proposed Plans

Plans - Proposed 366:2 - PROPOSED ENERGY CENTRE PLAN AND ELEVATIONS received 06/08/2020

Other Documents

Design and access statement DESIGN AND ACCESS STATEMENT received 06/08/2020

Time limit for implementing this permission and the approved plans

1. The development hereby permitted shall be begun before the end of three years from the date of this permission.

Reason:

As required by Section 91 of the Town and Country Planning Act 1990 as amended.

Permission is subject to the following Compliance Condition(s)

2. MATERIALS TO BE AS SPECIFIED

The materials to be used in the implementation of this permission shall not be otherwise than as described and specified in the application and on the drawings hereby approved unless the prior written consent of the local planning authority has been obtained for any proposed change or variation.

Reason:

To ensure that the new works blend in with the existing building in the interest of the design and appearance of the building in accordance with: the National Planning Policy Framework 2019; Strategic Policy 12 (Design and Conservation) of the Core Strategy 2011, and; Saved Policies 3.12 (Quality in Design) and 3.13 (Urban Design) of the Southwark Plan 2007.

3. NOISE LEVELS NOT TO BE EXCEEDED

The Rated sound level from the ground source heat pump, together with any associated ducting shall not exceed the Background sound level (LA90 15min) at the nearest noise sensitive premises. Furthermore, the plant Specific sound level shall be 10dB(A) or more below the background sound level in this location. For the purposes of this condition the Background, Rating and Specific sound levels shall be calculated in full accordance with the methodology of BS4142:2014 as amended.

Reason:

To ensure that occupiers of neighbouring premises do not suffer a loss of amenity by reason of noise nuisance or the local environment from noise creep due to plant and machinery in accordance with the National Planning Policy Framework 2012, Strategic Policy 13 High Environmental Standards of the Core Strategy 2011 and Saved Policy 3.2 Protection of Amenity of the Southwark Plan (2007).

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**PLANNING SUB-COMMITTEE B AGENDA DISTRIBUTION LIST (OPEN)
MUNICIPAL YEAR 2020-21**

NOTE: Original held by Constitutional Team all amendments/queries to Beverley Olamijulo: Email Beverley.olamijulo@southwark.gov.uk

Name	No of copies	Name	No of copies
To all Members of the sub-committee			
Councillor Cleo Soanes (Chair)	1	Environmental Protection Team	By email
Councillor Maria Linforth-Hall (Vice-chair)	1		
Councillor Karl Eastham	1	Communications	By email
Councillor Sirajul Islam	1	Louise Neilan, media manager	
Councillor Victoria Mills	1		
Councillor David Noakes			6
		Total:	
(Electronic version only)			
Councillor Martin Seaton		Dated: 20 November 2020	
(Reserves to receive electronic versions only)			
Councillor Sarah King			
Councillor Jack Buck			
Councillor Tom Flynn			
Councillor Damian O'Brien			
Councillor Sandra Rhule			
Officers			
Constitutional Officer, Hub 2 (Second Floor), Tooley Street			
	By email		
Philippa Brown / Affie Demetriou			
	By email		
Alex Gillott /Jon Gorst, Legal Services, Hub 2 (Second Floor), Tooley Street			