

Welcome to Southwark Planning Committee B Majors Applications

6 March 2024

MAIN ITEMS OF BUSINESS

Item 6.1 – 23/AP/2124
Tower Bridge Business Complex
100 Clements Road Aka Biscuit Factory & Bermondsey
Campus Site
Keetons Road
London SE16 4DG



Councillor Richard Livingstone
(Chair)



Councillor Kath Whittam
(Vice Chair)



Councillor Emily Tester



Councillor Ellie Cumbo



Councillor Sam Foster



Councillor Jon Hartley



Councillor Portia Mwangangye

The **PLANNING**
AWARDS 2019
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23/AP/2124 - Tower Bridge Business Complex 100 Clements Road Aka Biscuit Factory & Bermondsey Campus Site, Keeton's Road, London SE16 4DG

Demolition, alterations and extension of existing buildings and erection of new buildings comprising a mixed-use scheme including providing new dwellings (Class C3), flexible Class A1/A3/A4/B1/D1/D2, flexible multi-use Class A1/A3/A4/D1 floorspace within retained Block BF-F, and a new secondary school. The development also includes communal amenity space, landscaping, children's playspace, car and cycle parking, installation of plant, new pedestrian, vehicular and servicing routes, the creation of two new pedestrian routes through the Railway Arches and associated works; and

Outline planning permission (with all matters reserved) for the part demolition and part retention of existing buildings and erection of two new buildings comprising a mixed-use scheme, providing new homes (Class C3) and flexible multi-use floorspace (Class A1/A3/A4/D1), and other associated works...*continued*

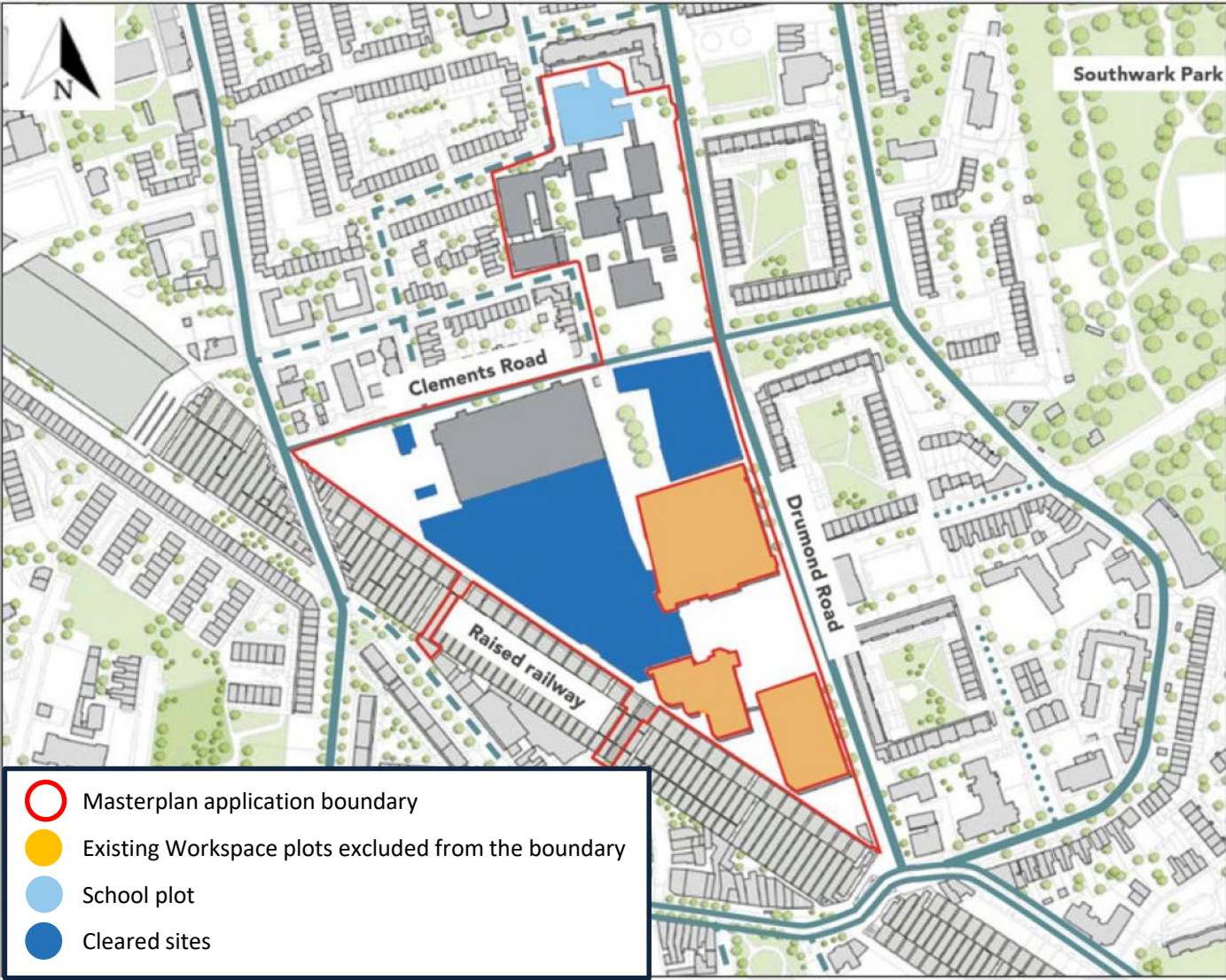
23/AP/2124 - Tower Bridge Business Complex 100 Clements Road Aka Biscuit Factory & Bermondsey Campus Site, Keeton's Road, London SE16 4DG

Amendments to planning permission 17/AP/4088 and variation of its conditions including:

- Increase the total number of homes from 1,536 to 1,624
- Changing the affordable housing from 35% at 10% social rent equivalent and 25% intermediate DMR to become 25% social rented and 10% intermediate DMR Changes to massing and architecture
- Changes to the quantum and allocation of non-residential floorspace
- Removal of block R and basement under block RST with its ramp
- Revised provision of public realm, playspace and tree planting
- Enhanced fire strategy for each building
- Increased communal spaces for residents
- Reconfigured parking provision
- Revised energy and overheating strategy

The application is accompanied by an Environmental Statement.

Site plan and context



Existing site



Recent photos



2020 permission

October 2017: Original application (ref. 17/AP/4088) by Grosvenor submitted to the Council

February 2019: Planning Committee resolves to refuse the application for four reasons:

- 1) the amount and affordability of the affordable housing
- 2) the high density of development not providing an exemplary quality of accommodation for future residents;
- 3) safety concerns due to conflicts between pedestrians, cyclists and vehicles on the internal routes;
- 4) the absence of a legal agreement to deliver the railway arch links

May 2019: The GLA 'calls in' the application to negotiate revisions to the scheme. These amendments added 206 residential units, increased the affordable housing from 27% to 35% (split as 10% social rent equivalent, 25% DMR), added height to buildings and changed their elevational treatments, made improvements to the residential quality (such as adding more balconies), and revised the transport and servicing strategies.

June 2020: Having secured the amendments, the GLA grants permission subject to conditions and a s106 agreement

2020 permission

The 2020 permission was for:

Full planning permission for demolition, alterations and extension of existing buildings and erection of new buildings comprising a mixed-use scheme providing up to 1,418 residential units, up to 3,436 sq.m. (GEA) of flexible Class A1/A3/A4 floorspace, up to 14,666 sq.m. (GEA) of flexible Class B1 floorspace, up to 869 sq.m. (GEA) of flexible Class D1/D2 floorspace and up to 3,311 sq.m. (GEA) of flexible multi-use Class A1/A3/A4/D1 floorspace within retained Block BF-F, a new secondary school, in buildings ranging from 5 to 35 storeys in height as well as the creation of a single storey basement. The development also includes communal amenity space, landscaping, children's playspace, car and cycle parking, installation of plant, new pedestrian, vehicular and servicing routes, the creation of two new pedestrian routes through the Railway Arches and associated works; and,

Outline planning permission (with all matters reserved) for the part demolition and part retention of existing buildings and erection of two new buildings comprising a mixed-use scheme, providing up to 130 residential units and up to 780 sq.m. (GEA) of flexible multi-use floorspace (Class A1/A3/A4/D1/Sui Generis), and other associated works.

2020 permission

Since permission was granted:

- The permission has been implemented.
- Most conditions discharged for the new school, and for archaeological and site investigations on the wider site.
- New school completed.
- Demolition of all buildings except the two to be retained.
- Groundworks underway.
- Non-material amendment applications to make changes to the 2020 permission submitted and agreed for changes to the school building, the description of development, to the wording of conditions, and to make changes to the number of residential units and area of office floorspace in buildings F and OPQ.
- A deed of variation agreed in 2022 to make changes to definitions in the legal agreements and to allow the school obligations to be dealt with separately.
- Greystar took over ownership of the site in 2022

Current proposal

Section 73 “minor material amendment application” to make changes to the 2020 permission:

- To add 88 new homes to propose up to 1,624 homes from the approved 1,536 homes
- Changing from 482 affordable homes with 1,397 habitable rooms of the approved scheme, to a suggested 480 affordable homes with 1,759 habitable rooms (35.3% by habitable room). Additional 362 affordable habitable rooms, based on an assumed provision by outline block V.
- Revised tenure split of the affordable housing to increase the proportion of social rented units to meet the 25% social rent and 10% intermediate tenure split of the Southwark Plan. There would be 338 social rent and 142 DMR units.
- Increased Build to Rent (BtR) tenure term from a minimum of 20 years of the approved scheme to a minimum of 30 years.
- Changes to the quantum of employment, flexible commercial uses, retail and community floorspace.
- Revised massing, architecture and designs to each block including revised layouts of the residential units and ground floors.

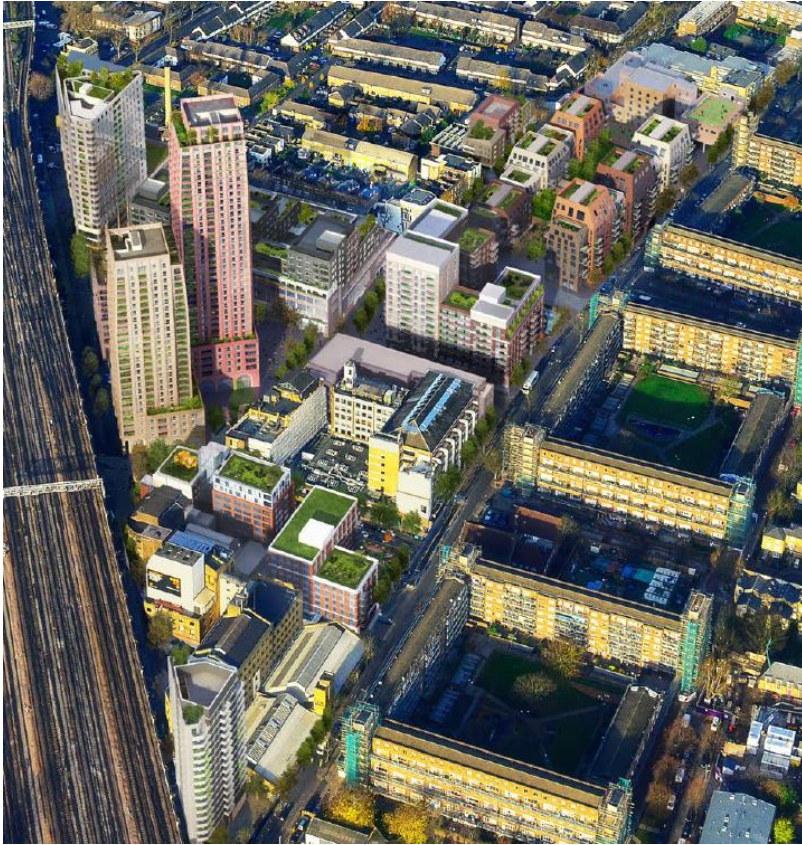
continued

Current proposal

- Revised landscaping with the removal of block R and the ramp down to the basement (as the approved basement to RST would be removed). The public realm would also provide more tree planting and playspace, and an improved urban greening factor of 0.4.
- Revised fire safety by providing two fire escape stairs per core in the residential buildings, to meet revised Building Regulations.
- Provision of 10% affordable workspace (increased from 6.8% of the approved scheme).
- Higher carbon savings compared with the approved scheme due to the improved thermal performance and recent changes to Building Regulations.
- Increased provision of internal communal facilities and shared external amenity spaces for BtR residents from c. 3,600sqm to c. 7,500sqm.
- Amendments to the phasing of the redevelopment, subdivided into 10 phases compared to the three main phases of the approved scheme.
- Revised uses and parameters in the outline element of the proposal to both blocks U and V to allow for revised footprint to block U, and greater height to U and V. Block U to be primarily office use instead of the approved residential-led building, and block V would be primarily residential with ground floor commercial.

Illustrative Masterplan CGI

Consented

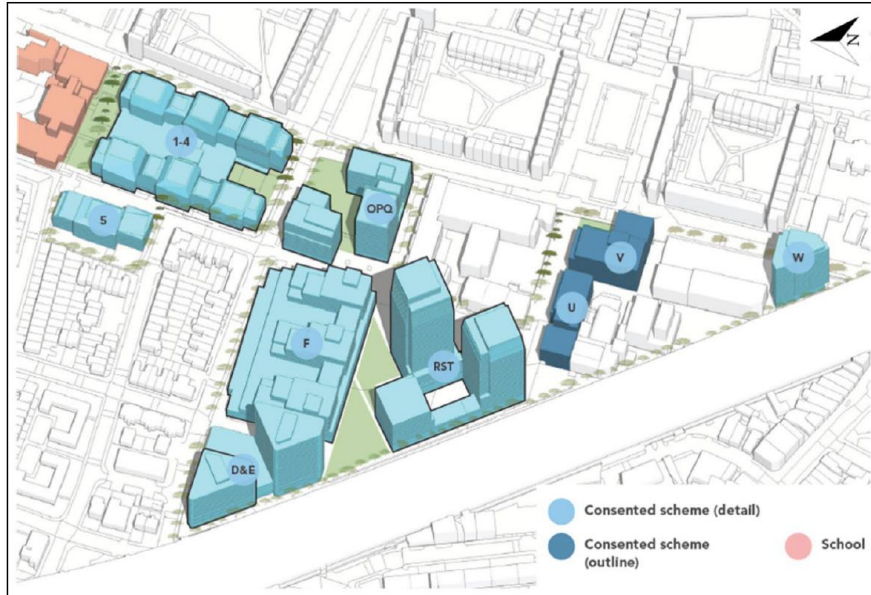


Proposed



Massing and architecture

Consented



Proposed



Visual of the approved architecture of block 1-4



Visual of the proposed architecture of block 1-4

Ground floor plan

Consented



- | | | |
|--|---|---|
|  School |  Community |  Car parking |
|  Office |  Residential |  Lobby |
|  Retail |  Amenity space |  Back of house / Other |

Proposed



Land uses

Land use	GIA (sqm) of the extant planning permission	GIA (sqm) of the current amendments	Change in GIA (sqm)
Detailed component			
Residential (C3)	141,155	153,312	+12,157
Retail (A1, A3, A4)	3,112	2,039	-1,073
Multi use (A1, A3, A4, D2) to block F	3,008	3,238	+230
Office (B1)	15,574	10,096	-5,478
School (D1)	5,250	5,250	-
Community and leisure (D1/D2)	803	987	+184
Total detailed	168,902	174,923	+6,021
Outline component maximum floorspace areas			
Residential (C3)	11,783 as up to 130 homes	8,572 as up to 82 homes	-3,211
Retail/community (A1, A3, A4, D1)	710	434	-276
Commercial (B1)	0	5,635	+5,635
Total outline	12,493	14,641	+2,148
Scheme totals	181,395	189,564	+8,169

Block locations – school and R

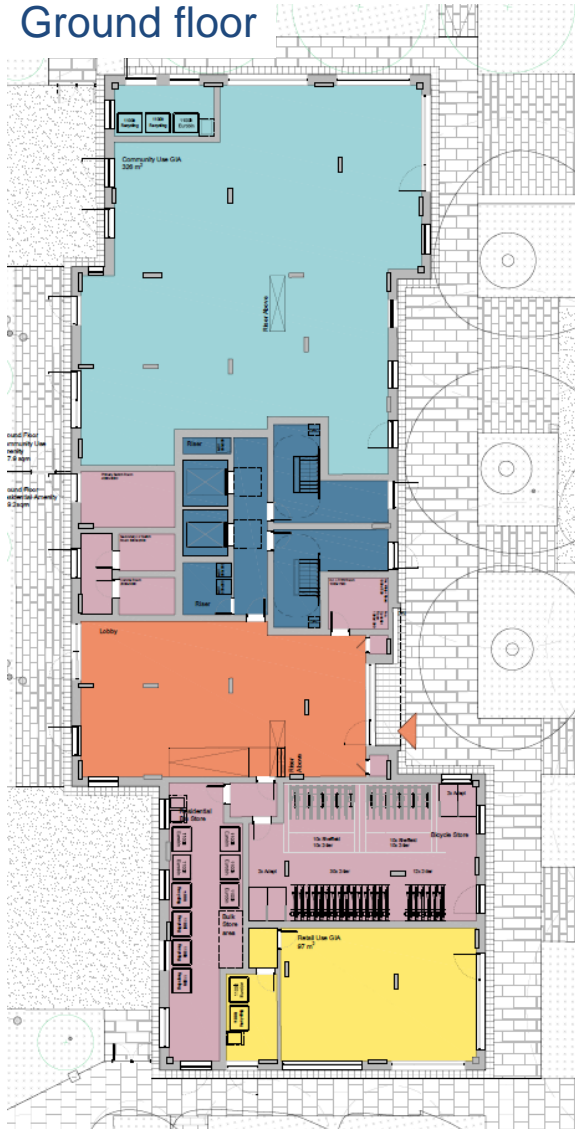


Block locations – Block 5



Proposal – Block 5

Ground floor



- 50 private BtR units (+12)
- 97sqm of retail floorspace
- 318sqm of community floorspace
- Revised architecture

- Residential Corridors and Cores
- Retail
- Community
- Office
- School
- Lobby
- BoH / Other



View from Webster Road

Block locations – Block 1-4



Proposal – Block 1-4

Consented typical layout



Proposed typical layout



- 309 BtR and DMR units (+46)
- H-shaped residential layout with 4 connected cores

Proposal – Block 1-4

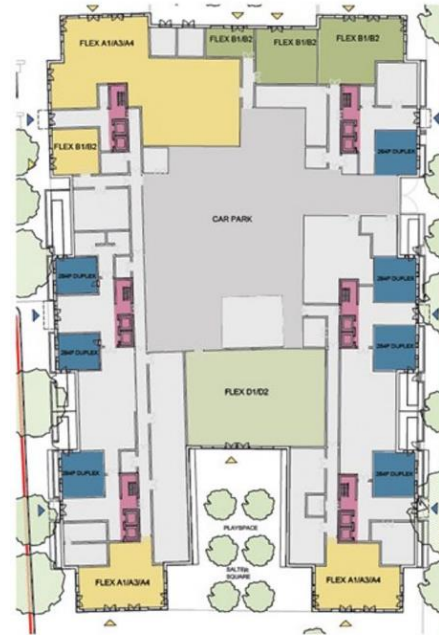


Indicative line of approved massing in foreground

Elevation comparison, approved massing outline in red

- Primary residential lobby on the north-west corner and smaller entrances on the two streets.
- Previously approved duplex units removed
- Office units on the north-east side
- Reduced maximum height
- Revised architecture

Consented ground floor uses



Key	
	Use Class A1/A3/A4
	Use Class B1/B2
	Staircase / Lift
	Use Class C3
	Use Class D1/D2

Proposed ground floor uses



	Residential Corridors and Cores
	Retail
	Community
	Office
	Lobby
	BoH / Other
	Car Park

Proposal – Block 1-4

Approved

Proposed



Block locations – Block DE



Proposal – Block DE

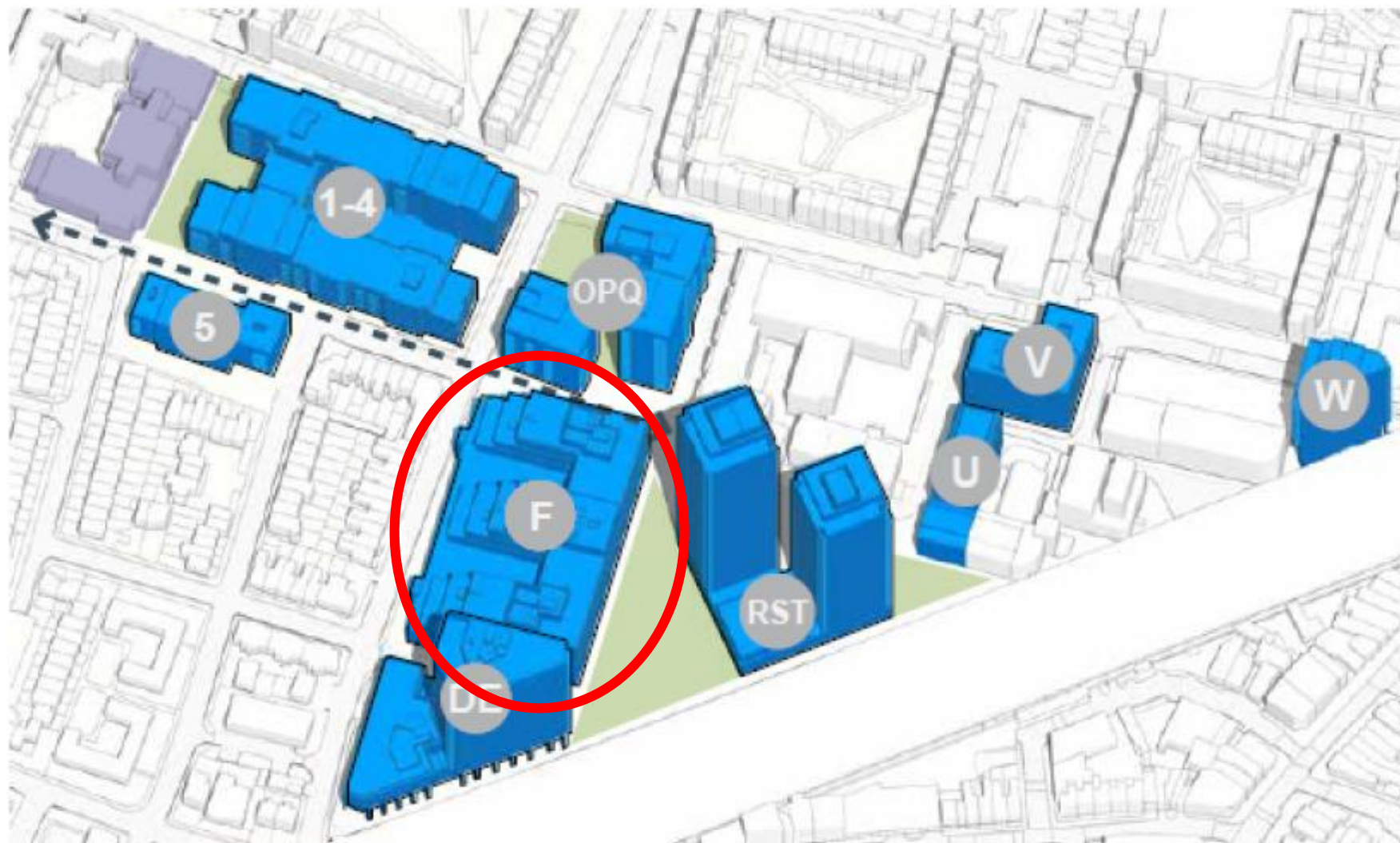
Approved



Proposed



Block locations – Block F



Proposal – Block F

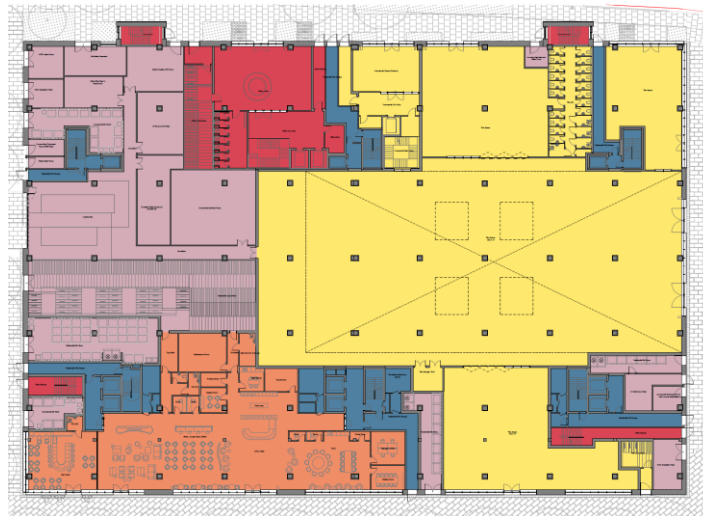
- The part-retained factory building on Clements Road
- 250 units (+65)
- Decrease in office space
- Increase in flexible commercial space (Use Class A1/A3/A4/D1) which is to be double-height



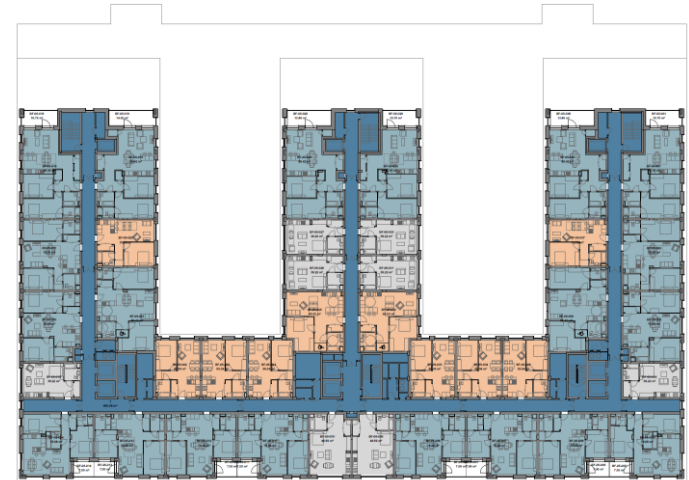
Proposed view of the southern façade



Consented typical residential layout



Proposed ground floor uses



Proposed typical residential layout

- Residential Corridors and Cores
- Retail
- Community
- Office
- School
- Lobby
- BoH / Other

Proposal – Block F

Approved



Proposed



- Two brick storeys to the base
- Green metalwork to the upper floors of residential use
- Stepped massing to remain, although stepping further forward on northern and southern sides

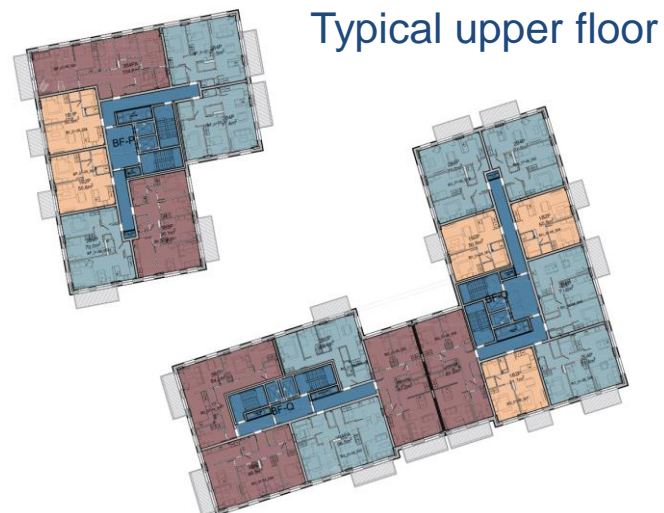


Block locations – Block OPQ

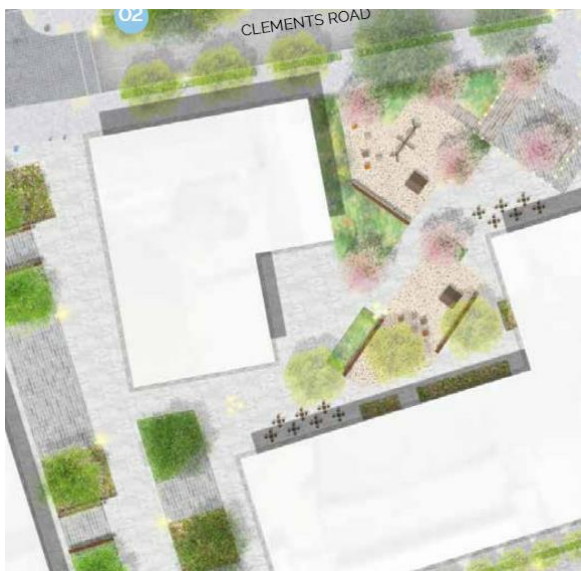


Proposal – Block OPQ

- 187 social rent units (+5)
- 524sqm of retail floorspace
- Two means of escape per core
- Same footprint and similar massing with a slight increase in height



Play and public realm



Proposed ground floor uses



Proposal – Block OPQ

Approved



Proposed



Block locations – Block ST



Proposal – Block ST

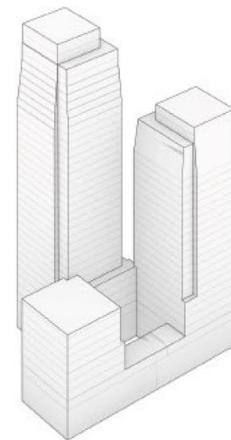
- 472 BtR homes (-45)
- Block R to be removed. Two residential towers (S and T) with a lower link building providing amenity rooms and roof terraces.
- Towers' form rationalised to remove the gentle slopes to the façades.
- Tower T to have 3 extra floors totalling 29 storeys



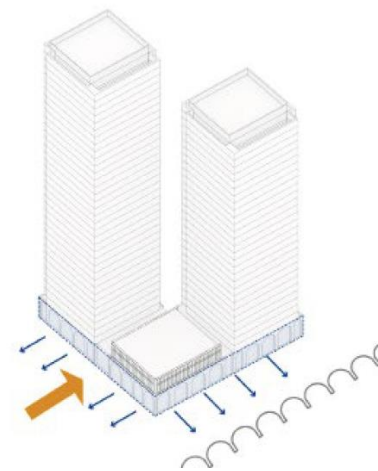
Proposed view from the central public realm

Massing comparison

Consented



Proposed



Proposal – Block ST

Approved layout of RST

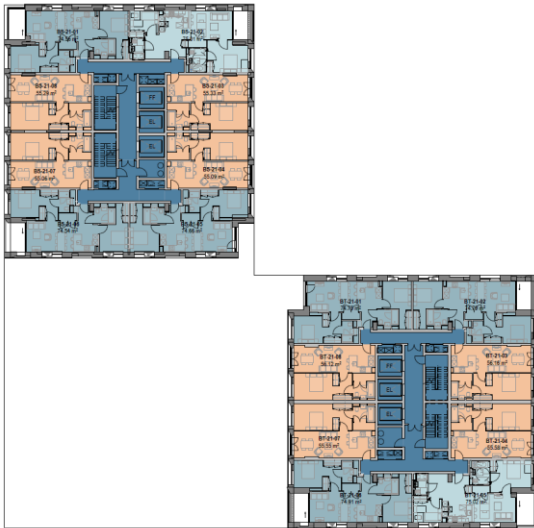


Proposed ground floor layout



- Residential Corridors and Cores
- Retail
- Community
- Office
- School
- Lobby
- BoH / Other

Proposed typical residential floor



Proposed mezzanine floor layout



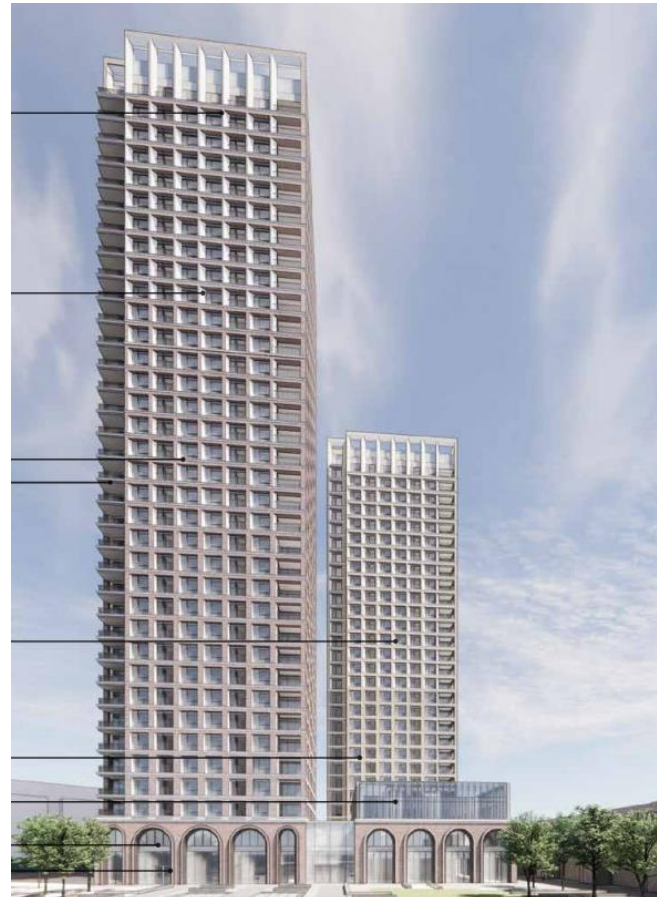
- The approved basement with cycle parking, bin stores and plant equipment to be removed
- Ground floor to accommodate refuse stores instead, and Mezzanine – to provide most cycle parking, swimming pool and plant equipment
- Access ramp between blocks DE and F to be removed

Proposal – Block ST

Approved



Proposed



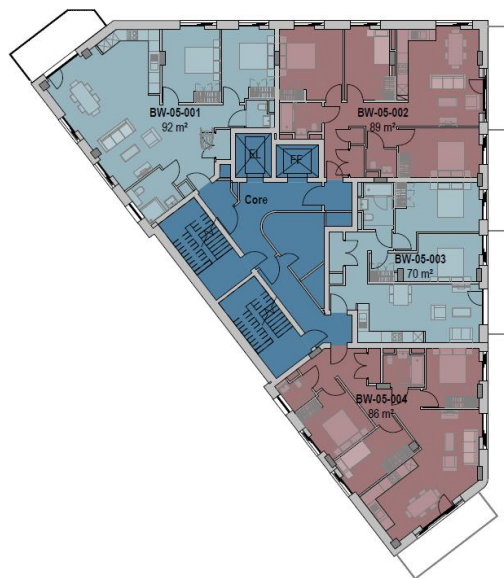
Block locations – Block W



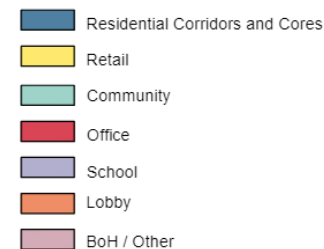
Proposal – Block W



Proposed ground floor uses



Proposed typical residential floor



- 69 social rent units (+11)
- Extra storey
- Main entrance relocated from the narrow passage on the north side to Drummond Road
- Corner retail unit (Use Class A1/A3/A4) instead of the approved office space
- 3-5 homes per floor and a second stair core

Proposal – Block W

Approved



Proposed



Block locations – Block U



Proposal – Outline component – Block U

- Office use instead of approved residential
- Increase from 8 to 10 storeys
- Pitched roof of the existing building to be retained
- The approved colonnade in the northern side removed



Illustrative visual of the proposal with the retained building and new

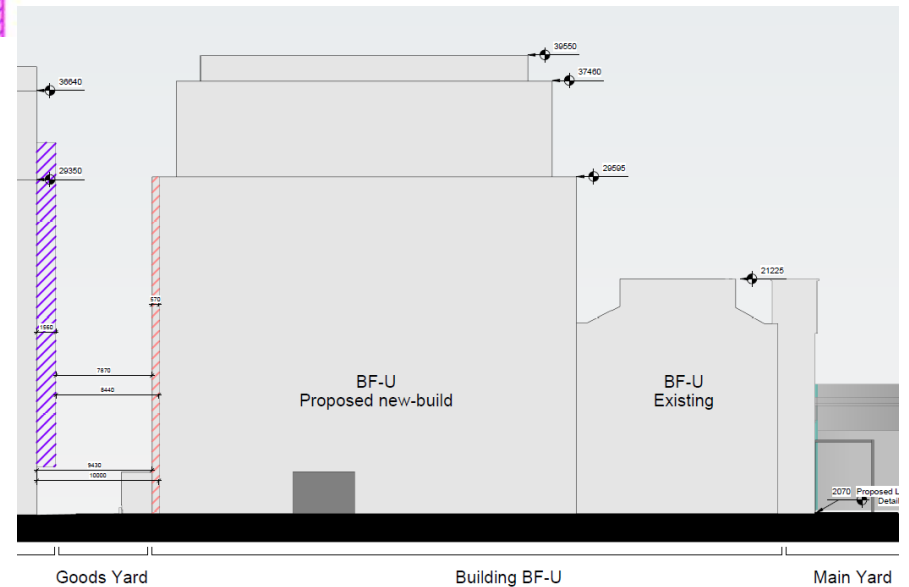


Illustrative visual of the approved scheme showing roof extension to the retained building

Proposal – Outline component – Block U



Parameter diagrams for block U



Block locations – Block V



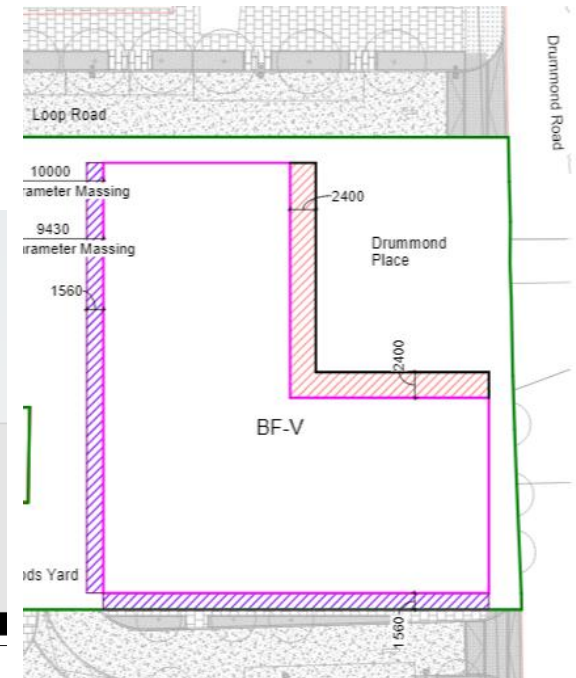
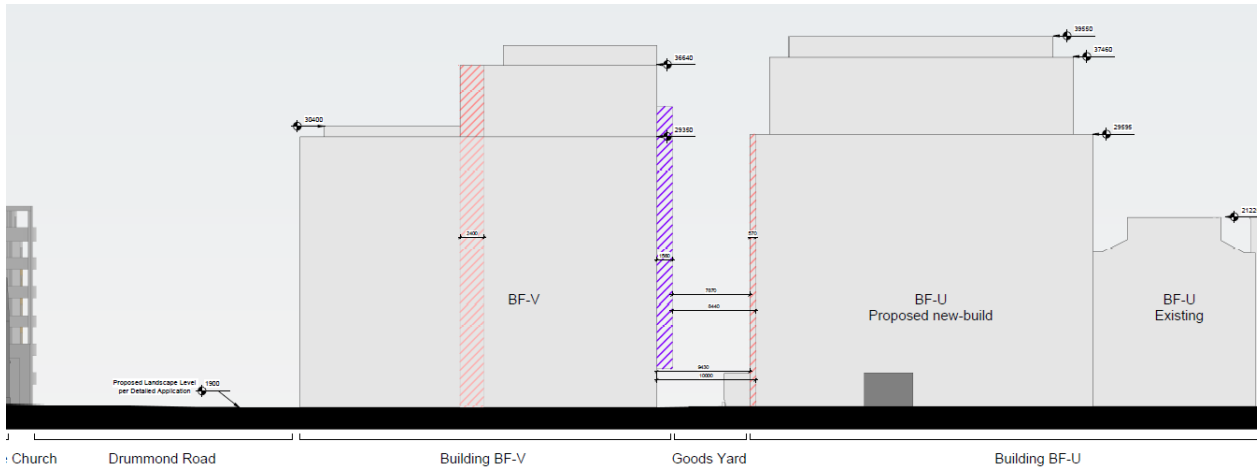
Proposal – Outline component – Block V

Illustrative visual of how the outline scheme could be developed



- To remain a residential plot with retail units on ground floor
- Social rent housing, up to 82 units
- Increase maximum height from 10 to 11 storeys
- Second fire escape core

Parameter diagrams



Proposal – Landscaping and public realm

- Building R to be removed allowing larger West Yard and same site-wide total public realm
- More public realm between blocks DE and F with ramp removed
- Revisions to north and south of block 1-4
- Increase of c.95sqm
- Additional tree planting
- UGF improved from 0.3 to 0.4

Consented



Proposed

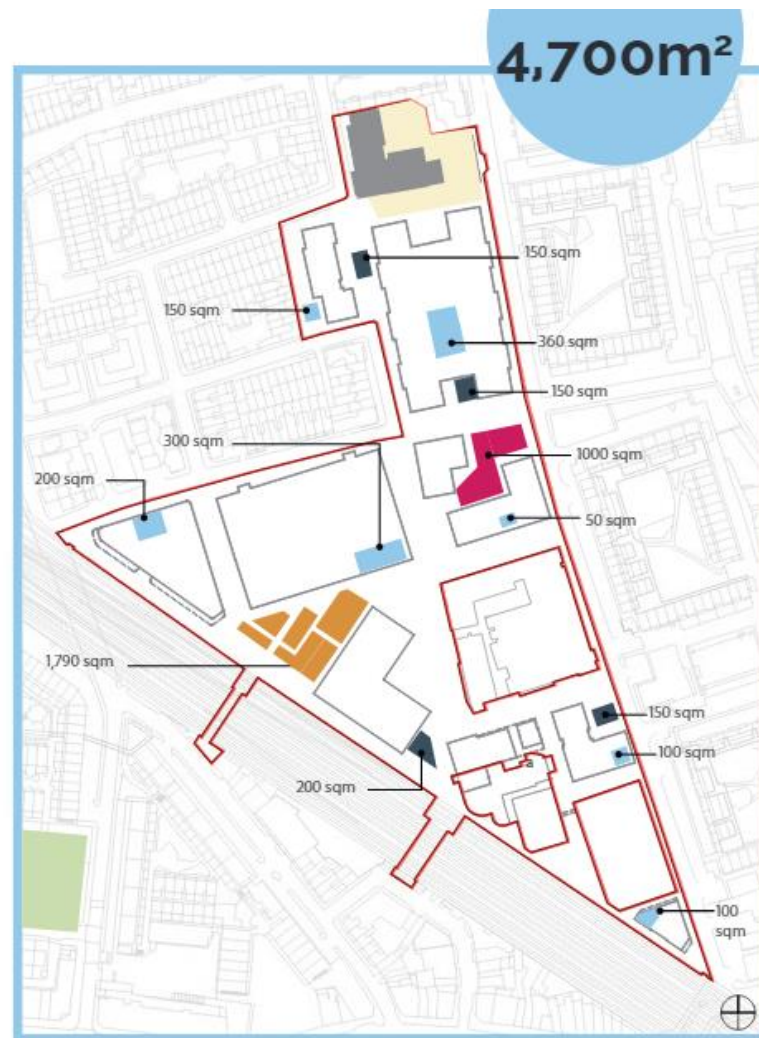


Proposal – Play space

Consented



Proposed



Consultation

17 objections were received from the local community, raising topics including:

- The principle of the revised development and uses.
- The increased height, size/massing, revised design and heritage impacts.
- Harms to neighbour amenity.
- Impact on open spaces, the proposed landscaping and play space.
- Adverse impacts on public transport and highways.
- Harm to community services and security.
- The poor consultation and lack of legibility of what the changes are.

Objections were also received from **Big Local Works, Workspace** as an adjoining owner occupier (later withdrawn), and **Blue Bermondsey BID** (later withdrawn). Comments were made by **The Arch Company** as the owner of the adjoining railway arches.

Further objections summarised in the addendum report

Two comments in support were received

Ward Councillors supportive of the redevelopment in principle, the housing and increased social rent but have concerns regarding the proposed height, massing and layout, the reduction in design standards and the construction impact.

Responses from **statutory consultees**, including the GLA.

Amendments

In response to consultation comments and officer feedback limited changes were made to the detail of the proposed buildings:

- Additional parameter drawings for the outline blocks U and V.
- Revised floorplans to confirm room sizes, and wheelchair unit sizes.
- Block DE – added 43 balconies on the railway façade.
- Block 1-4 – confirmed the locations of doors to the ground floor non-residential uses and made use of a first floor area for three additional private terraces.
- Block F – made the Clements Road entrance more prominent. Suggested design revisions to the block F brick base.
- Block ST – amendments to the arches at the base.
- Block OPQ – recessed one residential entrance.
- Block 5 – removed a second door from the southern shop unit.
- Increased the number of loading bays around the Workspace buildings, and reduced the number of car club bays from 4 to 2.
- Removed the sui generis use from the outline part of the development as the precise use intended from the approved scheme could not be confirmed and is no longer needed.

Earlier changes had been made in the pre-application discussions with the applicant

Assessment

Section 73 minor material amendment to an implemented permission:

- The proposed land uses
- Environmental impact assessment
- Housing including mix and affordable housing
- Quality of residential accommodation
- Design, including layout, building heights, fire safety
- Heritage and townscape considerations
- Public realm, landscaping and trees
- Green infrastructure, ecology and biodiversity
- Archaeology
- Impact of proposed development on amenity of adjoining occupiers and surrounding area
- Transport and highways
- Environmental matters
- Energy and sustainability
- TV, radio and telecoms networks
- Digital connectivity infrastructure
- Aviation
- Planning obligations
- Mayoral and borough community infrastructure levy (CIL)
- Other matters
- Planning balance
- Consultation responses and community engagement
- Community impact, equalities assessment and human rights

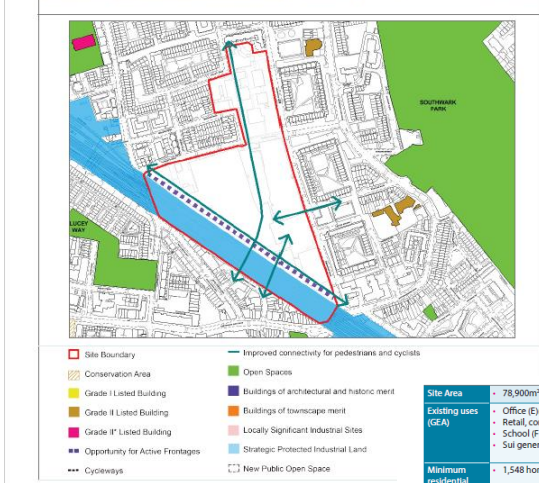
Assessment

Proposed uses

- Policy designations
- Offices
- Retail
- Affordable workspace
- Community and leisure
- Public roof terrace
- Homes

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Total outline	12,493	14,641	+2,148
Scheme totals	181,395	189,564	+8,169

NSP13: Biscuit Factory and Campus



Site Area	78,900m ²
Existing uses (C&EA)	<ul style="list-style-type: none"> Office (E(g)(i)) - 32,458m² Retail, community or leisure - 331m² School (F1(a)) - 7,306m² Sui generis - 8,802m²
Minimum residential capacity	1,548 homes
Site requirements	<p>Redevelopment of the site must:</p> <ul style="list-style-type: none"> Provide new homes (C3); and Support new and replacement business floorspace, including space for small and medium enterprises (E(g), B class); and Provide a replacement school (F1(a)); and Provide two new links to The Blue under the railway viaduct; and Provide active frontages with retail, community or leisure uses (as defined in the glossary) at ground floor level, enhancing the adjacent Low Line walking route; and Provide a new link between Bermondsey underground station and the Biscuit Factory site down Keaton's Road; and Enhance the Low Line walking route adjacent to the railway viaduct. <p>Planning application 17/AP/4088 is relevant to this site.</p>
Design and accessibility guidance	<p>Given that the site is outside a town centre, a retail capacity assessment would be required to demonstrate the need for town centre uses in conjunction with a retail impact assessment to ensure that proposals would not adversely impact the core retail function of The Blue.</p> <p>Redevelopment should enhance existing pedestrian and cycling links in the area, by providing a new link to The Blue under the railway, contributing towards development of the Low Line public realm corridor adjacent to the railway viaduct, and providing a new link between Bermondsey underground station and the Biscuit Factory site down Keaton's Road.</p>
The site location	
Approach to tall buildings	Comprehensive mixed-use redevelopment of the site could include taller buildings subject to consideration of impacts on existing character, heritage and townscape.
Impacts Listed Buildings or undesignated heritage assets	A number of the original warehouse buildings are unlisted heritage assets and these should be retained and integrated into any comprehensive redevelopment where possible. The site is in proximity of Grade II listed Church of St Crispin with Christchurch.
Impacts a Conservation Area	No

Assessment

Housing and affordable housing

- Unit mix

Size	Extant permission*		Current proposal*	
	Unit count	Unit mix	Unit count	Unit mix
Studio	124	8.1%	136	8.4%
1-bedroom	598	38.9%	601	37.0%
2-bedroom	613	39.9%	684	42.1%
3-bedroom	197	12.8%	201	12.4%
4-bedroom	4	0.2%	2	0.1%
Total	1,536	-	1,624	-

*using the applicant's figures and assumed block V in each scheme

Size	Private rent		DMR		Social rent*	
	Unit count	% unit mix	Unit count	% unit mix	Unit count	% unit mix
Studio	136	11.9%	0	0%	0	0%
1-bedroom	469	40.1%	56	39.4%	76	22.4%
2-bedroom	484	42.3%	56	39.4%	144	42.6%
3-bedroom	55	4.8%	30	21.1%	116	34.3%
4-bedroom	0	0%	0	0%	2	0.6%
Total	1,144	-	142	-	338	-

* using the applicant's figures for block V

- Build to rent homes, 30 year covenant period, on-site management
- Affordable housing package:
 - 142 DMR and 338 social rent
 - 35%, increase of 362hr
 - 25% social rent, 10% DMR
 - Increase in habitable rooms
 - No longer social rent “equivalent”

Tenure	Extant permission		Current proposal*	
	Habitable room count	Percentage of total	Habitable room count	Percentage of total
Private Build to Rent	2,592	64.98%	3,225	64.71%
Discounted market rent (rents up to £60k income)	976	24.47%	512	10.27%
Social rent equivalent DMR	421	10.55%	0	0
Social rent	0	0	1,247*	25.02%
Total	3,989	-	4,984*	-

*using the applicant's figures for an assumed block V.

Assessment

Residential quality

- Affordable homes
- BtR – changes for the Greystar product

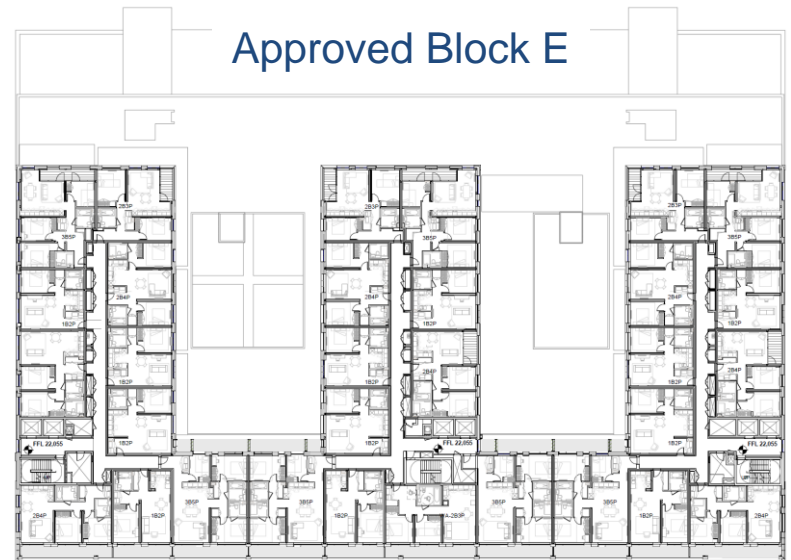
Approved 1-4



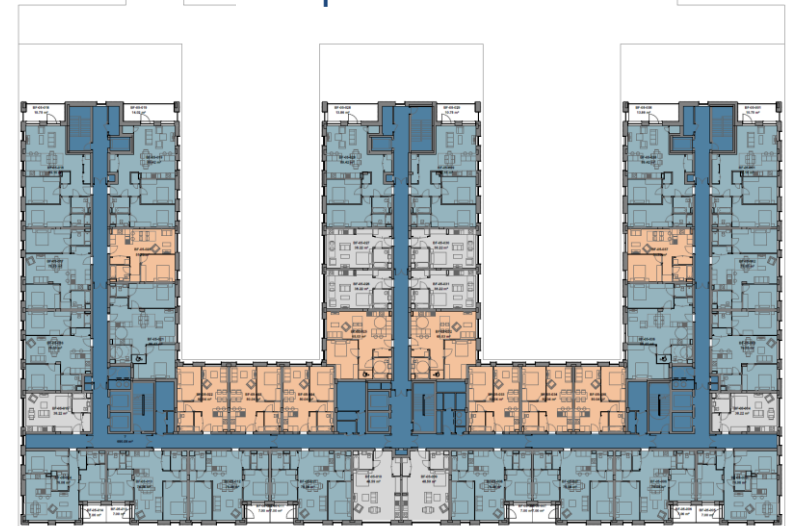
Proposed 1-4



Approved Block E

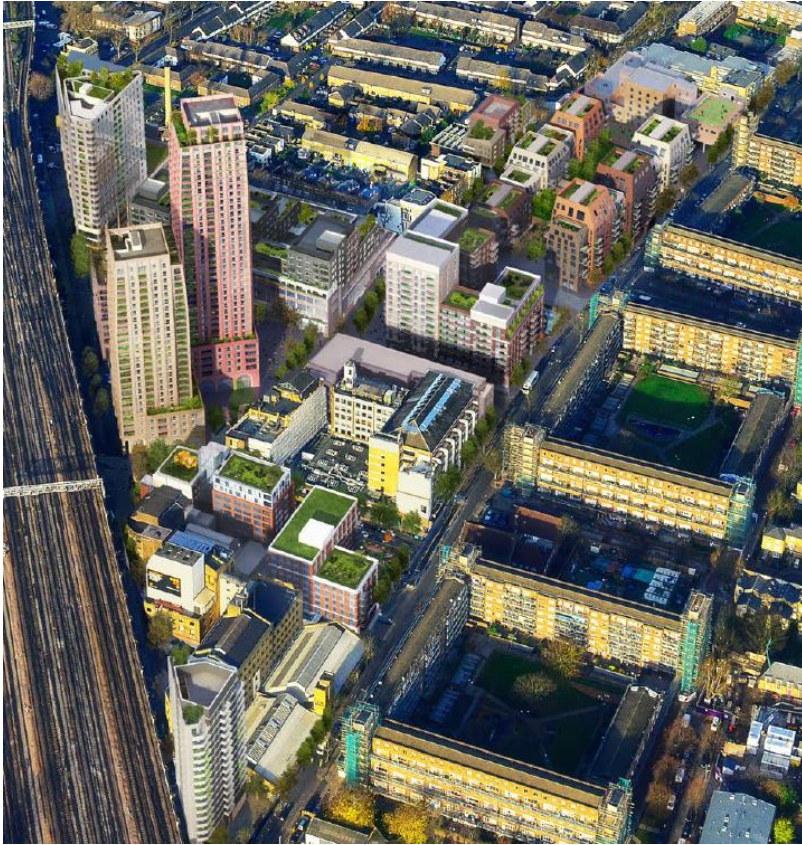


Proposed Block E



Illustrative Masterplan CGI

Consented



Proposed



Assessment

Design – block F



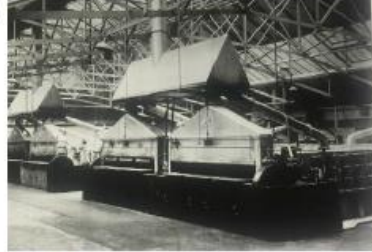
Biscuit vans loaded for distribution



Biscuit Town with full of activity; warehouse buildings with feature bridges are visible but no longer existing.



Lady with stacked tin boxes



Ovens at BF - A



Biscuit production (1906 film still)



Inside BF - F with walls of packages



Female workers posing in front of stacked tin boxes

Assessment

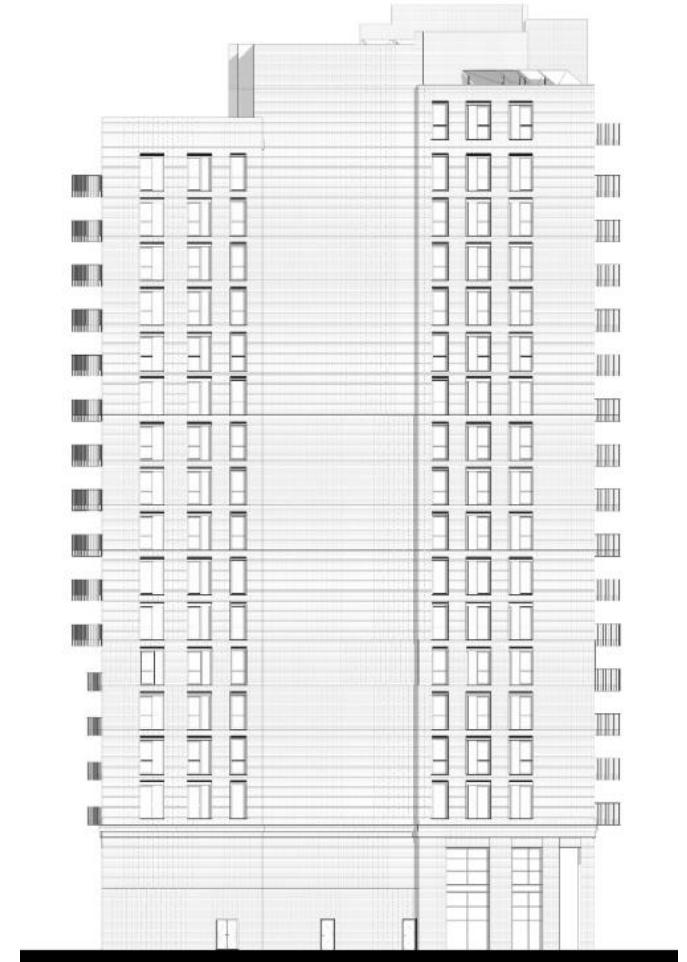


Assessment

Design

- Tall building policy requires exemplary quality
- Proposed conditions to require changes to buildings F, DE, W

Proposed DE



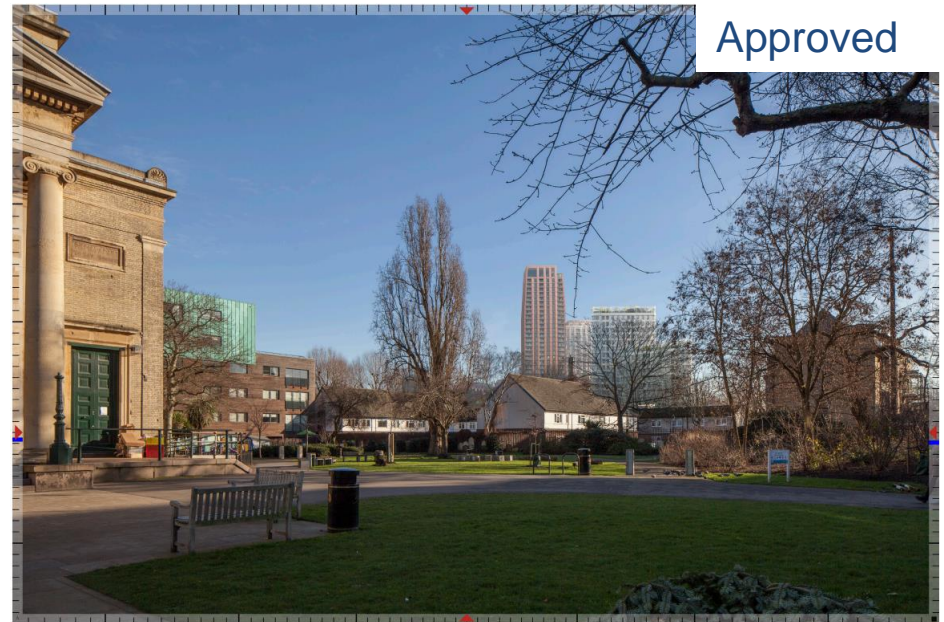
Proposed W

Assessment

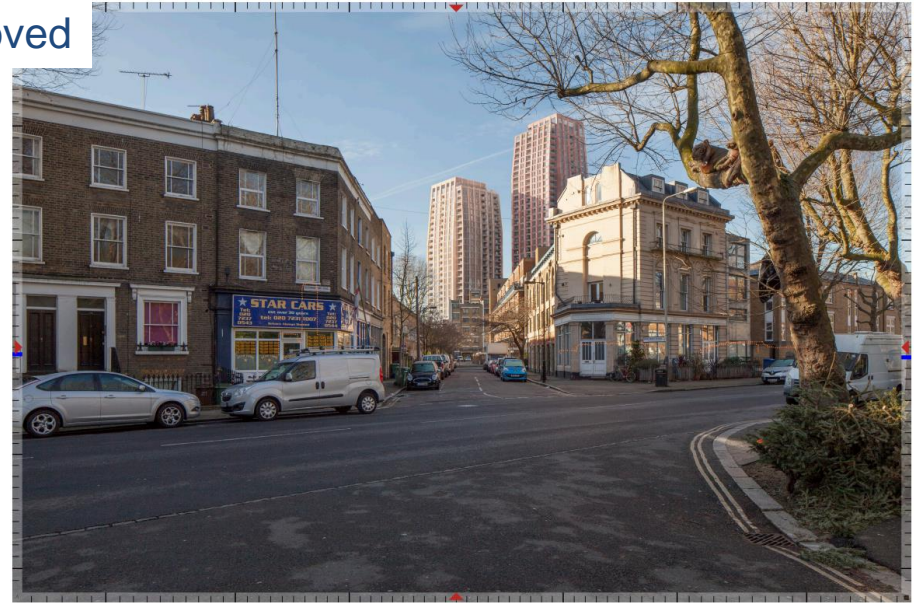
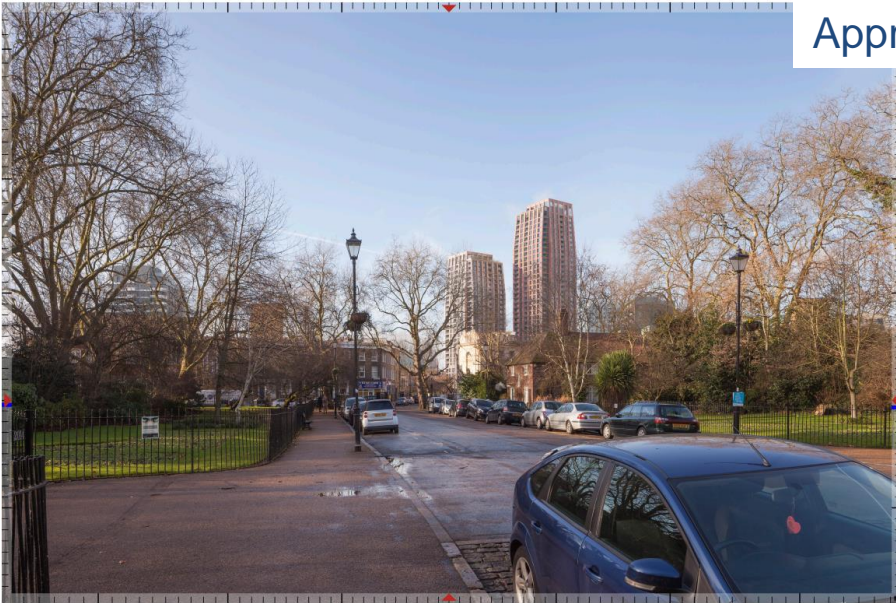
Heritage impacts

Less than substantial harms to:

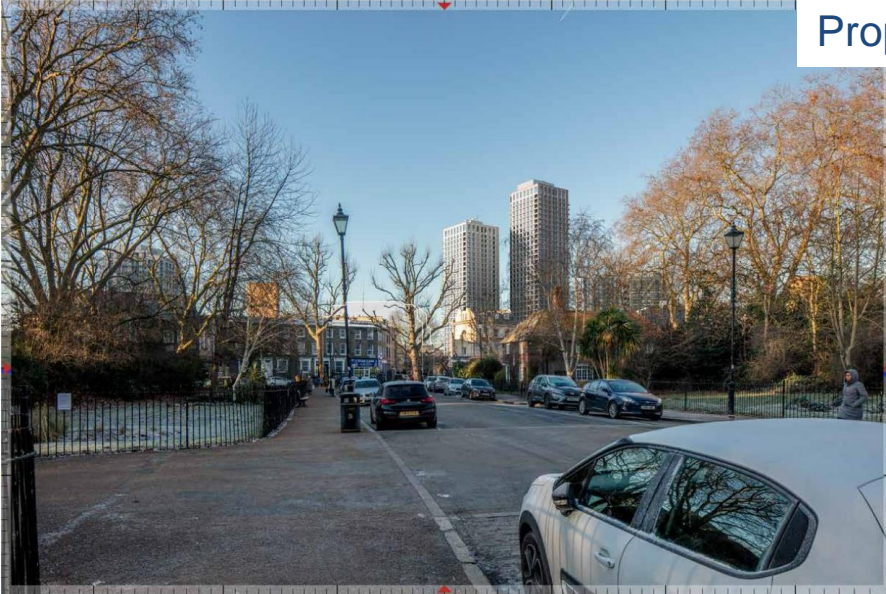
- Grade II* St James' Church (right)
- Grade II Southwark Park
- Grade II Southwark Park Primary School
- Wilson Grove Conservation Area
- Locally listed properties Southwark Park Road/Baynard Road.



Approved



Proposed



Assessment

Planning obligations

- BtR provision
- Affordable housing
- Viability reviews
- Provision of wheelchair units
- Affordable workspace
- Construction phase jobs and training
- End use jobs and training
- Energy statements and carbon offset contribution, “be seen” monitoring
- Highway works and transport contributions
- Public realm delivery and management
- Public roof terrace access and management
- Play space contribution
- Street tree maintenance contribution
- Railway arch links
- Cultural strategy
- Remaining school obligation
- Blue Bermondsey BID
- Monitoring fees

Assessment

Planning balance – harms and policy compliance

The harms of the revised scheme include:

- Some increased losses of daylight to neighbouring properties (88, 90, 92 and 94 Webster Road, 1-8 Wesley Court and Lockwood Square West) sunlight (Lockwood Square West and 6 Webster Road) and overshadowing (13, 17, 19, 21, 23, 25, 27, 31 Clements Road and 92 Storks Road) compared with the approved scheme.
- Some incidences of heritage harm (less than substantial harm) to heritage assets in the area including Grade II* St James' Church, the Grade II Southwark Park as a Registered Park and Garden, the Grade II Southwark Park Primary School and the school-keeper's house, the Wilson Grove Conservation Area, the recently locally listed properties at the junction of Southwark Park Road/Baynard Road.

Parts of the proposal fail to accord with current development plan policies - the quality of some of the BtR residential units not being exemplary and some of the proposed tall buildings are considered not to be of an exemplary architectural standard.

To be balanced with the planning benefits of the proposal

Assessment

Planning balance - benefits

Affordable housing – the much improved affordable housing package with significant increase in social rent.

Public realm improvements.

Connectivity – the earlier delivery of one railway arch route.

Housing – the delivery of up to 88 more new homes.

Fire safety improvements.

Carbon savings – improved energy performance of the buildings.

Employment space – up to 157sqm of additional B1 space in a maximum scenario.

Affordable workspace – increased from 975.5sqm to c.1,573sqm in a maximum scenario.

BtR tenure length – for a minimum of 30 years.

Neighbour amenity – reduced overshadowing impacts to the amenity spaces of 103 St James's Road, 16-17 Salisbury Court, 29 St Clements Road, 101 St James's Road, and 14-15 Salisbury Court.

Retaining the roof form of block U.

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

Wind – no longer needing a canopy over the public realm between U and T.

Sustainability – improved BREEAM sustainability standards and removal of basement.

Reduced solar glare.

Increased spend in the area.

Payment of CIL on the additional floorspace.

Delivery – continuing to build out this redevelopment scheme.

Recommendation

1. That planning permission be granted subject to revised conditions to those on the 2020 permission and the completion of a new s106 legal agreement; and
2. That the Director of Planning and Growth be authorised under delegated authority to make any minor modifications to the proposed conditions arising out of detailed negotiations with the applicant, which may necessitate further modification and may include the variation, addition, or deletion of the conditions as drafted ; and
3. That the environmental information be taken into account as required by regulation 26(1) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended); and
4. That the Planning Committee in making its decision has due regard to the potential equalities impacts that are outline in this report; and
5. That following the issue of planning permission, the Director of Planning and Growth write to the Secretary of State notifying them of the decision, pursuant to regulation 30(1)(a) of the Environmental Impact Assessment Regulations; and
6. That following issue of the planning permission, the Director of Planning and Growth shall place a statement on the statutory register pursuant to regulation 28 of the Environmental Impact Assessment Regulations and for the purposes of regulation 28(1)(h) the main reasons and considerations on which the local planning authority's decision is based shall be set out as in this report; and
7. That in the event that the requirements of paragraph 1 above are not met by 6 June 2024, the Director of Planning and Growth be authorised to refuse planning permission, if appropriate, for the reasons set out in paragraph 714.

