

<b>Item No.</b> 8.1	<b>Classification:</b> OPEN	<b>Date:</b> 20 December 2011	<b>Meeting Name:</b> PLANNING COMMITTEE
<b>Report title:</b>	<p><b>Development Management planning application</b></p> <p><b>Address:</b> LONDON BRIDGE STATION SITE BOUNDED BY TOOLEY STREET (INCLUDING 64-84), JOINER STREET, ST THOMAS STREET AND BERMONDSEY STREET, LONDON SE1</p> <p><b>Application for Full Planning Permission</b>                      Reference <b>11-AP-1987</b></p> <p><b>Proposal:</b> Application made under the provisions of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2011 seeking demolition of listed train shed, part of St Thomas Street wall, 64-84 Tooley Street, and arches together with closure of Weston Street and Stainer Street in order to provide a new station layout including: construction of a new street-level station concourse, new replacement facades on Tooley Street and St Thomas Street, new roof canopies, landscaping and other works associated with the station. Land use is to comprise station concourse, station ancillary space, operational car park, station loading bay, Class 'A' retail uses, and leisure (Class D1, D2 and <i>sui generis</i> uses).</p> <p><b>Application for Listed Building Consent</b>                      Reference <b>11-AP-2079</b></p> <p><b>Proposal:</b> Demolition of train shed over platforms 9-16 at London Bridge Station, including main roof structure and supporting walls, in connection with the Thameslink Programme and associated development of London Bridge Station.</p> <p><b>Application for Conservation Area Consent</b>                      Reference <b>11-AP-2080</b></p> <p><b>Proposal:</b> Demolition of 64-84 Tooley Street (former South Eastern Railway Office Building) in connection with the Thameslink Programme and the associated redevelopment of London Bridge Station.</p> <p><b>Application for Listed Building Consent</b>                      Reference <b>11-AP-3423</b></p> <p><b>Proposal:</b> Works associated with the repair, refurbishment and re-use of the railway viaduct arches on St Thomas Street, including the creation of new shopfronts and service openings, in connection with the Thameslink Programme and redevelopment of London Bridge Station.</p>		

<b>Ward(s) or groups affected:</b>	Grange and Riverside	
<b>From:</b>	HEAD OF DEVELOPMENT MANAGEMENT	
<b>Application Start Date</b>	06/07/2011	<b>Application Expiry Date</b> PPA application – no expiry date

## RECOMMENDATION

- 1
  - a) That planning permission is GRANTED subject to conditions and the applicant entering into an appropriate legal agreement by no later than 30 March 2012, and subject to referral to the Mayor of London and the Secretary of State for Communities and Local Government (11-AP1987);
  - b) That Listed Building Consent is GRANTED subject to conditions (11-AP-2079 and (11-AP-3423);
  - c) That Conservation Area Consent is GRANTED subject to conditions (11-AP-2080);
  - d) If it is resolved to grant planning permission, that it is confirmed that the environmental information has been taken into account as required by Regulation 3(4) of the Town and Country Planning (Environmental Impact Assessments) Regulations 2011;
  - e) That it is confirmed that, following issue of the decision, the Head of Development Management should place a statement on the Statutory Register pursuant to Regulation 24 of the Town and Country Planning (Environmental Impact Assessments) Regulations 2011 which contains the information required by Regulation 21 and that for the purposes of Regulation 24(1)(c) the main reasons and considerations on which the Planning Committee's decision was based shall be set out as in this report;
  - f) In the event that the requirements of (a) are not met by 30 March 2012, the Head of Development Management be authorised to refuse planning permission for the reasons set out under paragraph 267.

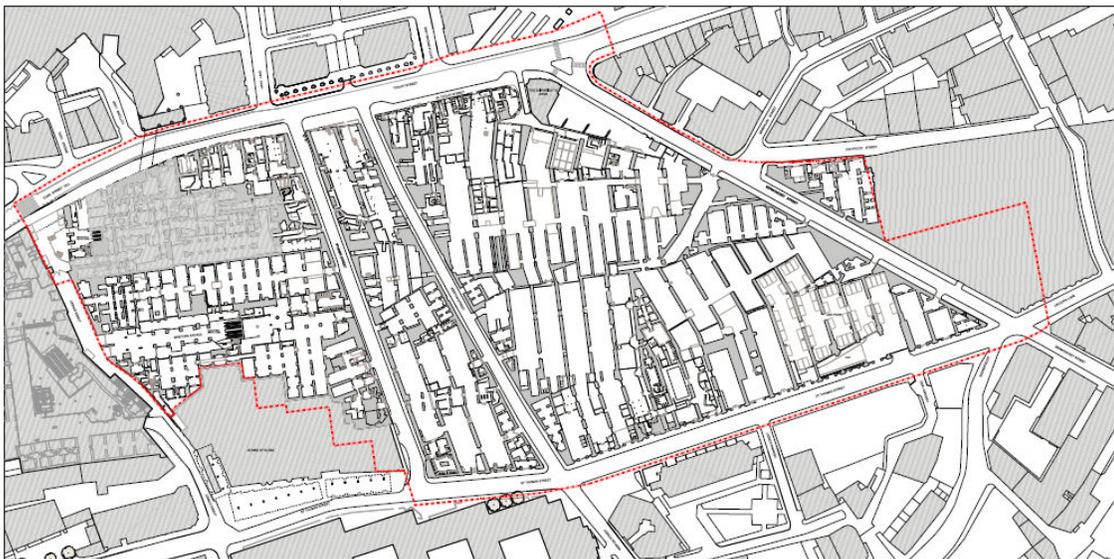
## BACKGROUND INFORMATION

### Site location and description

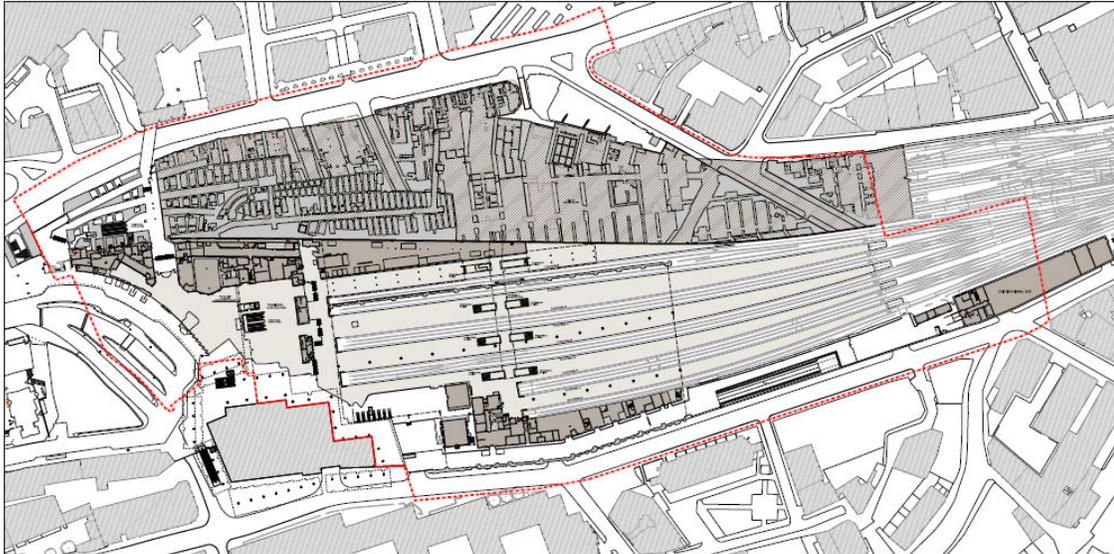
- 2 London Bridge Station is located in the north of the borough and is 150 metres south east of London Bridge. The application site is bounded by Tooley Street to the north, Bermondsey Street to the east, St Thomas Street to the south, and Joiner Street to the west, although the upper levels extend over these boundaries. Stainer and Weston Streets run north/south beneath the tracks of the station between Tooley and St Thomas Streets.
- 3 In the south west corner of the station is the Shard which is under construction whilst

the London Underground serving the Jubilee and Northern lines is accessed off Joiner Street to the west. To the west of the site on the upper level is the London Bridge Bus Station (currently being redeveloped) and London Bridge Place (currently under construction). Within the site boundary is the South Eastern Railway building (64-84 Tooley Street) which is adjacent to the Shipwright Arms pub. To the east of the pub in Bermondsey Street is a private car park owned by Network Rail.

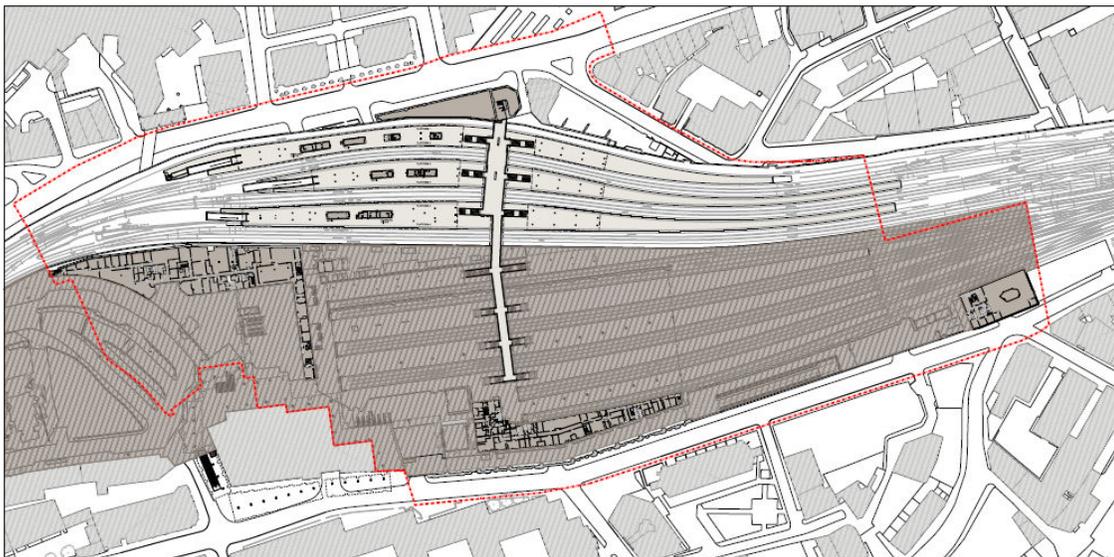
- 4 To the north lies the London Bridge Hospital, London Bridge City, Hays Galleria, and More London. There are residential and commercial uses across the northern end of Bermondsey Street whilst to the south of the station there is car parking, commercial buildings, and Guy's Hospital.
- 5 When the station originally opened in 1836, trains coming from Greenwich arrived at the terminating platforms with the current shed erected over the tracks between 1864 and 1867. In 1864, the station was widened and the tracks pushed through and past the station to provide access to Waterloo Junction (Waterloo East) and Cannon Street stations respectively, thereby creating the through platforms.
- 6 The terminating platforms and through platforms are at different heights and were established and operated by different private companies until nationalisation of the railways during World War I. The concourse for the terminating platforms is beyond the end of the tracks to the west as well as having access to Joiner Street and to the Western Arcade via escalators whilst the concourse for the through platforms is a corridor below the tracks but above street level. This corridor is accessed from the terminating concourse, escalators from Joiner Street, and an escalator overpass from the Cottons Centre on the northern side of Tooley Street. Finally, there is an over-track footway that traverses the through platforms and terminating platforms.



**Fig 1. Existing street level plan**



**Fig 2. Existing terminating platform plan**



**Fig 3. Existing through platform plan**

7 Currently within the arches and vaults beneath the tracks and ground floor of 64-84 Tooley Street are the following occupiers:

- London Dungeons
- Takeaway Chicken shop
- Coopers pub
- Skinkers pub
- Platform pub
- On Your Bike (including TfL cycle store facility)
- The Britain at War Museum
- Tuli Restaurant
- Shunt Theatre (vacant)
- Southwark Playhouse

- Topnotch gym
- T47 Sports Venue (indoor football)
- Arch Climbing Wall
- Tower Paintball
- Furniture store
- Western Arcade retail shops
- Station car park

8 In addition to the above, there is office floorspace contained within the South Eastern Railway building at 64-84 Tooley Street.

### **Thameslink Programme**

9 This planning application relates to the provision of a new station, however, it is useful to provide some background to the Thameslink Programme that the new station will link into.

10 The Thameslink Programme was subject to two public inquiries in 2001 and 2005 and approval was issued in 2006 under the provisions of the Transport and Works Act (TWA) 1992 to upgrade and expand the Thameslink rail network to provide new and longer trains between a wider range of stations to the north and to the south of London without requiring passengers to change trains in London. Work includes platform lengthening to allow 12 car trains, major station remodeling to St Pancras, Kings Cross, Blackfriars, and London Bridge, new railway infrastructure, and additional rolling stock.

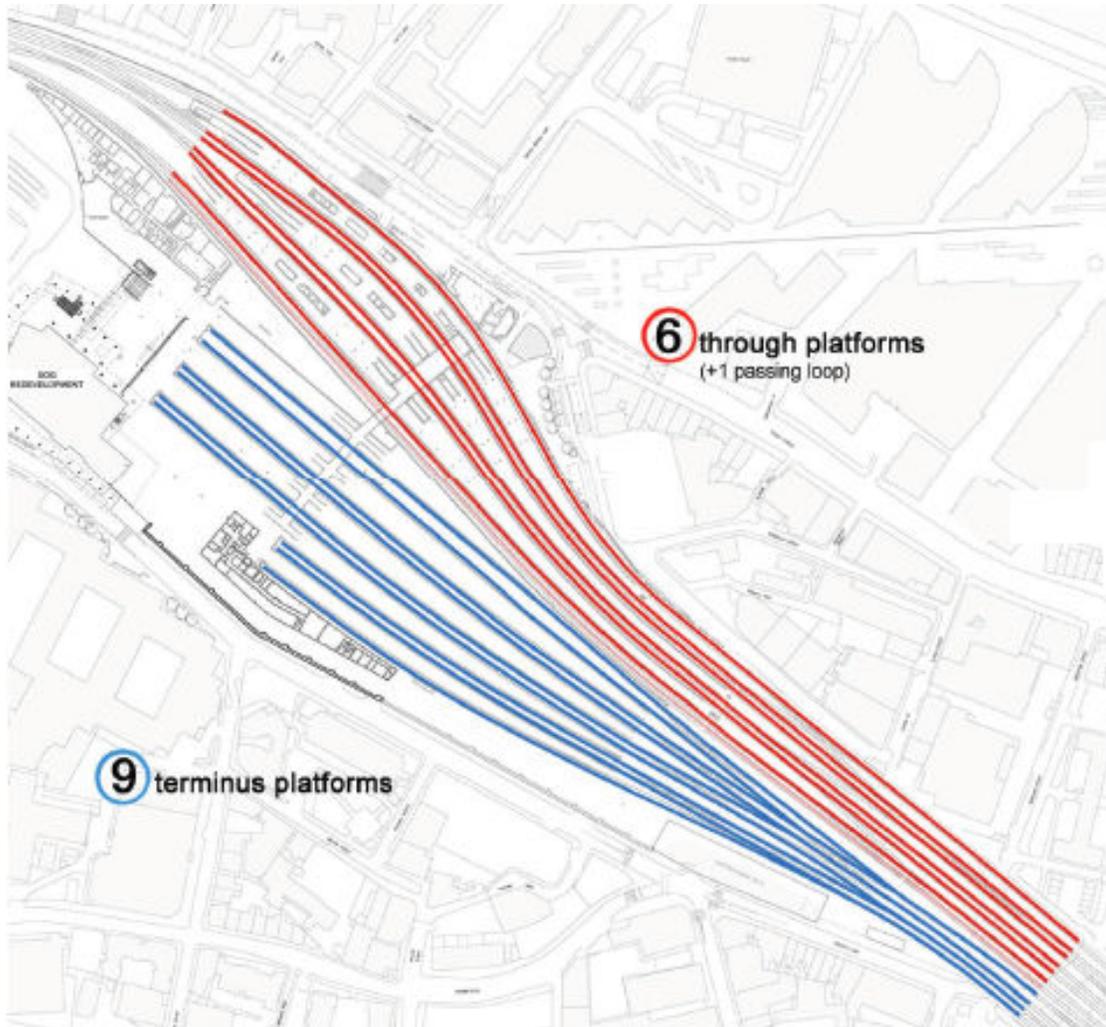
11 London Bridge Station as part of the Thameslink Programme proposes to:

- Increase the number of train routes through Central London by up to 300% with 24 train paths at peak times
- Increase capacity with longer 12 car trains
- Remove bottlenecks, the worst of which are at London Bridge Station
- Provide direct access to more destinations
- Reduce crowding on London Underground by allowing passengers to travel straight through without changing onto the tube.

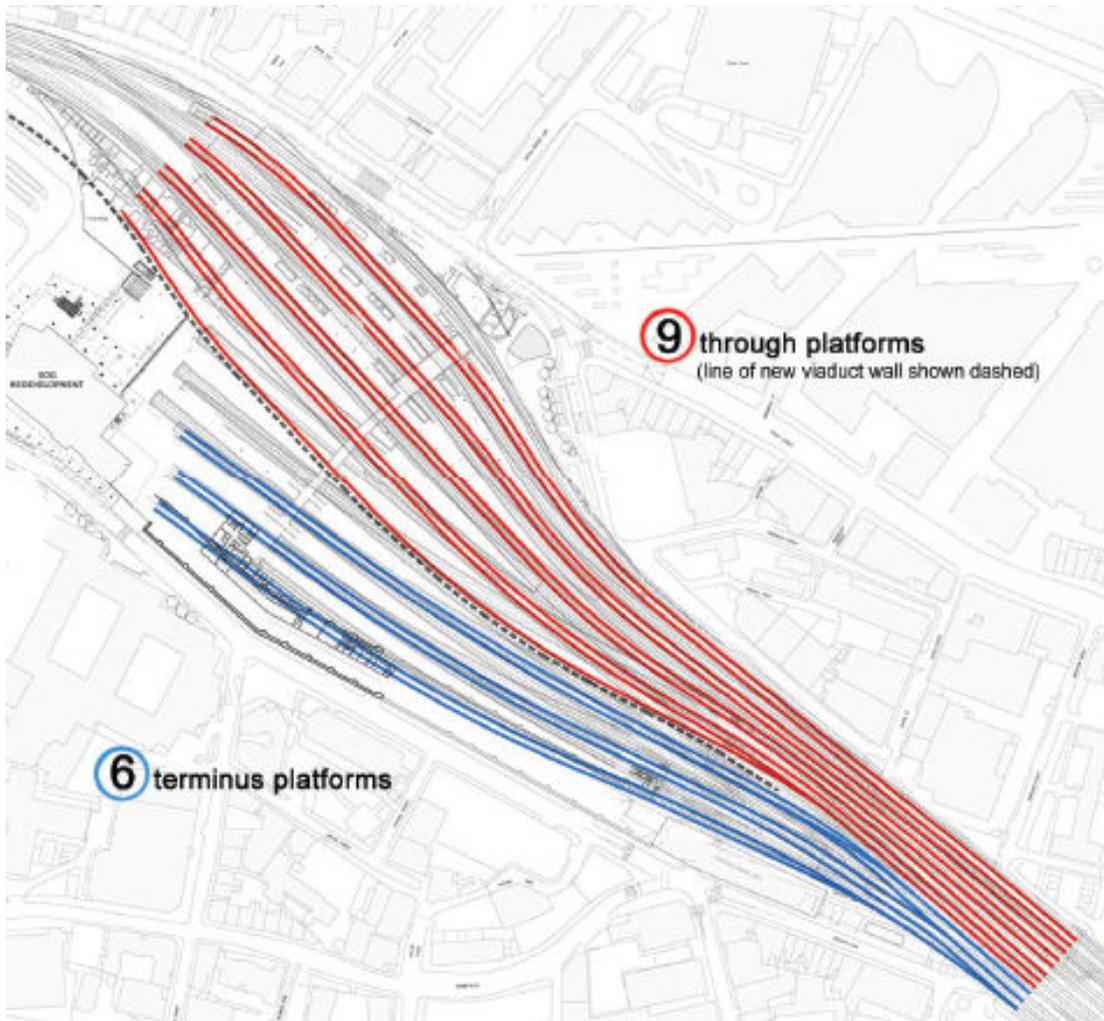
12 London Bridge Station is a major bottleneck for the Thameslink services; Network Rail advise that without the implementation of the track and platform works at London Bridge Station, 80% of the Thameslink Programme benefits cannot be delivered. The track and platform works allowed for through the TWA cannot be delivered without a new concourse for the station.

13 At London Bridge, the alignment of the tracks between the through and terminating platforms will change. Currently, there are 6 through platforms and 9 terminating platforms; this is to change to 9 through platforms and 6 terminating platforms (see plan below). The change in track work is well advanced to the west of the station with a new viaduct constructed up to the point of the bus station; this is then to link in with the new station layout and track alignment. With the new track alignment, there will be 18 Thameslink trains per hour as opposed to the one per hour currently.

- 14 The realigned tracks have approval under the TWA Order although they would not align with the existing station layout. For example, access ramps would no longer align with platforms and the roof columns would sit in the new track beds. Hence the need for a new station to facilitate the Thameslink works.



**Fig 4 Existing Track Alignment**



**Fig 5 Approved Track Configuration**

### **2003 Masterplan permission**

15 A planning application was submitted by Railtrack (now Network Rail) in 2000 seeking permission for a new station layout and new air rights office building above. This scheme also proposed a street level concourse in broadly the same location as the current proposal. Planning permission was granted in 2003 with the scheme comprising the following:

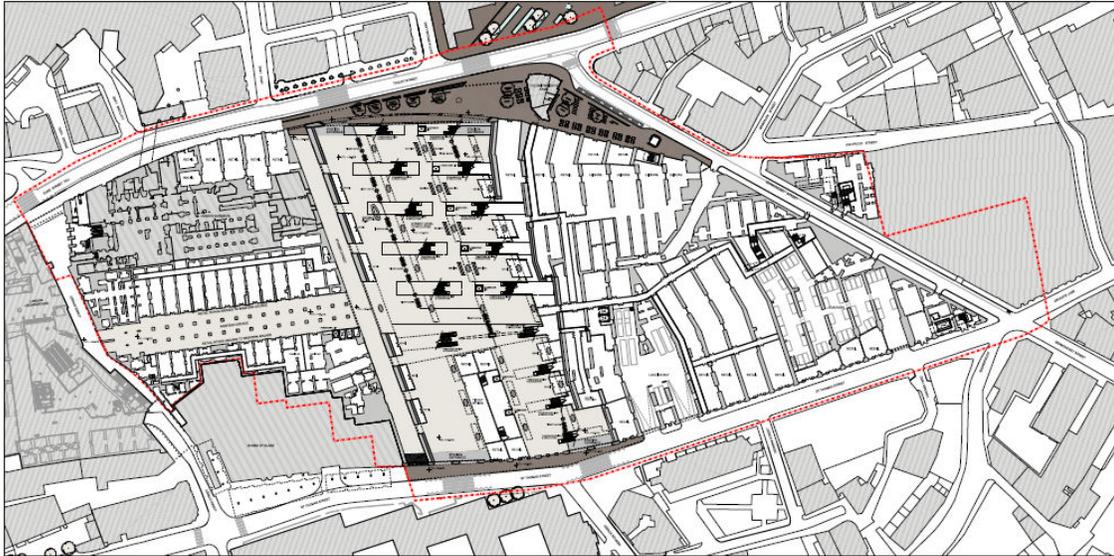
- Permanent closure of Weston Street and Stainer Street to pedestrian and vehicular traffic
- Street level concourse with entrances onto Tooley Street and St Thomas Street
- Demolition of 64-84 Tooley Street and the terminating platform roof
- New retail space including a supermarket
- 65m high office building over the tracks
- 14 storey office building at 84 Tooley Street.

### **Details of proposal**

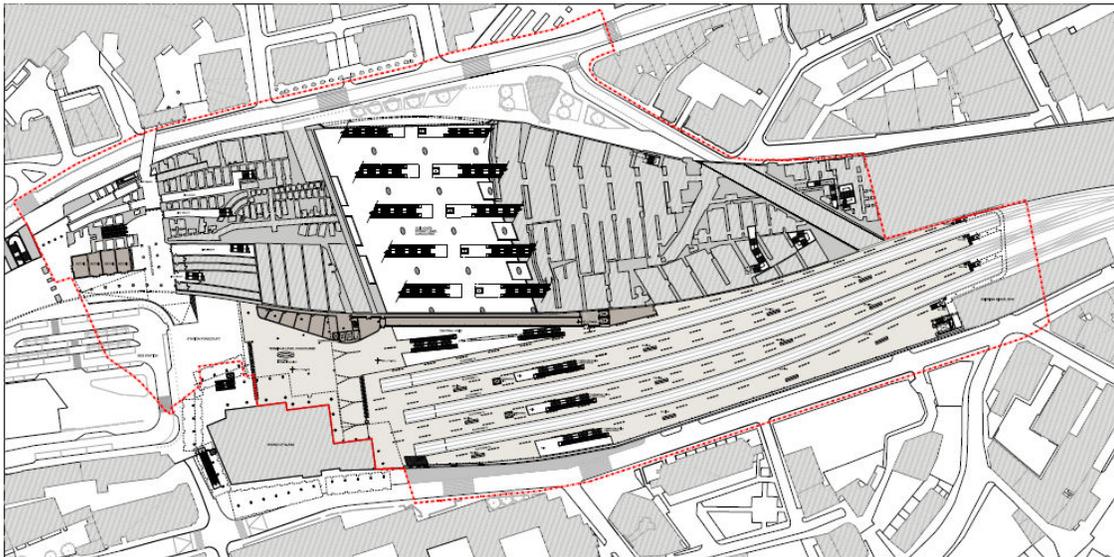
- 16 As well as facilitating the Thameslink Programme, the main purpose behind the redevelopment of the station is to provide a single concourse to serve all platforms as opposed to the disjointed two concourses that currently serve the through and terminating platforms. The new concourse will link in with the new alignment of the tracks thereby creating a significant increase in the passenger circulation area and improvement in ease of movement through the station and beyond.

#### New street level concourse

- 17 The existing corridor concourse for the through platforms is to be decommissioned and a new main concourse serving all platforms is to be created at street level beneath the tracks between Tooley Street and St Thomas Street. Comprising both paid and unpaid areas, it will extend from the existing alignment of Stainer Street to the Shipwright Arms with new entrances on Tooley Street and St Thomas Street and will be roughly the size of a football pitch.
- 18 The new concourse will require the removal of a significant amount of vaults as well as the permanent closure of Stainer and Weston Streets beneath the station. Weston Street will make way for the concourse whilst Stainer Street will be retained as a pedestrian thoroughfare.
- 19 The existing Western Arcade that currently provides access up to the terminating platforms is to have the escalators removed and will be extended through to connect with the pedestrianised Stainer Street and new concourse. It is to be widened and will have retail space contained within arches extending out from both sides of the arcade.
- 20 Passengers arriving at the new concourse will access the platforms above via escalators and stairs at either side of the concourse for the through platforms which will deposit them at one of two points roughly 1/3 from either end of any platform. In addition, there are lifts within the centre of the concourse, giving access to all platforms.
- 21 There are single escalators to the terminating platform which has its upper concourse retained and reconfigured to connect with the new roof and plaza being erected by the Shard developers. There will also be unpaid access via escalators and lifts to the street level concourse below.

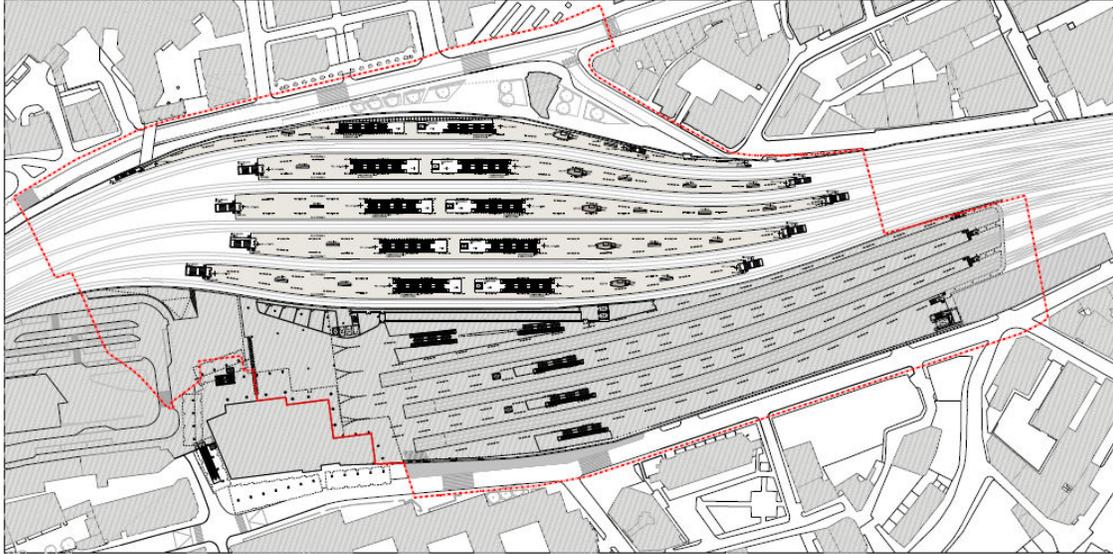


**Fig 6. Proposed new street level concourse**



**Fig 7. Proposed terminating platforms and concourse**

22 There are 49 gates in the current station layout whilst the new street level concourse and terminating concourse increases the number of gates to 80.



**Fig 8. Proposed through platforms**

Demolition and new elevations

- 23 The new concourse involves the demolition of 64-84 Tooley Street and the train shed over the terminating platforms and will result in new elevations onto Tooley Street and St Thomas Street.
- 24 The elevation to Tooley Street is created under the existing viaduct and maintains a band of brickwork that connects with the existing brick viaducts on either side of the new concourse. Beneath the band is a large colonnaded glass facade that is bordered by polished concrete edges and columns. There are new entrances at either side of the facade whilst above the viaduct rises the curved roof canopy that has a fractured glass element beneath the canopy edge. Shopfronts are also to be provided to the newly created retail arches in Bermondsey Street.
- 25 The building line of the St Thomas Street elevation is set back slightly to align with the base of the Shard which will result in a wider pavement. The facade is to be made up of contemporary brick that connects with the existing brick viaduct to the east and the brick base of the Shard to the west and incorporates simple arches that have polished concrete edging and steel linings to the station entrances. The new roof rises in waves above the new entrances before creating a ripple effect along the length of the St Thomas Street elevation to Bermondsey Street.
- 26 Within the existing St Thomas Street arches, there will be a new arch created to access the new service area whilst the remaining arches are to be restored and new shopfronts/facades provided within the arch openings.

Roof

- 27 It is proposed to erect a series of roof canopies that cover the length of all the platforms. As the canopies come in from the east and west, they start to rise and gently twist, with the northern edge opening to form a raised 'eyebrow' aligning with the street level concourse below.

- 28 The 'eyebrow' rises to 19.5 metres on the Tooley Street elevation whilst the St Thomas Street elevation comprises a series of small waves from the Bermondsey Street end, rising with two larger curves over the two new entrances. Within the concourse, at its highest the canopies rise to 19.5m (equivalent to 6.5 residential storeys) above the concourse level within the access voids.
- 29 The roof will also rise up and connect with the recently completed glass canopy over the terminating platform concourse erected by the Shard developer. The edge of each canopy has been curved outwards over the tracks at the point of the concourse below and linked with tapering louvered sections of roof – this will give the roof a visual connection from north to south.
- 30 It is to be finished in silver aluminium and will have glazing to the northern 'eyebrow' elements as well as to low level glazed strip elements on the southern edge, both of which allow natural light down into the street level concourse.

#### Land use

- 31 The new station will provide the following uses:

Station Concourse	17,511sqm
Station ancillary	12,583sqm
Station operational car park	2,100sqm
Station loading bay	1,556sqm
'A' (retail) Use Classes	6,889sqm
Leisure (D1, D2 and <i>sui generis</i> )	2,407sqm

- 32 The retail space is to be provided within the expanded Western Arcade and Tooley Street arches as well as new retail space at the northern end of Bermondsey Street and within St Thomas Street. Other locations within the street level and terminating concourses make up the total contribution.
- 33 The leisure use is to be provided within a central section of the vaults and accessed via Bermondsey Street. There is to be a dedicated service area off St Thomas Street as well as the retention of the operational car park whilst the remaining space is to be ancillary use required for the operation of the station and its occupiers.
- 34 At the southern end of the street level concourse is a double height accommodation block that is to contain station operation uses as well as retail elements on the ground floor. In addition, there are public toilets located to the south of the Western Arcade
- 35 The London Dungeons are not part of the application and will remain in place during construction and afterwards.

### Public realm

- 36 The demolition of 64-84 Tooley Street will create a new public plaza in front of the new entrance onto Tooley Street. This triangular area will be paved and incorporate tree planting and landscaping. There will be a line of bollards and granite seating along the pavement edge and provision for public art.
- 37 Another public space area is proposed in the area currently occupied by the private car park on Bermondsey Street. This large area will be in front of the new retail arches and will include cycle parking, tree planting, space for outdoor eating, and general landscaping. Adjacent to this space is an 8 bay taxi rank to replace the current one in Tooley Street.

### Construction

- 38 Under the TWA approval, Network Rail has permission to close St Thomas Street from Stainer Street to Bermondsey Street for the duration of construction. This will be used in conjunction with the work site that has been established on the former car park on the south side of St Thomas Street.
- 39 The Department for Transport has stipulated that the station must remain operational during construction. As such, the construction of the new station will be incremental, starting from the southern edge and progressing north; as terminating platforms are completed, they can be re-opened to passengers. Once the works have progressed three quarters through the platforms, the construction will move to the northern edge and begin working south; as through platforms are complete, they will re-open to passengers.

### **Planning history**

- 40 The last major redevelopment of the station took place from 1972-1978 and was known as 'Operation London Bridge'. This involved considerable alterations to the through platforms and resulted in the current canopies, over-track access, and main concourse roof at the western end of the station.
- 41 London Bridge Station Masterplan (LBS ref 00-AP-0333 and 08-AP-0832): planning permission granted for redevelopment of the station to provide a street level concourse and provision of retail space as well as construction of an office building rising to 67m comprising 43,000sqm of floorspace.
- 42 The above planning permission was granted in 2003 and was technically implemented in 2008. The new station layout broadly followed that which is currently proposed but the scheme involved the erection of a large air-rights office block above the station rising to approximately 16 storeys. This planning permission has been technically implemented in that foundation works were commenced although Network Rail are not pursuing the scheme and have come in with this new application.

### Transport Works Act (TWA) Order

- 43 Under the TWA, the realignment of the tracks to increase the number of through platforms has already been approved. A public inquiry was held in 2001 and a second

was held in 2005 to address issues highlighted at the first inquiry. Approval was issued in 2006.

### St Thomas Street arches

- 44 Following submission of the planning application, the Secretary of State notified the Council that he had accepted English Heritage's recommendation to list the arches in St Thomas Street from the train shed to Crucifix Lane. As a result of this, a second Listed Building Consent was submitted as part of the proposal.

### **Planning history of adjoining sites**

- 45 There are a number of major sites in the surrounding area that have either been granted permission or are under construction:

London Bridge Tower (the Shard) (LBS ref 01-AP-0476): planning permission granted for redevelopment of Southwark Towers for a 306m tower for offices, hotel, residential and public viewing areas. This development is currently under construction and nearing completion.

London Bridge Place (LBS ref 07-AP-0815): planning permission granted for redevelopment of New London Bridge House for an 18 storey office building. This development is currently under construction.

London Bridge Bus Station (LBS ref 10-AP-0162): planning permission granted for redevelopment of bus station to provide 21 bus stands, taxi rank and ancillary facilities. This development is currently under construction and due to be operational in time for the Olympics.

Capital House (the Quill) (LBS ref 09-AP-2657): planning permission granted for demolition of Capital House, and erection of a 21 and 31 storey building (2 basement levels plus ground and 30 upper) to a maximum height of 108.788m (14,738sqm GEA) to provide 470 student accommodation units (sui generis) on floors 1-27 (13,289sqm GEA), ancillary bar, gym, library and student hub on floors 28, 30, retail/cafe units (flexible class A1, A3 use) (286sqm GEA) at ground floor level, 261 cycle parking spaces, 2 disabled car parking spaces and 1 service bay at basement level, associated refuse and recycling, and an area of public open space.

A judicial review claim has made against the decision of the council and against the Secretary of State; it was dismissed by the High Court of Justice on 28 October 2011 although the claimant has lodged an appeal.

### **KEY ISSUES FOR CONSIDERATION**

#### **Summary of main issues**

- 46 The main issues to be considered in respect of this application are:
- a) the principle of the development in terms of land use and conformity with strategic policies
  - b) Environmental Impact Assessment

- c) New station layout
- d) Design
- e) Demolition of Listed Building and building in a Conservation Area
- f) Impact on adjoining occupiers
- g) Transport
- h) Archaeology
- i) Planning obligations
- j) Sustainability

### **Planning policy**

- 47 The statutory development plans for the borough comprise the London Plan 2011, the Southwark Core Strategy 2011, and saved policies of The Southwark Plan (2007).
- 48 The site is located within the:
- Central Activities Zone (CAZ)
  - London Bridge Opportunity Area
  - Borough, Bermondsey and Rivers Archaeological Priority Zone
  - Air Quality Management Area
  - London Bridge District Town Centre
  - London Bridge Strategic Cultural Area.
- 49 In addition, the site is identified as Proposal Site 4P which lists Uses Required as Transport Development. Any other uses compatible with improved public transport are accepted with no other use allowed.
- 50 The terminating platform train shed and St Thomas Street arches are Grade II listed whilst 64-84 Tooley Street lies within the Tooley Street Conservation Area.
- 51 The following listed buildings are adjacent to the site:
- Shipwright Arms, Tooley Street
  - The Counting House, Tooley Street
  - 47 and 49 Tooley Street
  - 29-31 Tooley Street
  - London Bridge Hospital, 17-25 Tooley Street
  - Denmark House, 15 Tooley Street
  - Bridge over north end of Joiner Street.
- 52 Core Strategy 2011
- Strategic Policy 1 – Sustainable development  
 Strategic Policy 2 – Sustainable transport  
 Strategic Policy 3 – Shopping, leisure and entertainment  
 Strategic Policy 4 – Places to learn and enjoy  
 Strategic Policy 10 – Jobs and businesses  
 Strategic Policy 11 – Open spaces and wildlife  
 Strategic Policy 12 – Design and conservation  
 Strategic Policy 13 – High environmental standards

53 Southwark Plan 2007 - saved policies

Policy 1.1	Access to Employment Opportunities.
Policy 1.3	Preferred office locations
Policy 1.7	Development within town and local centres.
Policy 1.8	Location of developments for retail and other town centre uses.
Policy 1.11	Arts, culture and tourism uses
Policy 2.1	Enhancement of community facilities
Policy 2.5	Planning Obligations.
Policy 3.1	Environmental effects.
Policy 3.2	Protection of Amenity.
Policy 3.3	Sustainability Assessment.
Policy 3.4	Energy Efficiency.
Policy 3.6	Air Quality.
Policy 3.7	Waste Reduction.
Policy 3.9	Water.
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 3.15	Conservation of the Historic Environment.
Policy 3.17	Listed buildings
Policy 3.18	Setting of Listed Building and Conservation Areas.
Policy 3.19	Archaeology.
Policy 3.22	Important Local Views.
Policy 5.1	Locating Developments.
Policy 5.2	Transport Impacts.
Policy 5.3	Walking and Cycling.
Policy 5.4	Public Transport Improvements.
Policy 5.5	Transport Development Areas.
Policy 5.6	Car Parking.

54 London Plan 2011

Policy 2.5	Sub-regions
Policy 2.9	Inner London
Policy 2.10	Central Activities Zone – strategic priorities
Policy 2.11	Central Activities Zone – strategic functions
Policy 2.12	Central Activities Zone – predominantly local activities
Policy 2.13	Opportunity Areas and Intensification Areas
Policy 2.15	Town Centres
Policy 3.1	Ensuring equal life chances for all
Policy 4.1	Developing London's economy
Policy 4.2	Offices
Policy 4.7	Retail and town centre development
Policy 4.8	Supporting a successful and diverse retail sector
Policy 4.12	Improving opportunities for all
Policy 5.1	Climate change mitigation
Policy 5.2	Minimising carbon dioxide emissions
Policy 5.3	Sustainable design and construction

Policy 5.4 Retrofitting  
 Policy 5.7 Renewable energy  
 Policy 5.9 Overheating and cooling  
 Policy 5.12 Flood risk management  
 Policy 5.13 Sustainable drainage  
 Policy 5.15 Water use and supplies  
 Policy 5.18 Construction, excavation and demolition waste  
 Policy 5.21 Contaminated land  
 Policy 6.1 Strategic approach (Transport)  
 Policy 6.2 Providing public transport capacity and safeguarding land for transport  
 Policy 6.3 Assessing transport capacity  
 Policy 6.9 Cycling  
 Policy 6.10 Walking  
 Policy 6.11 Smoothing traffic flow and tackling congestion  
 Policy 6.12 Road network capacity  
 Policy 6.13 Parking  
 Policy 7.1 Building London's neighbourhoods and communities  
 Policy 7.2 An inclusive environment  
 Policy 7.3 Secured by design  
 Policy 7.4 Local character  
 Policy 7.5 Public realm  
 Policy 7.6 Architecture  
 Policy 7.8 Heritage assets and archaeology  
 Policy 7.14 Improving air quality  
 Policy 7.15 Reducing noise and enhancing soundscapes  
 Policy 7.18 Protecting local natural space and addressing local deficiency  
 Policy 7.19 Biodiversity and access to nature  
 Policy 7.21 Trees and woodlands  
 Policy 8.2 Planning obligations

55 Planning Policy Guidance (PPG) and Planning Policy Statements (PPS)

PPS1	Delivering Sustainable Development.
PPS5	Planning for the Historic Environment.
PPS6	Planning for Town Centres.
PPS9	Biodiversity and Geological Conservation.
PPS10	Planning for Sustainable Waste Management.
PPG13	Transport.
PPG16	Archaeology and Planning.
PPS22	Renewable Energy.
PPS23	Planning and Pollution Control.
PPG24	Planning and Noise.
PPG25	Development and Flood Risk.

56 LBS Supplementary Planning Documents:

Sustainability Assessment (SPD 2009)  
 Sustainable Design and Construction (SPD 2009)  
 Bankside, Borough and London Bridge (Consultation draft SPD 2010)  
 Section 106 Planning Obligations SPD (2007)

## Draft National Planning Policy Framework (NPPF)

- 57 The draft NPPF was published at the end of July 2011 for consultation until 17 October 2011 and is capable of being a material consideration. The Government has set out its commitment to a planning system that does everything it can do to support sustainable economic growth. Local planning authorities are expected to plan positively for new development. All plans should be based on the presumption in favour of sustainable development and contain clear policies that will guide how the presumption will be applied locally.
- 58 The presumption in favour of sustainable development is a new policy designed to ensure that the planning system as a whole focuses on opportunities. The presumption, in practice, means that significant weight should be placed on the need to support economic growth through the planning system and local planning authorities should plan positively for new development and approve all individual proposals wherever possible. But development should not be allowed if it would undermine the key principles for sustainability in the Framework. The draft NPPF makes clear that the policies should apply 'unless the adverse impacts of allowing development would significantly and demonstrably outweigh the benefits'.
- 59 The draft NPPF also states that 'The primary objective of development management is to foster the delivery of sustainable development, not to hinder or prevent development' and that local authorities should look for solutions to problematic applications, so they 'can be approved wherever practical to do so'.
- 60 The draft NPPF also sets out core principles that should underpin both plan-making and development management. It states that 'every effort should be made to identify and meet the housing, business, and other development needs of an area, and respond positively to wider opportunities for growth'.
- 61 The NPPF builds upon the Government's 'Plan for Growth' which was published in March 2011. The overall theme of this document is to support long term sustainable economic growth and job creation in the UK. This is set out as a clear and current Government objective.
- 62 In relation to the vitality and viability of the town centre, the draft NPPF requires planning policies to be positive and promote competitive town centre environments. This includes recognising town centres as the heart of the community, defining a network of centres and setting policies to be clear on which uses will be permitted. It also includes recognising that residential development can play an important role, allowing a range of suitable uses, and setting policies for the consideration of retail and leisure proposals which cannot be accommodated on or adjacent to town centres.
- 63 The draft NPPF sets out that to boost the supply of housing, local planning authorities should: use an evidence base to meet full requirements for market and affordable housing, identify key sites, identify and maintain a rolling supply of specific deliverable sites for 5 years, including at least a 20% additional allowance, identify developable sites for year 6-10 and if possible 11-15 and not make allowances for windfall sites in the first 10 years. If the local council does not find enough sites for the first five years of the plan, the council should grant permission for developments in line with the 'Presumption in Favour of Sustainable Development'.

## Principle of development

- 64 The application site is currently operating as a train station and is designated for transport development under Proposal Site 4P of the Saved Southwark Plan. As such, there is no in principle objection to a new station on the site, indeed it is to be welcomed.

### Opportunity Area

- 65 London South Central is a strategic regeneration priority area identified in the London Plan. It stretches across the northern part of three boroughs of central London south of the Thames (Southwark, Lambeth, and Wandsworth) and contains four Opportunity Areas, one of which is the London Bridge Opportunity Area within which the application site is located.
- 66 Policy 2.13 of the London Plan states that developments within Opportunity Areas in south east London should:
- a) support the strategic policy directions for the opportunity areas and intensification areas
  - b) seek to optimise residential and non-residential output and densities, provide necessary social and other infrastructure to sustain growth, and, where appropriate, contain a mix of uses
  - c) contribute towards meeting (or where appropriate, exceeding) the minimum guidelines for housing and/or indicative estimates for employment capacity
  - d) realise scope for intensification associated with existing or proposed improvements in public transport accessibility, such as Crossrail, making better use of existing infrastructure and promote inclusive access including cycling and walking
  - e) support wider regeneration (including in particular improvements to environmental quality) and integrate development proposals to the surrounding areas.
- 67 Annex 1 of the London Plan provides the following for London Bridge, Borough, and Bankside Opportunity Area:

*This Area has considerable potential for intensification, particularly at London Bridge station and its environs, complemented by improvements to public transport and interchange facilities, better pedestrian integration with the surrounding area and greater use of river passenger transport. There is scope to develop the strengths of the Area for strategic office provision as well as housing, especially in the hinterland between Blackfriars and London bridges. Mixed leisure and culture related development should enhance its distinct offer as part of the South Bank Strategic Cultural Area, and partners should work to develop and accommodate synergies with the existing centre of medical excellence. Account should be taken of the Tower of London World Heritage site and proposals for open space networks and transport and community infrastructure should be co-ordinated with those in the Waterloo and Elephant and Castle Opportunity Area and across borough boundaries.*

- 68 From the above, it is considered that the proposal to provide a new transport

interchange in the form of the new station, together with the mix of uses proposed, is in accordance with aspirations of the Opportunity Area.

- 69 The Core Strategy and saved policies of the Southwark Plan underpins the London Plan in terms of Opportunity Areas and states that Southwark's vision for London Bridge is for:

*A mix of uses that blend well with and help improve the surrounding neighbourhood areas and historic places and create a lively and friendly place throughout the day and week. Small local businesses, including creative and media businesses will continue to thrive alongside large global companies, major tourist and cultural facilities, bars, cafes and restaurants. New shops and facilities will be provided to better meet the needs of local people.*

*Development will be mainly focused in the area around London Bridge station, which serves stations in Southwark, where Transport for London, Network Rail, the Primary Care Trust, King's College and major land owners will help deliver large-scale change. This will include major redevelopment of the station to improve capacity and links between transport types as well as provide more shops and offices.*

#### Central Activities Zone (CAZ) and London Bridge District Town Centre

- 70 The site is located within the Central Activities Zone which covers a number of central boroughs and covers London's geographic, economic, and administrative core. In addition, the site is part of the London Bridge District Town Centre where saved policy 1.7 states that within the centre, developments will be permitted providing a range of uses, including retail and services, leisure, entertainment and community, civic, cultural and tourism, residential and employment uses. In addition, the policy states that any floorspace currently in A Class use should be retained or replaced. Strategic Policy 3 of the Core Strategy advises that the network of town centres will be maintained and that at London Bridge, the provision of new shopping space will be supported.
- 71 The retail component of the new station represents a slight increase from existing floorspace of 6,666sqm to 6,889sqm. Part of the provision will be located in the expanded Western Arcade connecting the new concourse to Joiner Street which will have the escalators removed and the thoroughfare widened, with the retail elements pushed back into arches on either side. In addition, there will be new retail arches on the northern end of Bermondsey Street as well as on St Thomas Street which will provide active frontages.
- 72 Network Rail has also agreed to provide affordable business space within the retail arches in St Thomas Street which are to be offered to independent operators on affordable terms for a fixed period. This will be secured within the Section 106 agreement.

#### Bankside, Borough and London Bridge (consultation draft) SPD

- 73 The Council consulted on the above SPD in February 2010 and again in September 2010. Further work on the above SPD/OAPF has been on hold while the Bermondsey Neighbourhood Forum prepares a Neighbourhood Plan in line with the Government's

Localism Act.

- 74 Following this, the intention is to review the SPD in collaboration with the GLA and produce a joint document which the Mayor of London can endorse as an Opportunity Area Planning Framework (OAPF).
- 75 Given it is in draft form, there is limited weight that can be attached to the guidance contained within the SPD. However, it is useful to consider the general provisions proposed on how the site should be developed which can be summarised as:

Land use: new station; major destination offering a mix of commercial units; retail should be increased; D class uses should be increased suitable for office use.

Movement: redevelopment should achieve a spacious, uncluttered and legible station that provides easy interchange between transport modes; improve movement out of the station; improved east west linkages; linked to an internal street network to link into surrounding street system; opportunities for traffic flow reconfiguration on Tooley Street; provision for convenient cycle parking and storage facilities.

Built form: given constraints, some loss of historic fabric may be considered; exceptional architectural quality creating a landmark development; not have negative impact on conservation areas; site has potential for a tall building.

Public realm: need for an attractive environment; improving and increasing public space and pedestrian priority around the station; activity in the station should be integrated with life on the surrounding streets; railway arches on St Thomas Street should be refurbished and actively used ; active uses on corner of Bermondsey Street and Tooley Street.

#### Loss of office space

- 76 64-84 Tooley Street is located within a Preferred Office Location and the upper levels are currently occupied by offices associated with the station. Saved policy 1.3 of the Southwark Plan seeks to protect existing office space and that proposals should not result in a net loss of floorspace in Class B use. 64-84 Tooley Street currently comprises 1,860sqm of B1 office space.
- 77 The new station layout provides 12,000sqm of ancillary space to be used for the operation of the station and its occupiers and the functions of the existing space in 64-84 Tooley Street will be re-provided within this space. Accordingly, the functions of the existing office use are to be re-provided as part of the proposal. Currently within the station each Train Operating Company (TOC) has its own designated area for office space and related operations. As part of the new station, it is proposed that a number of functions will be combined and rationalised and that there will be more shared facilities between the TOCs. Accordingly, the 1,860sqm currently used in 64-84 Tooley Street is likely to be comparatively less in the new station layout.
- 78 In addition, as the space is not let on commercial terms and relates to the operation of the station, it is considered that there will not be an adverse impact on the office stock of the borough and that the loss of office floorspace at 64-84 Tooley Street is acceptable.

### Loss of leisure/cultural space

- 79 Saved policy 2.1 of the Southwark Plan states that planning permission for a change of use from D class community facilities (described as health, leisure, educational, training, youth and general community provision) will not be granted unless;
- a) The applicant demonstrates to the satisfaction of the LPA that the community facility is surplus to requirements of the local community and that the replacement development meets an identified need; or
  - b) The applicant demonstrates that another locally accessible facility with similar or enhanced provision can meet the identified needs of the local community facility users.
- 80 In addition to the above, saved policy 1.11 of the Southwark plan states that changes of use from arts, cultural and tourism uses will not be permitted unless the applicant demonstrates a lack of requirement for the facility and either:
- a) The site's use for an alternative arts, culture or tourist activity is not possible; or
  - b) A facility with similar or enhanced provision is provided locally.
- 81 The vaults beneath the tracks at the station currently accommodate a number of leisure and cultural uses including the Britain at War Museum, Shunt Theatre (vacant) Southwark Playhouse, Topnotch gym, T47 Sports Venue (indoor football), Arch Climbing Wall, and Tower Paintball within an area comprising 14,441sqm. The new concourse takes up 17,000sqm of space that was previously occupied by these uses (as well as Weston Street and retail uses) with the result being that there is less space to accommodate the current quantum of occupiers.
- 82 As submitted, the application proposed 1,907sqm of leisure floorspace which was not sufficient to re-accommodate the Southwark Playhouse and Britain at War Museum. Following consultation, there was considerable objection from members of the community against the loss of the theatre as well as strong objection from the Museum and the Playhouse.
- 83 The site is located within a Strategic Cultural Area and, given the strong policy position, officers advised Network Rail that the quantum of leisure/sui generis floorspace should be increased to an area that could accommodate the theatre and the museum and that they should be re-accommodated within the new station. The applicant subsequently submitted revised plans that increased the quantum of leisure/sui generis floorspace by 500sqm and agreed in principle to re-accommodating the Southwark Playhouse and Britain at War Museum within the completed station.
- 84 Officers are of the view that the museum and theatre are important cultural uses that should be retained as part of the mix of uses which is appropriate in a highly accessible town centre location.
- 85 Whilst there are policies protecting general leisure floorspace, the displacement caused by the new concourse means that the other leisure uses cannot physically be provided in the new station layout. Whilst it would be preferential to retain all uses, the new concourse is a material consideration in concluding that a departure from this

policy is acceptable in this instance due to the substantial public benefit of the new station layout. The operational needs of the station and the very significant improvements to passenger movement are clear justifications for the loss of leisure floorspace.

- 86 Network Rail is working with the remaining occupiers regarding alternative sits and the legal agreement shall be worded to require the organisation to make reasonable endeavours to relocate existing tenants which is considered to be an acceptable mitigation measure.

#### Conclusion on land use

- 87 The sheer scale of the new concourse has meant that there is less space available to accommodate all of the existing uses in the new station. Given the site is within a Strategic Cultural Area, it is considered reasonable to require the proposed leisure space to accommodate the Britain at War Museum and Southwark Playhouse with the other leisure uses being relocated by Network Rail. There is a slight increase in retail provision which is considered acceptable for this site in a District Town Centre, CAZ, and Opportunity Area. On balance, it is considered that the mix of uses provided within the development is acceptable given the constraints of the new concourse.

#### **Environmental impact assessment**

- 88 Applications where an environmental impact assessment (EIA) is required will either be mandatory or discretionary, depending on whether they are found in Schedule 1 (mandatory) or Schedule 2 (discretionary) of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2011. In this case, the proposal could be considered to constitute a 'Schedule 2' 'urban development project' in accordance with Section 10(b) of Schedule 2 of the Regulations. The threshold for 'urban development projects' is a site area exceeding 0.5ha and, with a site area of 6.244ha, the station is above this threshold. However, an EIA is only required if the site is located within a sensitive area or the proposal is likely to generate significant environmental effects by virtue of its nature, size or location, based on a review of the Schedule 3 selection criteria for screening Schedule 2 Development.
- 89 Prior to the submission of the planning application, the applicant requested a 'Scoping Opinion' under Regulation 10 of the EIA Regulations (then 1999) to ascertain what information the Local Planning Authority considered an Environmental Statement (ES) should include (LBS ref 10-AP-3129).
- 90 Regulation 3 of the EIA Regulations 2011 precludes the granting of planning permission unless the Council has first taken the 'environmental information' into consideration. The 'environmental information' means the ES, including any further information, any representations made by consultation bodies, and any other person, about the environmental effects of the development.
- 91 In accordance with the EIA Regulations, an Environmental Statement (ES) comprising a Non-Technical Summary (Part 1), Project Information (Part 2), Reports (Part 3) and Technical Appendices (Part 4) accompanies the application. The assessment of the ES and further information and the conclusions reached regarding the environmental

effects of the proposed development are set below.

- 92 The ES details the results of the EIA and provides a detailed verification of potential beneficial and adverse environmental impacts in relation to the proposed development, including the following areas of impact (in the order they appear in the ES):
- Transport
  - Historic Environment and Townscape
  - Noise and Vibration
  - Air Quality
  - Ground conditions and contamination
  - Ecology and Biodiversity
  - Archaeology.
- 93 Information includes a prediction of the impact (methods/assumptions and underlying rationale/interpretation of facts, opinions, judgments based on facts/confidence limits associated with the prediction and the characteristics and dimensions of the impacts i.e. nature, magnitude, extent, timing, duration, reversibility, likelihood and significance) and the certainty of the impact (worst case/impact range and risk assessment).
- 94 Reference to cumulative effects includes the combined effects of different types of impact, for example, noise, dust and visual impacts, impact interactions and impacts from several developments, which individually might be insignificant, but when considered together, could amount to a cumulative impact.
- 95 Potential positive and negative residual effects remaining after mitigation measures have been identified and incorporated are also included in the ES in order to assess their significance and acceptability.
- 96 Additional environmental information was received during the course of the application; in accordance with Regulation 22 of the EIA Regulations 2011, all consultees and neighbours were re-consulted and press notices re-issued.

#### Transport

- 97 During construction, the station will remain open and operational, although some train and bus service disruptions will be required, which will affect passengers' journeys. Stainer and Weston Streets close permanently to traffic whilst St Thomas Street will be temporarily closed and diversions will be in place. Construction vehicles will cause an increase in traffic on surrounding main roads, particularly Bermondsey Street and Tooley Street. Overall, the ES considered that there will be moderate adverse impact on travellers during construction.
- 98 Permanent operational impacts will overall be beneficial for pedestrians using the station due to an improved station layout and less crowding. Pedestrian routes to and through the station will be easier and more intuitive whilst streetscape enhancements and improved pedestrian crossing facilities will have public realm benefits. Users of train services will benefit from the improved train capacity and journey opportunities

offered by the Thameslink Programme across London and south-east England. This is considered a moderate to major beneficial impact.

- 99 Weston Street (between Tooley Street and St. Thomas Street) and Stainer Street will be closed permanently as a result of the project in order to accommodate the improved station concourse layout. Due to diversions, traffic will increase on sections of Bermondsey Street, St Thomas Street and Borough High Street. Combined with the additional traffic generated by the Shard and London Bridge Place, this will create a slight to moderate adverse impact.

#### Historic Environment and Townscape

- 100 London Bridge Station sits within a complex historic environment, with a number of designated and undesignated heritage assets in the vicinity, and some heritage assets within the station site itself. There are four Conservation Areas in the vicinity of the site – the Tooley Street Conservation Area, Tower Bridge Conservation Area, the Bermondsey Street Conservation Area, and the Borough High Street Conservation Area. Overall, while some adverse impacts may be experienced during construction, the ES considers an overall slight to moderate beneficial impact is likely to be produced by the proposed scheme, as the final design will make a positive contribution to the adjacent historic environment. However, officers disagree with this conclusion with consideration of the impacts of the development on heritage expanded on in the Planning Considerations section of this report.
- 101 During construction, the majority of impacts will be of an indirect nature, limiting their overall magnitude. During construction, slight adverse, indirect impacts will be felt upon the historic environment as a result of demolition and rebuilding; this is particularly the case on Tooley Street. Hoardings, and the largely internal nature of the building works, will ensure that the significance of local heritage assets is preserved to a large extent, while in most cases, heritage assets are shielded by distance or other structures.
- 102 Slight adverse effects will be felt on the settings of heritage assets in the vicinity of the station during construction, as a result of increased construction traffic and hoardings; these are indirect impacts. Substantial adverse impacts will be felt on the Grade II Listed train shed and on the undesignated heritage asset of 64-84 Tooley Street as these are being demolished. The removal of the former is necessary as a result of the new track alignment proposed, and essential to the Thameslink scheme, while 64-84 Tooley Street's demolition is necessary in order to achieve the large north-south concourse that has been identified as vital to the scheme. In addition, this scheme envisages the part-demolition of the Undesignated Heritage Asset of London Bridge Station, which will have a substantial adverse impact during construction, followed by a substantial beneficial impact once the station is operational; a much greater understanding of the building's heritage significance will be possible once works are completed.
- 103 This scheme also envisages some direct works to the Designated Heritage Asset of the Railway Viaduct Arches on St Thomas Street, listed at Grade II and Joiner Street Bridge listed at Grade II. This will lead to a moderate adverse impact during construction, followed by a moderate beneficial impact following completion; the introduction of a more active frontage, and some conservation works, will lead to an

overall improvement in its condition.

- 104 Once the station is in operation, the new public realm, concourse entrances and roofscape will improve understandings of the surrounding historic environment's significance, despite the loss of one Designated Heritage Asset, and one Undesignated Heritage Asset. Overall, therefore, the ES concludes that the development should, as stated above, produce a slight to moderate beneficial impact on the surrounding historic environment. Again, officers disagree with this conclusion with consideration of the impacts of the development on heritage expanded on in the Planning Considerations section of this report.

#### Noise and vibration

- 105 Sensitive noise receptors in the area include hotels, residential and office buildings, Guy's Hospital on St Thomas Street and London Bridge Hospital on Tooley Street.
- 106 During construction, noise and vibration impacts at the closest receptors at various stages of the construction programme may arise from construction activities such as piling. Although these activities will be fairly lengthy in duration, they are not permanent and best practice mitigation measures such as the use of quiet plant and temporary noise barriers will reduce noise and vibration impacts to slight adverse. Any increases in road traffic noise are not considered to be significant.
- 107 Once construction is complete and the station is operational, the only potential impact will be from loudspeakers/Public Address systems within the station. These will be designed to have negligible noise impacts outside of the station. The redesigned station elevations and platform canopies provide the opportunity to reduce the potential effects of the Public Address systems so that there is an improvement on current conditions.

#### Air quality

- 108 Sensitive air pollution receptors in the area include hotels, residential and office buildings, Guy's Hospital on St Thomas Street and London Bridge Hospital on Tooley Street.
- 109 Current levels of air quality are poor within the London Borough of Southwark due to large volumes of traffic and several construction projects. The scheme lies within an area which has been designated as an Air Quality Management Area for both nitrogen dioxide and particulate matter.
- 110 The construction of the proposed scheme has the potential to cause increases in dust and particulate matter emissions due to demolition of existing structures, dust from materials, and exhaust emissions from construction plant and vehicles. With best practice mitigation measures such as use of hoardings, covering and damping down materials, low emission engines and monitoring, the impact on air quality during construction is expected to be slight adverse overall, although the impact will reduce with distance.
- 111 During operation of the proposed Scheme, the ES states that no adverse impacts on air quality are predicted.

### Ground condition and contamination

Land contamination is the presence of substances in, on or under the land that have the potential to cause harm, either to the environment or to human health.

- 112 The main possible sources of contamination at the site are from railway activities over the past 150 years, fill materials used as part of the construction of the viaducts and station, and arising from the letting of viaduct arches.
- 113 The potential for exposure to contaminated materials is most significant during the construction phase. If potential hazards are present, standard mitigation measures will be applied, such as safe working practices, personal protective equipment, security measures to prevent unauthorised personnel on site, and environmental measures to minimise contamination of underlying aquifers. The handling, storage and removal of potentially contaminated material will be subject to current waste management legislation and guidance. Unexploded Ordnance may pose a potential risk although this is considered unlikely.
- 114 Provided that appropriate health and safety, and site based environmental procedures are implemented, no adverse impacts are anticipated to site workers, the general public or the wider environment from localised ground contamination during either construction or operation.

### Ecology and biodiversity

- 115 An ecological assessment has been undertaken based on a desk study and field survey. A walkover survey of the project site and immediate surrounding area was undertaken in October 2010.
- 116 There are no statutory wildlife sites within 2km of the Project site. Several non-statutory wildlife sites (designated at a local level) are present within a 1km radius. No adverse impacts are expected on these sites during construction or operation.
- 117 The majority of the proposed site comprises hard standing habitats with negligible ecological value, although there are records of bats, black redstarts (a type of bird), and common and widespread nesting bird species in the vicinity.
- 118 Detailed surveys concluded that bats were not using the site and surrounding area for roosting or foraging. Two black redstart territories were identified on the periphery of the project site boundary. Black redstarts are a high priority conservation species on the London Biodiversity Action Plan, as there are fewer than 300 breeding pairs in the UK.
- 119 Site clearance and demolition of structures will only take place once it has been determined that no nesting birds, including black redstarts, are present although a condition will be imposed in the event of occurrence. The ES predicts no adverse impacts on ecology during construction or operation.

### Archaeology

- 120 Although there are no statutorily designated sites (Scheduled Monuments) in the study area, it is located in a locally designated area of archaeological importance, and contains archaeological finds dating back to Prehistoric times.
- 121 The main potential impact on archaeological remains is from piling works during construction. A mitigation methodology, following best practice guidelines, will be agreed with Network Rail's archaeological advisor and the Archaeology Officer. The physical loss of any assets through piling can be partly offset through a programme of considered and focused archaeological excavation, analysis and publication. This will leave the resource clearly modified and with its character affected but with knowledge of it considerably improved. Therefore the impact of the proposed development after mitigation will be slight adverse.
- 122 There will be no long term, operational impacts on archaeology.

#### Conclusion on environmental impact assessment

- 123 Following mitigation measures, there are likely to be some adverse impacts during the construction phase with regards to traffic, heritage and townscape, noise and vibration, air quality and archaeology.
- 124 Officers do not support the conclusion of the Environmental Statement that the scheme will have a slight to moderate beneficial impact on the surrounding historical environment. However, the overall benefit of the new station to passengers interchanging or continuing through, the new public open space provided together with the new elevations and roofscape, as well as the positive impacts to businesses and the economy, is considered to outweigh the negative impacts on the historic environment.
- 125 The scheme will have major overarching, long-term beneficial impacts of improved public transport links across London and the South East, as well as improving the public realm within and surrounding London Bridge Station. There will be major benefits to users of the station arising from substantially increased passenger capacity within the station concourses.

#### **New station layout**

- 126 The current layout of the station is as a result of 175 years of ad hoc development, mostly by rival train companies. The result is a station with platforms at different levels, multiple entry points, and a concourse for the through platforms being a corridor. Even without the need to change the station as a result of the Thameslink works, the station is a complex mess that does not function adequately.
- 127 The purpose of the new station is to provide a single concourse that provides access to both the terminating platforms and the through platforms. This can only be done by either constructing a concourse over the tracks or one below the tracks; the former was discounted mainly because of the difficulty in getting passengers up into the new building. In addition, there is extant permission for the street level concourse from the 2003 Masterplan planning permission.
- 128 The benefits of having a street level concourse is that it provides easy access for

passengers to enter at street level from both Tooley Street and St Thomas Street and also provides easier access between platforms for those changing trains.

- 129 The function of the concourse will also change in that passengers will wait within the street level concourse until their train is announced before proceeding up to the platform. The intent is that passengers will spend a limited amount of time on the platforms.
- 130 Another advantage of the street level concourse is that it allows for connection into the extended Western Arcade. The existing escalators in the arcade will be removed and the arcade will be widened and extended through to the new concourse which allows passengers access through to Joiner Street and the Underground.
- 131 Stainer Street is to be retained and pedestrianised; it will run alongside the new concourse and will add to the amount of circulation space within the station. It will be open 24 hours and will provide a more pleasant north/south connection between Tooley Street and St Thomas Street than the current road tunnel. The tunnel is to be refurbished and will incorporate new paving and lighting as well as historical references to the various layers of the station along the tunnel wall. During station hours, there will also be an adjacent section of unpaid area of concourse that also provides north/south links.
- 132 There are currently 49 gates within the current station at the various entry points for the two concourses. The proposed concourses almost double the provision to 80 gates which greatly assist in accommodating greater capacity as well as providing easier access entering and exiting the station.
- 133 In terms of using the station, a passenger arriving on a through platform will take one of the two escalators/stairs or lift down to the street level concourse. From here, they can either proceed north and exit onto Tooley Street or south and exit onto St Thomas Street. Alternatively, they can connect with the Western Arcade and continue to the Underground, either from the existing access in the Joiner Street tunnel or via the new arcade beneath London Bridge Place which is currently under construction. In addition, there is escalator/stair and lift access from the street level concourse to the terminating concourse which provides access to the bus station.
- 134 Passengers arriving on a terminating train can either take an escalator/stair or lift to the street level concourse, or proceed west and out through the terminating concourse. From here, it will be possible to take the escalator down (to be opened in May 2012) to Guy's Hospital, access the bus station, or continue across the Colechurch House overpass to London Bridge and into the City.
- 135 The Cotton's Centre overpass is to be retained and will provide access from the terminating concourse and bus station to the north side of Tooley Street and beyond.
- 136 With the change in platform ratio to provide 6 terminating platforms and 9 through platforms, there is a greater capacity for trains going through London Bridge to Charing Cross, Cannon Street, and Peterborough via Blackfriars and the City. This subsequently results in a greater area dedicated to through platforms.
- 137 The new station layout moves away from the traditional terminating mainline station

concept and will primarily be a through station with street level concourse access from either sides of the station. Whilst this is a break in tradition for London mainline stations, it is as a result of the need to unify a complex station that will now effectively be a metro-style station and will function in a different way. It is considered that the new street level concourse will provide excellent connectivity to and between trains as well as linkages with the Western Arcade and upper level bus station, whilst also having regenerative benefits of improving the pedestrian north south linkages beneath the viaduct.

## Design

138 The site is a busy mainline station and an important transport interchange at the historic heart of the borough. The station has suffered from successive and insensitive alterations and extensions which have meant that the current station is difficult to navigate and use. The terminus station is listed Grade II whilst the viaduct at the centre of the station is the first mainline railway viaduct and is listed in parts to the south of the station.

139 The listing description for the terminating platform roof describes the building as follows:

*EXTERIOR: 2-storey wall to south (facing St Thomas's Street) with bays framed by Tuscan pilasters rising to modillioned classical cornice. Ground floor has semicircular arches, mostly blind and in triplets; a skewed entrance arch with polychromatic brick voussoirs. First floor has triplets of graduated semicircular blind arches with polychromatic brick voussoirs, set in pilasters with bold stone plinths and Romanesque-style capitals.*

*INTERIOR: inner walls divided into 12 bays by pilasters rising to classical stone cornice, most bays having 4 semicircular blind arches with polychromatic brick voussoirs and red-brick bands and friezes. 12-bay roof with wrought-iron trusses: central semicircular roof of crescent truss design with vertical struts, flanked by 2 side roofs of triangular trusses carried on latticed girders; late C20 trusses to 3 bays to south west. Principal ribs and lattice girders carried by 2 parallel lines of reeded cast-iron columns with bulbous palm-leaf bases and decorative wrought-iron foliate spandrels to joints. Open to east (country) side. The crescent-truss roof is the only surviving design of its type among London termini.*

140 More recently the arched viaduct facing onto St Thomas Street up to the junction with Bermondsey Street has been listed Grade II. The listing description for the arches is as follows:

*The series of arches forming the southern frontage of the viaduct at London Bridge Station also has special architectural interest. This is a rare instance of the architectural flourish usually reserved for stations in the Victorian period applied to railway infrastructure. In the 1860s, Charles Henry Driver developed a vivid, polychromatic, Italianate house style for the London, Brighton & South Coast Railway. Listed stations by the company include Battersea Park, Peckham Rye, Denmark Hill, Leatherhead and Box Hill. In few places, however, was the quality of design and craftsmanship of the station and platform canopies extended to the railway viaducts or to retaining walls. One listed example is an ornamental viaduct built by the LB&SCR in*

1867 over the River Mole in Surrey, decorated at the request of the owner whose land the railway crossed. There are a small number of instances of railway architects and engineers deploying monumental classical forms to embellish railway tunnel entrances (the Grade II\* listed Box Tunnel portal in Wiltshire by IK Brunel, for example, or William Budden's eastern portal to the railway tunnel at Primrose Hill in London). Yet these examples are all in rural or semi-rural surroundings, or were built at the request of landowners (Eton College in the case of the Primrose Hill tunnel). It is unusual to see carved stonework and polychromatic brick used to embellish a railway viaduct in a fairly squalid, urban area, as was Bermondsey in the 1860s, and at the instigation of the railway company itself. The composition of the viaduct is interesting too, with tripartite arches, rather than a regularly-spaced arcade, as was more typical. There are few structures currently on the statutory list comparable to this series of arches. Most of the railway viaducts that have been listed in the past are utilitarian brick or stone structures, which impress by their scale and relationship to local topography, rather than by composition or richness of detailing.

- 141 To the north of the station is the Tooley Street Conservation Area and 64 – 84 Tooley Street is noted in the council's adopted Conservation Area Appraisal as an important unlisted building that makes a positive contribution to the conservation area. The building was assessed by English Heritage in October 2011 in their capacity as the national advisers on the historic environment but it was not recommended for listing.
- 142 Urban design  
Policy SP12 of the Core strategy states that "*Development will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in.*"
- 143 Saved policy 3.13 calls for design that embodies the principles of good urban design and creates an environment that relates to its context and results in places that people like to visit and enjoy whilst saved policy 3.12 asserts that developments "should achieve a high quality of both architectural and urban design, enhancing the quality of the built environment in order to create attractive, high amenity environments people will choose to live in, work in and visit." When reviewing the quality of a design consideration must be had on the appropriateness of the fabric, geometry and function as well as the overall concept for the design relative to the site.
- 144 The proposal is made up of a number of parts which all combine to deliver the comprehensive remodelling of this substantial transport interchange. The separate parts include:
- The creation of a new concourse that extends from Tooley Street to St Thomas Street
  - A canopied roof cover to the new platforms
  - A new station entrance on Tooley Street and the creation of a new public space
  - A new station entrance on St Thomas Street
  - The extension and widening of the Western Arcade
  - A new public space on Bermondsey Street.
- 145 Taking each of these in turn:

*The creation of a new concourse that extends from Tooley Street to St Thomas Street*

The proposal for a new concourse at grade is one of the most ambitious aspects of the scheme. It offers the station a number of benefits that include: a new entrance to the station from the south on St Thomas Street; an accessible and generous connection between the terminating platforms to the south and the through platforms to the north; and a direct connection to the underground station through the Western Arcade. The new concourse establishes a clear and engaging space at the heart of the station which will allow train users to access their platform via stairs or lifts radiating outwards from the central space.

- 146 The new concourse is a substantial space and requires the removal of the central area of the station including historic vaults and encompasses the space between Stainer Street and Weston Street. The Stainer Street tunnel is retained by this proposal and will be pedestrianised as part of the scheme, whilst the length of Weston Street that crosses the station and all the vaulted spaces between the streets are completely removed and incorporated into the new concourse. In its proportions this space will be generous, ranging from 7.5m to 6m in height.
- 147 The concourse is a unique space and will offer the unusual opportunity for rail users to access all the overground platforms from below. The space is proposed to be bright and airy and will be bridged over by the structures of the oversailing railway lines and platforms. The structure of the station has been designed to maximise public space with platforms supported by singular columns to reduce clutter and improve visibility. Between the platforms, where rail users will access the trains, the concourse is punctuated by generous gaps that will allow natural light to filter down to the concourse and offer glimpses of the undulating roof above.
- 148 The benefits of this unique space both to the station and the travelling public are clear and include a covered and accessible public link from Tooley Street to St Thomas Street through a cathedral-like space of the concourse for the first time in the station's history.
- 149 *A canopied roof cover to the new platforms*  
To the rail user, the overwhelming impression of the proposed new station will be from the elevated levels of the station platforms and from the elevated views of the station from nearby buildings. Notably, the Shard has a public viewing gallery at mid-height and upper levels which will offer a clear view of the roof of the new station. Here the architects have designed a lightweight canopied structure that undulates ribbon-like to rise up and reflect the concourse below. The structure will be a significant feature of the platforms and will significantly improve the experience of rail users. The canopied structures are designed as sleek sinuous elements clear of clutter and proposed to be supported by bespoke Y-shaped columns which will significantly widen the spacing between canopy supports and give the platforms a generous.
- 150 In the central section of the platforms, the canopies gradually widen over the tracks to meet at a trellis-like structure which references the concourse below and directs passengers toward the access points down. These lightweight structures help to unify the undulating plane of the roof and give the station a singular expression.
- 151 Finally as a grand gesture, over each central access void there is a north-facing

clerestory light in the shape of an elegant eyebrow or oculus, almost 50m in length and 5m in height, which increases this space to almost 19.5m in height from the floor of the concourse below. These arched features not only animate the roof but will bring much-needed natural light down to the concourse below and give grandeur to the point of arrival or departure for each platform.

- 152 The station will be one of few within the UK that has full roof coverage for all of the platforms. Currently, only the western ends of the platforms are covered, however the new roof canopies extend the length of the platforms.
- 153 Some objections to the scheme have related to the open nature of the canopies and that they will be open to the elements, however, the new station will not function in the same way as traditional stations in that passengers will wait below the platforms in the concourse until their train is announced before proceeding to their platform. Given the metro-style nature of the revised station, passengers are not expected to spend extended periods of time on the platforms.
- 154 *A new roof to the terminating station concourse*  
This area of the design carries out a number of functions as it encloses the terminating concourse and extends to the space between the terminating and through parts of the station. The junction between these two parts is used to provide important links between the concourse below and the elevated level of the terminating concourse with the plaza beyond and is likely to be an important route for rail-users who want to access the bus station. This space is expressed by three radiating arches which will bring north-light into the heart of the station and resolve the slight change in the angle between the through and terminating platforms.
- 155 The undulating feature of the roof is well conceived and will rely for its quality on the elegance of the supporting structure with tree-like Y-shaped structures used to elevate the roof and to give this area a sense of space. The concourse for the terminating platforms is located beneath the lowest section of the undulating roof and could give this space a sense of compression before it opens up to the terminating platforms beyond.
- 156 The new roof over the terminating platforms follows the undulating theme of the canopied roofscape and attempts to reconcile the varying levels and ribbon-like structures into a singular form where it abuts the Shard; the design challenge that it faces lies in how well this roof will integrate with the recently completed station concourse at the foot of the Shard. The information submitted with the application is indicative and suggests that the curved roof will 'tuck-in' under the Shard canopy. Added to this, the roof includes roof-lights and an undulating soffit that will need to be designed in detail to compliment the concourse and become the new face of London Bridge Station from Station Approach. For this reason and notwithstanding what is illustrated in the application, the resolution of this junction will need further detailed design which includes a consideration of the roofing and soffit materials and should be reserved by condition.
- 157 *A new station entrance on Tooley Street and the creation of a new public space*  
On Tooley Street the new station has one of its most significant facades. This is a station that will be accessed from the flank however, this entrance will become the front door to the new central concourse. The Tooley Street entrance of the new station

is prominent, particularly from the axis of More London and Battle Bridge Lane but has a more oblique aspect to Tooley.

- 158 The design of this new frontage seeks to retain the presence of the structural brick railway viaduct and tops it with the lightweight structures of the elevated platforms. The most prominent features of this facade are the concrete-framed colonnade and the arched oculus over the northern-most platform which is set-back from the curved brick face of the viaduct. The colonnade gives the station a civic presence, and is arranged in fan-like design to reflect the curve of the viaduct. At the centre, columns are more closely spaced and more widely spaced at the flanks to give greater prominence to the entrances. The arched canopy overhead is simply executed, extends out towards the street and is animated by a distinctive 'fold' in the glass infill.
- 159 The brick viaduct is approximately three storeys at this point of the viaduct with the arched oculus adding a further 3 storeys in height; this considerable scale, together with the civic natured design treatment, is considered to give the elevation a sense of subtle grandeur. In addition, it should be noted that the peak of the roof arch is only marginally lower than the height of the existing 64-84 Tooley Street.
- 160 However, the loss of 64-84 Tooley Street raises the expectation for the council as to the quality of the station facade that is presented to Tooley Street. Its simple delineated entrance colonnade with the oversailing arched canopy roof provides a high quality presentation to the street resulting in a restrained elegance which is considered critical when designing for such an expanse of frontage. However, further work could be done to ensure this new elevation conveys an appropriate presence for a mainline station entrance. Accordingly, a condition will require further detailed design of the approved elevation in order to maximise the presence of the new station which will also include architectural identification. These details will need to be assessed in line with design aspirations which are to be secured within the legal agreement.
- 161 The views submitted with the application demonstrate that the proposal responds to its context. It retains the proportions of the brick viaduct and relies on the oversailing canopy to signal the new station concourse.
- 162 The new open space created has been designed to visibly link with the open space element of More London on the northern side of Tooley Street. In addition, it is proposed that the area between the new pedestrian crossings in front of each entrance is to be raised to support the concept of a grand space linking the two developments. The design concept involves the planting of more formal trees in the Tooley Street frontage, (such as London Plane trees), with more informal trees planted in the Bermondsey Street frontage (such as cherry blossoms). The station requires adequate protections against terrorism and, in order to reduce the proliferation of bollards, Network Rail have proposed granite tiered seating elements along Tooley Street which will allow for casual seating for the public as well as enclosing the space and giving it greater purpose. The design solution to this security issue is welcomed.
- 163 The Design Review Panel (DRP) reviewed this scheme on two occasions and raised concerns specifically about the architectural expression of the proposal and about this facade:

- 164 In March 2011, they acknowledged the principles of the scheme including the replacement of the listed building, the creation of a new entrance to the south and the making of this new terminating station were the fundamental challenges of the southern frontage but felt this commanded a confidence of expression and a boldness of design that the scheme currently lacked.
- 165 In June 2011 the DRP raised questions about both elevations. They challenged the designers to re-design these prominent ‘edges’ of the station, to give a form to the tri-partite arrangement of the station – the concourse, the platforms and the roof – on the important frontages of Tooley Street and St Thomas Street and in particular, “*to express the dynamic qualities of the roof.*”
- 166 Following the last DRP meeting, further alterations to this element were made including the further development of the open space concept and design as well as the introduction of the glass infill ‘fold’ within the roof canopy.
- 167 *A new station entrance on St Thomas Street*  
The design of the new entrance on the southern side of the new station is based on the same principle as the north station onto Tooley Street but, in line with the original advice from officers, takes a more historicist approach given its context. This flank side of the station is at the western end of St Thomas Street and sits between the existing viaduct and the base of the Shard replacing the double-height arcaded flank wall of the existing terminus station. The design of this new entrance takes reference from the existing recently listed arched viaduct to the east. Here the elevation continues the elegant tri-partite arches that line St Thomas Street in a simple interpretation that maintains the masonry context and proportions of the existing viaduct. The considerable presence of the double-height blind flank wall of the existing listed station has been re-constructed by a modern re-interpretation and a completion of the viaduct and the St Thomas Street streetscape. This new south face of the station mediates between the historic arches to the east and the modern base of the Shard to the west. To do this the designers have chosen to use the roman brick module of the Shard base and extend it across the face of the station whilst delineating the contextual arched opening in a smooth concrete edging and lined by a crisp metal edging. Here, the station has two entrances which are designed as archways echoing the form of the arches to the east. At the centre of the station, the streetscene has been enlivened by a tripartite arch which will be activated by a retail unit.
- 168 Above the brick-clad base of the southern face the ribbon-like canopies over the platforms are arched and angled outwards to form distinctive cap-like features over each entrance. On this side of the station, the canopies are very much a feature of this almost 200m long station facade and have been designed as an elegant wave-like form that culminates over the entrances. The form of the roof emulates the movement of the trains that will be slowing down as they reach the terminating platforms in this location and helps to make the entrances more prominent. The eastern end of the viaduct has a prominent frontage onto St Thomas Street, made more so by the open aspect of this street. At the western end of the street where the new station entrance will be located the street scene is very close with substantial buildings limiting the visibility of the station. The arched features over the two entrances will help improve the visibility of the station and the wave-like form of the canopies will lead the eye from

the eastern end at Bermondsey Street to the new entrance near Weston Street.

- 169 In conclusion, the new entrance on St Thomas Street offers the new London Bridge Station a new dimension. It will not only open up the station to the south for the first time in its history but it is designed to compliment this sensitive historic context. It will handle the transition between the historic structure to the east and the emerging new quarter to the west with an architectural expression that is fitting and appropriate.
- 170 Under a separate but linked application the listed arches of the viaduct are to be restored and animated by a new retail frontage that will greatly improve this flank of the station. The infill panels to the arches have been designed as timber-framed traditional shop-fronts which are simple and elegant and include an allowance for signage behind the glass face which will reinforce the order of the viaduct. The new shop-fronts incorporate the ventilation requirements for the station into the arched space overhead and will be framed in timber in a fan arrangement that reflects the traditional appearance of the shop fronts.
- 171 Saved policy 3.17 Listed buildings, states: *“Development proposals involving a listed building should preserve the building and its features of special architectural or historic interest”* and goes on to assert that *“proposals which involve an alteration or extension to a listed building will only be permitted where:*
- i. There is no loss of important historic fabric; and*
  - ii. The development is not detrimental to the special architectural or historic interest of the building; and*
  - iii. The development relates sensitively and respects the period, style, detailing and context of the listed building or later alterations of architectural or historic interest; and*
  - iv. Existing detailing and important later additional features of the building are preserved, repaired or, if missing, replaced.”*
- 172 This is a proposal that compliments the historic significance of the viaduct and, by delivering a significant animated frontage to this section of St Thomas Street, will make a positive contribution to the character and local distinctiveness of the historic environment. Taking each point in turn:
- i. The proposal involves a small loss of the historic fabric at the western end of the viaduct, and affects the bay of the viaduct that is partly under the listed station. The need for a service access to the station from St Thomas Street and the nominal nature of the impact on the bay which will be re-constructed as part of the works and is likely to have been affected by the removal of the listed shed above coupled with the enormous benefit of bringing the remainder of the viaduct into beneficial use, demonstrates the necessity of this intervention.
  - ii. The conservation and restoration of viaduct is a considerable improvement of this heritage asset. Further, by conserving the fabric of the viaduct, the architectural and historic interest of this nationally important structure is maintained.
  - iii. Through its use of traditional materials and details, including features like the multi-paned design for the entrance doorways, this proposal is considered to relate sensitively to the listed structure and will underline its

- architectural and historic significance.
- iv. The existing viaduct has suffered over the years and will benefit from a sensitive programme of restoration to ensure that features that have been lost either through damage or neglect are reinstated on this recently listed structure. A detailed condition survey of the viaduct, a schedule of conservation works and a method statement which includes the monitoring of works will be reserved by way of condition.
- 173 In conclusion, these works conserve and enhance this important listed structure and preserve its architectural and historic significance. They will bring an optimal viable use to this frontage of St Thomas Street and give new life to this viaduct and a sensitive scheme of restoration also complete this proposal and secure the future of this heritage asset for future generations.
- 174 *An extension and widening of the Western Arcade*  
This final piece of the development is the feature that will give the new station an added dimension and a considerably improved connection to the underground station on Joiner Street. The Western Arcade is currently a well used and popular link to the terminating station and, as a part of these proposals, the western arcade will be widened and lengthened to extend through to Stainer Street where it will link through to the new concourse.
- 175 This work will involve the careful reconstruction of the brick-vaulted arcade (in the area of the existing escalators) and will also open up the existing historic vaulted structures that are currently hidden beneath the terminating concourse. This part of the station exhibits character which will not only enhance the connection between the new concourse and the underground station but will also improve the viewer's appreciation of this historic part of the station. The incremental nature of London Bridge Station has meant that, over time, the oldest parts of the station are at the centre in the area directly to the north of the western arcade and this proposal enhances this by revealing and restoring, where necessary, these historic features.
- 176 In conclusion, the widened and extended western arcade is a positive improvement to the station as a whole. It will not only enhance the link between the railway interchange and the underground station but enhance the historic fabric considerably and reveal more of this most significant section of the station for future users and occupiers.
- 177 Conclusion on design  
The majority of mainline stations in London are terminating stations which have mostly been able to retain their grand Victorian facades and train sheds. Over the last century London Bridge station has been incrementally chipped away with there being very little of the original station left. The biggest change occurred when the through platforms sliced through the existing streetscape cutting off the view of the terminating concourse facade at the end of Station Approach, the last remnant of which was demolished in the 1970s.
- 178 With the expansion of the through platforms to become the dominant component, the emphasis shifts in that London Bridge will primarily be a through station; it will no longer be a primarily terminating mainline station. Accordingly, consideration of its design needs to factor in this change in emphasis.

179 The new facades to Tooley Street and St Thomas Street respect their differing contexts and will sit comfortably in the streetscape. The Tooley Street elevation has the makings of a strong, civic presentation that can build on its considerable scale whilst maintaining the original design rationale.

### **Demolition of listed building and building in Conservation Area**

180 Listed building

The new elements of the station discussed above can only be realised through the demolition of the listed train shed and 64-84 Tooley Street which is in the Tooley Street Conservation Area. The previous consent in 2003 allowed for these demolitions so, to an extent, the principle has been established. Nonetheless as this is a new proposal it is necessary to reassess the proposed demolitions in the light of current planning policy and guidance.

181 The substantial demolition of a listed building should be considered only in exceptional circumstances and requires convincing justification which is set out in national policy and guidance. Saved policy 3.16 of the Southwark Plan states that *“There will be a general presumption in favour of the retention of listed buildings. Planning permission will not be granted for proposals that involve the demolition or substantial demolition of a listed building, unless, in accordance with PPG15 or any subsequent amendments, it can be demonstrated that:*

- i. The costs of repairs and maintenance would not be justified, when assessed against the importance of the building and the value derived from its continued use, providing that the building has not been deliberately neglected; and*
- ii. Real efforts have been made to continue the current use or find a viable alternative use for the building; and*
- iii. There will be substantial planning benefits for the community from redevelopment which would decisively outweigh the loss from the resulting demolition.”*

182 In addition to local policies, a proposal to demolish a listed building also needs to satisfy PPS5 – Planning for the Historic Environment. Policy HE 9.1 of PPS5 states that :

183 *“There should be a presumption in favour of the conservation of designated heritage assets and the more significant the designated heritage asset, the greater the presumption in favour of its conservation should be. Once lost, heritage assets cannot be replaced and their loss has a cultural, environmental, economic and social impact.”* and goes on to assert that: *“Loss affecting any designated heritage asset should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional.”*

184 Policy HE 9.2 of PPS5 states that:

*Where the application will lead to substantial harm to or total loss of significance local planning authorities should refuse consent unless it can be demonstrated that:*

- i. the substantial harm to or loss of significance is necessary in order to deliver substantial public benefits that outweigh that harm or loss; or*
- ii. (a) the nature of the heritage asset prevents all reasonable uses of the site; and*
  - (b) no viable use of the heritage asset itself can be found in the medium term that will enable its conservation; and*
  - (c) conservation through grant-funding or some form of charitable or public ownership is not possible; and*
  - (d) the harm to or loss of the heritage asset is outweighed by the benefits of bringing the site back into use.*

185 HE9.3 of PPS5 states that: *To be confident that no appropriate and viable use of the heritage asset can be found under policy HE9.2(ii) local planning authorities should require the applicant to provide evidence that other potential owners or users of the site have been sought through appropriate marketing and that reasonable endeavours have been made to seek grant funding for the heritage asset's conservation and to find charitable or public authorities willing to take on the heritage asset.*

186 The applicant has demonstrated that the technical requirements of the new station and its construction make it practically impossible to preserve the listed building in its current location. The track level changes including changing the station from 9 terminating platforms and 6 through platforms to 6 terminating platforms and 9 through platforms – required by the Thameslink programme – as well as the complete overhaul of the station and its platforms to meet modern standards has meant that every platform and every track is realigned, lengthened and re-designed. A study into parts of the building that could be accommodated in place has revealed that just one of the 12 bays, and a small portion of the flank wall on St Thomas Street could be salvaged but this represents less than 10% of the structure and the small parts will not adequately preserve its historic or architectural significance in this location.

187 The information demonstrates that the significance of the building is better preserved by dismantling and setting aside for re-use elsewhere. An obligation to conduct a Condition Survey will be required which will determine what elements of the station roof can be safely and successfully dismantled and retained for reuse. A Method Statement will then determine how the elements are to be retained and reused, with a particular reference being made to reuse of elements within the new station.

188 In addition to the above, an obligation is to be imposed that requires the commissioning of a detailed model of the historical station that is to be permanently displayed within this new 21<sup>st</sup> century station.

189 The public benefits of a newly remodelled station that meets modern standards will not only leave a lasting legacy to London but also open up the station to the south of the borough and create an accessible and legible destination for all. This aspect of the scheme will provide greater accessibility to the station and provide greater connectivity for the areas to the south of the station and will be a contributing factor in the regeneration of area along St Thomas Street. The conversion of currently commercially occupied space into a substantial publically accessible transport hub will transform the station which has suffered from unsympathetic incremental change.

190 In conclusion it is considered that the proposal meets the test of public benefit which

outweighs the loss of the shed. The structure of the shed is where its significance lies and elements of this could be preserved by an obligation to record, dismantle and store the most significant parts of it for re-use.

191 Whilst the substantial loss of the buried parts of the viaduct, which are not protected, can be balanced against the public benefits of the new publicly accessible concourse, the loss of the listed structure requires 'convincing justification' and public benefits that 'outweigh' the complete loss of fabric as set out in national policy. In the view of officers, the necessity of the loss has been demonstrated by detailed construction schedules, the technical limitations imposed by the requirements of a modern railway station, and the demands of providing a safe environment for railway users and staff. These adequately demonstrate the challenges that confront the design team and go a long way to balance public benefit against the proposed loss that is not dissimilar to the scheme that was permitted previously.

192 Conservation Area

The new public square to the north of the new concourse will be the focus of the new station and comes at a cost, namely the loss of the South Eastern Railway building (64-84 Tooley Street) which is noted in the conservation area appraisal for the Tooley Street Conservation Area as an important unlisted building. As such it is considered a designated heritage asset and its loss requires "*clear and substantial justification*" in accordance with PPS5.

193 Saved Policy 3.16 Conservation Areas of the Southwark Plan (2007) states, in relation to demolition:

*Within conservation areas, there will be a general presumption in favour of retaining buildings that contribute positively to the character or appearance of the conservation area. Planning permission will not be granted for proposals that involve the demolition or substantial demolition of a building that contributes positively to the character or appearance of the conservation area, unless, in accordance with PPG15 or any subsequent amendments, it can be demonstrated that:*

- i. Costs of repairs and maintenance would not be justified, when assessed against the importance of the building and the value derived from its continued use, providing that the building has not been deliberately neglected; and*
- ii. Real efforts have been made to continue the current use or find a viable alternative use for the building; and*
- iii. There will be substantial planning benefits for the community from redevelopment which would decisively outweigh loss from the resulting demolition; and*
- iv. The replacement development will preserve or enhance the character or appearance of the conservation area and has been granted planning permission.*

194 Policy HE 9.2 of PPS5 states that:

*Where the application will lead to substantial harm to or total loss of significance local planning authorities should refuse consent unless it can be demonstrated that:*

- i. the substantial harm to or loss of significance is necessary in order to*

- ii. *deliver substantial public benefits that outweigh that harm or loss; or*
  - (a) the nature of the heritage asset prevents all reasonable uses of the site; and*
  - (b) no viable use of the heritage asset itself can be found in the medium term that will enable its conservation; and*
  - (c ) conservation through grant-funding or some form of charitable or public ownership is not possible; and*
  - (d) the harm to or loss of the heritage asset is outweighed by the benefits of bringing the site back into use.*

195 Policy HE9.2 of PPS is described in paragraph 183 above whilst HE9.3 states that: *To be confident that no appropriate and viable use of the heritage asset can be found under policy HE9.2(ii) local planning authorities should require the applicant to provide evidence that other potential owners or users of the site have been sought through appropriate marketing and that reasonable endeavours have been made to seek grant funding for the heritage asset's conservation and to find charitable or public authorities willing to take on the heritage asset.*

196 Taking each of the tests from saved policy 3.16 in turn:

- i. The application is seeking to return the space occupied by the building to the public and not benefit from its reuse or re-development. The building is currently occupied and is not in a state of disrepair.
- ii. The applicant has included in their justification, the impact of retaining the existing building on the station, its construction and its use. In summary, the retention of this building is likely to require its considerable modification (affecting its architectural and historic significance), will affect pedestrian flows leaving and entering the station from Tooley Street and is likely to compromise the construction of the new station.
- iii. The creation of a significant new public space on Tooley Street as a result of the loss of this building is an important consideration. The applicant has developed their initial proposals for this space and proposed a landscaped space that will include mature planting, public seating and the potential for a piece of public art. The developed scheme for the landscaped area gives form to this important public space and will greatly improve the public's awareness and appreciation of the Tooley Street frontage. This space is in itself a considerable public benefit; the detailed design of the landscape, the seating and the planting are matters can be reserved by condition however, the design and installation of a work of public art is to be secured by way of an obligation. In this regard, a modern timepiece, a necessity for any mainline station could be the significant work of art for this space.
- iv. The loss of a building in a conservation area places a closer focus on the quality of the design of the building that replaces it. In this case, the nature and quality of the public space is important because it will make an important contribution to the character and appearance of the conservation area. This test is even more onerous for a building of the scale and significance of 64-84 Tooley Street however, on balance, the relief that this significant piece of public space will bring to this part of the Tooley Street Conservation Area is notable. It compliments other public space nearby including that at More London across Tooley Street enhances the setting of the Grade II Listed Shipwright Arms public house at the corner. As mentioned above, whilst the principles of the landscape design are sound, the

quality of the completed scheme will rely on its detailing and the nature and quality of the work of public art that will occupy it.

- 197 In conclusion, the loss of 64-84 Tooley Street whilst regrettable, is necessary for the delivery of a modern and efficient mainline station and the creation of a new public space in its stead. The proposal would enhance the character and appearance of the conservation area and the use and appreciation of the station, subject to further detailed design of the Tooley Street elevation.

## **Transport issues**

### **Impact on the Rail Network and Passengers**

#### 198 Rail Network

As has been highlighted, the Thameslink works will result in the provision of six terminating platforms and nine through platforms accommodating 24 trains per hour on routes through Central London. These new services, together with more carriages on some existing through services, will lead to an increase in capacity at through platforms. All platforms will be of a length sufficient to accommodate 12-carriage trains.

- 199 Services to the terminating platforms will be reduced slightly, although longer trains will ensure that existing capacity is maintained. The reduction involves the removal of the South London Line service between Victoria and London Bridge whilst other services will maintain a link to London Bridge, albeit at a lower frequency (four peak hour services instead of eight). However, most of these stations also benefit from the East London Line Extension Phase 2 (part of the Overground network), which 16 trains per hour via Surrey Quays, Canada Water and Whitechapel when connecting from London Bridge. In addition, from 2012 the Overground will connect to Clapham Junction which provides connections to London Victoria.

- 200 The provision of the Thameslink service, together with the ease of interchange to and from it, will improve the opportunities for passengers to travel to or from their final destinations by National Rail service rather than requiring an interchange to the London Underground. This may also have an impact on more local connections by bus and by foot, with the latter in particular leading to an expectation that pedestrian flows across London Bridge will be lower in 2031 than they are today.

- 201 Aside from the removal of the South London Line, rail services will be maintained during construction. However, when work is underway on the through platforms, it will not be possible to allow services to Charing Cross (in one construction stage) or to Cannon Street (in another) to stop at London Bridge; this will occur roughly from 2015 to 2017. Network Rail has carried out an assessment of the effect of this on other stations. Within Southwark the following stations are likely to see a greater than 10% change in passenger movements: Denmark Hill, Nunhead and Peckham Rye although there is sufficient capacity within these stations to not cause any adverse congestion concerns. Outside Southwark, the following stations are affected:

- Lewisham;
- Woolwich Arsenal;
- New Cross Gate;

- Waterloo East, with interchange to Southwark underground station but this is likely to be a displacement of interchange to the Jubilee Line that would have taken place at London Bridge;
  - Cannon Street, which sees almost double current flows; and
  - Victoria, where an improved rail-to-underground interchange is planned but will not be open until 2018, and is already the location of regular station management.
- 202 While the impact at the first four is relatively small, the latter two demonstrate a large increase in passengers.
- 203 The Station  
 Currently the station is congested at peak periods. Projections of passenger growth have been assessed by Network Rail with the conclusion that the station will require regular application of “station management measures” (for example temporary closure of ticket barriers to reduce crowding on platforms) within a few years.
- 204 The proposals include the creation of a new large concourse, the widening of platforms, and creation of two concourse-to-platform accesses for each platform. This will significantly reduce the levels of crowding, and ensure that the station can operate safely at least until 2076 (60 years from a nominal opening date). Currently there are ticket barriers at the northern end of Joiner Street which will be removed, thus removing a source of congestion. The Western Passage at the top of the Joiner Street escalators will remain and provide a useful link between the station forecourt and the Cottons Centre footbridge across Tooley Street as well as access to the bus station. The Western Arcade, which currently connects Joiner Street to escalators to the terminating platforms, will be widened and form the main connection between the new National Rail concourse and the London Underground concourse.
- 205 Pedestrian modelling of the station indicates that it will all operate satisfactorily to 2031 (opening plus 15 years). There are some areas that are described as “*Restricted circulation for most pedestrians. Significant difficulty for reverse and cross-flows*” although most of these are acceptable, for example at the immediate approach to escalators and ticket gates, and for waiting areas in front of train arrival indicators. However, an area of high density between the Western Arcade and the London Underground concourse is of concern with Transport for London proposing an obligation for Network Rail to work with London Underground to seek to resolve this through wayfinding and pedestrian management measures.
- 206 Network Rail has provided information to demonstrate that, under current assumptions of the routes available at the various construction stages, the station will remain operational throughout construction, though with some degree of additional congestion.
- 207 There were initial concerns about levels of crowding within the station under certain circumstances, specifically a) cold or wet weather, in which passengers are much more likely to use the Western Arcade rather than exit onto Tooley Street or St Thomas Street, and b) periods of train service disruption, during which the number of passengers waiting in the concourse will increase significantly. Network Rail has subsequently shown dynamic pedestrian modelling to demonstrate that the station can cater for these abnormal flows. In particular, it has been demonstrated that the wider station can hold passengers resulting from the total failure of train services for over 15

minutes in the 2076 scenario. In the light of this further clarification of modelling results demonstrating considerable “resilience” in the station, the previous concerns have been overcome.

208 Pedestrian Network

The station pedestrian modelling covers the road network outside the station, and includes consideration of existing non-station pedestrian flows. Results presented in Supplementary Transport Assessment indicate that the footways, including in the new open space at 64-84 Tooley Street, will operate satisfactorily, however, Network Rail and Transport for London will continue to examine possibilities for improving the crossing facilities at the junction of St Thomas Street with Borough High Street. An area-wide way-finding strategy will assist pedestrians in finding the most appropriate routes, and will be included in the legal agreement.

209 Importantly the modelling demonstrates that the footways on Tooley Street will operate acceptably which is partly due to the improvements to train services which are expected to reduce the number of pedestrians crossing London Bridge. The modelling includes making an allowance for the queue to The London Dungeon in the evening peak period (no queue is present in the morning peak), and the removal of on-footway loading bays.

210 The London Dungeon queues are an existing problem whereby significant numbers of tourists queue on the pavement resulting in congestion for pedestrians. The dungeons are a tenant of Network Rail and so officers requested that investigations be carried out as to a solution to the existing queuing concern with the following being received: *Network Rail is discussing with London Dungeon the queuing of its customers along Tooley Street. Network Rail confirms that these queues will be managed within Network Rail’s demise.* This is welcomed and will address the issue of pedestrian congestion at this section of Tooley Street.

211 An important aspect of the proposals is the creation of a pedestrian link between St Thomas Street and Tooley Street along the line of Stainer Street. While Stainer Street and Weston Street already have footways, the pedestrian environment is very unpleasant and so is very lightly used. The new pedestrian-only route, outside the ‘paid’ area of the concourse, will provide a pleasant environment with a very good amount of natural surveillance except in the few hours of the early morning when the station is closed. Bermondsey Street will remain open to traffic with improvements to the pedestrian environment secured through the legal agreement.

212 In addition to the Cottons Centre overpass, passengers will still be able to exit the station at the terminating concourse and walk across the Colechurch House footbridge over Tooley Street and then on into the City over London Bridge. There will also be the new station entrance to the south onto St Thomas Street whilst the widened Western Arcade will provide an enhanced access to the London Underground.

213 During construction, pedestrians may be inconvenienced by the closure of St Thomas Street when coming to and from Bermondsey Street and other areas, however, Network Rail have advised that it may be possible to retain a pedestrian thoroughfare along St Thomas Street during construction. In addition, the wayfinding strategy will address pedestrian movement and also, should issues arise, they can be addressed through the Construction Working Group.

- 214 It is considered that the new station layout will provide an improved pedestrian experience both within the station and in the immediate environs.

### **Road Network**

214 During Construction

During the construction period, Stainer Street, Weston Street, and St Thomas Street between Stainer Street and Bermondsey Street, will be closed (under the TWA Order powers) with strategic traffic modelling demonstrating that the road network can accommodate diverted traffic. Westbound traffic on St Thomas Street currently uses Stainer Street and Tooley Street to access Borough High Street; during construction this traffic will use Bermondsey Street (under the railway) to access Tooley Street. Therefore the same volume of traffic will approach the Borough High Street junction as at present.

- 215 Eastbound traffic from London Bridge will continue to turn left into Tooley Street; a right turn into Tooley Street from the south is not possible (except for buses and cyclists as at present) because of the significant impact this queue would have on traffic movements on Borough High Street. Nor will this traffic be able to use St Thomas Street, since this would effectively become a cul-de-sac. Network Rail therefore proposes that the signed diversion route would be via Great Dover Street and Tower Bridge Road.

- 216 Given the length of this diversion it is likely that drivers will seek shorter alternative routes, the obvious one being Long Lane which cannot accommodate a large increase in traffic. Network Rail have agreed to fund the monitoring of traffic flows and, if an increase is observed, work with the Council to implement (at Network Rail's expense) suitable traffic calming or traffic management measures to mitigate this impact.

- 217 Other unforeseen diversions of traffic or "rat-running" may occur in the area. Again, flows will be monitored and, if necessary, traffic management or traffic calming measures introduced to address the problem.

- 218 Construction traffic will generally access the works site in St Thomas Street at the Bermondsey Street junction; very long vehicles that cannot be turned within the site will exit at the western (Stainer Street) end of the works site. However, in order to minimise the impact of construction vehicles on the western end of St Thomas Street and on Borough High Street, it is proposed that most traffic would exit the site at the eastern end. This involves vehicles making the very tight left turn into Bermondsey Street northbound (under the railway viaduct) and will be done both under signal control and with the assistance of "banksmen" to control traffic.

219 The Final Scheme

Subject to stopping-up procedures under the Highways Act 1980, Stainer Street and Weston Street north of St Thomas Street will remain closed as they will form part of the station concourse.

- 220 Network Rail have developed a final layout option which demonstrates that the road network can be made to operate adequately once St Thomas Street re-opens to traffic. However, the modelling has been based on flows measured before the

construction of The Shard. It is acknowledged that traffic levels have fallen since that time, and it is expected that traffic levels would fall further during the station construction. Consequently it may be that traffic levels at the end of the station construction period will be sufficiently low to allow the construction of a different traffic arrangement which gives greater benefits to pedestrians and cyclists. Network Rail has committed to fund a review of the final traffic arrangements during the construction period to determine a potential alternative option.

221 The proposed final arrangement for the purposes of the planning application is as follows:

- St Thomas Street would be made one-way eastbound, with traffic continuing via Druid Street and Tanner Street to Jamaica Road.
- All westbound traffic would use Tooley Street. Buses and cyclists would travel westbound on Tooley Street between Jamaica Road and Tower Bridge Road as they do at present. However, this link cannot accommodate the turning movements of general traffic at the Tower Bridge Road junction. Consequently general traffic will use Tanner Street and Druid Street and then turn right into Tower Bridge Road and left into Tooley Street.

## **Cycling**

### 222 Cycle Parking

Currently there are 107 spaces on the paid side of platform 8 which are well used. There are also up to 486 spaces in the On Your Bike secure parking facility, accessed from Weston Street but associated with and managed by the On Your Bike cycle shop. Some of those spaces are reserved for corporate clients while others are available to the public on payment of a fee.

223 Network Rail proposes to provide 700 free spaces available to the public. The Council does not have its own standards for station cycle parking, however Transport for London guidance indicates that 830 spaces would be required. Officers have explored the issue fully with Network Rail and have accepted that 700 is a practical minimum provision without compromising other elements of the design, most particularly passenger flow within and outside the station.

224 Some of these 700 new spaces will be covered and close to the bus station, while others will be open to the elements in the new public realm fronting Tooley Street. Full details of the location of cycle storage will be secured by condition.

225 Network Rail have not committed to replacing the On Your Bike facility as it is a commercial client and lease arrangements will not be secured for some time. It is unclear whether, given the very large increase in public cycle parking, there would be much public demand for secure cycle parking, however, corporate clients may still want to provide secure parking for their staff. There is a considerable quantum of retail floorspace that could be occupied by a cycle shop and storage facility and Network Rail have agreed to make reasonable endeavours to secure such a facility within the station.

### 226 Cycle Routes

Weston Street currently forms part of the London Cycle Network for southbound

cyclists (the northbound route is via Bermondsey Street) and the closure of Weston Street requires the diversion of this route. The pedestrian route along the line of Stainer Street is not considered appropriate for “shared use” with cyclists due to the very large numbers of pedestrians.

- 227 The next available route to the east would be a contra-flow cycle lane in Bermondsey Street which is proposed for the final scheme following station construction. However, officers consider that this would not be appropriate during construction due to potential conflict with construction vehicles which will have to traverse across the full width of Bermondsey Street to effect the turning movement. Consequently, officers support the applicant’s proposal that the formal cycle route is diverted to Shand Street and a short section of Crucifix Lane before continuing on Snowfields to regain its current route on Weston Street.

### **Other Considerations**

228 Buses

The only bus service directly affected by the proposal is the 381, which stops close on St Thomas Street in both directions. This will be diverted to Tooley Street, which means that it will not be able to stop quite so close to the hospital. This is unavoidable, but it should be recognised that it is only one of many services that hospital workers and visitors use and that the bus station is located adjacent to the hospital.

229 Taxis

A rank for four taxis currently exists in Tooley Street, ostensibly to serve the station although many taxi clients have been observed to come from More London or other areas. The rank is well used and frequently has considerably more taxis ranking there than is permitted.

- 230 Under the proposals the rank will be relocated to the north end of Bermondsey Street, adjacent to the eastern end of the new station plaza, and extended to provide space for eight taxis. Whilst signage within the station could direct passengers to the larger rank within the bus station, regular passengers and clients from the surrounding area are likely to use the new rank. Consequently the space for eight taxis is unlikely to be sufficient; as such, the legal agreement will require the rank to be monitored and mitigation measures implemented if it is found to be over capacity.

231 Car Parking

The station currently has 79 car parking spaces. The application proposes that this is reduced to 53, which is the minimum level for the safe and efficient operation of the station. This includes some spaces that Network Rail is obliged to provide to train operators under the terms of national agreements, for train and other operational staff working early or late shifts and one space is provided for the British Transport Police. The remainder are for Network Rail’s own essential operational and maintenance requirements. While a conventional development in this area would generally be car-free, given the nature of the development and its specific operational requirements this proposed level of parking is considered acceptable.

232 Deliveries

The proposed new station incorporates a dedicated servicing area within arches

behind St Thomas Street, and it is proposed that all servicing for the station and commercial units within it is carried out from this location. This will vastly improve the current situation where a significant amount of servicing is carried out on street.

### 233 Summary and Conclusion

Overall the proposed development will lead to a significant improvement both in rail capacity in this part of Central London and to the passenger experience of the station. The assessments provided in support of the application generally demonstrate that the impacts on other modes and during construction are acceptable and/or can be managed.

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

#### Noise and Vibration

234 Policy 3.2 of the Southwark Plan seeks to protect the amenity of existing and future occupiers in the surrounding area or on the site whilst PPG24 Planning & Noise (1994) outlines the considerations to be taken into account in determining planning applications both for noise-sensitive developments and for those activities which generate noise.

235 In terms of noise and vibration, there is consideration of the construction period and station once it is operational. However, works relating to the track changes are covered by the Transport and Works Act (TWA) Order for the Thameslink Programme with this application focussing on impacts arising from the construction of the station.

236 The construction of the new station and integration with the Thameslink works will be a considerable undertaking which is scheduled to take 6 years to complete. In the construction phase, the noise impacts are summarised as follows:

- Buildings at the north end of Bermondsey Street and the corner of Magdalen Street and Holyrood Street are predicted to experience a moderate increase in noise.
- Buildings in the vicinity of London Bridge Hospital on Duke Street Hill and Tooley Street are predicted to experience a minor increase in noise.
- Guy's Hospital and other buildings in the St Thomas Street area are predicted to benefit from a moderate/major decrease in noise.

237 Exact details for construction vehicle noise mitigation would be finalised at the time of a Section 61 consent application however possible mitigation measures include:

- Construction vehicle exits from site managed such that they do not result in queuing along Bermondsey Street from the junction with Tooley Street.
- Any queuing vehicles to shut their engines down.
- Construction vehicles fitted with effective exhaust silencers and maintained in good and efficient working order.
- Vehicles operated in such a manner as to minimise noise emissions.
- Construction vehicles could also be scheduled to arrive and depart during the core hours of the day, rather than the 'shoulder hours' of the morning and

evening. Whilst this would not reduce the overall noise level during the day, it is likely to be preferable to residents such as those on/near Bermondsey Street.

238 In the permanent/operational phase, the impacts are summarised as follows:

- Most buildings are expected to experience a negligible change in road traffic noise.
- Buildings in the vicinity of Crucifix Lane are predicted to experience a minor to moderate decrease in road traffic noise.

239 Operational noise will also include the Public Address/Voice Alarm (PA/VA) system. However, the redesigned station elevations and platform canopies provide the opportunity for PA/VA noise to be controlled more than it is currently.

240 There is currently no train shed roof on the northern side of the station (only platform canopies) and PA noise is clearly audible at receptors overlooking this side of the station. The northern-most platform moves to the station perimeter in the new station design, which means that loudspeakers covering this platform will be closer to the Tooley Street, Bermondsey Street and Holyrood Street receptors. There is some potential therefore for a greater noise impact than exists currently, particularly for the closest buildings on Bermondsey Street and Holyrood Street. However, it is considered that the noise control measures described below could offset this effect and even achieve an improvement over the current situation.

241 The Thameslink Programme design guidance note for mitigating PA noise offers the following design features which can reduce disturbance to local noise-sensitive receptors whilst maintaining intelligibility:

- Low output distributed loudspeakers to achieve the most efficient coverage possible;
- Directional loudspeakers to direct sound down towards the passengers and minimise spill;
- Screening by station walls and platform canopies, through loudspeaker positioning, orientation and/or dedicated architectural design.
- Proximity sensors to isolate certain loudspeakers when they have no passengers nearby;
- Variable gain or compression technology to limit the input so as to compensate for differences in the speech level of the announcer;
- Ambient Noise Sensing to automatically and dynamically adjust the PA/VA broadcast level to maintain the minimum required signal-to-ambient-noise ratio i.e. to decrease broadcast levels when background noise levels are low;
- An expected part of the PA/VA system design that will have beneficial noise effects is that the platform loudspeakers will be zoned so that announcements can be targeted to the relevant platform(s); and
- It is also expected that the broadcast levels will be optimised during site commissioning, to avoid excessively high levels and a maximum broadcast level set.

242 Network Rail will be required to submit a Construction Management Plan before works

can commence. This document will be secured through the legal agreement and will specifically cover aspects in relation to construction such as noise and the mitigation measures to be employed to minimise impact on adjoining occupiers. In addition, a Construction Working Group is to be established and secured through legal agreement and will comprise representatives from the Environmental Protection Team, Sellar (developer for the Shard), Guy's Hospital, and Transport for London. These provisions have been used for the construction of the Shard and the Place to great effect and have become a best practice procedure. Should any issues arise during construction, the Working Group will be able to respond and mitigate accordingly.

- 243 The construction of a new station will inevitably result in noise impacts during construction and, to a lesser extent, during operation. However, it is considered that the mitigation measures proposed, together with the Construction Management Plan and Working Group, will adequately address any noise concerns.

#### Air Quality

- 244 There are a number of properties, both residential and commercial, within 100m of the site that could potentially be significantly affected by dust and particulates arising from demolition and construction activities.
- 245 The most significant potential dust and particulate sources are:
- Demolition of the existing vaults and buildings
  - Handling and storage of materials (including loading and unloading);
  - Vehicle movements on haulage routes and unsealed site roads.
- 246 Mitigation measures would minimise the risk of adverse effects from construction dust and should prevent construction activities causing nuisance.
- 247 The largest increase in daily mean particle concentrations is experienced at Guy's Hospital during the first phase as this phase considers the area of the station closest to the hospital. More typically, during other phases of construction, the impact is reduced as on site construction activities move further from Guy's Hospital.
- 248 The Trust have raised concerns in relation to air quality impacts on the hospital. However, Network Rail have agreed to air quality receptors within the hospital campus to monitor dust and particulates as well any mitigation measures. The same obligations were made on the developer of the Shard which has successfully managed the construction impacts of that development. In addition, the Trust will be a signatory to the legal agreement and also sit on the Construction Working Group.
- 249 The majority of receptors around the site experience a negligible impact due to the effects of additional construction traffic. The receptor in Oxford Drive experiences a decrease in air quality due to the large increase in traffic along this road. In contrast, Guy's Hospital experiences a substantial increase in air quality due to the closure of St. Thomas Street during construction.
- 250 Mitigation measures suitable for the site will be secured within the Construction Management Plan and could include:

- Hoardings erected in order to separate the site from public areas.
  - Wheel cleaning facilities set up at the entrance and exit to the site.
  - During periods of inclement weather, an operative be stationed at the wheel cleaning facilities to assist in removal of material from vehicle wheels.
  - Switch off the engines of vehicles on site when not in use.
  - Loads being imported or removed from site covered to reduce dust generation.
  - Set and enforce speed limits on site roadways.
  - During periods of prolonged dry weather, material on site damped down.
  - There will be a general assumption towards the use of dust suppressant methods where is reasonably practicable.
  - Use of enclosed chutes and skips for material handling and storage.
  - Buildings sheeted and screened with suitable material and where possible inside of buildings stripped before demolition begins.
  - Carry out on site material handling in an enclosed area, where reasonably practicable.
- 251 Another mitigation measure identified is that real-time particulate monitoring is undertaken on site at a minimum of two locations up and down wind of the site. This will enable the developer to manage dust and particulate emissions due to demolition and construction. Analysis of the monitoring data will indicate whether or not best practice is being achieved. Monitoring currently being undertaken for the Thameslink Programme has a trigger alert limit for hourly particulate matter samples and if this limit is exceeded a text message is sent to the contractor to advise of any potential elevated dust results. This monitoring programme will be adopted during the proposed scheme and is considered to provide a good level of protection against air quality impacts.
- 252 In addition, Network Rail have advised that they will make reasonable endeavours to deliver and remove construction materials by rail. This will mean a reduction in dust, fumes, and noise from multiple lorry trips that will be taken off the road and is a positive aspect of the scheme.
- 253 The construction of a new station will inevitably result in air quality impacts during construction. However, it is considered that the mitigation measures proposed, together with the Construction Management Plan and Working Group, will adequately address any air quality concerns.

### **Archaeology**

- 254 This proposal has impacts upon both buried archaeology and standing buildings which are worthy of record due to their listing, their presence in a conservation area or their historical associations with the station at London Bridge. London Bridge Station has great archaeological significance due to its location within the Borough, Bermondsey and Rivers Archaeological Priority Zone whilst the station itself contains the remains of the earliest London terminus station and the many subsequent phases of construction. Areas of the 1836 viaduct where they are visible within Southwark are Grade II listed buildings, for example the Abbey Street and Spa Road Bridges.
- 255 The proposals detailed in this application will involve the demolition of parts of the

railway viaduct and historic station buildings as well as the excavation of areas for foundations. There will therefore be impacts upon standing fabric and buried archaeological remains.

- 256 The proposals for the station construction involve the demolition of a considerable area of the viaduct to accommodate the new concourse, including the oldest central portions. No works have been included within the heritage statement to provide greater access to the heritage significance of the assets; however, proposals should be presented for the display and interpretation of the railway structure, potentially showing the development of the railway over time.
- 257 The extensive monitoring of site investigation works has provided sufficient information to determine the archaeological potential, however, the applicants have not provided a formal archaeological evaluation for the proposal. The extent of this work adequately answers the necessary requirement for an archaeological evaluation to comply with the requirements of Saved Policy 3.19 of the Southwark Plan and the requirements of policy 6.1 of PPS5. This work has been accompanied by a geo-archaeological assessment.
- 258 The site works have provided evidence of the impact from the construction of the present viaduct. The current viaduct construction will have severely impacted archaeological remains from within the footprint of its piers, and an area around the pier; the survival of deeper archaeological remains is therefore confined to areas between the piers. Remains of the foundations of the earlier elements of the viaduct should also be recorded as they are of interest in the study of early railway engineering and are worthy of preservation by record.
- 259 The EIA chapter, in section 7.4, proposes suitable mitigation measures to be undertaken on site. The baseline data supplied in the application is adequate to inform a Written Scheme of Investigation, which should be secured by condition.
- 260 As a public space, the rebuilt London Bridge Station would be the ideal location for a display of archaeological and heritage material related to the proposal which could include archaeological artefacts and information related to the wider railway heritage of the station. The location, design and materials for such a display case should be secured by condition or legal agreement.
- 261 The provision of suitable and proportionate proposals for the publication and archiving of archaeological material and the results of the various programmes of building recording should also be secured by condition.

#### **Planning obligations (S.106 agreement)**

- 262 Policy 2.5 of the Southwark Plan and 8.2 of the London Plan advise that planning obligations can be secured to overcome the negative impacts of a generally acceptable proposal. Policy 2.5 of the Southwark Plan is reinforced by the Supplementary Planning Document (SPD) on Section 106 Planning Obligations, which sets out in detail the type of development that qualifies for planning obligations, and Circular 05/05, which advises that every planning application will be judged on its own merits against relevant policy, guidance and other material considerations when assessing planning obligations.

263 The following list of obligations has been agreed with Network Rail:

<b>OBLIGATION</b>	<b>DESCRIPTION</b>
1. Southwark Playhouse and Britain at War Museum to be re-provided within the station	<ul style="list-style-type: none"> <li>• Area specified in square metres</li> <li>• Rent agreed</li> <li>• Period agreed</li> <li>• Level of fit out agreed</li> <li>• Reasonable endeavours to relocate during construction (within the borough) and minimise disruption</li> <li>• space to be re-provided to agreed spec within 2 months of practical completion</li> </ul>
2. Existing tenants	<ul style="list-style-type: none"> <li>• Reasonable endeavours to relocate prior to construction (within the borough)</li> </ul>
3. Affordable business space	<ul style="list-style-type: none"> <li>• For retail units in St Thomas Street</li> <li>• For a period of 5 years</li> <li>• To be made available to independent operators</li> <li>• Rent to be specified</li> </ul>
4. Highways Plan	<ul style="list-style-type: none"> <li>• Bermondsey Street contra-flow cycle lane</li> <li>• New revised intersection of Bermondsey Street and Tooley Street</li> <li>• Provision of 8 bay taxi rank in Bermondsey Street</li> <li>• 2.5m exclusion zone adjacent to rank to ensure clear access</li> <li>• Revised intersection of Bermondsey Street and St Thomas Street/Crucifix Lane</li> <li>• Widening of pavement in St Thomas Street from new entrance to Bermondsey Street</li> <li>• Two new pedestrian crossings at new entrances in St Thomas Street. Aspiration for raised table to include both crossings and in between.</li> <li>• Two new pedestrian crossings at the new entrances in Tooley Street. Aspiration for raised table to include both crossings and in between.</li> </ul> <p>New road layouts and associated works (Permanent)</p>

OBLIGATION	DESCRIPTION
5. Obligation to carry out works identified in Highways Plan and enter into S278 with LBS and/or TfL as necessary	
6. Final road layout	<ul style="list-style-type: none"> <li>• 12 months prior to completion, assessment of road layouts to determine whether Permanent road layout approved at planning stage requires amendment</li> <li>• If amendments necessary to submit details for approval</li> <li>• Carry out any works required following the assessment</li> </ul>
7. Cycle storage	<ul style="list-style-type: none"> <li>• NR to make reasonable endeavours to secure a retail tenant that will operate a cycle store facility in conjunction with a cycle retail facility</li> </ul>
8. Cycle Management Plan	<ul style="list-style-type: none"> <li>• To detail cycle routes during construction</li> <li>• To be submitted and approved</li> <li>• Works to be carried out</li> </ul>
9. Travel Plan	<ul style="list-style-type: none"> <li>• Commitment to:</li> <li>• producing a full travel plan in line with TfL's 'Travel planning for new development in London' document and the ATTrBuTE tool</li> <li>• undertaking user travel surveys at 1, 3 and 5 years from occupation - incorporating all users of the station namely passengers, station staff (and associated contractors) and retail unit staff</li> <li>• monitoring operational and maintenance staff parking, and cycle parking, with a view to providing less / more of these respectively if required</li> <li>• identifying SMART targets for the travel plan over 5 years, with a particular focus on walking and cycling</li> <li>• measures within the travel plan to support the targets</li> <li>• a travel plan coordinator to manage the travel plan</li> </ul>

OBLIGATION	DESCRIPTION
	<ul style="list-style-type: none"> <li>• setting up a travel plan steering group to address issues</li> <li>• updating the travel plan following each survey, responding to issues raised</li> <li>• £3,000 for LBS's monitoring of the travel plan</li> <li>• To be submitted and approved (both for during construction and final operation)</li> </ul>
11. External Areas/Public Realm Plan	<ul style="list-style-type: none"> <li>• Enter into S278 agreements as necessary</li> <li>• provide environmental improvements to Bermondsey Street tunnel including lighting, leak repair, paving</li> <li>• Repaving of public footways to kerb edge to match</li> <li>• Street furniture, including street lighting and bins</li> <li>• Paving from Stainer Street to Joiner Street on south side of Tooley Street including removal of loading bays</li> </ul>
12. Works in External Areas/Public Realm Plan to be carried out	
13. Public Realm areas agreed	<ul style="list-style-type: none"> <li>• To be publicly accessible to pedestrians and kept open</li> <li>• To be maintained</li> </ul>
15. Public art	<ul style="list-style-type: none"> <li>• To be delivered prior to completion</li> <li>• To an indicative value</li> <li>• Detail to be approved</li> </ul>
16. Train shed	<ul style="list-style-type: none"> <li>• Condition survey to determine what elements can be dismantled and retained</li> <li>• Method statement on how elements are to be dismantled and retained</li> </ul>
19. Construction Management Plan	<ul style="list-style-type: none"> <li>• To be submitted and approved</li> <li>• To include, where feasible, deliveries and waste removal by rail</li> <li>• Monitoring general</li> <li>• Monitoring of Long Lane and an 'except for access' restriction be introduced if required</li> </ul>

OBLIGATION	DESCRIPTION
21. Construction Working Group	<ul style="list-style-type: none"> <li>To comprise representatives from: NR; Guy's Hospital; Sellar; TfL; Southwark Council</li> </ul>
22. St Thomas Street Working Group agreed	<ul style="list-style-type: none"> <li>To coordinate public realm improvements in St Thomas Street in relation to the Shard and the new station</li> <li>To comprise representatives from NR, Sellar, Southwark Council</li> </ul>
23. Guy's Hospital	<ul style="list-style-type: none"> <li>Air quality, noise, and vibration monitoring within the hospital during construction plus any mitigation measures</li> </ul>
24. Employment During Construction agreed subject to deletion	<ul style="list-style-type: none"> <li>Provision of a Workplace Coordinator</li> </ul>
25. Employment During Construction Management Fee	<ul style="list-style-type: none"> <li>Financial contribution of £36,055</li> </ul>
26. Wayfinding Strategy	<ul style="list-style-type: none"> <li>To be submitted and approved (both within station and outside)</li> <li>Destinations (not limited to): LU, Bus Station, taxis, Tower Bridge, More London, Thames Clipper pier, London Bridge and the City, Southwark Cathedral, Borough Market, Guy's Hospital, the Shard, Bermondsey Street</li> <li>Signage to be installed</li> <li>Legible London to be provided within the street and terminating concourses and outside the new street level entrances</li> </ul>
27. Section 278	<ul style="list-style-type: none"> <li>Requirement to enter into Section 278 works for highway alterations</li> </ul>
28. Design aspirations	<ul style="list-style-type: none"> <li>To be included in order to assess elevation design conditions against</li> </ul>
<b>TfL provisions (as Highway Authority)</b>	
29. Section 278	<ul style="list-style-type: none"> <li>Requirement to enter into Section 278 works for highway alterations</li> </ul>

OBLIGATION	DESCRIPTION
30. Signage	<ul style="list-style-type: none"> <li>To cover cost of re-signing for cycle routes</li> </ul>
31. Station Management	<ul style="list-style-type: none"> <li>To submit a station management plan for approval to manage pedestrian congestion areas between NR concourse and LU entrance and thereafter operate the station in accordance with the approved plan</li> </ul>
32. Communications Strategy	<ul style="list-style-type: none"> <li>Delivered and funded by Network Rail with TfL engagement – passenger onward travel via LU, Buses, taxis, cycling etc need to be part of this strategy.</li> </ul>
33. Bus arrangements	<ul style="list-style-type: none"> <li>re-routing of the 381 and the change to the bus stand – TfL needs to be engaged in these changes and the communication of these changes with the bus operators and passengers – this could be part of the communications strategy</li> </ul>
34. Taxi rank review	<ul style="list-style-type: none"> <li>operation of Bermondsey Street taxi rank to be reviewed</li> <li>mitigation if required (feeder to be provided if feasible)</li> </ul>
35. St Thomas Street/Borough High Street Junction Improvement working group agreed	

1. Network Rail will, at its own cost, make applications for the stopping up of Weston Street and Stainer Street. The council and TfL (to the extent that it is a party) will support the making of such orders. The relevant provision will be in the same terms as that contained in the existing section 106 obligations.
2. Network Rail will agreed with the council not to implement (or further implement) any of the 2003 and 2008 Masterplan planning permissions, listed building consents or conservation area consents, in respect of London Bridge Station.
3. Network Rail and the council agree that the 2003 and 2008 Masterplan section 106 obligations relating to London Bridge Station shall be cancelled, and shall cease to have effect.

264 The contributions agreed are considered to provide significant environmental improvements in the area and adequately mitigate the impacts of the development in accordance with saved policy 2.5 of the Southwark Plan.

265 The Community Infrastructure Levy (CIL) regulations came into force on 6 April 2010. The regulations state that it is unlawful for a planning obligation to be taken into account when determining a planning application for a development, or any part of a development, that is capable of being charged CIL if the obligation does not meet all of the following tests:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

266 The obligations secured are considered to have met the above tests.

267 In the absence of a legal agreement being completed by 30 March 2012, the applicant has failed to adequately mitigate against the impacts of the development and, in accordance with Article 22 of the Town and Country Planning (General Development Procedure) (England) (Amendment) Order 2003, it is recommended that the application be refused for the following reason:

“In the absence of a signed Section 106 Agreement, there is no mechanism in place to avoid or mitigate the impact of the proposed development on the public realm, public open space, the transport network, health facilities and employment and the proposal would therefore be contrary to saved policy 2.5 of the Southwark Plan and Policy 8.2 of the London Plan.”

### **Mayoral Community Infrastructure Levy (CIL)**

268 The Mayor’s CIL comes into effect in April 2012 and will apply a financial levy against all developments which will go towards the delivery of Crossrail. The levy is not discretionary and must be applied to all developments at a rate of £50 per square metre in Central London and will be prioritised over all other planning obligations. Officer recommendation (F) requires any Section 106 to be completed by 30 March 2012 and so the Mayoral CIL will not apply.

### **Flooding**

269 The site is located within Flood Zone 3a. However, the footprint of the station remains largely the same with a small reduction following the demolition of 64-84 Tooley Street. The space within the vaults incorporates change of use but not for habitable purposes.

270 The Environment Agency have not raised any objections to the proposal and recognise that the new station is being developed within a constrained site.

271 The proposals to improve attenuation storage on this site despite the outlined constraints are welcomed. The drainage works that will be taken forward at the detailed design stage will include:

- The demolition of some adjoining buildings along Tooley Street will provide capacity for permeable paving and sub base storage. Attenuation here is likely to be in the form of sealed, shallow crate storage to minimise disruption to underlying infrastructure and the adjacent building and maximise storage volume.
- Attenuation storage to be provided under the ground level passenger concourse. The available footprint for storage here is limited due to the foundations of the existing railway arches which will remain in place.
- Where possible, the new and existing drainage network will incorporate oversize pipes along with appropriate control structures to maximise attenuation and reduce runoff rates as far as is possible. This to include the drainage of the concourse slab and roof.

### **Sustainable development implications**

- 272 Core Strategy 'Strategic Policy 2' encourages development which maximises the use of public transport and minimises car use. The reasoned justification notes support for public transport improvements and acknowledges that "the Thameslink Programme is a massive rail investment programme which will provide many more journey options for passengers travelling through or to London from the north and south".
- 273 Non-residential schemes are ordinarily expected to achieve a BREEAM rating. However, given this proposal is primarily an engineering development, a BREEAM assessment would be ineffectual and not fit for purpose. Accordingly, it is considered appropriate to utilise a sustainability index more suited to a new station.
- 274 Network Rail utilise the CEEQUAL assessment which was also utilised on the Blackfriars station redevelopment. It is promoted by the Institution of Civil Engineers (ICE) and a group of civil engineering organisations including CIRIA, CECA and ACE. Its objective is to encourage the attainment of environmental excellence in civil engineering, and thus to deliver improved environmental and social performance in project specification, design and construction.
- 275 There are several different CEEQUAL Award levels that a project can achieve, depending on the percentage number of points scored against the scoped-out question set. These are:
- more than 25% - Pass
  - more than 40% - Good
  - more than 60% - Very Good
  - more than 75% - Excellent
- 276 As part of the application, a pre-assessment statement has been submitted demonstrating how the proposed new station will achieve an 'Excellent' rating. The level proposed is consistent with the high sustainability standards required by Strategic Policy 13 of the Core Strategy and is accepted.
- 277 The proposed changes to the station will result in increased station capacity in the long term and delivery of the full Thameslink programme will secure additional journey opportunities, resulting in a much more efficient & sustainable circulation of passengers, station users/workers and public modes of transport. The overground, underground & bus services will all operate more effectively from the station as a

result of the proposed development. Interchange connections between the railway station to river, taxi & cycling services, as well as walking, will be improved.

- 278 The increased capacity of the station & new and improved rail services will complete the Thameslink Programme and result in estimated savings of 24 million kg of CO<sub>2</sub> per annum resulting from modal shift, a significant contribution to minimising the use of energy and greenhouse gas emissions.
- 279 The new concourse is specifically designed to be naturally ventilated hence it will not require heating or air conditioning and will be designed to allow for as much natural lighting as possible. This will result in a significant energy saving and will meet the Southwark and London Plan's objective of being lean.
- 280 The application of renewable energy as part of the proposed development has been considered but is limited due to site constraints and the characteristics of the station's energy demand.
- 281 In June 2009, Network Rail issued a Sustainability Policy as part of the 2009 Corporate Responsibility Report, and in August 2009 a Sustainability Policy Statement was produced. The corporate driver for sustainability was established, and the Thameslink Programme's Sustainable Design and Construction Strategy (SDCS) demonstrates the programme's delivery of Network Rail's and the TWA sustainability commitments.
- 282 The Thameslink Programme made a commitment in 2009 to reducing waste by signing up to the WRAP (Waste and Resources Action Programme) pledge to reduce construction, demolition and excavation waste to landfill by 50% in 2012, compared to 2008. The subsequent targets set out in the SDCS go over and above the 50% reduction commitment.
- 283 The Thameslink programme commits to the protection and enhancement of biodiversity. However, the majority of the application site comprises hard standing habitats with negligible intrinsic ecological value. Detailed surveys undertaken by Network Rail have concluded that bats are not using the station complex for roosting and foraging potential is limited in the site and surrounding area. In terms of nesting birds, two black redstart territories were identified partially within the site boundary and an additional territory was located on the periphery of the site.
- 284 In addition, Network Rail have agreed to make reasonable endeavours to make construction deliveries and removals by rail which will considerably reduce the number of construction vehicles movements and is a considered an extremely sustainable form of construction.

#### **Other matters**

- 285 During the application, officers highlighted a number of issues with the proposal that needed to be addressed before a positive recommendation could be made. The following is a summary of the issues raised and how they have been resolved.

	<b>ISSUE</b>	<b>RESOLUTION</b>
1.	Insufficient leisure space	Floorspace increased by 500sqm
2.	Southwark Playhouse and Britain at War Museum to be re-provided	Agreement to re-provide Southwark Playhouse and Britain at War Museum within new station
3.	Detailed drawings of crossings required	Submitted
4.	Raised table crossings required	Agreement to raised crossings – see point 40
5.	Cycle storage insufficient	Cycle provision increased to 700
6.	Bermondsey St contra-flow cycle lane	Plans received and agreement to provide
7.	Pedestrian modelling (PM) required	Submitted
8.	Construction traffic data	Submitted
9.	Travel Plan provisions inadequate	Revised commitments made; to be secured within legal agreement
10.	Parking provision justification	Received
11.	Taxi stand provision inadequate	Taxi stand increased to 8 bays
12.	Public Transport data during construction	Submitted
13.	Single escalator access	Justification provided
14.	Waste management details	To be secured by condition
15.	Western passage/overpass clarification	Confirmation that Western passage to remain open
16.	Bermondsey St tunnel fume ventilation	Justification provided
17.	Carbon reduction	Justification provided
18.	Construction deliveries should be made by rail	Agreement to make reasonable endeavours to use rail
19.	CEEQUAL pre-assessment list required	Submitted
20.	Ancillary space increase clarification	Further information submitted
21.	Responses to Guy's Hospital Trust and London Bridge Quarter required	Responses provided
22.	London Dungeon queues	Undertaking provided
23.	Grills in arches detail	Plans submitted; condition to be imposed
24.	Heritage Statement reference to PPS5	Submitted
25.	New Listed Building Consent application required	Submitted
26.	Service access in St Thomas St justification	Submitted
27.	Exposed heritage fabric in Stainer St required	Agreement to incorporate in new station

	<b>ISSUE</b>	<b>RESOLUTION</b>
28.	Western Arcade Thameslink works clarification	Submitted
29.	64-84 Tooley St justification	Submitted
30.	Further public space detail required	Submitted
31.	View 4 sharp corner clarification	Submitted
32.	Better articulation to roof on elevations	Revisions made
33.	Term platform fire escapes clarification	Submitted
34.	Shard canopy interface	To be secured by condition
35.	Canopy end detail	To be secured by condition
36.	St Thomas St facade	To be secured by condition
37.	Playhouse and Museum re-provided; reasonable endeavours during construction	Agreement from Network Rail
38.	Reasonable endeavours to relocate other tenants	Agreement from Network Rail
39.	Affordable business space	Agreement from Network Rail
40.	Highways Plan to be provided	Agreement from Network Rail
41.	External Areas Plan to be provided	Agreement from Network Rail
42.	External Areas to be accessible and maintained	Agreement from Network Rail
43.	Restriction on kiosks in Joiner Street	To be conditioned
44.	Public Art	Agreement from Network Rail
45.	Dismantling of train shed	Condition Survey and Method Statement to be secured
46.	Construction Working Group	Agreement from Network Rail
47.	St Thomas Street Working Group	Agreement from Network Rail
48.	Revisit final road layout	Agreement from Network Rail
49.	Improvements to Bermondsey St tunnel	Agreement from Network Rail
50.	Noise and Vibration monitoring	Agreement from Network Rail
51.	Employment contributions	Agreement from Network Rail

### **Conclusion on planning issues**

286 The new station is an ambitious proposal that will bring together all the platforms of the station for the first time in its history. Whilst there is a loss in terms of heritage and historical fabric, the vast improvements to public transport and the public benefit that flows from this is considered to balance this loss. Together with the design of the new station, including the creation of new public open space, as well as the obligations to retain and promote heritage elements of the station, it is considered that there is sufficient justification for the demolition of the train shed and 64-84 Tooley Street.

287 The new station will secure the Southwark Playhouse and Britain at War Museum,

together with new retail space and affordable business units, which will provide a good mix of uses within the town centre.

- 288 Given the immense improvement to public transport connectivity within the south east of the UK following the completion of Thameslink and that 80% of the improvements cannot be delivered without the London Bridge works, it is considered that the proposal for the new station at London Bridge is of national importance. Without the new station, the public transport improvements cannot be delivered which will result in an adverse impact on London as a whole. As such, taking all material considerations into account, it is recommended that all applications be approved.

### **Community impact statement**

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

### **Consultations**

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

### **Consultation replies**

- 291 Details of consultation responses received are set out in Appendix 2.

### **Summary of consultation responses**

- 292 There was a considerable response to the public consultation with objections falling broadly into the following categories:

- loss of the train shed and 64-84 Tooley Street
- loss of Southwark Playhouse and other leisure uses
- cycle storage and impact on cycle routes
- construction impacts
- mix of uses

### **Human rights implications**

- 293 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.
- 294 This application has the legitimate aim of providing a new rail station. 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.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/151-D  Application file: 11-AP-1987, 11-AP-2079, 11-AP-2080, 11-AP-3423  Southwark Local Development Framework and Development Plan Documents	Regeneration and Neighbourhoods Department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: <a href="mailto:planning.enquiries@southwark.gov.uk">planning.enquiries@southwark.gov.uk</a> Case officer telephone: 020 7525 5906 Council website: <a href="http://www.southwark.gov.uk">www.southwark.gov.uk</a>

## APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Neighbour consultee map

## AUDIT TRAIL

<b>Lead Officer</b>	Gary Rice, Head of Development Management	
<b>Report Author</b>	Gordon Adams, Development Management	
<b>Version</b>	Final	
<b>Dated</b>	8 December 2011	
<b>Key Decision</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Strategic Director of Communities, Law & Governance	No	N/A
Strategic Director of Regeneration and Neighbourhoods	No	N/A
Strategic Director of Environment and Leisure	No	N/A
<b>Date final report sent to Constitutional Team</b>		9 December 2011

**Consultation undertaken**

**Site notice date:** 14/07/2011

**Press notice date:** 14/07/2011, 03/11/2011, 17/11/2011

**Case officer site visit date:** Various over the preceding 12 months

**Neighbour consultation letters sent:** 07/07/2011

**Internal services consulted:**

- Environmental Protection Team
- Planning Policy
- Transport Planning
- Archaeology Officer
- Ecology Officer
- Public Realm
- Urban Forester
- Waste Management
- Emergency Planning

**Statutory and non-statutory organisations consulted:**

- Metropolitan Police Service
- Environment Agency
- Greater London Authority
- Thames Water
- English Heritage
- London Fire and Emergency Planning
- Transport for London
- Design Review Panel
- Countryside Commission
- Department for Communities and Local Government
- London Underground Limited
- Natural England
- Railway Heritage Trust
- The Victorian Society
- Sport England
- The Theatres Trust

**Neighbours and local groups consulted:**

- Team London Bridge
- Bermondsey Street Area Partnership
- Bermondsey Neighbourhood Forum

- Letters were sent to 1,226 nearby occupiers in accordance with the map included at Appendix 3 – a full list of those consulted is available on the case file.

### **Member presentations**

The scheme was presented to the following Planning Committee Members on 19<sup>th</sup> April 2011: Cllr Althea Smith and Cllr Robin Crookshank Hilton.

A second Member presentation was made on 23/11/2011. In attendance were: Cllrs Al-Samerai, Crookshank Hilton, Mann, Dolezal, Coyle, Colley, Clark, and Smith.

### **Re-consultation**

All statutory and non statutory organisations, neighbours, local groups and internal consultees were consulted on additional information on 27/10/2011 and again on 15/11/2011 as per Regulation 22 of the EIA Regulations 2011.

### **Network Rail consultation**

Network Rail carried out its own public consultation on the proposed development prior to submission and during the application.

The proposals were displayed at London Bridge station over five days between Tuesday 17 May and Saturday 21 May. Representatives from the project team were available between 08:00 and 19:00 (14:00 on Saturday) each day to explain the plans and to answer questions. Over the five days, more than 2,500 people stopped at the display to either talk to a member of staff or to take a leaflet and comment card.

As well as the exhibitions, the information available at the station was replicated on the Network Rail website.

To raise awareness of the proposals and the exhibition, activity included:

- News release on 20 April, generating coverage including the Evening Standard, SE1 website and ITV local news
- Follow up media activity on 17 May, including further coverage in the Evening Standard
- Door drop flyers sent to approximately 2,000 homes (those within an 850m radius of the station) on 12 May
- Emails to Southwark councillors on 20 April and 16 May highlighting forthcoming exhibition
- Colour adverts in the South London Press (13 May) and Southwark News (12 May)
- Details on Team London Bridge and Better Bankside website and emails to members
- Details on Thameslink programme email to rail users
- Posters throughout London Bridge station to help reach station users who would not walk past the exhibition
- Announcements on the station PA system whilst the exhibition was on

- Approximately 5,000 leaflets (additional to those taken from the stand) handed to station users

Meetings held with various individuals and groups included:

- Bermondsey Street Area Partnership
- Bermondsey Village Action Group – three meetings between March and May
- Elected members – including Simon Hughes MP, Caroline Pidgeon and Val Shawcross AMs
- London Borough of Southwark - members
- London Borough of Southwark – Community Council meetings
  - Rotherhithe
  - Borough and Bankside
  - Bermondsey
- London Travel Watch – meeting with officers and presentation to Board
- Passenger Focus – meeting with officers and presentation to Board
- Mayor of London – presentation to Mayor and officers
- Southwark Chamber of Commerce – including meetings with chair and vice-chair and speech / Q & A with members
- Southwark Living Streets
- Team London Bridge – including meetings with officers and presentations at events for members

## APPENDIX 2

### Consultation responses received

Environmental Protection Team: clarification sought on various issues; no objections raised

Transport Planning: no objections, subject to conditions

Archaeology Officer: no objections, subject to conditions

Planning Policy: recognise that the loss of leisure and business space is to a large degree offset by the significantly expanded concourse; welcome the commitment to re-housing the existing leisure tenants who wish to return including the Britain at War Museum and the Southwark Playhouse – mechanism for enabling this to happen should be incorporated in a s106 agreement; the CEEQUAL assessment covers all the points that should be addressed.

Ecology Officer: no objections, subject to conditions

### Statutory and non-statutory organisations

London Fire and Emergency Planning Authority: raised no objections; requested site plans.

Metropolitan Police Service (Secured by Design): new cycle parking areas should be enclosed with monitored CCTV linked back to control room designated for the site

Transport for London: Thameslink and the redevelopment of London Bridge Station is consistent with the Mayor's Transport Strategy and London Plan Policies and the application is therefore supported in principle; consideration needs to cover both construction period as well as after completion; construction period will require temporary mitigation measures to be agreed with TfL particularly for the management of construction traffic and junction alterations on the Transport for London Road Network but also a communications strategy between London Borough of Southwark, Network Rail and TfL to advise passengers on both the construction programme, how access to the station and onward travel to the bus station, London Underground and taxis all of which will need to be managed; in final phase, it is essential that TfL is fully engaged in the approval of any mitigation measures the applicant proposes as again these details which are not currently contained within the application as submitted; the final phase will impact on the TLRN and could have significant implications for the operation of the bus and underground stations and the proposal could represent a potential risk to TfL; concerns re modelling, construction impact (highways, buses, London Underground, pedestrian and cycle routes); permanent impacts on highway, buses, London Underground, cycling/cycle parking, bus station and operations; Delivery and Service Plans; Travel Planning; Communication; taxi; wayfinding.

*Officer comment: TfL officers have been heavily involved in discussions over transport issues. Subject to sufficient and adequate obligations being secured within the legal agreement, it is expected that all TfL issues will be adequately addressed.*

### English Heritage:

- 64-84 Tooley Street: advice that the Minister for Tourism and Heritage has decided not to list the building
- No objection to the demolition of the listed train shed
- The proposal falls to be assessed against Policy HE 9.2 (i) of PPS5 Planning for the Historic Environment which requires that where an application leads to substantial harm to or total loss of significance, the harm or loss is necessary in order to deliver substantial public benefits. English Heritage recognises that the Thameslink Project will deliver substantial public benefits and that Network Rail has put forward a proposal that meets their operational requirements and provides an improved environment for its customers. However, it has not shown to our satisfaction that demolition of the 64-84 Tooley Street building is necessary to deliver such a station.
- In determining this application, it is for your Council to decide whether the test set out in Policy HE9.2 has been met. However, our advice has to be that Network Rail has not met the test set out on Policy HE 9.2 (i) because it has not demonstrated that demolition is necessary in order to deliver the new station.

Natural England: recommend the implementation of brown roofs to accommodate Black redstart habitats; surveys should be carried out during construction. There are opportunities to contribute to climate change adaptation through porous paving, living walls, tree planting.

### Greater London Authority – Stage I report:

- Principle of development: principle of development and objectives to realise the full potential of Thameslink Programme supported, however, loss of heritage assets have not sufficiently been justified nor has loss of cultural and leisure space been given sufficient consideration. Loss of office space is accepted.
- Urban design and access: the design does not yet meet the policy test regarding the loss of heritage assets. There remains a significant lack of ambition to deliver outstanding architectural quality for the site. The access strategy is currently insufficient and is likely to fail once the station becomes fully operational.
- Climate change mitigation: subject to appropriate conditions regarding a 'unit occupiers strategy' for connection to the centralised plant and securing the site wide technologies and potential links to a future heat and power network
- Climate change adaptation: broadly acceptable subject to conditions
- Noise: requires further consideration
- Air quality: requires further consideration
- Biodiversity: requires further consideration
- Transport: the transport assessment is currently considered inadequate

*Officer comment: the applicant has provided a response to the GLA on the issues raised in their Stage I report. Further justification regarding demolition and increase in leisure floorspace should overcome concerns with principle of development*

Thames Water: no objection raised.

Environment Agency: no objections subject to conditions.

Design Review Panel:

- First presentation 22/03/11: concerns with proposal in relation to approach to public realm, structural diagram of the concourse and its architectural expression
- Second presentation 13/06/11: public realm better described, raised questions about its use, contribution to wayfinding, nature and design of security systems. St Thomas Street should incorporate the approach to the street itself. On Tooley Street, the space failed to resolve its use, wayfinding and defence. Roof had dramatically improved however roof design needed more work to resolve the junction with the Shard concourse canopy. The new elevations raised concerns over the architectural expression of the station on both Tooley Street and St Thomas Street. Panel offered ongoing engagement.

Team London Bridge (Business Improvement District): carried out focus groups, interviews, and surveys with BID members. Strongly supports the development, subject to recommendations made: Publish a Construction Management Plan following liaison with the business community; Implement Legible London as part of the station development; Greater consideration should be given to station linkages with the London Bridge City Pier; Increase cycling infrastructure capacity and facilities as part of the station development; Address pedestrian congestion on Tooley Street; Significantly improve the St. Thomas Street station exit and pedestrian environment; Radically improve the Bermondsey Street tunnel environment; Implement active frontages in the St. Thomas Street arches and Bermondsey Street tunnel; Protect and enhance the existing cultural offer within the station master-plan; Increase the quality and the range of the retail offer; Designate St. Thomas Street arches as a location for creative retail and leisure outlets; Network Rail to work with Team London Bridge to produce a dedicated business communication strategy.

The Victorian Society: object to the demolition of 64-84 Tooley Street

Railway Heritage Trust: accepts the loss of the train shed; welcomes the proposed improvements to the newly listed St Thomas Street arches and the handling of the Western Arcade; not convinced over the need to demolish 64-84 Tooley Street.

Sport England: no objection

The Theatres Trust: objects to the loss of Southwark Playhouse; no concern over the loss of the former Shunt Theatre space

Conservation Area Advisory Group for Southwark: disappointed by the lack of any conservation-led approach; loss of arches in St Thomas Street is regrettable and should be reconsidered; the rebuilt arches are a poor reflection; loss of 64-84 Tooley Street is not accepted as justifiable; loss of train shed is regrettable; all three elements should not be demolished

London Travel Watch: passengers and other users of the station and its surrounding

road network are not unduly disadvantaged during the construction period; there should be a pedestrian traffic management plan, communications programme; strategy for alternative routes; there should be improvements at other stations

Bermondsey Street Area Partnership (Planning Subcommittee): support the general principle; object to the excessive levels of traffic that will occur; insufficient taxi points; there will be conflicts with lorries and through traffic and pedestrians on Tooley Street where unloading will occur; object to the loss of the train shed wall (but not the roof) and concern over the loss of 64-84 Tooley Street; question why the signal box is being retained; object to the amount of cultural/recreational uses in the proposal; insufficient use made of the vaulted units on Bermondsey Street with very little active street frontage onto the tunnel section of the street; planning condition to protect quality of the design

### **Ward members**

Councillors Al-Samerai and Noblet: concern over communication between Network Rail and existing tenants and suitable alternative accommodation; concern over loss of leisure space.

### **Neighbours and local groups**

#### **In support**

South Eastern Railways: express support for the application; amenities are currently poor, do not meet modern standards or provide sufficient space for passengers and other users of the station; the transformation of the station to provide the capacity for more trains and deliver a better environment for passengers is pivotal to Thameslink Programme; application includes a public piazza and other features aimed at improving the local environment.

Email: express support for planning application; saw model at public consultation and design is an improvement on the current layout and is aesthetically pleasing; decision to open up and use railway arches is excellent; happy with service improvements that will result from the development

41 Snowfields: pro/positive towards application; important that the area has history and story as well as commerce and modern architecture.

92-94 Tooley Street: no objection to the proposals

62-64 Weston Street: support proposal; anything that can be done to modernise and improve London Bridge station, the railway arches, and the area in general is welcome

First Capital Connect: new station layout would deliver a better environment for passengers including interchange improvements, and provision of facilities including retail services; plans include a piazza and other features designed to enhance the station's contribution to its locality.

#### **For comment**

Southwark Playhouse: with the increase in leisure space and in principle agreement to retain the theatre in the new station, no objections, subject to terms

Arts Council England: letter of support for Southwark Playhouse and their re-provision within the scheme

City of London (owners of Colechurch House): seeking clarification that proposals do not affect the Colechurch House overpass connecting to the station.

Britain at War Museum: raised concern over future of museum within the station; sought assurance of re-provision; concern over eviction notice and poor communication with Network Rail.

London Bridge Quarter: questions raised over St Thomas Street traffic (during construction and permanent arrangement); improvements to St Thomas Street public realm; asset protection; public realm considerations; security

Bermondsey resident: does not support the retention of Southwark Playhouse

Railworld: offered to take the shed roof however later withdrew their offer

### **In objection**

London Dungeons: object over concerns of impacts during construction

Save Britain's Heritage: object to the demolition of 64-84 Tooley Street

Better Bankside: concern over pedestrian movement in relation to Borough High Street; support a complete review of cycle routes in the area; concern over cycle storage assessment; wish to see Legible London incorporated

London Cycling Campaign: does not comply with sustainable development and sustainable transport policies; lack of integration with proposed Cycle Superhighway in Tooley Street; closure of Weston Street; closure of Stainer Street to cyclists; hazardous conditions for cyclists on surrounding streets; inadequate cycling assessment; inadequate cycle parking proposed; inadequate detail on cycle parking proposed; removal of On Your Bike storage facility

Southwark Cyclists: support the redevelopment of the station however cycle parking is insufficient; no detail of cycle hire scheme; Tooley Street will be too congested, not wide enough to accommodate Cycle Superhighway, and should be car free; Tooley Street junction with London Bridge is dangerous and not addressed; cycle routes proposed are inadequate

Arch 897, Holyrood Street SE1 (together with 13 signatories): missed opportunity to develop the area beyond the main station concourse; question 'railway ancillary space'; lack of communication from Network Rail to existing tenants; Bermondsey Street tunnel should be developed to have active uses; renewable energy has not been adequately considered.

Arch Climbing Wall: layout of station is designed to remove as many small

businesses as possible to make way for major leaseholders; existing entrances should be enlarged/modernised rather than new entrances created; main entrance on Tooley Street will create unsustainably heavy foot traffic towards Borough High Street on pavements that are unusable due to London Dungeons queuing; proposal is contrary to planning policy as previous advice has been that area is of historical importance and where office space is encouraged over all other forms of development.

Platform: fails to address desire to retain important architectural and cultural aspects of the area; query why London Dungeons is remaining; concern over pedestrian conflict with dungeon queues; 64-84 Tooley Street should be retained; good current mix of independent businesses and concern over replacement with homogenous high street

Guy's and St Thomas's NHS Foundation trust: concern over air quality; transportation; pedestrian access to St Thomas Street; noise and vibration

Bermondsey Village Action Group (BVAG): object to demolition of 64-84 Tooley Street and train shed; concern over implications of closing Stainer and Weston Streets

Granary Services Limited, 72-74 Tooley Street: wish to see restaurant retained in new station; current proposal for demolition will mean closure

On Your Bike: any permission should obligate Network Rail to relocate business

Unicorn Theatre: loss of heritage; recent developments incorporate large scale brands; pavements are currently crowded and concern over increase in passenger numbers; concern over lack of renewable energy and green space

14/9 Bell Yard Mews, 155 Bermondsey Street SE1: generally supportive of a new station however 64-84 Tooley Street should be retained; Southwark Playhouse should be retained; signal box should be demolished; should be more emphasis on upper western concourse improvements

3/96 Dalston Lane, E8: object to demolition of 64-84 Tooley Street and loss of Southwark Playhouse

25 Oxford Drive: object to demolition of 64-84 Tooley Street and train shed; noise from people loitering; diesel fumes and noise from taxis; guarantee no new nightclubs

3 Pottery Street SE1: demolition of 64-84 Tooley Street and train shed; loss of cycle routes

12 Pope Street, SE1: lack of traffic handling within scheme boundaries; only 4 taxi bays; surrounding streets are already congested

Email: loss of Southwark Playhouse; concern over the needs of disabled users

Melior Place, SE1: support for redevelopment of the station however point out that concourse is split between paid and unpaid so not as large as portrayed in application; Stainer Street should not be covered with advertising but with public art; agree that 64-84 Tooley Street has to go; object to the proposed elevation to St Thomas Street;

Southwark Playhouse should be retained; arches in St Thomas Street should have their uses defined more; site must be mixed use and have independent retailers; application does not address the impact the increase in pedestrian, cyclist and traffic movement the development will have on the area; a transportation study of the whole area should be carried out that covers all new and proposed developments

510 Antonine Heights SE1: public consultation prior to the application being submitted was covert and respondents dominated by station users rather than locals; failure to redevelop or relocate signal box; demolition of 64-84 Tooley Street; loading bay and car park are a poor use of St Thomas Street arches; extension of the roof to the east above station is unnecessary; demolition of the train shed; unsympathetic design; St Thomas Street should be pedestrianised.

9 Aston Webb House SE1: increase in vehicle traffic in Tooley Street; loss of parking spaces in Tooley Street; demolition of 64-84 Tooley Street will increase noise from platforms; loss of Southwark Playhouse

22 Gilbert Road SE11: station should have provision for free drinking water

1a Morocco Street SE1: loss of 64-84 Tooley Street; replacement architecture is of no merit and could be anywhere; closure of Weston and Stainer Streets will cause increase in traffic; loss of train shed

230 Long Lane SE1: loss of train shed and 64-84 Tooley Street; traffic impact of road closures

15 Oxford Drive SE1: tables and chairs and taxi rank will create noise; fumes, engine, and passenger noise from taxis; loss of 64-84 Tooley Street; disturbance from construction

13 More Copper House, Magdalen Street SE1: disruption/noise/anti-social elements; loss of train shed and 64-84 Tooley Street; more shops are not needed

6 Hamsey Road BN2: loss of train shed and 64-84 Tooley Street

27 Dean Road NW2: proposed replacement architecture is indifferent to heritage of the area; glass and concrete that could be anywhere; loss of Southwark Playhouse

Morecopper House, 14-16 Magdalen Street SE1: no reason given

1-4 and 14-16 More Copper House, Magdalen Street SE1: construction disruption; loss of existing tenants; loss of train shed; too similar to More London; it is a residential area and works will cause disruption; noise, pollution and traffic

Email: construction at all hours is not acceptable in residential area; loss of 64-84 Tooley Street and train shed; proposed canopies do not keep out the elements and are architecturally out of keeping; loss of climbing centre and replacement with chain shops

60 Weston Street SE1: station massing is out of context; loss of wall in St Thomas Street; new roof structure will look forlorn in a short time; design of St Thomas Street

facade not as good as Tooley Street facade; construction period is too long

1 Leathermarket Street SE1: impact of closing Weston and Stainer Streets; loss of 64-84 Tooley Street; characterless architecture

Email (10), 87 Walerand Road SE13, 19 Crosby Road SE1, 411 Hestia House, City Walk SE1, 4/136 Bermondsey Street SE1, 17/12 Bermondsey Square SE1, SE17, Market Yard Mews, Bermondsey Street SE1; 32 Rochester House, Manciple Street SE1; 85 Borough High Street; 57 Gainsford Street SE1; Spice Quay Heights, 32 Shad Thames SE1; 12 Devon Mansion, Tooley Street SE1; Lion Court, Shand Street SE1; 13 St Luke's Court, 124-126 Tooley Street SE1; 385 Devon Mansion, Tooley Street SE1; Balin House, Long Lane SE1: object to the loss of the train shed and/or 64-84 Tooley Street

Email (41), Brentmead Gardens NW10, 25 Providence Square SE1, St Leonards Road CR0, West Barnes Lane, New Malden KT3, 6 Artesian House, 137 Grange Road SE1, 99 Bradgate Road SE6, 14 Tanza Road NW3, Guy's Hospital SE1, 201 Grange Road SE1, Olney Road SE17, Alaska Buildings, 61 Grange Road SE1, SE5, SE22, 21 Sevenoaks Road SE4, Toynbee Studios, 28 Commercial Street E1, Queensbridge Road E2, 39 Parolles Road N19, 21 Guinness Court, Snowsfields SE1, 21B White Horse Lane E1, 5B Blurton Road, Hackney, 26 Turneville Road W14, 3 Trinity Road N2, 7 Warren Road BR6 6JF: object to increase in traffic on Bermondsey Street cycle route, increasing vehicle traffic and construction traffic on surrounding streets, closure of Weston Street cycle route and cycle access to Stainer Street, insufficient cycle storage in new station, removal of On Your Bike storage facility, fail's to meet the Council's sustainability policies;

598 additional objections were received specifically in relation to the loss of the Southwark Playhouse

### **Re-consultation**

There were two further rounds of consultation with letters sent on 27 October and 15 November. The following were subsequently received:

Flat 15, 179-181 Bermondsey Street: design is not good enough

Email: object to demolition of 64-84 Tooley Street

36 Pearman Street, SE1: object to demolition of 64-84 Tooley Street

54 Oxford Drive, SE1: concerns over construction and disruption

37 Oxford Drive, SE1: object to demolition of 64-84 Tooley Street

Flat 2 Lion Court, 28 Magdalen Street, SE1: support the proposals

5 Pembury Road, Tunbridge Wells TN2: object to demolition of 64-84 Tooley Street

Shad Thames, SE1: object to demolition of 64-84 Tooley Street

David Bannerman MEP: object to demolition of 64-84 Tooley Street

Email: object to demolition of 64-84 Tooley Street and train shed

60 Weston Street, SE1: object to demolition of train shed

Flat 11, 140 Abbey Street: do not support the arguments put forward to justify demolition of 64-84 Tooley Street; scheme is architecturally boring; object to demolition of train shed; do not agree that moving concourse to street level is a good thing; the DRP was misled regarding status of the Masterplan planning permission; Masterplan was a hoax; local citizens consulted in 2000 were lazy; object to proposed traffic layout

Railway Heritage Trust: remain not fully convinced of the need to remove 64-84 Tooley Street, but recognises that many of its arguments are based on a subjective judgement

27 Isaac Way, SE1: object to demolition of 64-84 Tooley Street and to proposed design

Victorian Society: application still fails to demonstrate that the demolition of 64-84 Tooley Street is necessary

Flat 14, 9 Bellyard Mews, SE1: object to demolition of 64-84 Tooley Street, loss of Southwark Playhouse; work should be done to the signal box; not enough emphasis on the Shard concourse entrance

Cinnamon Wharf, Shad Thames, SE1: welcome retention of Southwark Playhouse but question terms

Natural England: no further comments.

Flat 32, Lion Court, 12 Shand Street: object to construction and disruption and loss of heritage buildings

Email: object to demolition of 64-84 Tooley Street

Email: object to demolition of 64-84 Tooley Street

Flat 25, Lion Court, 12 Shand Street: object to demolition of 64-84 Tooley Street

201 Grange Road, SE1: proposed cycle routes are inadequate; better routes required; cycle storage is inadequate; cycle assessment has been inadequate

Email: support retention of Southwark Playhouse and Britain at War Museum

Email: object to demolition of 64-84 Tooley Street

17 Tradescant Road, SW8: object to demolition of 64-84 Tooley Street

Mack's Road, Bermondsey: support re-provision of Southwark Playhouse

Neighbour consultee map

