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Item No. 6.1	Classification: Open	Date: 24 February 2020	Meeting Name: Planning Committee
Report title:	Development Management planning application: Application 18/AP/1603 for: Full Planning Application Address: SAMPSON HOUSE, 64 HOPTON STREET, LONDON, SE1 9JH Proposal: Redevelopment to create two levels of basement and the erection of five buildings ranging from seven to 34 storeys plus plant (heights ranging from 28.9m AOD – 123.9m AOD) to provide: 341 dwellings (Class C3); 8,054sqm (GIA) of office space (Class B1); 1,436sqm (GIA) of retail floorspace (Class A1-A4); 904sqm (GIA) of cultural floorspace (Class D1/D2); 16,254sqm (GIA) hotel with up to 126 rooms (Class C1); new open space; reconfigured vehicular and pedestrian access; highway works; landscaping; basement car park for 107 cars (including 29 disabled car parking spaces), plus servicing and plant areas; and works associated and ancillary to the proposed development.		
Ward(s) or groups affected:	Cathedrals		
From:	Director of Planning		
Application Start Date: 08/06/2018		Application Expiry Date: 28/09/2018	
Earliest Decision Date: 24/09/2018			

RECOMMENDATION

1. That the planning committee grant planning permission subject to conditions, the applicant entering into an appropriate legal agreement and referral to the Mayor of London.
2. That, should planning permission be granted, it be confirmed that the environmental information has been taken into account as required by Regulation 3 of the Town and Country Planning (Environmental Impact Assessments) Regulations 2017.
3. That following issue of the decision it be confirmed that the director of planning shall place a statement on the Statutory Register pursuant to Regulation 30 of the Town and Country Planning (Environmental Impact Assessments) Regulations and for the purposes of Regulation 30(1) (d) the main reasons and considerations on which the Local Planning Authority's decision is based shall be set out as in this report.
4. In the event that the requirements of paragraph 1 above are not met by 30 November 2020, the director of planning be authorised to refuse planning permission, if appropriate, for the reasons set out under paragraph 303.

EXECUTIVE SUMMARY

5. Planning permission was granted in 2014 for the redevelopment of the site known as

Sampson House and Ludgate House which is located at the northern end of Blackfriars Road and is further bound by Southwark Street, Hopton Street and the River Thames. The site spans the Blackfriars Thameslink railway viaduct which essentially divides the site into two sections, Sampson House to the east and Ludgate House to the west.

6. The original planning permission was granted with a legal agreement on 28 March 2014 and was valid for three years (planning application reference. 12/AP/3940). The planning permission includes the demolition of the existing Sampson House and Ludgate House buildings and redevelopment of the entire site to provide 489 flats as well as offices, retail (Classes A1-A5), community uses (Class D1) and a gym (Class D2). The approved development includes nine new buildings ranging in height from 5 to 49 storeys. The consent was implemented in 2016 and this was confirmed by way of a Certificate of Lawfulness on 29 March 2017.
7. Subsequent to the original permission a non-material amendment was agreed under application reference 16/AP/2806 which relocated 29 residential units from the Sampson House site to the Ludgate House site. Following this, application 17/AP/2286 approved minor material amendments involving the creation of an additional three floors of office space on the approved building known as Ludgate C whilst reducing office floorspace within the Sampson D building by seven storeys. This application was approved with a Deed of Variation to the original legal agreement in November 2017. These consents were neutral in terms of their overall impact on the number of units and quantum of office space.
8. A further application seeking minor material amendments was approved in March 2019 under reference 18/AP/1702. This application sought to regularise the condition numbers coming from the previous minor material amendment application and did not proposed any physical scheme amendments.
9. In 2015 the site was purchased by Native Land (the current applicant) who sought agreement for the development to be treated as two separate phases, each capable of delivery independently. To this end, an application to vary the legal agreement was approved in March 2019 under reference 18/AP/1316. The amendments to the legal agreement essentially separated the Ludgate House and Sampson House obligations. Sampson House has now been demolished whilst the construction on the Ludgate site is well under way with the core of building BY3 currently at 19th floor level.
10. With the ability to now deliver the sites independently of one another, the applicant has chosen to make a new application for planning permission on the Sampson House site. The proposed development is similar to the approved development in many respects including the broad location and positioning of buildings and access/egress. The main differences between the proposed scheme and the extant scheme include the reduction in the number of buildings from six to five by the omission of building SH-E; increasing the height of three of the buildings compared to the approved scheme and decreasing the height of one other; an increased number of homes; the creation of a large cultural venue; and the provision of a large hotel. The relative heights of the approved buildings is set out in the table below:

Table 1. – Consented and proposed building heights

Approved Building	Height	Proposed Building	Height
SH-A	62.85m AOD	SH-4	79.45m AOD
SH-B	112.10m AOD	SH-5	123.9m AOD
SH-C	98.3m AOD	SH-7	107.9m AOD
SH-D	60.8m AOD	SH-9	42.2m AOD
SH-E	24.6m AOD	Omitted	-
SH-F	28.9m AOD	SH-8	28.9m AOD

Image – Consented and proposed site plans



11. The implemented consent is a material consideration in the determination of the current application. That permission established the principle of the acceptability of a high density development; creation of new homes, retail, office and cultural space; the reduction in the overall quantum of office floorspace; and the provision of tall buildings. The development also essentially established a threshold for the consideration of environmental and amenity impacts. That is not to say that these issues would not be assessed under the current application but where policies or other circumstances relating to these matters have not significantly changed in the intervening period, the council would need to give due consideration as to whether reaching a different decision on the issue would be reasonable.
12. The consented scheme did not include on-site affordable housing and instead provided a payment in lieu for the delivery of affordable housing under the councils Direct Delivery scheme (or other related successor programmes). A staged payment has been received in relation to the Ludgate House development but the current stage of development has not yet triggered a requirement for a payment on Sampson House.
13. A total of 79 objections have been received. The main points of the objections are set out below along with the number of times they have been raised. A detailed breakdown of the objections along with a detailed officer response is set out in paragraphs 331-400.

Main point of objection	Number of times raised.
Daylight and sunlight	51
Traffic and access issues	50
Amenity Impacts including loss of privacy	44
Noise and disturbance	42
Excessive height, scale and massing	26
Impacts from the cultural use	20
Overdevelopment	18
Impacts from the hotel	15
Environmental impacts including dust, air quality and contamination	14
Impacts from bars and restaurants	14
Car parking	10
Health impacts	10
Insufficient open space	8
Wind impacts	8
Consultation issues	5
Loss of Sampson House	4
Affordable housing	3
Sustainability	2

14. The proposal would secure additional benefits to the consented scheme, the most significant being the provision of on-site affordable housing and an enhanced in lieu payment as well as the benefits to Hopton Street arising from the omission of approved building SH-E; an increase in public open space; and the various public realm enhancements surrounding the cultural square.

BACKGROUND INFORMATION

Site location and description

15. The application site measures 1.01 hectares and comprises the building and plot formerly occupied by an eight storey office building known as Sampson House and part of the railway arches that form the Blackfriars Thameslink railway viaduct. The site is bounded by the Thames Path and Blackfriars Station to the north, Hopton Street to the east, Southwark Street to the south and the Blackfriars railway viaduct to the west.
16. Sampson House was built in 1979 as a cheque clearing centre for Lloyds Bank and was formerly used as a data centre and disaster recovery centre/facility by IBM with a low number of people employed at the site. The building has been vacant for several months and is now in the advanced stages of demolition which is being carried out under the existing consent (Ref: 12/AP/3940).
17. The adjacent viaduct arches comprise 14 individual arches. Arches 1-5 were previously occupied by the Pulse Nightclub and Arches 12-14 provided access from Hopton Street to the neighbouring office building known as Ludgate House. The remaining arches provided car parking for Ludgate House and all are now vacant. Ludgate House has been demolished as part of the forthcoming redevelopment of that site which is now under construction.
18. The site is not within a conservation area and the existing buildings on the site are not listed. An application was previously made by a third party to English Heritage to

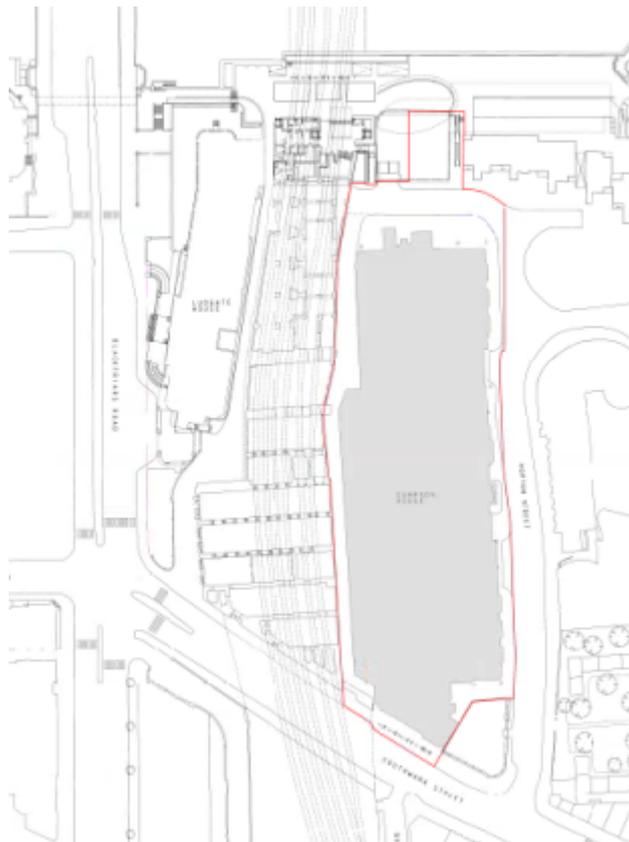
designate Sampson House as a listed building but the application was unsuccessful.

19. The site has a Public Transport Accessibility Level (PTAL) of 6b (indicating an excellent level of transport accessibility) and is located within Flood Zone 3 as identified by the Environment Agency flood map, which indicates a high probability of flooding. It is, however, protected by the Thames flood defences.

The surrounding area

20. The site is bound to the north by the Thames Path which provides pedestrian links to numerous cultural attractions on the South Bank. To the east of the site lies Hopton Street, which is both residential and commercial in character and includes flatted developments such as Falcon Point (including Falcon Point piazza) and Bankside Lofts. The site is within the setting of several listed structures including the Hopton Street Almshouses which are Grade II* listed; 61 Hopton Street which is Grade II listed; and the Blackfriars and St Paul's railway bridge which is also Grade II listed.
21. To the south along Blackfriars Road is the office development known as 240 Blackfriars which rises to 20 storeys. Adjoining Sampson House to its south at 144 Southwark Street is an office building known as Titan House.

Image – Site plan



22. To the west lies the development site known as Ludgate House which is also owned by Native Land and which will continue to link with the application site under a comprehensive masterplan approach. Further to the west lies River Court, a residential housing block fronting the river and also the site of 1 Blackfriars, a mixed use commercial, residential and hotel development with the tallest building rising to 50 storeys.
23. The nearest conservation area is the Old Barge House Alley Conservation Area, which is

to the west of the site, split between the boroughs of Southwark and Lambeth and contains the unlisted Oxo Tower building. Other nearby conservation areas are Bear Gardens to the east of the site (east of the Globe Theatre) and Kings Bench to the south east of the site (south of Union Street). The Whitefriars Conservation Area is located across the river, within City of London.

Details of proposal

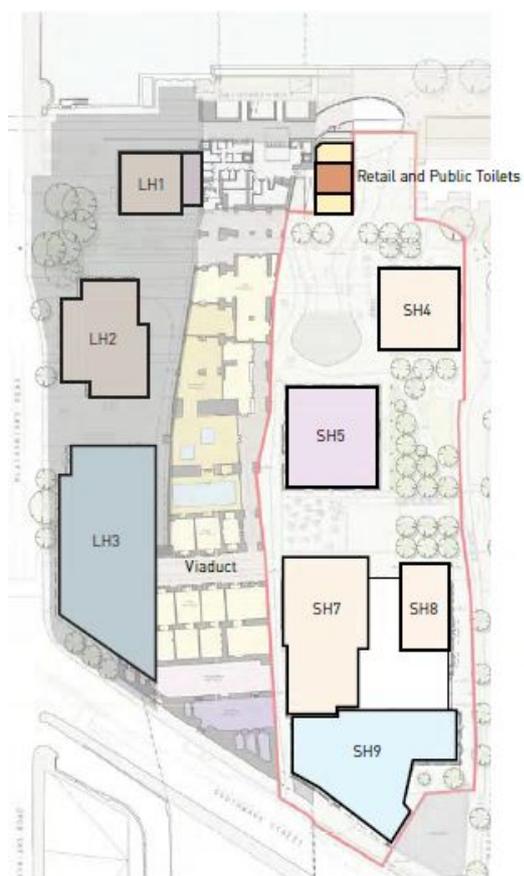
24. Planning consent is sought for the redevelopment of the site to provide 341 new homes alongside 8,453sqm of Class B1 office space; 1527sqm of retail space (Classes A1/A2/A3/A4); 935sqm of Class D1/D2 cultural space and a 126 bedroom hotel with associated facilities. The redevelopment would also provide for new public realm and landscaped areas. Parking for 70 residential vehicles would be provided in a large basement which extends to two levels and spans the application site with linkages to the neighbouring development site known as Ludgate House.

Schedule of accommodation

Schedule of accommodation				
	Market Housing	Intermediate	Social Rented	Total
Studio	17	-	-	17
1 Bed	90	4	10	104
2 Bed	162	11	10	183
3 Bed	33	-	2	35
4 Bed	2	-	-	2
Total	304	15	22	341

25. The development would be delivered across five buildings (SH-4, SH-5, SH-7, SH-8 and SH-9) which would all be linked at basement level.

Image - Layout



Building SH-4

26. Building SH-4 is located at the northern end of the site adjacent to the flatted block known as Falcon Point and the River Thames/Thames Path. SH-4 would rise to 20 storeys in height (79.45m AOD) and would accommodate 74 market homes with retail space at ground floor. Building SH-4 would be clad in two contrasting metals. The outer face of the building would comprise stainless steel which is robust and would remain consistent in appearance over time. On the inner surface, the proposed recessed metal panel would be a warm contrasting metal which has the ability to change over time, dulling where it is exposed and becoming polished where frequently touched. Building SH-4 would provide the following accommodation:

Sampson House 4 (SH-4)				
	No. of units	SPD Min Size	Proposed Min Size	Proposed Max Size
1 Bed	25	50	58	66
2 Bed	36	61	87	123
3 Bed	11	74	133	186
4 Bed	2	90	255	279
Total	74	-	-	-

Building SH-5

27. Building SH-5 is located to the south of SH-4 and would sit immediately adjacent to the railway viaduct. At 34 storeys in height (123.9m AOD) SH-5 would be the tallest building on the site and would provide a mix of uses including retail, hotel and new homes. The proposed 5* hotel will occupy levels 1 to 16 and will provide the following:

- Associated ancillary facilities from levels 1 to 3 (including mezzanine) which includes function spaces, bar/dining areas, meeting room, fitness and spa treatment rooms;
- 126 hotel rooms and suites at levels 4 to 14; and
- Bar/dining space at levels 15 and 16 which is available to both hotel guests and members of the public.
- A cultural space for Class D1/D2 use would be provided at ground, basement and basement mezzanine level. Access would be achieved at ground floor level and basement level from the cultural square via the hard landscaping feature that the internal space opens out onto.

28. From levels 17 to 30, building SH-5 would provide 61 new homes in the configuration set out in the table below.

Sampson House 5 (SH-5)				
	No. of units	SPD Min Size	Proposed Min Size	Proposed Max Size
1 Bed	13	50	56	67
2 Bed	34	61	80	129
3 Bed	14	74	133	228
Total	61	-	-	-

29. The proposed materials, which would comprise a bronze copper textured material, plus metallic minerals on the façade, will form a patina layer and create the appearance of gradual fading over time.

Building SH-7

30. Comprising a 30 storey (107.9m AOD) building, SH-7 sits within the southern part of the Sampson House site, adjacent to the railway viaduct the west and SH-5 to the north. Retail floorspace would be provided at ground floor and the remainder of the building would provide both market and intermediate homes in a mix as set out below.

Sampson House 7 (SH-7)				
	No. of units	SPD Min Size	Proposed Min Size	Proposed Max Size
Studio	17	37	40	40
1 Bed	56	50	51	64
2 Bed	103	61	73	104
3 Bed	8	74	132	135
Total	184	-	-	-

31. SH-7 would be the second tallest building on the site and has been designed to continue the transition from SH-5 to the lower context buildings to the south and east. In terms of materiality, SH-7 would be clad in a cast stone masonry façade, which would be granular in texture.

Building SH-8

32. Building SH-8 would be located on Hopton Street to the west of building SH-7. This building would be seven storeys in height (28.9m AOD) and would provide 22 new homes on social rented terms. Retail floorspace would be provided at ground floor level and a communal terrace for residents will be provided on the rooftop.

Sampson House 8 (SH-8)				
	No. of units	SPD Min Size	Proposed Min Size	Proposed Max Size
1 Bed	10	50	51	54
2 Bed	10	61	71	78
3 Bed	2	74	79	89
Total	22	-	-	-

33. Building SH-8 continues the transition to the lower surrounding buildings. The materiality comprises a mix of contrasting materials, layered brick work and dark metals and would be composed of a double height simple grid system, with recessed balconies.

Building SH-9

34. SH-9 is an 8 storey (42.2m AOD) building comprising Class B1 office floorspace. It is located at the southern end of the Sampson House site which adjoins the railway viaduct and The Low Line public route to the west, Southwark Street to the south and 144 Hopton Street to the west.

Public realm and cultural space

35. The proposed development would also provide an enhanced public realm, landscaping and cultural space with the cultural space being located within the basement of the site with an access from the new cultural square adjacent to the river and Blackfriars Station at the north of the site. With regards to the public realm, the development would deliver five key new character areas at ground floor level as follows:
- The Cultural Square: provides the principal civic space for the development and is located between SH-5, the railway viaduct, SH-4 and Blackfriars Station. The space is intended to be a lively space where residents, workers and visitors can converge;
 - Hopton Garden: this space is central to the scheme and provides two overlapping spaces that wrap around the southern and eastern facades of SH-5 and will provide a local verdant greenspace which fronts onto Hopton Street;
 - Hopton Yard: located between SH-7, SH-8 and SH-5, this space is in contrast to Hopton Garden and is a hard-urban space which will form both a destination and transitional space between Hopton Street and the arches and passageways along and through the viaduct. Enclosed by a retail colonnade to the south of SH-7 and SH-8 and retail to the north and west within the hotel and viaduct respectively, the yard will provide a pocket park, a shared surface environment which serves as the arrival court at the entrance of the proposed hotel and a hard-landscaped open space which will allow spill out areas for the surrounding cafes;
 - The Low Line: located between the Stamford Street route and the Central Square, the central nature of this route will make use of the viaduct fabric itself and will form an open-air colonnade, revealing the arches; and
 - Hopton Street: respecting the principles set out in the extant planning permission which changes the traffic direction from two-way to one-way along Hopton Street, the proposals as part of this scheme will maintain this, but will bring enhancements such as new tree planting, reduced carriageway width, on-street car parking and spaces for cycle hire docking stations, along with Sheffield Stands for cyclists.

Image – Public realm areas



Planning history

36. See Appendix 1 for further information on the relevant planning history of the application site.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

37. The main issues to be considered in respect of this application are:
- Principle of the proposed development in terms of land use;
 - Environmental impact assessment;
 - Tenure mix, affordable housing and viability ;
 - Dwelling mix including wheelchair housing;
 - Density;
 - Quality of residential accommodation;
 - Design, layout, heritage assets and impact on Borough and London views;
 - Landscaping and trees;
 - Outdoor amenity space, children’s playspace and public open space;
 - Impact of proposed development on amenity of adjoining occupiers and surrounding area;
 - Transport and highways;
 - Noise and vibration;
 - Energy and sustainability;
 - Ecology and biodiversity;
 - Air quality;

- Ground conditions and contamination;
- Water resources and flood risk;
- Archaeology;
- Wind microclimate;
- Health
- Aviation;
- Television and radio signals;
- Socio-economic impacts;
- Planning obligations (S.106 undertaking or agreement);
- Mayoral and borough community infrastructure levy (CIL);
- Community involvement and engagement;
- Consultation responses, and how the application addresses the concerns raised;
- Community impact and equalities assessment;
- Human rights;
- Positive and proactive statement, and;
- Other matters

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

Legal context

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

Planning policy

41. The statutory development plans for the Borough comprise the National Planning Policy Framework 2019, London Plan 2016, Southwark Core Strategy 2011, and saved policies from The Southwark Plan (2007 - July). The site falls within the area covered by the Blackfriars Road SPD.
42. The site is located within the:
- Central Activities Zone (CAZ)
 - Bankside, Borough and London Bridge Opportunity Area
 - Borough, Bermondsey and Rivers Archaeological Priority Zone
 - Air Quality Management Area
 - Borough and Bankside District Town Centre
 - Bankside, Borough and London Bridge Strategic Cultural Area
 - The Thames Special Policy Area
43. The site has a Public Transport Accessibility Level (PTAL) of 6b and is located within Flood Zone 3 as identified by the Environment Agency flood map, which indicates a high probability of flooding.
44. The following Grade listed buildings are close to the site:
- 61 Hopton Street (Grade II)
 - Hopton Street Almshouses (Grade II*)
 - 124 & 126 Southwark Street (Grade II)

- 1 & 3-7 Stamford Street (Grade II)
 - Blackfriars Bridge (Grade II)
45. The site does not sit within any of the London View Management Framework protected views. The following Conservation Areas are nearby:
- Old Barge House Alley to the west of the site (split between the boroughs of Southwark and Lambeth)
 - Bear Gardens to the east of the site (east of the Globe Theatre)
 - Kings Bench to the south east of the site (south of Union Street)
 - Whitefriars Conservation Area is located across the river, within City of London.

National Planning policy Framework (NPPF)

46. The revised National Planning Policy Framework ('NPPF') was published in February 2019 which sets out the national planning policy and how this needs to be applied. The NPPF focuses on sustainable development with three key objectives: economic, social and environmental. Paragraph 212 states that the policies in the Framework are material considerations which should be taken into account in dealing with applications.
47. Chapter 2 Achieving sustainable development
 Chapter 5 Delivering a sufficient supply of homes
 Chapter 6 Building a strong, competitive economy
 Chapter 7 Ensuring the vitality of town centres
 Chapter 8 Promoting healthy and safe communities
 Chapter 9 Promoting sustainable transport
 Chapter 11 Making effective use of land
 Chapter 12 Achieving well-designed places
 Chapter 14 Meeting the challenge of climate change, flooding and coastal change
 Chapter 15 Conserving and enhancing the natural environment
 Chapter 16 Conserving and enhancing the historic environment

London Plan 2016

48. Policy 2.5 Sub-regions
 Policy 2.10 Central Activities Zone – Strategic priorities
 Policy 2.11 Central Activities Zone – Strategic functions
 Policy 2.13 Opportunity Areas and intensification areas
 Policy 2.15 Town Centres
 Policy 3.1 Ensuring equal life chances for all
 Policy 3.8 Housing choice
 Policy 3.9 Mixed and balanced communities
 Policy 3.10 Definition of affordable housing
 Policy 3.11 Affordable housing targets
 Policy 3.12 Negotiating affordable housing on individual private residential and mixed use schemes
 Policy 3.13 Affordable housing thresholds
 Policy 4.1 Developing London's economy
 Policy 4.2 Offices
 Policy 4.3 Mixed use development and offices
 Policy 4.7 Retail and town centre development

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 5.5 Decentralised energy networks

Policy 5.6 Decentralised energy in development proposals

Policy 5.7 Renewable energy

Policy 5.9 Overheating and cooling

Policy 5.10 Urban greening

Policy 5.11 Green roofs and development site environs

Policy 5.12 Flood risk management

Policy 5.13 Sustainable drainage

Policy 5.15 Water use and supplies

Policy 5.16 Waste net self-sufficiency

Policy 5.17 Waste capacity

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 effects of development on transport capacity

Policy 6.5 Funding Crossrail

Policy 6.6 Aviation

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 7.7 Location and design of tall and large buildings

Policy 7.8 Heritage assets and archaeology

Policy 7.10 World heritage sites

Policy 7.11 London View Management Framework

Policy 7.12 Implementing the London View Management Framework

Policy 7.14 Improving air quality

Policy 7.15 Reducing noise and enhancing soundscapes

Policy 7.21 Trees and woodlands

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy

The Core Strategy 2011

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

Strategic Targets Policy 1 - Achieving growth

Strategic Targets Policy 2 - Improving places

Strategic Policy 1 - Sustainable development

Strategic Policy 2 - Sustainable transport

Strategic Policy 3 - Shopping, leisure and entertainment

Strategic Policy 6 - Homes for people on different incomes

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

The Southwark Plan 2007 (Saved policies)

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

Policy 1.1 Access to Employment Opportunities

Policy 1.4 Employment Sites

Policy 1.7 Development within Town and Local Centres

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 3.8 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 3.16 Conservation Areas
 Policy 3.17 Listed Buildings
 Policy 3.18 Setting of Listed Buildings, Conservation Areas and World Heritage Sites
 Policy 3.19 Archaeology
 Policy 3.20 Tall Buildings
 Policy 3.22 Important Local Views
 Policy 3.28 Biodiversity
 Policy 3.29 Development within the Thames Policy Area
 Policy 3.31 Flood Defences
 Policy 5.1 Locating Developments
 Policy 5.2 Transport Impacts
 Policy 5.3 Walking and Cycling
 Policy 5.6 Car Parking
 Policy 5.7 Parking Standards for Disabled People and the Mobility Impaired
 Policy 5.8 Other Parking

Supplementary Planning Documents

51. Affordable Housing SPD 2008 and draft 2011
 Blackfriars Road SPD 2014
 Design and Access Statements SPD 2007
 Development Viability SPD 2016
 Residential Design Standards SPD October 2011 with 2015 technical update
 Section 106 Planning Obligations and CIL SPD 2015 and 2017 addendum
 Sustainability Assessment 2007
 Sustainable Design and Construction SPD 2009
 Sustainable Transport Planning SPD 2009

Greater London Authority Supplementary Guidance

52. Affordable Housing and Viability SPG 2017
 Central Activities Zone SPG 2016
 Crossrail Funding SPG 2016
 Housing SPG 2016
 London View Management Framework 2012
 London's World Heritage Sites SPG 2012
 Providing for Children and Young People's Play and Informal Recreation 2008
 Sustainable Design and Construction SPG 2014

Emerging policy

Draft New London Plan

53. The draft New London Plan was published on 30 November 2017 and the first and only stage of consultation closed on 2 March 2018. Minor suggested changes to the plan were published on 13 August 2018 and an Examination in Public (EIP) began on 15 January 2019 and closed in May 2019.

The Inspector's report and Panel Recommendations were issued to the Mayor of London

in October 2019. The Mayor then issued his intentions to publish the London Plan along with a statement of reasons for not including all of the Inspector's recommendations to the Secretary of State. The Secretary of State will respond to the Mayor, due before 17 February 2020. Until the London Plan reaches formal adoption it can only be attributed limited weight.

New Southwark Plan (NSP)

54. For the last five years the council has been preparing the New Southwark Plan (NSP) which will replace the saved policies of the 2007 Southwark Plan and the 2011 Core Strategy. The council concluded consultation on the Proposed Submission version (Regulation 19) on 27 February 2018. The New Southwark Plan Proposed Submission Version: Amended Policies January 2019 consultation closed in May 2019.

The New Southwark Plan Submission Version – Proposed Modifications for Examination was submitted to the Secretary of State in January 2020 for Local Plan Examination. It is anticipated that the plan will be adopted in late 2020 following an Examination in Public (EIP). As the NSP is not yet adopted policy, it can only be attributed limited weight. Nevertheless paragraph 48 of the NPPF states that decision makers may give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan, the extent to which there are unresolved objections to the policy and the degree of consistency with the Framework.

ASSESSMENT

Principle of the proposed development in terms of land use

Introduction

55. The Sampson House office building accommodated large, deep and poorly lit floorplates that were designed to support the function as a cheque clearing centre, and later disaster recovery centre. The use as a disaster recovery centre (accommodating essential staff whilst their main offices are unavailable) meant that there were very few people routinely employed at the site and job numbers were disproportionately low relative to the overall size of the building. The building was inflexible in terms of its design and unattractive to modern office users which is why the principle of replacing the building was accepted on the consented scheme. The proposed development would provide a high density mixed use scheme creating new homes, office space, jobs, leisure and retail opportunities all supported by a new public realm with green spaces new routes and improved connectivity. The range of uses being proposed is suitable for the site's location within the Central Activities Zone, Town Centre and Opportunity Area.
56. The National Planning Policy Framework (NPPF) was updated in 2019. At the heart of the NPPF is a presumption in favour of sustainable development. The framework sets out a number of key principles, including a focus on driving and supporting sustainable economic development to deliver homes.
57. The NPPF promotes the delivery of a wide choice of high quality homes, seeks to widen opportunities for home ownership and create sustainable, inclusive and mixed communities. It encourages the effective use of land by reusing land that has been previously developed and also promotes mixed use developments.
58. The NPPF also states that permission should be granted for proposals unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole.

London Bridge, Borough and Bankside Opportunity Area

59. The London Plan designates Bankside, Borough and London Bridge as one of four

Opportunity Areas in the London South Central area.

60. The London Plan notes that this area has considerable potential for intensification and 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 this should include visitor accommodation. This is further reflected in Policy SD2 – Opportunity Areas of the New London Plan which increases the indicative target for new homes to 4,000 and sets a figure for new jobs of 5,500.
61. Strategic Targets Policy 2 of the Core Strategy underpins the London Plan and states that Southwark's vision for Bankside, Borough and London Bridge is to continue to provide high quality office accommodation, world-class retail, tourism, cultural and entertainment facilities including the delivery of 1900 new homes, 665 affordable homes and around 25,000 jobs by 2026.

Central Activities Zone and Borough and Bankside District Town Centre

62. The site is located within the CAZ which covers a number of central boroughs and is London's geographic, economic, and administrative core. Strategic Targets Policy 2 – Improving Places of the Core Strategy states that development in the CAZ will support the continued success of London as a world-class city as well as protecting and meeting the more local needs of the residential neighbourhoods. It also states that within the CAZ there will be new homes, office space, shopping and cultural facilities, as well as improved streets and community facilities.
63. In addition, the site is part of the Borough and Bankside District Town Centre where saved policy 1.7 of the Southwark Plan 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. Strategic Policy 3 of the Core Strategy advises that the network of town centres will be maintained and that within Borough and Bankside district town centre, the council will support the provision of new shopping space.

Blackfriars Road SPD

64. The adopted Blackfriars Road SPD sets out (Para. 2.2.3) the vision for Blackfriars Road which is:
65. *“Blackfriars Road will be transformed into a vibrant place where people will want to work, live and visit. The historic, wide boulevard will provide a range of different activities, regenerating the area from the river along Blackfriars Road and stimulating change at the Elephant and Castle.”*
66. The Blackfriars Road SPD aspiration for the area is to have a mix of shops, offices and services. It expects opportunities to increase the amount and type of development to be maximised, especially opportunities for flexible innovative business space and town centre uses which include hotels and new homes.
67. The SPD also outlines the suitability of the northern end of Blackfriars Road as a location for tall buildings. The SPD specifically refers to the area around the junction of Blackfriars Road, Stamford Street and Southwark Street.

Bankside, Borough and London Bridge Strategic Cultural Area

68. The Strategic Cultural Area recognises the concentration of existing attractions within the north of the borough and links in with other attractions in Lambeth, Westminster, the City

and Tower Hamlets. The area has been designated to protect and enhance the provision of arts, culture and tourism.

Conclusion on policy designations

69. The principle of a large scale development containing a mix of uses including housing, retail, hotel, offices and cultural uses would support the role and functioning of the Central Activities Zone and the Borough and Bankside District Town Centre as well as being consistent with the policies for the Opportunity Area and the implemented consent. The acceptability of each of the individual uses is considered below.

Offices

70. The site falls within the CAZ, which contains London's geographical, economic and administrative core. The London Plan does not protect office floorspace in the CAZ, it simply identifies office use as an appropriate land use in the CAZ and notes that there is capacity for 25,000 jobs in the Opportunity Area. This is further supported by the Mayoral Supplementary Planning Guidance – Central Activities Zone (2016).

Image – Office building



71. Core Strategy Strategic Policy 10 Jobs and Businesses states that the council will increase the number of jobs in Southwark and create an environment in which businesses can thrive. The policy goes on to state that existing business floorspace would be protected and the provision of around 400,000sqm-500,000sqm of additional business floorspace would be supported over the plan period in the Bankside, Borough and London Bridge Opportunity area to help meet central London's need for office space.
72. Saved Policy 1.4 Employment sites outside the Preferred Office Locations and Preferred Industrial Locations is also relevant, and states that development will be permitted provided that the proposal would not result in a net loss of floorspace in Class B use. An exception to this may be made where:
- The applicant can demonstrate that convincing efforts to dispose of the premises, either for continued B Class use, or for mixed uses involving B Class, including redevelopment, over a period of 24 months, have been unsuccessful; or
 - the site or buildings would be unsuitable for re-use or redevelopment for B Class use or mixed use, having regard to physical or environmental constraints; or
 - the site is located within a town or local centre, whereby suitable Class A or other town centre uses will be permitted in the place of Class B uses.
73. The proposal does not meet any of the exceptions criteria listed within the policy, in that

prior to demolition of the existing building it was beneficially occupied and the site was suitable for continued office use. The proposed development would provide 8,054sqm (GIA) of Class B1 office floorspace whilst the former Sampson House comprised 56,887sqm of Class B1 office floorspace. The development therefore results in a significant reduction in employment floorspace of 48,833sqm.

74. Sampson House was a poor quality office building with deep inefficient floorplates, limited access to natural light and natural ventilation and limited floor to ceiling heights. As such, in granting the previous consent, it was accepted that Sampson House would likely only be attractive to temporary users such as disaster recovery with a very low number of people employed at the site. The principle of the loss of the existing Sampson House office building and replacement with a smaller, higher quality office building more tailored to current office users' needs has been accepted through the extant consent and Sampson House is now in the advanced stages of demolition. As such the extant consent is a material consideration with some weight. The conflict with Saved Policy 1.4 is noted, but must be balanced against the need for homes, the employment provided in the proposed hotel, and the weight which can be attached to the implemented consent. There has been no material change in planning policy since the decision was made on the extant consent and as such the principle of losing the office space is still considered acceptable.
75. The previous consent included clauses within the S106 Agreement to secure the timely delivery of the new office space as well as enhanced employment and training contributions to offset the loss of employment floorspace and this will be continue to be secured if the current application is approved.

Hotel

76. The London Plan, as well as both the Core Strategy and the Saved Southwark Plan support the development of hotels within Opportunity Areas, Town Centres and Strategic Cultural Areas. The London Plan specifically seeks approximately 40,000 additional hotel bedrooms by 2031 with a particular focus on the CAZ.
77. The Blackfriars Road SPD encourages a range of other town centre uses which include hotels. SPD2 of the SPD encourages this mixed use nature and states:
78. *We will encourage the provision of town centre uses to help enhance the commercial attractiveness of Blackfriars Road, supporting proposals for new hotels and other forms of visitor accommodation (Class C1) to ensure there is a good supply of accommodation for visitors and to contribute to a mix of uses and employment opportunities. Proposals should seek to maximise the opportunity to include activity along the lower and street level frontages."*
79. Saved policy 1.12 – Hotels, of the Southwark Plan also encourages hotels and visitor accommodation in areas with high public transport accessibility. This policy makes specific reference to the fact that hotels will not be permitted where they would result in a loss of existing residential accommodation, or an over dominance of visitor accommodation in the local area.
80. Whilst it is clear that current policy supports visitor accommodation in this location, the Planning Committee refused permission for a new hotel at the nearby site of 160 Blackfriars Road in December 2018 (Ref 18/AP/1215). One of the reasons for refusal related to the perceived over-concentration of visitor accommodation as set out below:
81. *The proposed development would lead to an over dominance of visitor accommodation in the locality which would detract from the vitality of the area and harm the local character,*

and would reduce the potential for other services and uses to be provided for the benefit of residents and visitors. As such the proposal would be contrary to saved policy 1.12 – Hotels and Visitor Accommodation of the saved Southwark plan (2007) and policy SP10 ‘Jobs and businesses’ of the Core Strategy 2011.

82. The applicant appealed against the council’s decision to refuse planning permission and whilst the appeal was dismissed the Planning Inspector was clear that whilst the London Plan targets for visitor accommodation in Southwark had been exceeded, this was not the same as demonstrating over-dominance. The Inspector also noted that an additional hotel on the appeal site would not result in a significant change in character for the locality, noting that even taking the appeal site in combination with other existing and permitted developments, the addition of one further hotel would not unduly compromise the balance of local land uses.
83. The hotel proposed within the current application is different from the appeal scheme in that it forms part of a much larger, comprehensive mixed use development and as such would not dominate the local area or displace other land uses. Furthermore the proposed hotel sits immediately adjacent to Blackfriars Station in a highly accessible location close to the riverside and the various visitor attractions of the Southbank. A hotel is therefore considered an appropriate and acceptable land use in this location that is fully compliant with development plan policy and would not harm the character of the area or create an over-dominance of visitor accommodation.

Retail

84. The development would include new retail units (A1/A2/A3/A4) at ground floor level of all buildings. In total, 1,436sqm (GIA) of retail floorspace is proposed.
85. The provision of new town centre uses such as retail is supported by saved Southwark Plan Policy 1.7 since the site lies in a town centre. The retail units would activate the ground floor of the development, particularly on Hopton Street and the railway viaduct. The retail units would serve the proposed increase in population and contribute to the vitality and viability of the district town centre. The site previously had a very harsh and inactive frontage whereas the proposal would create a much more attractive and vibrant street environment with retail opening out onto streets and the newly formed public space, with opportunities to provide tables and chairs outside. The amount and type of provision is considered to be acceptable and would help to meet the needs of residents, workers and visitors in the area.
86. In order to protect the amenities of the area, it is suggested that a cap be placed on the amount of floorspace that could be used for Class A4 (drinking establishments). A condition would be attached to this effect.

Cultural venue

87. The proposal would include the provision of cultural floorspace within the basement, basement mezzanine and ground floor area of building SH-5 which would open out onto a new public space at the northern end of the side with access onto the Thames Path. The provision of cultural space is supported given the Strategic Cultural Area designation and accordingly is a positive aspect of the scheme that would complement the existing cultural offerings on the Southbank. As a Class D1/D2 use, the space could be used as an art gallery, museum, cinema or other leisure space.

Housing

88. The proposed development would provide 341 new homes which is supported by the London Plan, the saved Southwark Plan and the Core Strategy. This represents an uplift of 109 units in comparison to the extant scheme on the Sampson House site.

89. London Plan Policy 3.3 - Increasing Housing Supply sets a minimum target of 27,362 additional homes to be provided in Southwark over a period from 2015-2025. A specific target of 1,900 homes is given for the Opportunity Area under the current London Plan however this is increased to 4,000 new homes under the Draft London Plan. Strategic Policy 5 of the Core Strategy seeks high quality new homes in attractive environments. It states that development will provide as much housing as possible whilst also making sure that there is enough land for other types of development. The policy sets a target of 24,450 net new homes between 2011 and 2026. The New Southwark Plan sets a target of 23,550 net new homes by 2028/2029. A key objective of the overall development plan is to provide as much new housing as possible and create places where people would want to live.
90. The proposed 341 new homes would include 37 affordable homes and together they would contribute towards meeting an identified housing need which accords with local, regional and national policy priorities. Issues relating to the quality of accommodation and affordable housing are discussed further below.

Conclusions on land use

91. The proposal involves the provision of high quality office floorspace alongside a range of acceptable town centre retail, hotel and cultural uses. The provision of housing is supported at national, regional and local levels and would represent a significant and positive contribution towards housing need. It is noted that there would be a significant reduction in employment floorspace compared to the previous Sampson House office building, however the principle of accepting the loss of office floorspace was accepted on the consented scheme where the substantial loss on the Sampson House side was balanced to a degree by the substantial high quality office provision on the Ludgate House side. Overall, the provision of a modern, high quality office is considered to be a benefit of the scheme and will facilitate a growth of employment numbers across both the Ludgate and Sampson sites.
92. The proposed development includes a mix of uses that are considered to be appropriate for the site's location within the CAZ, Opportunity Area, Strategic Cultural Area and district town centre. As well as the retail and cultural uses, which would support the cultural and visitor functions of the area, it would provide a significant number of new homes, which is a priority of the current Government as well as local and London-wide planning policies.

Affordable workspace

93. When the extant permission was determined, there was no policy requirement to provide any of the proposed workspace as affordable space. However, emerging policies of the London Plan and New Southwark Plan require a proportion of new Class B1 floorspace to be made available on affordable terms for occupiers who may otherwise not be able to access space in Southwark.
94. Draft London Plan Policy E2 - Providing suitable business space, seeks the provision of low cost B1 business space to meet the demand of micro to medium sized business as well as start ups and enterprises looking to expand. The policy is clear that proposals for new B1 spaces over 2500sqm in size (or a locally deemed lower threshold) should consider the provision of a proportion of workspace that would be suitable for these target businesses.
95. Draft London Plan Policy E3 relates specifically to affordable workspace and states that "In defined circumstances, planning obligations may be used to secure affordable

workspace at rents maintained below the market rate for that space for a specific social, cultural or economic development purposes”. The policy identifies the circumstances in which it would be appropriate to secure affordable space. Part B of the policy specifically identifies the CAZ as an important location for securing low cost space for micro, small and medium sized enterprises.

96. Emerging Policy P30 of the New Southwark Plan deals with affordable workspace. Criterion 2 of the policy requires Major ‘B Use Class’ development proposals to deliver at least 10% of the floorspace as affordable workspace on site at a discounted market rent for a period of at least 30 years. The policy recognises that there are many different forms that such space could take depending on the site location, characteristics and existing/proposed uses on site. Only where on-site provision would be impracticable are developers permitted to make an in lieu payment
97. Taking into account the requirements of emerging policy P30, the proposed development would need to provide at least 596sqm of affordable workspace. The applicant proposes to meet this requirement and has proposed 595sqm of affordable workspace within the office building (SH-9). As such the quantum of affordable workspace being provided is compliant with the emerging London Plan and New Southwark Plan policies.
98. In order to ensure the space is attractive to potential occupiers, conditions will be imposed requiring the affordable workspace to be fitted out to a minimum specification and for the common facilities (such as the bike store, showers and lifts) to remain accessible to staff throughout the lifetime of the affordable workspace unit.
99. In addition, the Section 106 Agreement will include a dedicated ‘affordable workspace’ schedule. This will ensure, among other things, that:
 - the workspace is provided for a 30-year period at a rate of £30 psf (indexed) which equates to a 51% reduction on the market rent level;
 - no more than 50% of the market rate floorspace can be occupied until the affordable workspace has been fitted-out ready for occupation;
 - a Management Plan is in place to secure the appointment of a Workspace Provider and a methodology for that Provider to support the occupiers;
 - appropriate marketing of the affordable workspace will be conducted;
 - the rates and service charges payable by the tenant will be capped, and;
 - a rent-free period is offered to incentivise uptake.

Affordable housing

Proposed offer

100. The applicant proposes a combined offer of 37 on site affordable homes alongside the £35.5million affordable housing payment agreed on the previous consent and a further payment in lieu of £3 million.

Policy context

National

101. The NPPF (2019) states that local planning authorities should set policies for affordable housing need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.

Regional

102. The regional policies and guidance relating to affordable housing are set out in the London Plan and the Mayor's housing supplementary planning guidance (2016). The key relevant policies within the London Plan in relation to affordable housing are:
103. Policy 3.12 Negotiating affordable housing on individual private residential and mixed use schemes:
104. Part A of the policy requires that the maximum reasonable amount of affordable housing should be sought with regard to a number of factors including:
 - current and future requirements for affordable housing
 - the need to encourage rather than restrain development
 - the need to promote mixed and balanced communities
 - the specific circumstances of individual sites
 - resources available to fund affordable housing, to maximise affordable housing output and the investment criteria set by the Mayor
 - the priority to be accorded to provision of affordable family housing
105. Part B of the policy sets out that negotiation on sites should take account of their individual circumstances including development viability.

Image - Affordable housing block



106. Part C of the policy sets out that affordable housing should normally be provided on-site. In exceptional cases where it can be demonstrated robustly that this is not appropriate in terms of the policies in this Plan, it may be provided off-site. A cash in lieu contribution should only be accepted where this would have demonstrable benefits in furthering the

affordable housing and other policies in this Plan and should be ring-fenced and, if appropriate, pooled to secure additional affordable housing either on identified sites elsewhere or as part of an agreed programme for provision of affordable housing.

107. The supporting text in paragraph 3.74 repeats part C of the policy setting out that in exceptional circumstances an off-site or payment in lieu contribution may be accepted. Where a payment in lieu contribution is acceptable the text sets out that it should be ring fenced, and if appropriate 'pooled', to secure efficient delivery of additional affordable housing on identified sites elsewhere. These exceptional circumstances include those where, it would be possible to:
- secure a higher level of provision
 - better address priority needs, especially for affordable family housing
 - secure a more balanced community
 - better sustain strategically important clusters of economic activities, especially in parts of CAZ.

Local

108. The local policies are saved Southwark Plan Policy 4.4 Affordable housing, and Core Strategy Strategic Policy 6 – Homes for people on different incomes. Further guidance on how to implement the policies is contained within the council's adopted Affordable Housing SPD 2008 and draft Affordable Housing SPD 2011.
109. Core Strategy Strategic Policy 6 'Homes for people on different incomes' requires as much "affordable housing on developments of 10 or more units as is financially viable". It also sets a minimum target of 8,558 net affordable homes between 2011 and 2026. It requires a minimum of 35% of affordable housing on developments with 10 or more units.
110. Saved Southwark Plan Policy 4.4: Affordable housing, is used alongside the overarching Core Strategy policy 6. Parts iv) and vi) of the policy require that:
- iv). the affordable housing provided must be an appropriate mix of dwelling type and size to meet the identified needs of the borough.
- vi). A tenure mix of 70:30 social rented: intermediate housing ratio for the Central Activities Zone.
111. The council's adopted Affordable Housing SPD 2008 (Section 3.6) together with the draft Affordable Housing SPD 2011 (section 6.3) clarifies the Southwark Plan and Core Strategy policy framework and sets out the approach in relation to securing the maximum level of affordable housing from developments. Specifically, it sets out the sequential tests relating to the delivery of affordable housing as:
- On site provision: All housing, including affordable housing should be located on the development site.
 - Off site provision: In exceptional circumstances, where affordable housing cannot be provided on site or where it can be demonstrated that significant benefits will be gained by providing units in a different location in the local area, the affordable housing can be provided on another site.
 - In lieu payment: In very exceptional circumstances where it is accepted that affordable housing cannot be provided on-site or off-site, a payment towards the delivery of affordable housing will be required.
112. It is therefore expected that the applicant show that the steps as set out above are followed in order to demonstrate that exceptional circumstances exist sufficient to justify

the provision of off-site affordable housing to supplement the on-site offer. The SPDs make it clear that a financial appraisal must be submitted to justify any off-site provision or in lieu contribution. As set out in paragraph 6.3.9 of the 2011 SPD, the appraisal must justify that at least as much affordable housing is being provided as would have been provided if the minimum 35% affordable housing requirement were achieved on-site. The requirement for a financial appraisal for any application which would have a requirement for affordable housing is further established under the 2016 Development Viability SPD.

113. In line with the SPDs, a financial appraisal was submitted to allow an assessment of the maximum level of affordable housing that could be supported by the development. The appraisal was reviewed by Avison Young on behalf of the council. Following the review of the appraisal and the assessment of a number of options testing affordable housing delivery, it has been concluded that based on the development plan as a whole and the extant scheme, the best approach is for affordable housing to be provided as a combination of on site delivery and an in lieu payment.

On-site provision

114. The developer proposes to deliver 37 on-site affordable homes as set out in the table below:

Unit Type	Intermediate (London Living Rent)	Social Rent	Total Units	Total hab rooms
1 Bed	4	10	14	28
2 Bed	11	10	21	69
3 Bed	0	2	2	8
Total	15	22	37	105

115. The consented scheme provided 986 habitable rooms and the proposed development would provide a total of 1,206 habitable rooms. As such the proposed development would result in an uplift of 220 habitable rooms. The proposed on site affordable housing would equate to an 8.7% affordable housing provision on site, although it must be recognised that it represents 48% of the uplift in habitable rooms from the extant permission. It is noted that the split between social rented and intermediate is not in line with the 70:30 split required by policy. The social rented homes are located in a dedicated block which is entirely made up of social rented units. This will meet Registered Providers' needs with regards to separate cores and the ability to control and minimise service charges. As a result of the specific needs of Registered Providers in that regard the developer does not consider it possible to incorporate any additional social rented homes in the other residential blocks to bring the split in line with policy. The intermediate units are provided at London Living Rent levels, which are set annually by the Mayor for each Ward in London. For the current year 2019/2020 the monthly rents for Borough and Bankside are a maximum of £1120 for a one bed flat and £1245 for a two bed flat (inclusive of service charges). This is generally a more affordable product than some other forms of intermediate housing such as Discount Market Rent or Shared Ownership, which in the Bankside area are more difficult to secure at a price accessible to many in housing need. Overall the proposed split of 55:45 is considered acceptable as the payment in lieu will feed into the councils new homes building programme which will allow a greater proportion of social rented homes to be provided.

The justification for providing and in lieu payment

116. As part of the affordable housing offer, the applicant is proposing to make a total in lieu

payment of £38.5 million. This is made up of the £35.5 million in lieu payment accepted as part of the consented scheme and a further £3 million that has been identified as a viability surplus through detailed negotiations and viability testing. The justification of this in lieu payment needs to consider the individual circumstances of this development.

117. As set out earlier in this report, planning consent was granted in 2014 for the redevelopment of the sites known as Sampson House and Ludgate House. The affordable housing offer that was accepted for that development was a payment in lieu of £65 million and this was to be apportioned across the Ludgate phase and the Sampson phase. The original s106 agreement set out the payments due related to the stages of delivery of each part of the development. As such the total £65 million in lieu payment that was agreed on the original planning permission was split between the two sites relative to the size of development on each side of the viaduct, with £29,519,957 due to be paid on the Ludgate House side of the development and £35,480,043 (agreed at £35.5 million) to be paid on the Sampson House site. Subsequently the applicant has decided to deliver the Ludgate House side of the development under the terms of the original permission (as amended) but bring forward a fresh application (under consideration here) for the Sampson House site.
118. At the time of the original application, the commuted sum was justified on the basis that:
- The proposed payment would secure a higher quantum of affordable housing than on-site provision
 - The commuted sum is likely to ensure more affordable family homes are built. The application site is within an area with a requirement for a minimum of 10% family housing, whilst large parts of the rest of the borough have a requirement for a minimum of 20% family housing;
 - The money would be used for new affordable housing which would be council developed and managed, which will subsequently allow greater control over rent levels and management. This could also potentially allow for local lettings – where new housing is let to local residents in priority need, enabling the council to re-let existing homes and create better mobility on estates, and provide people with appropriate housing to suit their needs;
 - The money would be used as part of an agreed programme for the provision of affordable housing.
119. The proposed development on the Sampson House site is comparable to the consented scheme and the reasoned justification for accepting the in lieu payment on the consented scheme remains relevant today. The principle that the agreed in lieu payment could be carried over to the new consent is acceptable provided that it, together with any additional payment and on site affordable housing, can be demonstrated to be the maximum reasonable amount of affordable housing the scheme can support whilst remaining viable. The in lieu payment of £35.5 million should therefore be considered alongside the proposed on-site housing and the additional £3 million in lieu sum.

Additional in lieu payment

120. Following additional viability testing and negotiations during the course of the application, an additional surplus of £3 million has been identified that will contribute to additional affordable housing. Extensive viability negotiations have taken place, which were focussed on the additional value of the proposed scheme when compared to the benchmark land value established by the implemented consent. The council's expert advisors, Avison Young, have concluded that the total payment of £38.5 million, plus the 37 affordable housing units delivered on site, when other payment such as Southwark CIL and s106 contributions are taken into account, does represent the most the scheme can support whilst remaining viable and deliverable.

Conclusions on affordable housing

121. The applicants offer constitutes a total payment in lieu of £38.5 million and the provision of 37 affordable homes (105 habitable rooms) on site. The proposed development would provide a total of 1206 habitable rooms and if a figure of £100,000 per habitable room was adopted as the payment in lieu of an affordable habitable room on site then the proposed offer would equate to an overall affordable housing provision of 40.6%. The affordable homes on site are welcomed and will allow affordable housing to be provided in what is a high value area of the borough and a sustainable location. This is welcome improvement on the consented scheme.
122. The money secured through the commuted sum would be used to deliver more affordable housing through the council's directly funded New Homes Building Programme. The council's Cabinet initially pledged to build 1,000 new council homes by 2020. A further commitment has also now been made to build a further 10,000 council homes (therefore 11,000 in total) by 2043. The in-lieu payment secured as part of this application would be paid into the council's Affordable Housing Fund, effectively ring fencing the money to be used to deliver new affordable homes. Money from this fund will be used to deliver the directly funded New Homes Building Programme. At least 81 sites have been identified for development under this programme of which 18 have been competed. The remaining 63 sites are in various stages of planning including application stage, pre-application stage and feasibility studies. Further work is currently being carried out to work up these schemes and to identify further sites. Whilst an applicant is limited to finding sites on the open market, this programme provides the council with the opportunity to provide housing on sites within its ownership or within existing estates which are not appropriate to dispose of on the open market. It provides a coherent strategy for delivering new council homes at affordable social rents to help meet the borough's housing need. The in-lieu payment of £38.5 million could deliver a substantial number of new affordable homes which would be considerably in excess of what could be provided on site given the impact this would have on the overall viability of the development. Accordingly, the acceptability of an in-lieu payment is based on the specific merits of this proposal taking account of all the material considerations highlighted above
123. The original viability assessment included values attached to residential car parking spaces that have now been reduced in number from 105 spaces to 70. In the review of the applicants Financial Viability Assessment prior to the reduction in car parking, the councils appointed consultants Avison Young determined that there would be a scheme surplus of £3 million that could be used to fund affordable housing in addition to the £35.5 million in lieu payment from the consented scheme and the 105 on site affordable habitable rooms. The overall affordable housing offer was viability tested and was considered to be the maximum reasonable amount that could viably be delivered.
124. Subsequent to this, the council continued to negotiate with the applicant to reduce the total number of on-site car parking spaces. This has resulted in the number of residential car parking spaces reducing from 105 spaces to 70 spaces. The space that would formerly have been in use as car parking would revert to back of house functions and bulk residential storage space. The applicant submitted supplementary viability information to try to demonstrate that the reduced level of car parking would reduce sales values and result in homes taking longer to sell and would therefore have a negative impact on the residential Gross Development Value (GDV). Following correspondence between the council's consultant Avison Young and the applicant's consultant Knight Frank, Avison Young have advised that whilst the reduction in car parking could not have a positive impact on the overall value of the scheme, the extent to which it negatively impacts on the GDV is unquantifiable and that there is no clear evidence to substantiate it. The council's consultant is of the view that the impact of a reduction of private car parking on the private residential GDV and sales rates would be negligible. Whilst not

accepting this position, the applicant has agreed to maintain their original offer. As such, based on a private residential GDV of £523,761,600 and a scheme total GDV of £743,086,271, the proposed offer of 105 on-site affordable homes and an in lieu payment of £38.5 million is the maximum reasonable amount of affordable housing that the development can viably provide. The provision of an in-lieu payment alongside 105 affordable habitable rooms on site is therefore fully supported and would be secured as part of the S106 Agreement alongside the relevant early and late stage reviews in order to maximise the provision of affordable housing provided by this development if the scheme becomes more profitable due to reduced costs or increased rents or sales values prior to commencement or during the construction and occupation period.

Environmental impact assessment

125. Applications where an Environmental Impact Assessment (EIA) is required will either be mandatory or discretionary depending on whether the proposal constitutes Schedule 1 (mandatory) or Schedule 2 (discretionary) development of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended). The proposed development falls within Schedule 2, Category 10(b) 'Urban Development Project' of the EIA Regulations and constitutes EIA development having regard to its potential for likely significant environmental effects.
126. Regulation 3 of the EIA Regulations 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.
127. In accordance with the EIA Regulations, an Environmental Statement (ES) comprising a non-technical summary, environmental statement and technical appendices accompanies the application.

Alternatives

128. The EIA Regulations requires the ES to provide information on the alternative options considered by the applicant. The 'Do Nothing' alternative would leave the application site in its current state. This scenario is considered in the ES to have no environmental benefits compared with the proposed redevelopment of the site.
129. The ES also describes the design evolution of the scheme which has been influenced by the extant scheme as well as environmental factors including townscape; biodiversity; wind microclimate; daylight and sunlight; impacts on views; and landscaping.

As such, the final version of the scheme has been informed by testing various options and having full regard to the constraints and opportunities presented by the site as well as issues raised during the process.

130. Officers are satisfied that the ES has investigated alternatives for the site and that the proposed development maximises the development potential of the site whilst seeking to minimise environmental impacts. The site occupies a prominent central London location in the Bankside, Borough and London Bridge Opportunity Area and District Town Centre. To not develop the site would lead to a missed opportunity to secure a high quality scheme.

Cumulative impacts

131. The ES considers cumulative effects arising from the proposed development in combination with other surrounding development schemes during the construction phase

and also once the proposed development is complete and operational. In most cases the cumulative impacts of the development were limited and in line with those established on the previous consent.

Conclusions on the EIA

- 132. A detailed assessment of the likely potential and residual impacts of the scheme is provided in the relevant sections of this report, taking into account the ES and the material planning policy considerations. In summary, officers are satisfied that the ES is adequate to enable a fully informed assessment of the environmental effects of the proposal.

Housing mix

- 133. Saved Policy 4.3 of the Southwark Plan requires a mix of dwellings sizes and types to be provided within major new developments in order to cater for a range of housing needs. There is a particular need for family units in the borough and therefore policy requires that the majority of units should have two or more bedrooms and at least 10% three or more bedrooms with direct access to private outdoor amenity space. At least 10% of the units should be suitable for wheelchair users.
- 134. Strategic Policy 7 of the Core Strategy increases the proportion of two bed plus accommodation to be provided and expects 60% of developments to have more than two bedrooms, and in this area at least 10% 3, 4, or 5 bedrooms. A maximum of 5% as studios and only for private housing. The mix of units provided is shown in the table below.

	Total Units	Total Units (%)
Studios	17	5%
1 Bed	104	30.5%
2 Bed	183	54%
3 Bed	35	10%
4 Bed	2	0.5%
Total	341	

- 135. A total of 64.5% of units would have at least two bedrooms which exceeds the 60% target set out in planning policy. 10.5% of units would have three or more bedrooms and this is also fully compliant with current policy which sets a target of 10% in this area of the borough,

Density

- 136. Policy 3.4 Optimising Housing Potential of the London Plan states that development should optimise housing output for different types of location within the relevant density range shown in Table 3.2 of the Plan. It also requires local context, the design principles and public transport capacity to be taken into account. Strategic Policy 5 – Providing new homes of the Core Strategy sets out the density ranges that residential and mixed use developments would be expected to meet. As the site is located within the Central Activities Zone, a density range of 650 to 1100 habitable rooms per hectare would be sought. In order for a higher density to be acceptable, the development would need to meet the criteria for exceptional design as set out in section 2.2 of the Residential Design Standards SPD.
- 137. The development as a whole would have a density of 2,152 habitable rooms per hectare. Since the maximum upper limit of 1100hrh would be significantly exceeded, the

development would need to demonstrate that it would provide exemplary accommodation to the highest design standards. If it can be demonstrated that an excellent standard of accommodation would be provided, and the response to context and impact on local services and amenity to existing occupiers is acceptable, then it is considered that the high density in this Opportunity Area location would not raise any issues to warrant withholding permission.

138. As previously mentioned, the acceptability of the site for a high density, mixed use development incorporating tall buildings has already been established by the extant consent. High densities can be a consequence of developing sites with tall buildings as the increase in floorspace vertically significantly exceeds what would be possible by redeveloping a site with low rise buildings. In gauging whether or not it is acceptable for a development to significantly exceed the recommended density levels officers must give weight to the location, public transport availability, quality of design, quality of public spaces, standard of accommodation and other benefits that may follow from the development such as employment. Both the draft New London Plan and New Southwark Plan propose replacing the density matrix is favour of a detailed assessment of the design and quality of the scheme and new homes being provided.
139. There are a number of high quality and high density schemes approved in the area, most notably the redevelopment of 185 Park Street; the One Blackfriars development; 18 Blackfriars; and the combined masterplan for the Sampson House and Ludgate House consented under the extant scheme. The principle of a high density on the site is considered appropriate given the local context and location of the site within the CAZ and an Opportunity Area that has the highest level of public transport accessibility. Furthermore, the proposal is high quality in design, would provide high quality employment floorspace and would provide a generous and high quality public realm. Furthermore, the impacts on the local area, including amenity impacts to neighbouring buildings/occupiers are not so adverse to conclude that the scheme would be considered an overdevelopment of the site. Amenity impacts and quality of accommodation are discussed in more detail later in this report.

Wheelchair housing

140. Policy requires at least 10% of homes as being suitable for wheelchair users. The proposed development would provide 44 units as wheelchair accommodation which equates to a 13% provision thereby exceeding the minimum policy requirement. The wheelchair flats are provided across a range of unit sizes, with 45.5% as one beds, 36.5% as two beds and 18% as three beds. This is considered acceptable and appropriate.

Quality of residential accommodation

141. Saved Policy 4.2 of the Southwark Plan advises that planning permission will be granted provided the proposal achieves good quality living conditions. The adopted standards in relation to internal layout are set out in the adopted Residential Design Standards SPD 2011 (including 2015 Technical Update).
142. The following table sets out the minimum flat size requirements as set out in the Residential Design Standards 2011, and also the flat sizes that would be achieved:

Unit Type	SPD (sqm)	Size Range (sqm)
Studio	37	40
1 Bed (flat)	50	51-67
2 Bed (flat)	61-66	71-129

3 Bed (flat)	74-85	79-228
4 Bed (flat)	90-95	255-279

143. All of the proposed dwellings comfortably meet or exceed the minimum standards and 71% of units would be dual aspect which is positive. All units benefit from storage space and naturally lit and ventilated kitchens. As a high density development the standard of accommodation would need to meet the exemplary criteria as set out below:

Exemplary residential design criteria from Southwark Residential Design Standards SPD	Commentary
Provide for bulk storage	1,824sqm of bulk storage would be provided at basement level across the site.
Exceed minimum privacy distances	The minimum separation distances set out in the SPD have been met.
Good sunlight and daylight standards	The daylight and sunlight assessment demonstrates that a good standard of daylight and sunlight would be achieved across the development.
Exceed minimum ceiling heights of 2.3m	All units would exceed this standard.
Exceed amenity space standards (both private and communal)	The proposed amenity space is set out in detail further below. Whilst there would be a small shortfall on some private amenity spaces, this is generally restricted to the one and two bedroom units and would be compensated by the large areas of communal amenity space that would be provided that significantly exceed the SPD requirements.
Secure by Design certification	The scheme should achieve Secure by Design accreditation. Conditions to require this are recommended.
No more than 5% studio flats	This standard has been met and no more than 5% of units would be studio apartments.
Maximise the potential of the site	The potential of the site would be maximised, providing a large scale mixed use development with new retail, hotel, cultural use and affordable homes.
Include a minimum 10% of units that are suitable for wheelchair users	This standard has been exceeded.
Have excellent accessibility within buildings	Accessibility within the buildings is considered to meet this criteria.
Have exceptional environmental performance	The environmental performance would be fully policy compliant, taking into account a contribution to the Southwark Green Fund.
Minimise noise nuisance between flats by stacking floors so that bedrooms are above bedrooms, lounges above lounges	Accommodation is generally stacked to minimise disturbance and noise transfer will be further mitigated by condition.
Make a positive contribution to local context, character and communities	The proposed development would make a positive contribution to local context,

	character and communities in terms of its quality of design and regeneration benefits including affordable housing, retail and Class D1 space as well as opening up a new section of the low line and improving connectivity with generous public spaces.
Include a predominance of dual aspect units	71% of the units would be dual aspect and there would be no north facing single aspect units.
Have natural light and ventilation in all kitchens and bathrooms	The vast majority of kitchens would have access to natural light and ventilation.
At least 60% of units contain two or more bedrooms	This standard has been exceeded.
Significantly exceed the minimum floor space standards	All units would meet the space standards, and many would exceed them, some to a significant degree.
Minimise corridor lengths by having additional cores	This has been achieved through having four residential buildings.

144. The proposed development provides accommodation that is considered to be of an exemplary standard, particularly in relation to the large apartments, and that this is sufficient to support the high level of density on the site.

Internal daylight

145. Of the 800 rooms tested within the proposed development, 95.2% meet or exceed the required minimum Average Daylight Factor for the room type. Of the 38 rooms that do not meet the minimum ADF requirement, a large number either:
- i. are not the primary living area (17 are bedrooms), or
 - ii. are living areas that, whilst falling short of the ADF recommended levels, meet the recommended levels of NSL, or
 - iii. are open plan kitchen/living/dining rooms which achieve the recommended levels of ADF for a living room (1.5%) but fall short of those recommended for a kitchen (2%) (8 living/kitchen/dining rooms).
146. It is therefore considered that the proposed units would achieve a good standard of internal daylight.

Private and communal amenity space

147. All new residential development must provide an adequate amount of useable outdoor amenity space. The Residential Design Standards SPD sets out the required amenity space standards which can take the form of private gardens and balconies, shared terraces and roof gardens. The London Plan requires new developments to make provision for play areas based on the expected child population of the development.
148. In terms of the overall amount of amenity space required, the following would need to be provided:
- For units containing 3 or more bedrooms, 10sqm of private amenity space as required by the SPD;
 - For units containing 2 bedrooms or less, ideally 10sqm of private amenity space, with the balance added to the communal gardens;
 - 50sqm communal amenity space per block as required by the SPD; and

- 10sqm of children’s play space for every child space in the development as required by the London Plan

149. All of the proposed units have at least 5sqm of private amenity space and each block provides in excess of 50sqm of communal amenity space. Where the full recommended provision of 10sqm per residential unit has not been provided, the shortfall has been added to the communal requirement. In this case, a total of 1,111sqm communal space would need to be found. This 1,111sqm comprises of 50sqm per residential block (200sqm) plus the shortfall in private amenity space (911sqm). The proposed development would provide a total of 1,905sqm of communal amenity space which would comfortably exceed the policy requirement taking into account the communal amenity space requirement and the shortfall on private amenity space requirement,

Children’s play space

150. Children’s play space is being provided across the site to serve all buildings. Rooftop/terrace play is provided on buildings SH4, SH7 and SH8 in addition to a playground at the new Hopton Street Park and a teenage playspace within the railway arches which is to be shared with the Ludgate House development as set out in the extant scheme.

Image – Amenity space areas



151. At the time of submission, the proposed development proposed 460sqm of child play space which was policy compliant across all age groups. In July 2019, during the course of the application, the GLA updated the playspace standards and the requirement for the proposed development is now 760sqm which equates to a 300sqm increase on what is proposed and was previously considered to be policy compliant. Given that the standards were updated during the course of the application, it is considered reasonable and appropriate to capture the additional requirement of 300sqm by way of a financial contribution in line with the SPD and this approach has been agreed with the GLA. As

such, the applicant will be required to make a payment of £45,300 towards improving child play space in the area.

Design

152. The proposed development would comprise five new buildings, four of which would be classed as tall buildings by virtue of being in excess of 30 metres in height. The buildings would be positioned around a new public realm and improvements to Hopton Street. New pedestrian routes would be provided across the site including a new north/south routes and two new east/west routes. The new public realm provided by the development would be generous, well planted and varied in design and character. Height would be well distributed across the site, with heights generally stepping up northwards towards the river. The development would continue to form part of a masterplan with the Ludgate House development taking place on the other side of the railway viaduct.
153. The NPPF at Paragraph 56 stresses the importance of good design, considering it to be a key aspect of sustainable development. Chapter 7 of the London Plan deals with design related matters. In particular, Policy 7.1 sets out the design principles required for new development and Policy 7.6 requires architecture to make a positive contribution to the public realm, streetscape and cityscape. Policy 7.8 asserts that development affecting heritage assets and their settings should conserve their significance by being sympathetic in their form, scale, materials and architectural detail.
154. The relevant Southwark design and conservation policies are Strategic Policy 12 of the Core Strategy and Saved Policies 3.12, 3.13, 3.15, 3.16, 3.17, 3.18 and 3.20 of the Southwark Plan. These policies require the highest possible standards of design for buildings and public spaces. The principles of good urban design must be taken into account in all developments including height, scale and massing, consideration of local context including historic environment, its character, and townscape strategic and local views
155. The Blackfriars Road SPD identifies this site as being a suitable location for tall buildings, a principle that is also supported by it's designation as an Opportunity Area. The SPD specifically envisages the junction of Blackfriars Road, Stamford Street and Southwark Street as being a suitable location for a cluster of tall buildings. This location at the northern end of Blackfriars Road is undergoing considerable change, as a result of a number of new developments such as No. 1 Blackfriars Road, South Bank Tower, 185 Park Street, 240 Blackfriars Road the Tate extension as well as the consented development at 18 Blackfriars Road. It is a part of the borough where the council are expecting to see continued change, together with exciting and exceptional architecture.

Site context

156. The application site is located in the CAZ and sits adjacent to the river Thames to the east of Blackfriars Road and the Blackfriars railway viaduct, one of the most prominent locations at the northern end of Blackfriars Road and within an area that is considered suitable for tall buildings. Large scale developments have taken place immediately surrounding the site including the One Blackfriars development, 240 Blackfriars Road and South Bank Tower as well as consented developments at Wedge House, Friars Bridge Court, 18 Blackfriars and of course the extant consent that takes into account the application site alongside Ludgate House. The extant consent established the acceptability of a high density mixed use scheme with tall buildings.

Site layout

157. The site extends from the river in the north to Southwark Street to the south and sits on

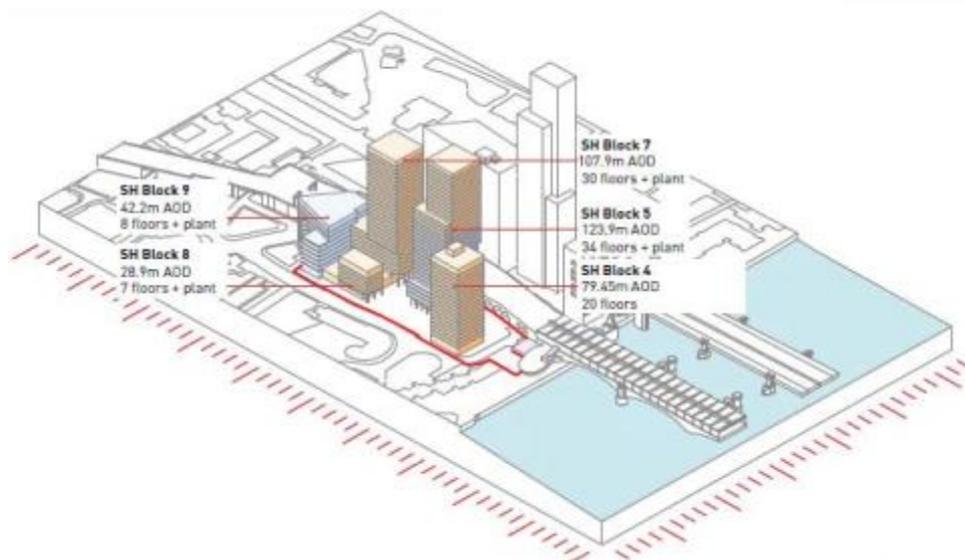
eastern side of the substantial railway viaduct which disrupts the street pattern of this part of the city and introduces a 'barrier' between Blackfriars Road and Hopton Street. Any development on this site has to start with the ambition to respect the historic context and its setting and at the same time re-connect the city blocks on either side of the viaduct with new routes and links. It should create meaningful public spaces that encourage permeability; and address streets and routes with active and engaging buildings that give this part of the city a sense of place.

158. The proposed development would comprise five buildings with large areas of public open space on Hopton Street where a small pocket park would be created and at the north west edge of the site where a new public space would provide an entry to the new cultural facility. In terms of the position of buildings and access/egress, the development broadly similar to the extant scheme with the exception that building SH-E of the extant scheme has been omitted in lieu of a larger open space fronting Hopton Street. The proposed layout is considered acceptable and would bring substantial benefits to the area including north-south and east-west connections which would improve pedestrian permeability and movement through the area. The inclusion of retail uses at ground floor will provide activation of the main public routes through the site and will enliven these spaces. The omission of building SH-E substantially increases the availability of public open space and allows Hopton Street to take on a more inviting and spacious character. The proposed layout is rational, legible and fully supported.

Tall buildings

159. This location at the northern end of Blackfriars Road has been considered for some time as a location of great significance and one where the council expect substantial development. The combination of factors including its siting at this northern-most bend in the river, its role in the river walk especially the proximity of Tate Modern, the important connection to the City of London across Blackfriars Bridge and the confluence of north-south and east-west arterial routes has made this a this a 'gateway' location suitable for landmark developments.

Image – Building heights



160. Saved Policy 3.20 sets out the five criteria that a proposal for tall buildings must meet in order to be considered acceptable. Each of these will now be taken in turn:

i. Make a positive contribution to the landscape

161. Landscape and the public realm is an important part of any proposal for tall buildings. The public realm not only creates a setting for the towers, allowing them to 'land' appropriately but also offers an opportunity for such a development to demonstrate the benefits that can flow from reaching vertically to free up more space at grade in a congested part of the city such as this.
162. This part of Southwark is characterised by busy arterial routes, an important river crossing to the City and a significant piece of transport infrastructure overlaid with important pedestrian thoroughfares. The site is located on the culturally significant Southbank and the focus of many approaches to the Tate Modern gallery to the east not just along the river, but also from Southwark Street and Stamford Street to the south.
163. The landscape proposals have been developed to reflect the significance of this site. In developing the public realm the designers have addressed the following points:

Cultural Square

164. The site will form an important part of the cultural offer of the city and will enhance the experience of visitors to this part of the borough. Along the Southbank, the river walk is characterised by narrow pedestrian thoroughfares that open out to broader public spaces and parks, which retain visual links to the river and give the walk its generous and varied character. This proposal addresses the river deliberately and creates a new public space to the south of the recently completed Blackfriars station. The new Cultural Square extends to the river walk and a new pedestrian link through the viaduct connects it to the plaza at the foot of the tower on the Ludgate House site.

Image – Cultural square



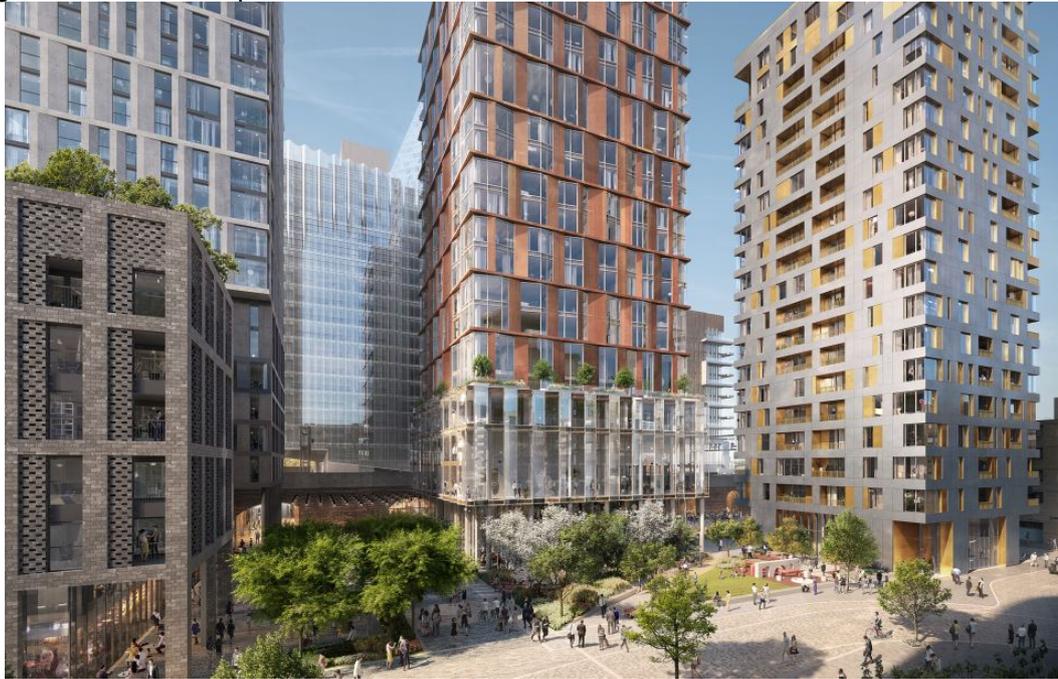
165. The Cultural Square is substantial in its proportions and will form the setting for the main tower of building SH-5 which is at the heart of the development. This tower offers a mix of uses including hotel and residential uses with a significant cultural venue at its basement. The public space at the foot of the tower is important in the sequence of spaces that leads on to the Tate forecourt and the Turbine Hall entrance.
166. This public space benefits from an opening directly onto the river and could transform the experience of visitors to the area. Not only does it improve access to the Tate but it also offers direct access to the station and fine views of St Pauls Cathedral across the river. It is lined with active frontages on either side and will also become a new destination with the new cultural venue which is on the southern edge of this space.
167. The character of this space will rely to a great degree on its scale and the quality of its public realm. A mix of soft and hard landscape with mature planting, high quality fixtures and features will greatly enhance this space and give it a sense of purpose. The detailed design of this space, its longer term management and even the arrangement of planned activities for this important piece of the city should be secured in the legal agreement and through relevant planning conditions.

Hopton Street pocket park and 'Yard'

168. Whilst the western side of the viaduct is severely constrained the new proposal for the Sampson House site introduces a new pocket park on the western edge of Hopton Street and a new 'Yard' to the south of the main tower (building SH-5). The pocket park is proposed in the place of building SH-E of the extant consent. In contrast to the Cultural

Square which is predominantly hard paved, the pocket park will create a green landscaped space at the edge of the site and a lush amenity for residents and visitors alike. The 'Yard' is located at the eastern end of the route through the viaduct from Blackfriars Road between buildings SH-5 and SH-7. It takes its character from similar yard-type spaces and is intended to form a local focus albeit one that will become an important transition space for visitors making their way from Blackfriars Road to Tate Modern.

Image – View from Hopton Street



ii) Is located at a point of landmark significance

169. The SPD concludes that the northern end of the Blackfriars Road is an appropriate location for tall buildings at the confluence of the arterial routes and the river crossing as well as the focus of many views in this location. The Public Inquiry for Nos 1 and 20 Blackfriars Road considered this in detail and found that the area at the junction of Blackfriars Road and Stamford / Southwark Street met the locational criteria stated in the policy. This was further reinforced by the consented scheme.
170. The proposed towers are centred around northern terminus of Blackfriars Road and Stamford/Southwark Street reinforces the emerging 'cluster' at this part of the borough which includes the completed developments at 240 Blackfriars Road, Southbank Tower, One Blackfriars and the consented schemes at Ludgate house and 18 Blackfriars.
171. This proposal extends the cluster to the eastern side of the viaduct as established by the extant consent. The strategic and local views demonstrate that this proposal gives the cluster a stepped three-dimensional appearance. In the views the emerging cluster steps down from the peak at the bridgehead to Tate Modern at the Millennium Bridge crossing and gives this part of the river frontage a highly articulated and undulating profile with peaks at the points of landmark significance.

iii) Is of the highest architectural standard

172. Buildings of this stature have to demonstrate their contribution to the appearance of the

wider area. The highest architectural standard is called for and requires an elegance of proportion, innovation in design and a demonstrable exceptional quality of accommodation. Whilst the principle of the towers in this location is not questioned officers have examined all aspects of the scheme and have encouraged revisions and improvements in particular to give each building its own identity and to ensure that they complement the public realm at their base and the London skyline at the top including:

The base of the towers and their relationship to the public realm

173. The base of each tower is a significant feature of the design. Double and treble-height spaces at the base not only give the taller elements of the group a significant presence at the ground floor but also contribute to a generous and engaging architecture at street level. The plan layouts confirm that the bases will be predominantly reception spaces for the towers and retail frontages with servicing located in the basement. This ensures that public spaces are lined with engaging active frontages.
174. The towers have been designed with a reducing floorplate at the ground floor which in some cases has resulted buildings that oversail public footways. This is not uncommon and has been used elsewhere in the borough and in this case has raised the base of buildings to two and sometimes three storeys in height resulting in residential accommodation being elevated to around the level of the viaduct and gives the public realm a generous character. All the proposed buildings have generous bases and active frontages. In some instances they are integral to the provision of public space as mentioned above with building SH-5.
175. Building SH-5 stands at a pivotal location in the development reinforcing the new public spaces at both the Cultural Square and the Hopton Street pocket park and leading pedestrians to the Tate. The building has been designed with a double-height base and a cut back at the north east corner to reinforce its role in the development.

Amenity spaces

176. The quality of design is defined in part by the quality of residential accommodation including the communal amenity provided. In many ways this is a vertical community and its needs should be met within the development and in the body of the tower. The inclusion of communal facilities within the tower not only gives the design an added dimension but also an architectural flourish that adds interest and delight.
177. The proposal is for a mix of ground-based and elevated gardens as well as communal rooms leading off from these gardens to give each building the required communal amenity. The residential units are generous and designed to provide adequate private amenity for residents which is bolstered by the communal spaces including the generously proportioned public space on Hopton Street and an elevated garden between buildings SH-7 and SH-8. These spaces are important in these intense urban living environments. The proposed spaces are varied, generous and well integrated into the design.

Materiality and architectural design

178. With a proposal like this that includes four tall buildings it is important to ensure that they do not all look the same. In this case, two architects have collaborated to give the towers their unique appearance and design. Building SH-4 has been designed by Make Architects and will feature a distinctive metallic façade and deep-inset balconies. In contrast building SH-5 has been designed by PLP (as have all remaining buildings) and is a mix of bronze cladding and pleated glass which will give it a highly articulated and tactile character. This building will also include public access at levels 15/16 where a bar/restaurant will be provided.

179. Finally building SH-7 develops the vertical aesthetic of building SH-5 but uses stone, glass and metal. In this way the three towers each have their own distinctive materiality and geometry which gives each tower its own character. The close proximity of these towers means that these are viewed as a group in the wider views. The subtle difference in the design of each building will become more apparent as one approaches and the gaps between them will distinguish them appropriately.

Image – New yard



180. Finally, the buildings on Hopton Street take on the materiality of that street. These buildings, clad in brick, reinforce the character and scale Hopton Street and mediate between the street and the towers which are set back on the Sampson House site.
181. Three of the proposed buildings will be significantly taller than their consented counterparts, with increases of between 9.6 metres and 16.6 metres. The top of any tower is an important feature of the building. This is not simply to give it a distinctive capping but also to demonstrate how it will appear in the views. Each building has been designed with its own distinctive top reflecting its distinctive character and the unique design noted above. The most prominent of the proposed buildings is SH-5. At 123m in height it will be the tallest building on the eastern edge of the viaduct. The 'pleated design and double-height order changes at the top of both SH-5 and SH-7 to become a triple-height crown which gives these buildings a fitting termination.
182. In conclusion, the proposed development is of an exceptional quality of architectural design. Each building complements its urban setting, is unique and distinctive in its design and has a well designed base middle and top. The group of buildings consolidate the emerging cluster and will turn the northern end of the Blackfriars into a gateway to the city and the borough.

iv) Relates well to its surroundings, particularly at street level

183. In terms of its contribution to the street scene every building should seek to activate all its edges. This is a highly accessible site with a river crossing and a mainline station at its heart. As such the architects have considered this site as having a 360 degree presence with active frontages on every block. The proposal achieves this aspect of the policy through a combination of high quality public realm, a mix of active uses at grade and by capitalising on and revealing existing features like the viaduct to their full potential.

v. Contributes positively to the London skyline as a whole consolidating a cluster within that skyline or providing key focus within views

184. The scheme has been tested in the local and wider views as well as the strategic views as set out in the London View Management Framework (2012). These accurate visual representations which comply with the requirements of the LVMF demonstrate the contribution of this proposal to the London skyline. The slender character of the tower, the gaps between the separate buildings as well as the stepped arrangement of the distinctive forms consolidates the emerging cluster and establishes the 'gateway' at this important bridgehead.
185. The site is located in the backdrop of the townscape view from St James's Park to Horse Guards Road (LVMF View 26A.1) High resolution images including AVRs of selected views from bridge demonstrate that the tallest building in the proposal at SH-5 will be not visible in this strategic view.
186. The views have been tested from the World Heritage Sites at the Palace of Westminster and the Tower of London and demonstrate that this proposal has no impact on these sensitive historic settings.

Design Review Panel

187. The earlier consented scheme was reviewed jointly by Design Council CABE and Southwark DRP in June 2012 and again by the Southwark DRP in March 2013. The Panels raised questions over: the character and quality of the public realm; and the nature of the emerging cluster. They felt the proposal offered a sound masterplan for the site but questioned its detailed design. The scheme was updated in response to these comments. At the time the Panel recognised the importance of the public realm however, the detailed design and quality of the public realm was proposed to be reserved by condition in order that it could be developed further however it should be noted that its scale and purpose was not questioned by the Panel.
188. Given the similarities between the proposed scheme and the extant scheme as well as the improvements that have been made particularly at street level, it was not considered necessary to present the scheme to the DRP.

Heritage impacts

189. The main designated heritage near the application site include the Grade II listed southern abutment of the Blackfriars and St Paul's Station and No. 61 Hopton Street. The listed abutment is untouched by this proposal.
190. The most significant local heritage asset is the Grade II* listed Hopton Almshouses at 1-9 Hopton Street. These have a sensitive relationship with Hopton Street which they face onto. Buildings SH-8 and SH-9 have been designed to respond to this sensitive setting by echoing the scale of buildings on Hopton Street to reinforce this street and bring active frontages to this approach from Southwark Street. The taller buildings of SH-7 and SH-5 would be well separated from the immediate vicinity of the Almshouses by the lower rise SH-8 and the Hopton Street pocket park, ensuring that the taller buildings do not crowd their setting.

Landscaping and trees

191. There are no trees or landscaping on or directly adjacent to the site which would be affected. Trees and soft landscaping form an integral part of the design softening the

boundaries, delineating pedestrian routes into and across the site and providing terraces and focal points with an underlying theme of an 'urban arboretum'. The generously proportioned central plaza is bounded by green open space at Hopton Garden and accompanied by the pocket park. In order to maximise tree provision and quality, a specific tree planting strategy will be secured as part of the S106 Agreement in case those on the highway or on podiums are found not to be feasible. They could then be provided in alternative locations in the vicinity if necessary. Given the extent of the basement more detailed specifications are required so that adequate soil volumes can be engineered to sustain the sized of mature planting.

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

192. Strategic Policy 13 of the Core Strategy sets high environmental standards and requires developments to avoid amenity and environmental problems that affect how we enjoy the environment. Saved Policy 3.2 of the Southwark Plan states that planning permission for development will not be granted where it would cause a loss of amenity, including disturbance from noise, to present and future occupiers in the surrounding area or on the application site. Furthermore, there is a requirement in Saved Policy 3.1 to ensure that development proposals will not cause material adverse effects on the environment and quality of life.
193. A development of the size and scale proposed will clearly have potential significant impacts on the amenities and quality of life of occupiers of properties both adjoining and in the vicinity of the site. The proposal has required an EIA in order to ascertain the likely associated environmental impacts and how these impacts can be mitigated. The accompanying Environmental Statement (ES) and Addendum deals with the substantive environmental issues. An assessment then needs to be made as to whether the residual impacts, following mitigation, would amount to such significant harm as to justify the refusal of planning permission.

Overlooking

194. In order to prevent harmful overlooking, the Residential Design Standards SPD 2011 requires developments to achieve a distance of 12m at the front of the building and any elevation that fronts a highway and a minimum of 21m at the rear. These distances are all met in terms of the impact of the proposal on adjacent buildings. It is noted that building SH-4 comes closer to Falcon Point by virtue of enclosing the previously external balconies by pushing the façades of the building forward to the balcony face. Whilst the position of SH-4 has not changed this does take the main facades of the building slightly closer to Hopton Street and Falcon Point however the recommended minimum separation distances have been exceeded to ensure there would be no loss of privacy.

Daylight

195. A daylight and sunlight report has been submitted as part of the Environmental Statement. The report assesses the scheme based on the Building Research Establishments (BRE) guidelines on daylight and sunlight.
196. The BRE Guidance provides a technical reference for the assessment of amenity relating to daylight, sunlight and overshadowing. The guidance within it is not mandatory and the advice within the guide should not be seen as an instrument of planning policy. The guidance notes that within an area of modern high rise buildings, a higher degree of obstruction may be unavoidable to match the height and proportion of existing buildings. This area of Blackfriars Road has been identified as an area where tall buildings are appropriate and there are existing buildings with heights of 50 storeys (One Blackfriars), 36 storeys (South Bank Tower) and 20 storeys (240 Blackfriars Road), within

close proximity to the site.

197. The BRE sets out three detailed daylight tests. The first is the Vertical Sky Component test (VSC), which is the most readily adopted. This test considers the potential for daylight by calculating the angle of vertical sky at the centre of each of the windows serving the residential buildings which look towards the site. The target figure for VSC recommended by the BRE is 27% which is considered to be a good level of daylight and the level recommended for habitable rooms with windows on principal elevations. The BRE have determined that the daylight can be reduced by about 20% of their original value before the loss is noticeable. In terms of the ES, the level of impact on loss of VSC is quantified as follows;

Reduction in VSC	Level of impact
0-20%	Negligible
20.1-29.99%	Minor
30.1-39.99%	Moderate
40% +	Major

198. The second method is the No Sky Line (NSL) or Daylight Distribution (DD) method which assesses the proportion of the room where the sky is visible, and plots the change in the No Sky Line between the existing and proposed situation. It advises that if there is a reduction of 20% in the area of sky visibility, daylight may be affected

199. The ES considers the impact on the following neighbouring buildings:

- Neo Bankside (Blocks A-D);
- 49 Bankside;
- 51-52 Bankside;
- 1 Blackfriars Bridge;
- 18 Blackfriars Road;
- 27 Blackfriars Road;
- 220 Blackfriars Road;
- 47 Colombo Street;
- 1-20 Hopton Gardens;
- 65 Hopton Street;
- 67 Hopton Street;
- 69 Hopton Street;
- 1-26 Friars Close;
- 1-26, 1-30, 31-42, 43-56, 57-72, 73-84 and 85-110 Falcon Point;
- 1-87 River Court;
- 1-99 Rennie Court;
- 103-109, 111, 113, 115, 130, 132 and 134 Southwark Street;
- 1 Stamford Street
- 24 Sumner Street;
- Edward Edwards' House;
- Southbank Tower;
- One Blackfriars (Residential);
- One Blackfriars (Hotel);
- Quadrant House
- Sea Containers House (Hotel); and
- Broadwell Properties.

200. The daylight report has considered a large number of windows and rooms around the site. It assessed 2,880 residential windows serving 1,567 rooms across 45 buildings for

daylight amenity. Of the 2,880 windows assessed 2,524 (88%) would satisfy the BRE recommended levels for VSC. Of the 1,567 rooms assessed, 1,539 (98%) would meet the BRE standards for NSL. The following buildings would remain unaffected by the proposed development in terms of both VSC and NSL by virtue of having less than a 205 reduction in either value:

- Neo Bankside (Blocks A-D);
- 49 Bankside;
- 51-52 Bankside;
- 27 Blackfriars Road;
- 220 Blackfriars Road;
- 47 Colombo Street;
- 7-11 Hopton Gardens;
- 73-84 Falcon Point;
- 111, 113, 115, 130 and 132 Southwark Street;
- 3-7 Stamford Street
- 24 Sumner Street;
- Southbank Tower;
- Sea Containers House (Hotel); and
- Broadwall Properties.

201. The tables below outline the general results in terms of the loss of VSC and NSL that would be experienced by the remaining buildings and a more localised assessment of the affected properties is detailed below;

Table – Impact of proposed development on VSC

Property	No. of windows tested	No. retaining at least 80% of their baseline value	No. with minor adverse impact of up to 29.9% reduction in VSC	No. with moderate adverse impact of between 30%-39.9% reduction in VSC	No. with major adverse impact of over 40% reduction in VSC
1 Blackfriars Bridge	17	15	2	0	0
18 Blackfriars Road	9	5	4	0	0
1-6 Hopton Gardens	36	28	8	0	0
12-14 Hopton Gardens	21	20	0	1	0
15-20 Hopton Gardens	41	40	1	0	0
65 Hopton Street	280	114	35	86	45
67 Hopton Street	13	8	1	4	0
69 Hopton Street	39	18	15	5	1
1-26 Friars Court	94	76	11	7	0
1-30 Falcon Point	40	26	6	1	7
31-42 Falcon Point	22	10	10	1	1
43-56 Falcon Point	28	20	2	5	1

57-72 Falcon Point	34	23	4	1	6
85-110 Falcon Point	32	31	1	0	0
1-87 River Court	283	275	6	2	0
1-99 Rennie Court	190	178	11	1	0
103-109 Southwark Street	98	97	1	0	0
134 Southwark Street	7	6	1	0	0
1 Stamford Street	51	50	1	0	0
Edward Edward's House	66	58	5	0	3
One Blackfriars Hotel	163	111	31	21	0
Quadrant House	135	134	1	0	0

Table X – Impact of proposed development on NSL

Property	No. of windows tested	No. retaining at least 80% of their baseline value	No. with minor adverse impact of up to 29.9% reduction in NSL	No. with moderate adverse impact of between 30%-39.9% reduction in NSL	No. with major adverse impact of over 40% reduction in NSL
1 Blackfriars Bridge	7	7	0	0	0
18 Blackfriars Road	3	3	0	0	0
1-6 Hopton Gardens	19	17	2	0	0
12-14 Hopton Gardens	9	9	0	0	0
15-20 Hopton Gardens	21	21	0	0	0
65 Hopton Street	180	175	5	0	0
67 Hopton Street	4	4	0	0	0
69 Hopton Street	27	21	3	2	1
1-26 Friars Court	58	56	2	0	0
1-30 Falcon Point	35	31	1	0	3
31-42 Falcon Point	18	18	0	0	0
43-56 Falcon Point	21	21	0	0	0
57-72 Falcon Point	24	24	0	0	0
85-110 Falcon Point	27	27	0	0	0

1-87 River Court	203	203	0	0	0
1-99 Rennie Court	151	151	0	0	0
103-109 Southwark Street	64	62	2	0	0
134 Southwark Street	4	3	0	1	0
1 Stamford Street	9	9	0	0	0
Edward Edward's House	20	19	1	0	0
One Blackfriars Hotel	65	60	5	0	0
Quadrant House	84	84	0	0	0

1 Blackfriars Bridge

202. 17 windows serving 7 rooms have been assessed at this property. 15 of the windows would achieve BRE compliant VSC with the remaining two windows experiencing reductions of less between 28.7% and 29.4% VSC which is considered to be minor in nature. In terms of NSL all seven rooms would meet the BRE criteria. Furthermore, in comparison to the consented scheme the proposed development would have no additional noticeable impacts beyond the BRE guidance and as such the impact on this building is considered acceptable.

1-6 Hopton Gardens

203. A total of 36 windows serving 19 rooms have been assessed for daylight at this address. Eight windows would experience a loss of VSC in excess of the 20% set out in the BRE however this loss would be between 20.1% and 24.7% VSC which is considered to be a minor impact. Furthermore, all but two of the rooms assessed for NSL would meet the BRE guidance and the two rooms that fall below the guidance would have losses of less than 29.9% and as such the impact is considered to be minor. In comparison to the consented scheme the proposed development would have no additional noticeable impacts beyond the BRE guidance and the impacts are considered acceptable.

12-14 Hopton Gardens

204. 21 windows serving nine rooms have been assessed at this property. In terms of VSC 20 of the windows would meet the BRE guidance and the remaining window would experience a loss of VSC of 30% which would be considered moderate adverse in nature however this affected window serves a room which benefits from three other windows that would continue to meet the BRE guidance. All rooms assessed for NSL remain fully compliant with the BRE and there would be no additional noticeable daylight impacts in comparison to the consented scheme. The impact of the development on this building is therefore considered acceptable

15-20 Hopton Gardens

205. All but one of the 41 windows assessed for VSC would meet the BRE guidance and the single window that would fall below the criteria does so by 20.4% which is only 0.4% below the BRE criteria and as such would be a minor impact. All 21 rooms assessed for NSL would meet the BRE criteria which is positive and there would be no additional noticeable daylight impacts in comparison to the consented scheme. The impact of the development on this building is therefore considered acceptable

65 Hopton Street

206. The building at 65 Hopton Street lies to the east of the application site and occupies the

northern part of Hopton Street as it turns the corner to meet the junction with Holland Street and Castle Yard. 280 windows serving 180 rooms have been assessed at this building. The VSC results demonstrate that 114 windows would meet the BRE criteria whilst 35 windows would experience a minor impact of between 20.6% and 29.8% loss of VSC. There would be a moderate adverse impact to 86 windows whereby there would be a loss of VSC of between 39.8% and 39.6% VSC. The remaining 45 windows would experience losses of VSC in excess of 40% which would be a major adverse impact.

207. Looking at the NSL assessment, 175 of the 180 rooms would meet the BRE criteria and as such would experience a negligible impact. The five remaining rooms would experience reductions of between 20 and 29.9% which would be minor adverse in nature.
208. In comparison to the consented scheme there would be 29 windows that would experience additional VSC impacts however these would all be in the range of 20% - 29.9% and as such would be minor in nature. Additionally, there would be 56 windows that would experience improved VSC levels in comparison to the consented scheme, this is a result of the omission of Building E which sat opposite 65 Hopton Street. Overall, given the fact that there is a high level of NSL compliance and that the impacts on VSC are comparable with the extant scheme including positive impacts to 56 windows, the proposed development is considered to have an acceptable impact on this building.

67 Hopton Street

209. Five of the 13 windows assessed for VSC would experience losses in excess of the BRE with one window experiencing a minor loss of 28.7% and the remaining four windows experiencing moderate losses of between 30.3% and 35%. In terms of NSL, all four rooms would continue to be BRE compliant. In comparison to the consented scheme there would be no noticeable additional impacts. The impact of the development on this building is therefore considered acceptable

69 Hopton Street

210. 39 windows serving 27 rooms have been assessed at this property. 18 windows would continue to be BRE compliant in terms of VSC. Of the remaining 18 windows 15 would experience minor losses of between 20.2% and 29.3% VSC and five windows would experience moderate losses of between 30.5% and 39.5% VSC. The remaining window would have a loss of 40.3% and whilst this is considered a major impact it is only marginally above the threshold of a moderate impact.
211. In terms of NSL 21 of the 27 rooms that have been assessed would remain BRE compliant with the six remaining rooms experiencing the following losses:
- Three rooms at 20% - 29.9% loss;
 - Two rooms at 30% - 39.9% loss; and
 - One room losing in excess of 40% NSL.
212. All of the rooms experiencing a moderate loss of both VSC and NSL are bedrooms which are considered to be less sensitive to daylight loss than principal living spaces. Whilst this property would experience losses that overall are considered to be moderate adverse in nature, it should be noted that there would be no additional impacts in comparison to the consented scheme and as such the level of impact is broadly comparable to that already consented. The impact of the development on this building is therefore considered acceptable

1-26 Friars Close

213. 94 windows and 58 rooms have been assessed for VSC and NSL respectively. 76 of the

94 windows would continue to be BRE compliant. Of the 18 windows that fall below the guidance, 11 would experience minor losses of between 21.6% - 29.6% and the remaining seven would experience losses of between 30% and 37.9% which is considered to be moderate in terms of impact.

214. For NSL, only two of the 58 rooms that have been assessed would fall below the BRE criteria and both of these rooms would experience reductions of less than 29.9% which is considered to indicate a minor impact. In comparison to the consented scheme only one window would experience an additional impact and this would be minor in nature at 22.2% VSC reduction. However, 34 windows would see improved VSC in comparison to the consented scheme. Overall, the impact of the proposed development on this building is considered to be acceptable with VSC and NSL reductions largely minor in nature and in many cases improving in comparison to the consented scheme. The impact of the development on this building is therefore considered acceptable

1-30 Falcon Point

215. Of the 40 windows assessed for VSC, 26 would continue to meet the guidelines whilst 14 would fall below the BRE standard as set out below:
- Six windows at 20% - 29.9%;
 - One window at 30% - 39.9%; and
 - Seven windows with more than 40% reduction
216. In terms of NSL, 31 of the 35 rooms that have been assessed would remain compliant with the BRE and the four affected rooms would have moderate to major adverse impacts with three rooms experiencing at least a 40% reduction.
217. The range of losses for VSC as set out above are in line with the extant scheme. When comparing the impact of the proposed scheme against the consented scheme only one additional window at 1-30 Falcon point would experience a noticeable reduction which would be 23.6% VSC, whereas 14 windows would experience some improvements to their overall VSC. The impact on this building is therefore considered to be acceptable and in line with the impacts of the extant scheme.

31-42 Falcon Point

218. 22 windows and 17 rooms have been assessed for VSC and NSL respectively. 10 windows would remain compliant with the BRE in terms of VSC whilst 10 windows would experience minor reductions of between 20.3% and 29.9% VSC. One window would have a reduction of 38.2% which is considered a moderate impact and one would have a reduction of 60% which is considered to be a major impact.
219. In comparison to the consented scheme the window experiencing a 60% reduction in VSC would only see a real terms loss of VSC of 0.7% in comparison to the consented scheme. As such the proposed VSC impacts are consistent with the extant scheme as no windows would experience any noticeable additional loss of VSC. Additionally, all 18 rooms assessed for NSL would remain compliant with the BRE. The overall impact on this property is considered acceptable due to the high level of NSL compliance and comparable impacts to the extant scheme.

43-56 Falcon Point

220. An assessment has taken place to 28 windows and 18 rooms. 20 windows would remain BRE compliant with two windows experiencing minor losses of between 23.4% - 24.1% VSC, five windows with moderate losses of between 35.6% a- 36.8% VSC and one window with a loss of 40% VSC which would be categorised as major. All of the VSC losses are in line with those experienced as part of the consented scheme and no

additional noticeable VSC impacts compared to the extant scheme would be experienced. Additionally, all 21 rooms would continue to have BRE compliant NSL which is positive. Overall, the impacts to this building are consistent with the extant scheme and are considered acceptable.

57-72 Falcon Point

221. An assessment has taken place to 34 windows and 24 rooms. 23 windows would remain BRE compliant with four windows experiencing minor losses of between 21% - 22.4% VSC, one window with moderate losses of 30.5% VSC and six windows with losses of between 49.5% VSC and 100% VSC which would be categorised as major. All of the VSC losses are in line with those experienced as part of the consented scheme. Those properties with major losses of VSC had very low VSC levels to begin with which results in a disproportionate percentage change. Whilst there would be five windows experiencing a loss of VSC beyond that of the consented scheme, these are windows which had low VSC values to begin with and as such the percentage change in VSC is disproportionate to the actual real terms loss of VSC which in many cases is less than 1% VSC. Additionally, all 24 rooms would continue to have BRE compliant NSL which is positive. Overall, the impacts to this building are consistent with the extant scheme and are considered acceptable.

85-110 Falcon Point

222. 32 windows serving 27 rooms have been assessed for VSC and NSL respectively. All but one window would continue to meet the BRE with the affected window having a minor reduction of 26.6% VSC and would continue to be served by unaffected windows. All 27 rooms would continue to be BRE compliant in terms of NSL. Additionally there would be no further impacts to those identified as part of the extant scheme and as such the impact on this building is considered acceptable.

1-87 River Court

223. In terms of VSC 283 windows have been considered of which eight would experience reductions beyond the BRE guidance however all of these rooms would continue to be served by other windows that would remain BRE compliant. All 203 rooms assessed for NSL would remain compliant with the BRE. No additional impacts to those identified as part of the extant scheme would be experienced. Overall the impacts to this building are considered acceptable.

1-99 Rennie Court

224. Of the 190 windows assessed for VSC, 178 would remain BRE compliant. Of the 12 windows that would have noticeable impacts 11 would have minor losses of between 20% and 29% VSC with the remaining window having a moderate impact with a 30% VSC reduction which is only marginally above the minor criteria and this window has an already low level of VSC and a real terms change of just 0.3%. All 151 rooms assessed for NSL would remain compliant. In comparison to the consented scheme the loss of VSC would not be noticeable and would be considered negligible. The impact on this building is considered to be acceptable and in line with the impacts identified on the extant scheme.

103-109 Southwark Street

225. All but one of the 98 windows assessed for VSC at this property would remain BRE compliant and the window that would experience a loss has a low existing VSC level of 1.1% and would see a reduction to 0.8%. This represents a real terms loss of VSC of just 0.3% and as such the percentage change of 27.3% is disproportionate to the actual loss. 62 of the 64 rooms assessed for NSL would remain compliant with the remaining two rooms experiencing minor reductions of less than 29.9%. The proposed development would have no significant impact on this building.

134 Southwark Street

226. 7 windows were assessed for VSC and only one would experience a noticeable reduction in daylight with a VSC reduction of 23.8% which is minor in nature. In terms of NSL, three of the four rooms would remain BRE compliant with one room experiencing a moderate loss of 34.3% which is moderate in nature but in line with the extant consent. Overall the impact on this building would be minor.

1 Stamford Street

227. 51 windows have been assessed and only one would experience a loss of VSC beyond the BRE however this window serves a room that benefits from other unaffected windows and as such there would be limited impact. All nine rooms assessed for NSL would remain fully compliant with the BRE. There would be no impacts further to those identified in the extant consent and the impact on this building is considered acceptable.

Edward Edwards House

228. 66 windows serving 20 rooms have been assessed for VSC and 58 would remain compliant. The remaining eight windows would have minor impacts (five windows) and major impacts (three windows) however all of these windows have low existing levels of VSC and the absolute VSC losses would be between 0.1% and 0.7% which would not be noticeable. In terms of NSL only one of the 20 rooms would experience a loss beyond the BRE guidance however this reduction would be minor in nature and would be in line with the consented scheme. Overall, in comparison to the consented scheme there would be no additional noticeable impacts. The impact of the development on this building is therefore considered to be acceptable.

Quadrant House

229. At Quadrant House all 84 rooms assessed for NSL would remain compliant and of the 135 windows assessed for VSC only one would experience a noticeable impact with a loss of 20.3% VSC which is considered minor. Furthermore, there would be no additional noticeable impacts in comparison to the extant scheme and as such the overall impact on this property is considered to be acceptable.

One Blackfriars

230. As the building at One Blackfriars was not occupied at the time of completion of the Environmental Statement, the impact of the proposed scheme on daylight to this building has been assessed using Average Daylight Factor and No Sky Line. 863 rooms have been assessed for both ADF and NSL with compliance rates of 95% (815 rooms compliant with the BRE) and 99.5% (859 BRE compliant rooms) respectively. As such, the impact of the proposed development on this building is considered negligible.

Conclusions on daylight

231. The results of the daylight assessment demonstrate that there would be a number of windows and rooms that would not meet the relevant daylighting standards of the BRE, with those flats towards the east of the site particularly affected (Falcon Point and 65 Hopton Street). However, the daylight impacts are directly comparable to the consented scheme and it has been demonstrated that there would be very limited additional impacts compared to those already identified under the extant implemented consent and there are instances where daylight levels would improve in comparison. Additionally, the layout of the proposed scheme provides for gaps between the buildings, which would allow flats to obtain views and glimpses through the site. The site layout would also allow for these flats to obtain views of the open spaces within the development, such as the central square and Hopton Gardens, and therefore this is considered to represent an improvement over the existing situation. Consideration should also be given to the fact that the BRE should be applied flexibly as the site is in an Opportunity Area within a

Central London location and accordingly the standards should be applied with some degree of flexibility. Overall, the impact of the proposed development in terms of daylight is considered to be acceptable.

Sunlight

232. All of the windows within 90 degrees of due south have been assessed with regards to impact on sunlight. The BRE guide states that if a window can receive 25% of summer sunlight, including at least 5% of winter sunlight between the period of 21 September and 21 March, then the room would be adequately sunlight.
233. In terms of sunlight, 1,301 windows at 37 properties have been assessed with 1,246 of the assessed windows continuing to meet the BRE guidance which is a 96% compliance rate. Of the 37 properties that have been assessed, only nine would see changes beyond the BRE guidelines and these are set out in the table below:

Address	Total No. of Windows	BRE Compliance	Windows which do not meet BRE Criteria					
			Below threshold for total APSH			Below threshold for Winter PSH		
			20-29.9% loss	30-39.9% loss	40% + loss	20-29.9% loss	30-39.9% loss	40% + loss
1 Blackfriars Bridge	11	10	0	1	0	0	0	1
65 Hopton Street	217	204	3	4	6	1	1	2
1-30 Falcon Point	40	37	0	0	3	0	0	1
31-42 Falcon Point	22	15	0	3	4	3	2	0
43-56 Falcon Point	28	27	0	1	0	1	0	0
57-72 Falcon Point	34	31	1	1	1	0	0	3
85-110 Falcon Point	32	31	1	0	0	0	0	0
1-87 River Court	168	154	7	4	0	0	5	9
One Blackfriars Hotel	72	60	11	1	0	0	0	0
Total	624	569	23	15	14	5	8	16

234. In comparison to the consented scheme, only one property, 65 Hopton Street, would see changes beyond those established and accepted in the extant scheme. When comparing the impact of the proposed development on 65 Hopton Street to that of the consented scheme, 214 of the 217 windows that have been assessed would see no noticeable

change, the remaining three windows would see a more noticeable change as set out below:

- W5/668 which falls within R2/668 (bedroom) the room is dual aspect with 3 additional north facing windows.
- W6/668 which falls within R3/668 (kitchen)
- W3/670 which falls within R3/670 (unknown use)

235. All three windows retain the same levels of winter PSH as in the extant scheme. For APSH windows W5/668 and W6/668 each experience an alteration of 20.7% which is considered Minor Adverse. W3/670 experiences an alteration of 33.3% which is considered Moderate Adverse. In the context of the proposed development, the central London and highly urbanised location and the impacts established as part of the consented scheme, the proposed APSH outcomes are considered acceptable.

Overshadowing

236. An overshadowing assessment has been undertaken for the amenity spaces of the following properties:

- Falcon Point (north and south)
- Tate Modern (north and south)
- Neo Bankside
- 65 Hopton Street
- 67 Hopton Street
- One Blackfriars

237. Of all the spaces that have been assessed, only the spaces at 65 Hopton Street would see any changes that would be considered moderate or major in terms of the level of impact. The remaining properties/spaces would see negligible impacts with the exception of Falcon Point north which would see a minor beneficial improvement in the area of land that would see at least two hours of sun in winter.

238. At 65 Hopton Street, nine amenity spaces have been assessed for overshadowing. Five of these spaces would see only very minor changes and would continue to receive good levels of sun in line with the BRE guidance. The remaining four areas would see more substantial changes and include the north facing terraces on levels seven to ten.

239. Full compliance with the BRE is already a substantial challenge for these spaces given their northern orientation. The level of sunlight loss for these spaces varies from 81% to 100% loss of direct sun. However, it should be noted that the current levels of direct sun are already very low in many instances, again by virtue of the northern orientation of the building and the impacts of self shadowing.

240. The impacts of the proposed scheme have therefore been compared against the impacts established by the consented scheme and the loss of direct sun is comparable and in line with the impacts of the extant scheme.

Solar glare

241. Solar glare can occur as a result of solar reflections which occur at angles of less than 30 degrees of a driver's line of sight. 32 sensitive locations were identified however 20 of these are considered to have a negligible effect either as a result of the buildings not being visible from the junctions or because the portion of the development visible together with the angle of sight from the driver's line of sight is too small to result in any impact. Of the remaining 12 viewpoints, eight are considered to have minor adverse impacts. The

minor adverse significance is due to mitigating factors such as reflections occurring from a small section of façade, potential reflections occurring over a short period of time, unaffected traffic signals and the ability to deploy a cars visor. These viewpoints are as follows:

- Stamford Street (eastbound)
- Blackfriars Bridge (two viewpoints both southbound)
- Trainline south (two viewpoints both northbound)
- Trainline north (southbound)
- Trainline east (two viewpoints both westbound).

242. The remaining four junctions have further impacts and will be discussed further:

Stamford Street W4

243. On Stamford Street, two viewpoints have been considered (W4A and W4B – eastbound) and the impacts on these viewpoints are categorised as moderate adverse and minor adverse respectively. Given that the facades of the proposed buildings are well articulated/broken up, it is considered that instances of solar glare at these junctions would be brief. Furthermore, the presence of two traffic signals, both of which are fitted with visors, would mitigate the overall impact to minor adverse. It should be noted that once the approved buildings at Ludgate House are completed, the impact of solar glare on these Stamford Street junctions would be reduced to negligible. The Ludgate House development is currently under construction and as such is likely to be finished prior to the Sampson House development.

Stamford Street W5

244. Four viewpoints have been considered at this location. The ES notes that there would be some impacts at different points in the year and these could be categorised as major adverse. However, these impacts can be mitigated by the use of the visor, the fact that the solar reflections are scattered and brief in nature and the fact that the traffic signals at this junction are all fitted with visors. Again, it should be noted that the solar reflection from this viewpoint would only occur if the consented development at Ludgate House is not constructed as the completed development at Ludgate House would block the sections of façade at Sampson House that may cause reflections at this junction. Given that the Ludgate House development is currently under construction it is considered that impacts at this junction would be well mitigated.

Southwark Street E4

245. Four viewpoints have been considered at this location. At two of the viewpoints the impact is considered to be negligible due to the reflections occurring more than 25 degrees from the driver's line of sight. The remaining viewpoints would experience some reflection which has been categorised as moderate adverse. This impact would be mitigated by the articulation of the façade design, brief nature of the instances of reflection and the fact that most of the reflections would occur above the drivers visor cut off.

Southwark Street E5

246. Two viewpoints have been considered at this location however the impact would be categorised as minor adverse owing to the distance of potential solar glare from the drivers' line of sight, reflections occurring above the driver's visor cut off line and the presence of two traffic signals.

Noise and vibration

247. Noise and vibration impacts have been considered as part of the ES which considers the

key considerations to be:

- Effects from construction works;
- Effects from construction traffic;
- Effects from the completed development in terms of vehicle movements and plant noise; and
- Site suitability for the proposed used.

248. During the construction phase the majority of noise effects, with mitigation in place, would be considered negligible adverse for most receptors albeit that that two buildings adjacent to the development site would experience minor adverse impacts. These impacts would be short term and temporary. Similarly there would be negligible and minor adverse vibration impacts at Hopton Gardens and Falcon Point respectively however these would also be short term and temporary.

249. Once the development has been completed then noise from traffic and noise from plant would be categorised as Negligible adverse and moderate adverse respectively. However, with appropriate mitigation in place these effects would be reduced to negligible adverse. In terms of cumulative impacts the development would not lead to any significant adverse effects.

Energy and sustainability

250. The London Plan Policy 5.2 sets out that development proposals should make the fullest contribution to minimising carbon dioxide emissions in accordance with the energy hierarchy Be lean: use less energy; Be clean: supply energy efficiently; Be green: use renewable energy. This policy requires development to have a carbon dioxide improvement of 35% beyond Building Regulations Part L 2013 as specified in Mayor's Sustainable Design and Construction SPG.

251. Policy 5.3 states that developments should demonstrate that sustainable design standards are integral to the proposal, including its construction and operation, and ensure that they are considered at the beginning of the design process. LP5.7 Within the framework of the energy hierarchy major development proposals should provide a reduction in expected carbon dioxide emissions through the use of on-site renewable energy generation, where feasible.

252. Strategic Policy 13 of Core Strategy states that development will help us live and work in a way that respects the limits of the planet's natural resources, reduces pollution and damage to the environment and helps us adapt to climate change. The applicants have submitted an energy strategy and a sustainability assessment for the proposed development which seek to demonstrate compliance with the above policy.

Be Lean

253. The measures proposed include:

- Building envelope will act as an important climatic modifier, with a well-designed façade significantly reducing the building's energy demand and U-Values that exceed the minimum standards;
- Façade optimisation of the glazing for balancing cooling loads against daylighting to ensure good daylight without unwanted solar gain and heat loss;
- The building form and massing will provide passive control of solar gains to ensure that solar gains are maximised in winter months and minimised in summer;
- Low water consumption;
- The energy required to heat or cool the incoming fresh air supply to the buildings will be significantly reduced by using an efficient heat recovery system;

- Low energy lighting; and
- Automatic lighting control.

Be Clean

254. The measures proposed include the provision of a Combined Heat and Power scheme.

Be Green

255. The measures proposed include the provision of photovoltaic panels.

256. Taken together, the Be Lean, Be Clean and Be Green measures would achieve a total carbon reduction of 35.8% over the 2013 building regulations. This is further broken down to a 38% reduction for the residential part of the development and a 35.2% reduction for the non-residential part of the scheme.

257. This is fully compliant with current policy and the requirement to provide a 35% reduction in carbon dioxide emissions over the 2013 Building regulations. Current London Plan policy requires the residential aspect of major developments to achieve carbon zero. It is not considered that there are further options available to making additional CO2 savings for the residential aspect of the scheme and as such it considered appropriate to off-set this shortfall with a financial contribution to the Carbon Off-set fund. This would include a payment of £493,274 in order to make the residential element of the development 'Carbon Zero'. A condition will be imposed to secure BREEAM excellent rating on the non-residential aspect of the development.

Ecology and biodiversity

258. Ecology has been scoped out of the EIA, based on a Preliminary Ecological Appraisal (PEA) which identified no significant impacts upon ecological receptors. All identified impacts within the PEA will be addressed through a Construction Environmental Management Plan (CEMP) which would be a conditioned requirement of any consent issued and is supported by the council's Ecologist who considers that the proposed development offers an opportunity to enhance biodiversity and ecology on the site through the landscaping of the open spaces and the introduction of bird and bat boxes.

Air quality

259. Air quality impacts have been assessed as part of the ES. This includes:

- Impacts on air quality arising from the construction project;
- Impacts from the completed and operational development; and
- Suitability of the site for the proposed uses.

260. The impact of the demolition of Sampson House has not been considered by the ES. This is a result of the demolition taking place under the extant consent and the fact that the impact of demolition on air quality was considered under the original ES and mitigated by condition.

261. During the construction phase it is recognised that there would be impacts such as dust in the air as well as dust and dirt on the highway as a result of construction vehicle movements. This can be suitably managed and mitigated through a Construction Environmental Management Plan which would be a conditioned requirement of any consent issued. The impact of construction vehicle traffic emissions is not considered to be significant.

262. In terms of the completed and operational development, the predicted annual mean concentrations of NO2 and particulate matter have taken into account emissions generated by road traffic and energy plant with the result being that no significant air quality effects have been identified at any of the existing surrounding receptors subject to

ensuring the energy plant installed on site will be efficient.

263. Given that the air quality for future residents and users of the proposed development would be acceptable, the site is considered to be suitable for the range of uses being proposed.

Ground conditions and contamination

264. Any permission issued would be subject to appropriate conditions to test for, investigate and remediate any land contamination. Furthermore, the construction project would be bound by the terms of a Construction Environmental Management Plan which will be secured as part of the S106 Agreement.

Water resources and flood risk

265. The water resources subject area has been scoped out of the EIA and the applicant has submitted a Flood Risk Assessment (FRA) and a Drainage Strategy in support of the application. The site is located within Flood Zone 3 which is considered to be an area of high risk of flooding due to the proximity of the tidal River Thames. However the site is protected by the Thames Barrier and related defences. The Environment Agency were consulted on the application and whilst they initially objected in order for further testing to be undertaken they have subsequently lifted their objection as the more vulnerable uses of the development (such as new homes) would be located at least 2.79m above the maximum Likely Water Level should there be a breach in the River Thames flood defences and this takes climate change into account. It is considered prudent to re-impose the environmental conditions that were attached to the extant consent.

Archaeology

266. Samson House is located within the 'Borough, Bermondsey and Rivers' Archaeological Priority Zone (APZ). The applicants have submitted a desk-based assessment 'Bankside Yards East 64 Hopton Street London SE1 9JH Historic Environment Assessment' by Museum of London Archaeology (MoLA) and dated January 2018 in support of this application.
267. Sampson House is assumed to include the site of the Swan Theatre. This Tudor theatre is shown on Aldwell's map of 1627 covering Paris Gardens Manor. This locates the theatre to the west of Green Walk (future Hopton Street), south of Upper Ground and south of the link to the Paris Garden's manor house. From examining later maps this link to the manor house remains as a continuation of Holland Street until the construction of Sampson House over this link. Aldwell's map, whilst schematic in its representation of buildings, is similar in the layout of streets with other later maps, for example: the location of Paris Garden Stairs is to the north of Green Walk, therefore the location can be considered to be relatively secure for the theatre.
268. Sampson House has two levels of basement that cumulatively, together with foundations, will have severely impacted upon buried archaeological remains on site. Levels of the upper basement are included in the desk-based assessment and these are shown to be set well below OS datum. The second, lower basement level reduces potential in this part of the site to an entire storey further below. There is very little chance of any archaeological survival in the basemented areas of Sampson House.
269. The assessment shows that approximately 10% of the site, to the north, has the potential to contain important prehistoric, Roman, later medieval and post-medieval remains in the areas of the site outside the footprint of the existing basement to the north, which includes the external, undeveloped area of Hopton Street and the area of the car park to the north of Hopton Street. MoLA calculates these areas, as combined, to constitute approximately 10% of the site.

270. Given the site's potential to contain archaeological remains in one small area of the site and, in light of the small and localised area of proposed impact, no further archaeological fieldwork is required pre-determination of this planning application, but archaeological interest should be managed for the areas of the site not impacted by previous development. This would be secured by attaching the relevant conditions to any grant of planning permission.

Wind microclimate

271. Wind microclimate has been considered as part of the ES taking into account pedestrian comfort and safety during construction and once the development has been completed and is operational. The ES notes that once the development is completed the wind conditions at ground level thoroughfares and at building entrances will be appropriate to their use with no adverse impacts.
272. In terms of the amenity spaces and some of the amenity terraces, there are instances where wind conditions are windier than desired and as such could have a minor to moderate adverse impact. As such, mitigation would be required in these locations and this would be secured by way of a planning condition. The types of mitigation proposed include low level planting, tree planting, increased balustrade height and screens. The mitigation would be key to sheltering the amenity spaces from the winds and accordingly it is recommended that these details be secured by condition.

Aviation

273. The impact of the development on aviation was scoped out of the ES as it was fully considered by the extant consent which included the taller buildings on the Ludgate House site. Nevertheless the National Air Traffic Safeguarding office (NATS) has been consulted on the proposed development and have confirmed that the proposal does not conflict with their safeguarding criteria and as such there are no objections to the development from a safeguarding perspective.

Television and radio signals

274. Interference to telecommunications systems has been scoped out of the EIA, based on the findings of an electronic interference assessment which was included in the 2012 ES for the extant scheme. No significant effects are considered to be likely for radio, cable and terrestrial TV, and mobile phone signal. The Scoping Report submitted under application 18/AP/0436 notes that there is potential for, at worst, minor adverse effects on satellite TV signals, however with the incorporation of mitigation measures the effects are reversible and the residual impacts would be of negligible significance.

Socio-economic impacts

275. Taking into account the loss of the existing office floorspace in Sampson House it is considered that the development would create up to 743 full time jobs and would provide an additional 341 new homes. The provision of these new jobs and homes is considered to be a moderate beneficial impact of the development to the local area.
276. The new homes would lead to an uplift in the local population with increased demand for local schools and healthcare. There is appropriate capacity within the local primary and secondary schools to accommodate the uplift in residents and as such the impact would be negligible. The ES notes that the uplift in population could result in a minor adverse impact on health care provision with the requirement for 0.3 additional GP's. However, taking into account the fact that the developer would be required to pay the Southwark Community Infrastructure Levy (SCIL) which is invested in social infrastructure, including health provision, the residual impacts on health care provision would be negligible.

277. The ES notes that collectively the new residents, hotel guests, employees and visitors to the area would have a moderate beneficial impact at local level in terms of increased local spending.

Transport

Introduction

278. In transport terms the proposed development is broadly similar to the consented scheme with underground parking and servicing accessed from both Southwark Street and Hopton Street. The development would provide car parking for 70 cars (residential) and this has been reduced from the 105 residential car parking spaces that were approved on the consented scheme. As part of the redevelopment it is proposed that Hopton Street would become one-way. Cycle hire facilities would be improved and pedestrian connectivity through the site would be enhanced. Public transport accessibility at this site is of the highest level.
279. The NPPF states that planning decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised (para. 34).
280. Core Strategy Strategic Policy 2 encourages walking, cycling and the use of public transport rather than travel by car. Saved Policy 5.1 of the Southwark Plan states that major developments generating a significant number of trips should be located near transport nodes. Saved Policy 5.2 advises that planning permission will be granted for development unless there is an adverse impact on transport networks; and/or adequate provision has not been made for servicing, circulation and access; and /or consideration has not been given to impacts of the development on the bus priority network and the Transport for London (TfL) road network.

Site context

281. The site has the highest level of public transport accessibility with a PTAL level of 6b, rated on a scale of 1-6 where 1 represents low accessibility and 6 the highest accessibility. There are several railway and London Underground stations located within the vicinity of the site. Blackfriars and Southwark. Waterloo and London Bridge stations are all relatively close by around 20 minutes walk. The site is well connected to the London bus network, cycle routes and walking routes.

Site layout

282. The proposed site layout would improve pedestrian routes in the area, in particular providing linkages to the two new east-west routes established by the extant consent and a north-south route through the development between Southwark Street and the River Walk. Vehicle access and egress within the site remains largely as consented under the extant scheme with a new entrance from Southwark Street which would be the main vehicle access into the site. This would ensure that most servicing and refuse vehicles would be confined to the strategic road network. A further access point is available on Hopton Street for residents with the access providing a direct point of entry to the car lifts which service the basement car park. The vehicle entrance to the car park is set back well into the site to enable vehicles accessing it and waiting at the gate to stay clear of the adjoining highway. A vehicle swept path analysis has been completed which confirms that the parking/servicing areas of this site would have ample vehicle manoeuvring space that would enable cars and servicing vehicles to access and exit the site in a forward gear.

Car parking

283. Saved Policy 5.6 (Car Parking) of the Southwark Plan and Core Strategy Policy 2 (Sustainable Transport) state that residential developments should be car free. For office

use, a maximum of one space per 1500sqm is permitted which would equate to a maximum of six spaces. No parking (except disabled provision) is permitted for retail or culture uses.

284. The consented scheme (on the Sampson side) included 107 car parking spaces which equated to a parking ratio of 0.47 of the residential units. As submitted, the application continued to propose 107 spaces (105 of which would be residential parking) and due to the uplift in the number of dwellings this reduced the parking ratio to 0.31.
285. Despite the previous level of car parking being accepted as part of the consented scheme, officers raised concerns with the applicant about the overall quantum of parking following comments from both the GLA and TfL. As a result of this the applicant has removed 35 of the originally proposed 105 residential spaces car parking spaces to give an overall parking provision of 70 residential spaces and a ratio of 0.25 of the residential flats.
286. The reduction in car parking is welcomed, particularly given the application site's location within the CAZ and an area with the highest level of public transport availability. The reduced level of parking will encourage more people living within the development to walk, cycle or take public transport and such accords with the council's sustainable transport aspirations. Given the weight which can be attached to the implemented consent, the level of car parking could be justified. The proposed car parking spaces will need to be fitted with electric vehicle charging points and spaces will be allocated and reserved for disabled users. Two car club bays are being provided on street and this will encourage car sharing.

Car parking bond

287. On the previous permission, the developer was required to pay £261,000 as a car parking bond. The bond is intended to monitor car use, and to incentivise the developer to encourage residents to use non-car modes for more trips. This mitigation in the form of a bond would be secured as part of the proposed development, with penalties deducted should the number of trips exceed those set out in the transport assessment. The development would need to incorporate sufficient infrastructure to allow the monitoring of vehicle movements. This would continue to be secured as part of the S106 Agreement.

Cycle parking

288. The site is well served by designated cycle routes, Blackfriars Road and Southwark Street are part of the National Cycle Network and connect to Westminster Bridge to the west to the Cycle Super Highway on Southwark Bridge to the east.

Image – Pedestrian and cycle routes through the site



289. The development would incorporate 686 long stay and 52 short stay cycle parking spaces on basement level 2 of this development which leads to an overall provision of 738 spaces. The quantum of cycle parking is fully compliant with the London Plan. TfL have requested that an additional 60 long stay and 50 short stay spaces be provided in order to bring the development in line with the policies set out in the draft London Plan. The draft London Plan is not yet adopted and has limited weight and the proposal is fully compliant with the current London Plan, Nevertheless, provisions will be made within the S106 Agreement to investigate the provision of additional cycle parking. An east-west cycle route, approved as part of the consented scheme and subsequent conditions, will be maintained as part of this development and will connect the site through the railway arches to upper ground on the west side of Blackfriars Road. Cyclists will need to dismount and use a short ramp to bridge the change in levels between the Sampson House side of the viaduct and the higher Ludgate House side.

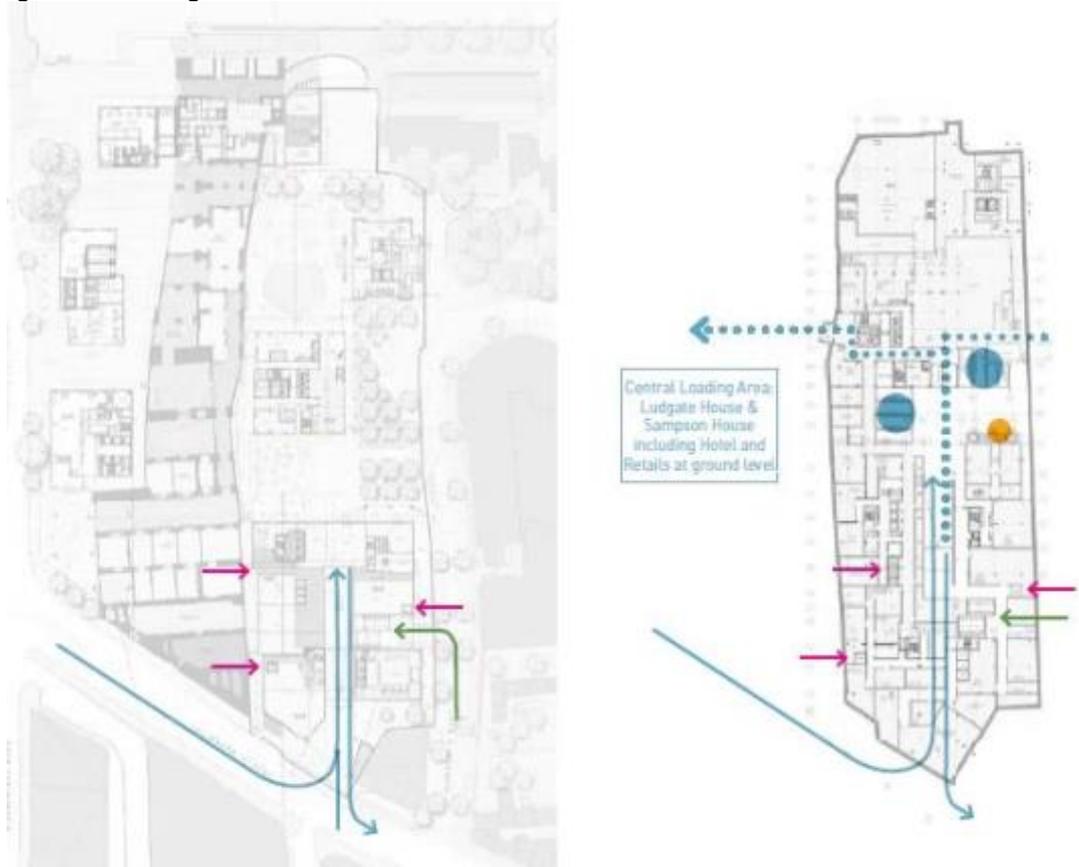
Cycle hire

290. There is an existing cycle hire docking station on Southwark Street. As part of the proposed development, TfL have requested a financial contribution of £87,000 towards cycle hire expansion. This would equate to an additional 15 docking points and will be secured as part of the S106 Agreement.

Forecast vehicle movements

291. The proposed development would be serviced on-site and would minimise its impact on surrounding streets. In terms of vehicle movements the applicant's consultants have estimated that it would generate 11 and nine two way vehicle movements in the morning and evening peak hours respectively. Southwark's Transport Officer's own interrogation of comparable sites' travel surveys within the TRICS travel database suggests that the residential element of this development would generate 12 and seven two way vehicle movements in the morning and evening peak hours respectively while the hotel would produce 13 and 10 two way vehicle movements in the morning and evening peak hours, individually.

Image – Servicing and access



292. It is also projected that the increase in the retail part of this development compared to the previous scheme would generate 17 and 29 two-way vehicle movements in the morning and evening peak hours respectively while the smaller office would create reductions of 33 and 29 two way vehicle movements in the morning and evening peak hours respectively.
293. In the view of the council officers, the proposed development proposal would therefore produce a net increase of nine and 17 two way vehicle movements in the morning and evening peak hours respectively. Whilst the Transport Officer's net forecasted supplementary two way vehicle movements for the evening peak hour is significantly higher than the nine predicted by the applicant's consultants, both morning peak projections are comparable. As such, the council's Transport Team are satisfied that the development would not have any noticeable adverse impact on the prevailing vehicle movements on the adjoining roads.

Servicing

294. The servicing is contained on site accessed from a new point on Southwark Street. The applicant has estimated 24 two-way service vehicle trips in the morning peak servicing hour of 10am, 80% of which would be light vans. The two-way service vehicle trips for the remaining parts of the day would generally be less than 15, an increase of 50% over an assumed level associated with Sampson House. It is considered that this can be accommodated in the available service space without an additional harmful impact on the highway.
295. Additionally, the applicant has proposed various travel plan initiatives encompassing

provision of a travel pack with local public transport information, two car club spaces, delivery lockers and shower/changing/locking facilities for cyclists plus monitoring.

Conclusions on transport

296. The proposed site layout including the vehicular access points, position of buildings in relation to highways and the new pedestrian/cycle routes are all welcomed. The proposed development builds on the positive aspects of the approved scheme in terms of improving legibility and connectivity.
297. The applicant has significantly reduced the level of on site car parking which is positive and through providing London Plan compliant levels of cycle parking alongside an extended cycle hire facility, the proposed development will make suitable provision for sustainable forms of transport.
298. The provision of on site servicing will minimise impacts on the transport network and the S106 Agreement will secure details of a Construction Management and Logistics Plan; Service Management Plan; Car Parking Bond; and Travel Plan monitoring.

Planning obligations (S.106 undertaking or agreement)

299. Saved Policy 2.5 of the Southwark Plan and Policy 8.2 of the London Plan advise that planning obligations can be secured to overcome the negative impacts of a generally acceptable proposal. Saved Policy 2.5 of the Southwark Plan is reinforced by the recently adopted Section 106 Planning Obligations 2015 SPD, which sets out in detail the type of development that qualifies for planning obligations. Strategic Policy 14 'Implementation and delivery' of the Core Strategy states that planning obligations will be sought to reduce or mitigate the impact of developments. The NPPF which echoes the Community Infrastructure Levy Regulation 122 which requires obligations be:
 - 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
300. Following the adoption of Southwark's Community Infrastructure Levy (SCIL) on 1 April 2015, much of the historical toolkit obligations such as Education and Strategic Transport have been replaced by SCIL. Only defined site specific mitigation that meets the tests in Regulation 122 can be given weight.

Planning Obligation	Mitigation	Applicant Position
Affordable housing in lieu payment	£38,500,000 Early and late stage viability reviews.	Agreed
Archaeology	£11,171	Agreed
Car Club	Provision of two car club bays and three years membership for all eligible residents.	Agreed
Carbon Offset – Green Fund	£493,374	Agreed
Child Play Space	£45,300	Agreed
Cycle Hire	Three years membership for all eligible residents.	Agreed
Employment During Construction	Provide 173 jobs, 173 short courses and 43 construction industry apprentices for Southwark residents or make a payment of £834,350.	Agreed
Employment in the Development	Provide 130 sustained jobs for unemployed Southwark residents or make a payment of £559,000.	Agreed
Parking bond	£261,000	Agreed
Public realm improvements	£150,000 towards improvements to Falcon Point Piazza and £150,000 towards improvements to the approach to the Tate Modern.	Agreed
Transport for London	Cycle hire docking station - £87,000. Legible London –£50,000	Agreed
Transport (site specific)	£200,000 towards bus shelters and countdown facilities; £270,000 towards bus service improvements; £18,000 towards road resurfacing; and £60,000 towards three raised tables on Hopton Street	Agreed
Trees	Not specifically required unless unforeseen issues prevent trees from being planted or they die within five years of completion of the development in which case a contribution will be sought - £5,000 per tree.	Agreed

S106 Provisions

301. The legal agreement will also secure an Admin Fee at 2%; Estate Management Plan; Construction Environmental Management Plan; Construction Logistics Plan; Site Wide Energy Strategy; Service Management Plan; Parking Management Plan; Details of Car Club Bay and Marketing; Accessible Homes Marketing; Hotel/Taxi Management Plan; Landscaping Strategy; and Parking Permit Exemption.
302. The Legal Agreement will also secure the following S.278 works:
- Provide a 1.5m wide cycle contra-flow track on Hopton Street on the eastern side to link with the contra-flow on Holland Street.
 - The footways abutting the development on Hopton Street on the development side, repaved with Yorkstone slabs and 300mm wide silver grey natural granite stone.
 - Introduce a raised table at the proposed crossing point on Hopton Street.
 - Vehicle crossovers into the development must be upgraded to SSDM standards.
 - Resurface the whole carriageway of Hopton Street.
 - Promote a TMO to regulate the proposed highway changes.
303. In the event that an agreement has not been completed by 30 November 2020, the committee is asked to authorise the director of planning to refuse permission, if appropriate, for the following reason:

In the absence of a signed S106 legal agreement there is no mechanism in place to secure adequate provision of affordable housing and mitigation against the adverse impacts of the development through contributions and it would therefore be contrary to Saved Policy 2.5 Planning Obligations of the Southwark Plan 2007, Strategic Policy 14 Delivery and Implementation of the Core Strategy (2011) Policy 8.2 Planning Obligations of the London Plan (2016) and the Southwark Section 106 Planning Obligations and Community Infrastructure Levy SPD (2015).

Mayoral and borough community infrastructure levy (CIL)

304. Section 143 of the Localism Act states that any financial contribution received as community infrastructure levy (CIL) is a material 'local financial consideration' in planning decisions. The requirement for payment of the Mayoral or Southwark CIL is therefore a material consideration. However, the weight attached is determined by the decision maker. The Mayoral CIL is required to contribute towards strategic transport invests in London as a whole, primarily Crossrail. While Southwark's CIL will provide for infrastructure that supports growth in Southwark. In this instance an estimated Mayoral CIL payment of £2,121,301.16 and a Southwark CIL payment of £9,148,839.49 are due.

Community involvement and engagement

305. The developer appointed Kanda Consulting, a public consultation company, to undertake pre-application consultations and engagement with resident, community and stakeholder groups.
306. Two phases of residential and community engagement were completed over a seven month period between October 2017 and April 2018. Activities undertaken as part of the consultation include:
- Local meetings to discuss the proposals;
 - Two public exhibitions spread over three days presenting the detailed design proposals. The exhibitions were held on the 20th and 23rd of February and attended by

- a total of 79 people;
- Further public exhibition on 17th April 2018 attended by a total of 28 people;
- Collection of feedback forms at the public exhibitions to enable residents, community and stakeholder groups to express their views on the development proposals;
- Meetings with Ward Councillors;
- Newsletter distribution;
- Creation of a project website where all consultation material is available.

307. As part of its statutory requirements the Local Planning Authority sent letters to surrounding residents, displayed site notices in the vicinity, and issued a press notice publicising the planning application. Adequate efforts have, therefore, been made to ensure the community has been given the opportunity to participate in the planning process. Details of consultation and any re-consultation undertaken by the Local Planning Authority in respect of this application are set out in the appendices. The responses received are summarised later in this report.

Consultation responses from external consultees

308. Summarised below are the consultation responses raised by external consultees, along with an officer response:

309. Camden Council: No objection.
Response: Noted.

310. Environment Agency: No objections given that suitable amendments have been made to the Flood Risk Assessment.
Response: Noted.

311. Greater London Authority: The GLA accept the principle of the proposed affordable housing offer and will further scrutinise the final detail of the offer and reviews at Stage II. The proposed design changes are supported and are considered to be in broad compliance with the design principles established as part of the original application. The GLA also request that the applicant address transport issues with respect to the vehicle parking quantum, design and management, site access and cycle parking provision. Transport matters which must be secured by planning condition/obligation include: a car parking design and management plan, cycle parking provision and design, a legible London contribution, a travel plan, a construction and servicing plan and a Crossrail contribution. In terms of energy and sustainability the approach proposed would achieve a 38% carbon dioxide reduction for the residential component of the scheme and a 35% reduction for the non-residential component. Whilst the principles of the energy strategy are supported, the applicant must explore the potential for additional measures to deliver further carbon dioxide reductions (particularly for the residential component). Once all opportunities for securing further feasible on-site savings have been exhausted, a carbon offset contribution should be secured to mitigate any residual shortfall.

Response: The applicant's affordable housing offer would equate to an in lieu payment of £38.5 million secured as part of the original consent alongside 105 onsite homes. The proposed offer has been viability tested and the council's viability consultants agree that the proposed offer equates to the maximum reasonable amount of affordable housing that the scheme can viably deliver. This would be secured as part of the S106 alongside the relevant review mechanisms and will be further scrutinised by the GLA at Stage II. In terms of parking the applicant has now reduced the number of residential car parking spaces from 105 to 70 which equates to a 0.25 provision which is a significant reduction on the 0.41 parking ratio of the approved scheme and the 0.31 parking ratio of the current scheme when originally submitted. In terms of site access and egress, the proposed

development aligns with the consented scheme and the principles that were established as part of the consent, which has now been implemented. Cycle parking will be secured by condition and issues relating to cycle hire, legible London, Travel Plan, CEMP and car park management plan will be secured under the S106 Agreement. In terms of energy and carbon dioxide reductions the proposal complies with the London Plan and an Energy Strategy will be secured under the S106, alongside the relevant Carbon Offset payment to make the residential component of the site carbon zero.

312. Heathrow Airport Limited: No objections subject to the imposition of a Construction Management Strategy condition.
Response: Noted and agreed, the relevant condition will be attached to any consent issued.
313. Historic England: No objections.
Response: Noted and agreed.
314. London Fire Authority: No response subject to providing an undertaking access for fire appliances as required by Part B5 of the current Building Regulations Approved Document and adequate water supplies for fire fighting purposes, will be provided.
Response: Noted and agreed, the relevant undertaking will be secure by condition on any planning consent issued.
315. London Underground: No objections.
Response: Noted.
316. NATS Safeguarding: No safeguarding objections.
Response: Noted.
317. Natural England: No objection.
Response: Noted.
318. Network Rail: No objections subject to conditions and compliance with Network Rail advice regarding impacts on Network Rail land and infrastructure; future maintenance; drainage; plant and materials; scaffolding; piling; fencing; lighting; noise and vibration; and vehicle incursion.
Response: Noted and agreed, the relevant conditions and informatives will be attached to any consent issued.
319. Port of London Authority: No objections to the principle of the redevelopment and note that there is an existing implemented permission. The PLA would encourage the use of the River Thames for the movement of construction materials and waste. The PLA also request that specific reference be made in the Travel Plan to Riverbus services including timetable details from both Bankside and Blackfriars piers. Given the location of the development in such close proximity to the river, the PLA request to be consulted on any external lighting strategy in order to assess potential impacts in river traffic and ecology.
Response: Noted, conditions regarding external lighting will be attached to any consent issued and the PLA will be considered a consultee on these details.
320. Royal Borough of Greenwich: No objections.
Response: Noted.
321. Thames Water: No objections subject to conditions.
Response: Noted, the relevant conditions which relate to water supply, proximity to water infrastructure and proximity to Thames Water assets.

322. Tower Hamlets Council: No comments.
Response: Noted.
323. Transport for London: Transport for London have responded that the proposed development should be car free with the exception of Blue Badge car parking. TfL have also raised concerns about the vehicle access from Southwark Street and why servicing cannot take place from Hopton Street. TfL would like to see cycle parking increased to the Draft New London Plan standards and contributions towards cycle hire and wayfinding.
Response: The relevant financial contributions will be secured as part of the S106 Agreement. The provision of a servicing access from Southwark Street as opposed to the much quieter and narrower Hopton Street is preferred and in line with the consented scheme which was supported by TfL. The level of car parking has been reduced from a ratio of 0.41 to 0.25 from the consented scheme which is an improvement. Cycle parking will be maximised through condition however the current levels being provided are compliant with current adopted policy.
324. Twentieth Century Society: The Twentieth Century Society considers that the existing Sampson House should be protected from demolition and retained as a non-designated heritage asset and there are concerns that an assessment of the historic significance of the existing building has not been properly considered.
Response: The previous planning consent accepted the loss of Sampson House which has now been largely demolished as part of the previous development proposals. English Heritage (now Historic England) previously took a decision not to list Sampson House.
325. Westminster City Council: No objections.
Response: Noted.

Consultation response from neighbours and representees

326. In response to public consultation, a total of 83 responses have been received. Of these, 79 were in objection and four were in support neutral. Summarised below are the objections raised by members of the public with an officer response:
327. Objection – The developers offered to make improvements to the glazing and balconies on Falcon Point in order to alleviate impacts from the proposed development and induce support from local residents. It has since become clear that the various options put forward to some residents are no longer an option as a decision on the type of glazing and balcony enclosure has been taken without the full agreement of all residents.
Response – The works being undertaken to replace glazing and provide balcony enclosures at Falcon Point is a private agreement between the developer and residents of Falcon Point. This is a civil matter that does not form part of the formal planning process or constitute a planning obligation on either the current or previous scheme. As such this should not be considered in reaching a decision on the current application.
328. Objection – The developer agreed to undertake individual daylight and sunlight assessments for the residents of Falcon Point but this has not been undertaken.
Response: A full daylight and sunlight assessment has been undertaken and presented as part of the Environmental Statement. This covers all affected homes and details individual results for each affected room/window at each address.
329. Objection – The development would have an adverse impact on Falcon Point in terms of daylight and sunlight.
Response: The daylight and sunlight impacts at Falcon Point are addressed in detail in

the main body of the report. However the impacts can be summarised as:

330. 1-30 Falcon Point - When comparing the impact of the proposed scheme against the consented scheme only one additional window at 1-30 Falcon point would experience a noticeable reduction which would be 23.6% VSC, whereas 14 windows would experience some improvements to their overall VSC. The impact on this building is therefore considered to be acceptable and in line with the impacts of the extant scheme.
- 31-42 Falcon Point - In comparison to the consented scheme the window experiencing a 60% reduction in VSC would only see a real terms loss of VSC of 0.7% in comparison to the consented scheme. As such the proposed VSC impacts are consistent with the extant scheme as no windows would experience any noticeable additional loss of VSC. Additionally, all 18 rooms assessed for NSL would remain compliant with the BRE. The overall impact on this property is considered acceptable due to the high level of NSL compliance and comparable impacts to the extant scheme.
- 43-46 Falcon Point - An assessment has taken place to 28 windows and 18 rooms. 20 windows would remain BRE compliant with two windows experiencing minor losses of between 23.4% - 24.1% VSC, five windows with moderate losses of between 35.6% a-36.8% VSC and one window with a loss of 40% VSC which would be categorised as major. All of the VSC losses are in line with those experienced as part of the consented scheme and no additional noticeable VSC impacts compared to the extant scheme would be experienced. Additionally, all 21 rooms would continue to have BRE compliant NSL which is positive. Overall, the impacts to this building are consistent with the extant scheme and are considered acceptable.
- 57-72 Falcon Point - Whilst there would be five windows experiencing a loss of VSC beyond that of the consented scheme, these are windows which had low VSC values to begin with and as such the percentage change in VSC is disproportionate to the actual real terms loss of VSC which in many cases is less than 1% VSC. Additionally, all 24 rooms would continue to have BRE compliant NSL which is positive. Overall, the impacts to this building are consistent with the extant scheme and are considered acceptable.
- 85-110 Falcon Point - 32 windows serving 27 rooms have been assessed for VSC and NSL respectively. All but one window would continue to meet the BRE with the affected window having a minor reduction of 26.6% VSC and would continue to be served by unaffected windows. All 27 rooms would continue to be BRE compliant in terms of NSL. Additionally there would be no further impacts to those identified as part of the extant scheme and as such the impact on this building is considered acceptable.
331. Objection – It is not clear if the floorplans and data used in the daylight and sunlight assessment has been verified for accuracy.
Response: The principle assessment of the daylight and sunlight assessment is based on Vertical Sky Component which itself is based on windows, the size and location of which are freely available to the daylight and sunlight consultants. Details of internal layouts are largely available from the planning register and reviewing plans from previous applications.
332. Objection – The proposed development would have a significant adverse impact on the local residents in terms of a loss of daylight and sunlight.
Response: The proposed development would have a degree of impact on local residents and spaces in terms of an impact on daylight and sunlight however these are considered to be in line with the impacts set out in the consented scheme and are consistent with the impacts of developing central London sites. There would be no impacts above and beyond those established as part of the existing and implemented consent that would result in any significant adverse additional impacts.
333. Objection – The daylight and sunlight assessment fails to take into account the cumulative impact of development.

Response: The ES has considered the cumulative impact of the development and the impact of the consented masterplan for the site (Ludgate and Sampson House). In terms of daylight and sunlight impacts it has been demonstrated that the proposed development would have no significant additional adverse impacts over and above the consented scheme. Where there are additional impacts they are considered to be minor in nature and are set out in the daylight and sunlight section of the report.

334. Objection – There would be daylight impacts to the homes at 65 Hopton Street.

Response: 280 windows serving 180 rooms have been assessed at this building. The VSC results demonstrate that 114 windows would meet the BRE criteria whilst 35 windows would experience a minor impact of between 20.6% and 29.8% loss of VSC. There would be a moderate adverse impact to 86 windows whereby there would be a loss of VSC of between 39.8% and 39.6% VSC. The remaining 45 windows would experience losses of VSC in excess of 40% which would be a major adverse impact. Looking at the NSL assessment, 175 of the 180 rooms would meet the BRE criteria and as such would experience a negligible impact. The five remaining rooms would experience reductions of between 20 and 29.9% which would be minor adverse in nature. In comparison to the consented scheme there would be 29 windows that would experience additional VSC impacts however these would all be in the range of 20% - 29.9% and as such would be minor in nature. Additionally, there would be 56 windows that would experience improved VSC levels in comparison to the consented scheme, this is a result of the omission of Building E which sat opposite 65 Hopton Street. Overall, given the fact that there is a high level of NSL compliance and that the impacts on VSC are comparable with the extant scheme including positive impacts to 56 windows, the proposed development is considered to have an acceptable impact on this building.

335. Objection – Local green spaces will be significantly overshadowed.

Response: Given the removal of one of the consented buildings on Hopton Street, it is considered that daylight and sunlight levels at street level and public open spaces will be either in line with or an improvement on the consented scheme.

336. Objection – The altered position and mass of building SH-4 will have an adverse impact on the residents of Falcon Point and Bankside Lofts. The building should be reduced in size and moved westwards.

Response: The position of Building SH-4 has not changed from the original consent. The massing has changed slightly in that the previously projecting balconies are now inset balconies as the façades have pushed out. Whilst it does take building SH-4 marginally closer to Falcon Point it does not have any adverse impact and the minimum separation distances set out in the SPD are still met.

337. Objection – The residents of Falcon Point will be affected by solar glare.

Response: The applicants solar glare assessment does not identify any adverse impacts on Falcon Point. It is considered that the position of the proposed buildings is such that any potential solar glare impacts would be limited.

338. Objection – The proposed development would have adverse impacts in terms of solar glare.

Response: Whilst there are some instances of reflectivity at some surrounding junctions, these instances are limited, brief in nature and will be mitigated through the use of the driver's visor, traffic signals with sun visors and the completion of the Ludgate House development.

339. Objection – There will be a loss of privacy to Falcon Point.

Response: The minimum separation distances set out in the SPD will be met and as such it is considered that a reasonable level of privacy would be maintained.

340. Objection – There would be adverse impacts on privacy of homes and amenity spaces at 65 Hopton Street.
Response: The proposed development is located a sufficient distance from 65 Hopton Street to ensure there would be no privacy impacts. Furthermore, the removal of Building SH-E which was approved under the original consent, increases the separation distance from 65 Hopton Street.
341. Objection – The development would impact on views from 65 Hopton Street.
Response: The development would be visible from 65 Hopton Street however it would not be overbearing or excessively dominant. Additionally, there are no statutory rights to a view over a third parties land.
342. Objection – There would be a negative impact on views from Falcon Point due to the location and position of the proposed buildings.
Response: There is no right to a view over a third parties land.
343. Objection – Given that the development would block views to the west, the opening hours of the Tate viewing gallery should be restricted to protect existing and new resident’s privacy.
Response: The proposed development will have no bearing on the operating hours of or access to the Tate viewing gallery. The proposed development is far enough away from the viewing gallery that there would be no impact on privacy from the Tate.
344. Objection – The proposed buildings are excessive in scale, height and massing and there are no justifications for increasing the size of the scheme over what has already been consented.
Response: As set out above, the scale and quantum of development is considered acceptable and the proposed development would have one less building than the consented scheme which gives more space to the public at street level.
345. Objection – There is no justification for the uplift in development over and above the consented scheme.
Response: The proposed development has been assessed on its merits and it is considered that the uplift over the consented scheme is acceptable with minimal additional impact and an increase in benefits coming forward from the development such as additional affordable housing including on-site affordable homes as well as increased public space at street level.
346. Objection – The proposed development is overbearing.
Response: The proposed development would largely be consistent with the approved scheme with the exception that the building on Hopton Street has been removed, resulting in a less overbearing relationship on Hopton Street.
347. Objection – The proposed development is too dense and results in an overdevelopment of the site.
Response: The acceptability of the site for a high density, mixed use development incorporating tall buildings has already been established by the extant consent. High densities can be a consequence of redeveloping sites with tall buildings as the increase in floorspace vertically significantly exceeds what would be possible by redeveloping a site with low rise buildings. In gauging whether or not it is acceptable for a development to significantly exceed the recommended density levels officers must give weight to the location, public transport availability, quality of design, quality of public spaces, standard of accommodation and other benefits that may follow from the development such as employment. The density, scale and quantum of development is largely in line with that

established under the consented scheme which has now been implemented.

348. **Objection** – The development does not provide enough car parking.
Response: The application site is in the Central Activities Zone in an area with the highest possible accessibility to public transport. Developments in this area should be car free however a level of car parking was agreed on the applicant's previous scheme which has been implemented and can be built out. As part of this development, officers have managed to negotiate a reduction in car parking and this will help to encourage walking, cycling and more sustainable modes of transport.
349. **Objection** – The proposed new road layout is hazardous and will not cope with the additional vehicular and pedestrian needs or movements.
Response: The proposed road layout is considered acceptable. The conversion of Hopton Street to one way traffic will create a safer environment.
350. **Objection** – The new road layout will lead to additional congestion.
Response: The councils Transport Team and Transport for London have both reviewed the application details and do not consider that the proposed road layout, which is consistent with the approved scheme, would lead to any additional congestion or vehicular/pedestrian safety issues.
351. **Objection** – The new road layout will impede resident's abilities to use their vehicles as they will not be able to access the road outside their lobbies from their garages without driving the long way around the proposed one way system.
Response: The proposed road layout is considered to be beneficial as it will provide one way traffic and as such reduce the vehicle conflict that can occur with two way traffic on a narrow carriageway. The proposal to make Hopton Street one way would require a S.278 Agreement and this would be determined by the councils Highways department following consultation.
352. **Objection** – The development would result in increased traffic.
Response: The councils Transport Team and Transport for London have reviewed the application. The Transport team are of the view that there would be no increase in traffic detrimental to the road network.
353. **Objection** – A taxi rank on Hopton Street will result in nuisance and additional traffic.
Response: This would be located close the hotel and has capacity for three cars. It is not considered to operate at a level which would create any detrimental disturbance.
354. **Objection** – Resident safety would be compromised as the Fire Brigade and emergency services would not be able to access the spur road leading to Falcon Point.
Response: The London Fire Authority have been consulted on the proposed development and following a review of the application they have raised no objections.
355. **Objection** – The development would result in pedestrian congestion on the Thames Path.
Response: the development would result in an additional east west route through the site linking to Upper Ground and as such is not likely to result in congestion on the Thames Path.
356. **Objection** – Space has not been protected for the future expansion of Blackfriars Station.
Response: Transport for London and Network Rail have been consulted on the application and have not raised this as an issue.
357. **Objection** – The relocation of SH-4 is such that it would take up excessive space on the public footpath and the road.
Response: The public footpath and carriageway width have been reviewed by the

council's highways team and are considered acceptable.

358. Objection – Vital services to Falcon Point would be compromised by the development due to access issues.
Response: The proposed development would not result in any restricted access to vehicles on surrounding roads.
359. Objection – Hopton Street should remain two way in order to reduce congestion, noise and improve safety and access.
Response: The conversion of Hopton Street to one way is considered to be an improvement that should reduce congestion and provide a safer pedestrian environment.
360. Objection – The scheme should be gated to prevent pedestrians walking through the area at night.
Response: The scheme will not be gated. The creation of new routes through the site is considered to be one of the benefits of the scheme.
361. Objection – The proposed hotel and cultural venue will increase vehicle traffic and disturbance.
Response: The councils Transport Team and TfL have reviewed the application and do not consider that the hotel or cultural venue would have any adverse impact on the road network.
362. Objection – There is a lack of provision for pedestrians moving southwards to Southwark Street and beyond. This junction should be improved and a new crossing created.
Response: As Hopton Street would become one way the junction at Southwark Street would no longer see cars exiting from Hopton Street onto Southwark Street and this is considered to be beneficial. There is an existing pedestrian crossing close to the junction.
363. Objection – The car park entrance and car lifts will result in disturbance to adjacent residents.
Response: The car park entrance and car lifts will not result in any excessive noise levels that could lead to disturbance.
364. Objection - A vehicular route should be provided through the site to prevent any additional traffic on Hopton Street.
Response: The proposed development is considered to be acceptable in terms of its layout and will minimise any impact on the local road network, including Hopton Street.
365. Objection – The proposed drop off arrangements for the hotel are unacceptable and should take place on site instead of off site.
Response: The drop of facilities for the hotel are located off Hopton Street and are considered acceptable and appropriate.
366. Objection – The new road layout would compromise emergency service vehicle access.
Response: The changes to the road layout at the north of the site are minimal and are not considered to reduce access for emergency services. The London Fire Authority have been consulted on the proposed development and following a review of the application they have raised no objections.
367. Objection – The applicant has failed to demonstrate how the development would be managed both in terms of construction and post completion.
Response: The development will need to be constructed in accordance with a Construction Environmental Management Plan which will be a requirement of any consent issued and will be secured as part of any S106 Agreement.

368. Objection – The demolition and construction phase will have significant impacts on Falcon Point in terms of noise, vibration and dust/air quality. This is having an adverse impact on resident’s ability to enjoy their homes.
Response: Demolition works are currently being carried out under the previous consent and are subject to a detailed management plan. Should consent be granted for the proposed development then the construction phase will be bound by the requirements of a detailed Construction management Plan in order to minimize impacts to neighbours, local people and the surrounding area,
369. Objection – The proposed development does not provide the required amount of affordable housing and as such is unacceptable.
Response: Taking into account the commuted sum of £38.5 million and the 37 on-site affordable homes, the proposal would provide 41% affordable housing which is in excess of the minimum 35% set out in policy and has been viability tested as the maximum reasonable amount.
370. Objection – The development does not promote diversity as it caters only to the affluent 25-39 age group as well as investors. It also prioritises the needs of tourists above the needs of existing residents.
Response: The proposed development would offer affordable homes for Londoners as well as increased connectivity at street level and public open space which would be a benefit for local residents alongside the improved retail offering.
371. Objection – The development includes a hotel which is not needed in the area as there are already too many hotels.
Response: Current planning policy supports visitor accommodation in this location. The proposed hotel forms part of a larger, comprehensive mixed use development and as such would not dominate the local area or displace other land uses. Furthermore the proposed hotel sits immediately adjacent to Blackfriars Station in a highly accessible location close to the riverside and the various visitor attractions of the Southbank. A hotel is therefore considered an appropriate and acceptable land use in this location that is fully compliant with development plan policy and would not harm the character of the area or create an over-dominance of visitor accommodation.
372. Objection – There is no need for a cultural venue in this location as there are already many cultural offerings.
Response: The proposal would include the provision of cultural floorspace within the basement, basement mezzanine and ground floor area of building SH-5 which would open out onto a new public space fronting the river. The provision of cultural space is supported given the Strategic Cultural Area designation and accordingly is a positive aspect of the scheme that would complement the existing cultural offerings on the Southbank.
373. Objection – The new shops and restaurants will make the local area into a busy, noisy and late night destination. They will cause undue disturbance.
Response: The provision of new town centre uses such as retail is supported by saved Southwark Plan Policy 1.7 since the site lies in a town centre. The retail units would activate the ground floor of the development, particularly Hopton Street and the railway viaduct. The retail units would serve the proposed increase in population and contribute to the vitality and viability of the district town centre. The site previously had a very harsh and inactive frontage whereas the proposal would create a much more attractive and vibrant street environment with retail opening out onto streets and the newly formed public space with opportunities to provide tables and chairs outside, encouraging visitors to stay for longer periods. The amount and scale of provision is considered to be

acceptable and would help to meet the needs of residents, workers and visitors in the area.

374. Objection – The children’s play area on Hopton Street will result in disturbance.
Response: Developments are required to provide children’s play areas. Providing it at street level makes it accessible to all which is to be encouraged. On this part of the Southbank it is not considered that a small children’s play area would lead to any significant levels of disturbance.
375. Objection – The siting of the children’s playground would result in excessive noise disturbance to residents and would compromise the safety of children.
Response: Children’s play parks are a common amenity space. They do not compromise the safety of children, who should be supervised by their responsible adults at all times. The development would not result in excessive noise disturbance to residents.
376. Objection – The development would have an impact on the safeguarding and health and safety of children.
Response: The proposed development would not result in any risk to the safeguarding or health of children.
377. Objection – The children’s playground will be a draw to people from outside the area which is unfair and would lead to antisocial behavior.
Response: The children’s playground is primarily to serve children living in the development but can be used by other children given its location at street level. The use of the playground by children is not anticipated to have a detrimental impact on current residents in terms of disturbance.
378. Objection – The public spaces would lead to excessive noise disturbance and would lead to disturbance from skateboarders.
Response: The application site is located in Central London, on the Southbank and the public spaces of the development are not considered to be of such a scale that they will lead to any significant additional levels of noise and disturbance.
379. Objection – The cultural venue and square will result in excessive noise.
Response: The provision of a cultural venue in this location is compliant with policy and subject to appropriate management and control of the hours of use it is not considered that it would result in any excessive disturbance.
380. Objection – Outdoor seating for cafes and bars would result in excessive noise and disturbance.
Response: Opening hours and management conditions would ensure there would be no adverse impacts.
381. Objection – The proposed build programme is too long and would lead to too much disturbance, it should be limited to two years.
Response: It would not be feasible to build a development of this size within two years.
382. Objection – The re-opening of the toilets at Blackfriars Station would be a nuisance.
Response: The opening of the Blackfriars Station toilets has already been approved as part of the previous consent and do not form part of the current application.
383. Objection – The development would result in excessive wind flows.
Response: Wind microclimate has been considered as part of the ES taking into account pedestrian comfort and safety during construction and once the development has been completed and is operational. The ES notes that once the development is completed the

wind conditions at ground level thoroughfares and at building entrances will be appropriate to their use with no adverse impacts.

384. Objection – The development would lead to significant wind impacts to residents and visitors.

Response: Wind microclimate has been considered as part of the ES taking into account pedestrian comfort and safety during construction and once the development has been completed and is operational. The ES notes that once the development is completed the wind conditions at ground level thoroughfares and at building entrances will be appropriate to their use with no adverse impacts.

385. Objection – The development would lead to significant health impacts as a result of increased pollution.

Response: Whilst there may be some short terms impacts as a result of the construction process, the completed development is not likely to lead to any health impacts and conditions will be imposed around emission and air quality. The development will result in at least a 35% reduction in carbon emissions. Air quality and noise impacts through the construction process would be managed and mitigated by way of a conditioned environmental management plan.

386. Objection – Resident would be put at risk from additional flooding risks.

Response: The Environment Agency have been consulted on the proposed development and have raised no objections.

387. Objection – The consultation has not been comprehensive or inclusive.

Response: The applicant undertook their own consultation in advance of the application. The council then undertook a detailed, extensive and long duration consultation on the application including sending letters, site notices and press adverts. The Consultation is considered to have been reasonable.

388. Objection - The development would have an adverse impact on health including from CO2 emissions and from an increased Electric and Magnetic Field (EMF) due to the increased WiFi.

Response: The proposed development would result in a 35% reduction in carbon emissions over the 2013 building regulations. It is not considered that there would be any adverse impacts from increased WiFi.

389. Objection – The developer should not be allowed to reduce the quality of the scheme if it becomes unprofitable.

Response: The quality of the scheme, materials, finishes and detailed design will be conditioned requirements of the planning consent.

390. Objection – The development does not provide enough green space.

Response: The development provides more green/open space than the previous consent and as such is considered to be an improvement on the consented scheme.

391. Objection – The developer has purchased the road and land at Falcon Point Pizza which demonstrates a lack of honesty and openness on the part of the council and the developer.

Response: The developers adjacent land purchases, private agreements or land ownership is not a material planning consideration.

392. Objection – Sampson House has architectural merit and should not be demolished.

Response: Sampson House is now in the advanced stages of demolition.

393. Objection – The proposed development would have several environmental impacts that would affect health.

Response: The Environmental Impact Assessment did not identify any long terms impacts that would adversely affect health.

394. Objection – Adjacent residents would be adversely affected by light pollution.

Response: Light pollution can be minimised and a condition will be imposed to secure a lighting strategy to ensure light spill and disturbance from light are adequately mitigated.

395. Objection – Outdoor seating for cafes and bars would result in excessive noise and disturbance.

Response: Opening hours and management conditions would ensure there would be no unreasonable adverse impacts.

Community impact and equalities assessment

396. The council must not act in a way which is incompatible with rights contained within the European Convention of Human Rights

397. The council has given due regard to the above needs and rights where relevant or engaged throughout the course of determining this application.

398. The Public Sector Equality Duty (PSED) contained in Section 149 (1) of the Equality Act 2010 imposes a duty on public authorities to have, in the exercise of their functions, due regard to three "needs" which are central to the aims of the Act:

1. The need to eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Act
2. The need to advance equality of opportunity between persons sharing a relevant protected characteristic and persons who do not share it. This involves having due regard to the need to:
 - Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic
 - Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it
 - Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low
3. The need to foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.

399. The protected characteristics are: race, age, gender reassignment, pregnancy and maternity, disability, sexual orientation, religion or belief, sex, marriage and civil partnership.

Human rights implications

400. 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.

401. This application has the legitimate aim of providing new comes, offices, retail opportunities and cultural space alongside a new and enhanced public realm. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

Positive and proactive statement

402. The council has published its development plan and Core Strategy on its website together with advice about how applications are considered and the information that needs to be submitted to ensure timely consideration of an application. Applicants are advised that planning law requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise.

403. The council provides a pre-application advice service that is available to all applicants in order to assist applicants in formulating proposals that are in accordance with the development plan and core strategy and submissions that are in accordance with the application requirements.

Positive and proactive engagement: summary table	
Was the pre-application service used for this application?	YES
If the pre-application service was used for this application, was the advice given followed?	YES
Was the application validated promptly?	YES
If necessary/appropriate, did the case officer seek amendments to the scheme to improve its prospects of achieving approval?	YES
To help secure a timely decision, did the case officer submit their recommendation in advance of the agreed Planning Performance Agreement date?	YES

Other matters

404. None identified.

CONCLUSION

405. The principle of redeveloping this site for a high density, mixed use development has been accepted by virtue of the previous consent and continues to be acceptable under the current application. Redevelopment of the site to provide new homes, hotel, retail, office, and leisure space is welcomed and the improved connectivity and public realm will be beneficial to the local area and people using this important part of the south bank. The range of uses being proposed is in line with development plan policy aspirations to improve the area and maximise the number of homes and jobs.

406. The overall reduction in employment floorspace on the site is considered acceptable given that the replacement office floorspace will be modern and high quality which will meet the needs of current officer users and provide additional jobs within the borough. It is also acknowledged that the reduction in employment floorspace was accepted on the

previous consent and that requiring full re-provision on the Sampson House site would limit the ability to maximise housing provision and other uses suitable for the site's location within the Central Activities Zone.

407. The uplift in the number of homes and the provision of on-site affordable housing is a significant improvement over the consented scheme and this is welcomed. The provision of on-site affordable housing alongside a payment in lieu is considered to maximise the scheme's ability to contribute to the supply of affordable housing. The principle of an in lieu payment is considered acceptable given the sites specific circumstances and history. The submitted viability assessment has been scrutinised by experts Avison Young who have concluded that the affordable housing offer is the maximum the development can support whilst remaining viable. Reviews in the event of a delayed start, and at the late stage when being occupied, will ensure that any improvement in viability secures an increased in lieu affordable housing payment.
408. The provision of new retail opportunities will provide appropriate shops and services for the uplift in residents, workers and visitors to the area and aligns with policy requirements. The site is located within a Strategic Cultural Area and as such the provision of a Class D1/D2 space that could be used as an art gallery or museum is fully supported. The provision of this space will serve to bolster the current provision of cultural venues in the locality and the wider south bank.
409. Both the Southwark Plan and current London Plan support hotel and visitor accommodation in this area and the provision of a hotel in such an accessible location, as part of a large mixed use development, is supported. Providing a hotel as part of a large mixed use scheme that includes retail, office and new homes is such that it will not dominate the local area or mix of uses.
410. The development would continue to provide for residential car parking in an area where development should be car free however the level of car parking has been significantly reduced from the level that was previously consented. Given that a higher level of car parking was previously approved on the implemented consent and that the level of car parking has been significantly reduced as part of the current proposal, it is not considered that the development could reasonably be refused on the basis of not being car-free.
411. The development would bring forward various benefits for sustainable transport including new routes through the site in both east/west and north/south directions as well as improved access to cycle hire facilities. The substantial public realm improvements with the creation of two new east-west routes which will significantly improve permeability and connectivity in the area. The proposal would provide an extensive improvement to the streetscape together with new active frontages which would improve the experience for pedestrians, and provide for natural surveillance. The new public spaces are a particular benefit of this development, offering a range of spaces with distinct characters including a substantial 'cultural space' at the entrance to the cultural venue.
412. The design of the new buildings, which in some cases are significantly taller than their predecessors on the consented scheme, is considered to be of the highest quality and will make a substantial, positive contribution to the skyline of London and the cluster of tall buildings at the northern end of Blackfriars Road. The buildings would have limited impacts on views and would not materially impact any LVMF views. There would be limited impact on identified heritage assets.
413. It is acknowledge that there would be impacts on nearby residents in terms of daylight and sunlight however these are considered to be acceptable both in isolation and in the context of the impacts established as part of the consented scheme. The development

does provide for gaps between buildings and views across the site and the omission of building SH-E from the consented scheme provides additional relief on Hopton Street. The proposed impacts are therefore considered acceptable in the context of the consented scheme, the flexible application of the BRE guidelines and the central London location.

414. The impacts identified in the Environmental Statement have been assessed and taken into account and should be considered in determining the application. No impacts of a significant scale have been identified which are not capable of being mitigated through detailed design, through conditions, or through provisions in the s106 agreement.
415. It is therefore recommended that planning permission be granted, subject to conditions, the completion of a S106 Agreement and referral to the GLA.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Southwark Local Development Framework and Development Plan Documents	Place and Wellbeing Department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 1412 Council website: www.southwark.gov.uk

APPENDICES

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

AUDIT TRAIL

Lead Officer	Simon Bevan, Director of Planning	
Report Author	Terence McLellan, Team Leader	
Version	Final	
Dated	12 February 2020	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Finance and Governance	No	No
Strategic Director of Environment and Leisure	No	No
Strategic Director of Housing and Modernisation	No	No
Director of Regeneration	No	No
Date final report sent to Constitutional Team		12 February 2020