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<b>Item No.</b> 6.1	<b>Classification:</b> OPEN	<b>Date:</b> 1 December 2020	<b>Meeting Name:</b> Planning Committee
<b>Report title:</b>	<b>Development Management planning application:</b> Application 20/AP/1009 for: Full Planning Application  <b>Address:</b> 25 LAVINGTON STREET, SOUTHWARK, LONDON, SE1 0NA.  <b>Proposal:</b> Redevelopment of the site including partial demolition of existing buildings and erection of two buildings including basement and above ground development of 10 and 15 storeys (in addition to plant) to provide office use (Class B1), retail use (Class A1), flexible retail and leisure (A1/A3, A3/A4, D2/A3/A4), landscaping, public realm, highway works, disabled car parking, cycle parking, plant and associated works.		
<b>Ward(s) or groups affected:</b>	Borough and Bankside		
<b>From:</b>	Terence McLellan		
<b>Application Start Date</b>	30.04.2020	<b>PPA Expiry Date</b>	31.03.2021
<b>Earliest Decision Date</b>	23.07.2020		

## 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. In the event that the requirements of paragraph 1 above are not met by 31 March 2021, the Director of Planning be authorised to refuse planning permission, if appropriate, for the reasons set out under paragraph 247.

## EXECUTIVE SUMMARY

3. In January 2018, the Planning Committee resolved to grant planning permission for the redevelopment of the application site to provide housing, offices and some retail floor space in buildings up to 21 storeys in height. During the course of negotiating the Legal Agreement after committee, the developer sold the site to the current applicant, who withdrew the application in order to proceed with a commercial led scheme which is now the subject of the current application.
4. The current proposal is for an office-led mixed-use development with new retail and leisure space on a large, centrally located and accessible

brownfield site located on Lavington Street. The two existing buildings on the site have been much altered over the years and whilst they are still in use they are inefficient by modern office standards.

5. The proposal would seek to retain one of the existing buildings and undertake significant works to refurbish and re-purpose it. This would include a new five storey vertical extension and internal reconfiguration to provide high quality office space with two retail units at ground floor. The development would also see the removal of the second building and redevelopment to provide a new 15 storey office building with some retail and leisure use at ground floor.
6. At street level the proposed buildings would be much more engaging with active frontages and visual interest along Lavington Street and the new central public realm. Pavement widths would be increased and a much more pleasant environment for pedestrians would be created.
7. The development would result in the creation of a generous and well lit central public space located between the two buildings and accessed from Lavington Street. In addition to providing a high quality and well planted open space, the public realm would provide access to the railway viaduct, opening up a new section of the low line and providing a new pedestrian route from Lavington Street to Ewer Street.
8. The design of the proposed development is considered to be high quality and the office space being provided would meet modern requirements. The development would include 10% of the uplift in office floorspace as affordable workspace which would meet the demands of micro to medium sized businesses as well as start-ups and enterprises looking to expand.
9. The site is located in the Central Activities Zone, the Bankside Borough and London Bridge Opportunity Area and the Bankside and Borough District Town Centre, and is allocated in the New Southwark Plan as NSP01. The proposals are consistent with the objectives of the development plan for this area.
10. The impact on the amenity of neighbours in terms of privacy, outlook and impact on natural light is set out in the report, and it is concluded that whilst there will be some limited impacts, these would be consistent with the character of the area and would be in line with the flexibility expected by the BRE when looking at dense urban environments
11. The Impact on the highway network, public transport and sustainability are also assessed in the report, and no significant harm is identified which would warrant withholding planning permission, provided that suitable mitigation is secured through conditions and the s106 agreement.
12. Following neighbour consultation, one letter of objection was received setting out objections on the basis of noise, nuisance and disturbance.

## **BACKGROUND INFORMATION**

## Site location and description

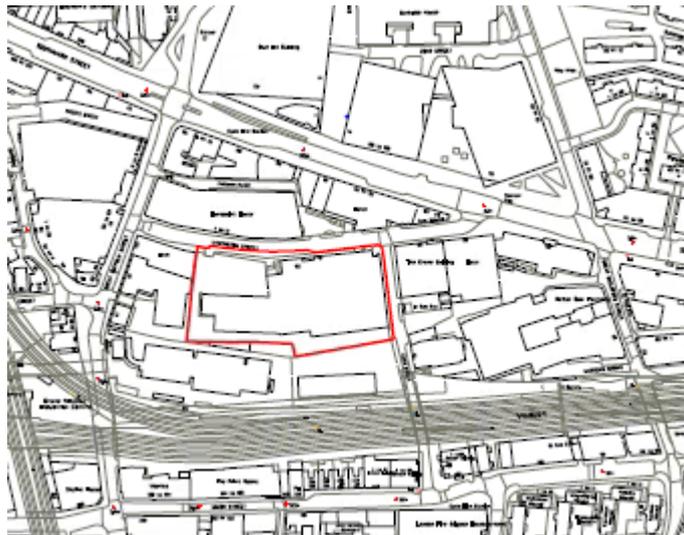
13. The application site is a 0.65 hectare rectangular plot located at 25 Lavington Street which is currently occupied by two linked buildings (known as east and west) that rise to five storeys. The buildings are partially set back from Lavington Street at the western end of the site resulting in an open courtyard which is used for car parking and servicing. The original buildings date from the 1950s and were initially in use as a print works although there have been later additions. The buildings were subsequently converted to office use and are currently leased to Sustainable Ventures who are a provider of workspace for sustainable businesses and another business named The Photographic Angle.
14. Due to their original use as an industrial print works, the buildings have large volumes of space which would have been appropriate for housing printing presses and other large scale machinery necessary for the original function. This space has been modified over the years in order to provide space for office use including the introduction of mezzanines, cellular offices and raised floors. The existing buildings are therefore much altered and inefficient by modern standards. They are poorly arranged with deep floorplates that are further interrupted by large columns and circulation spaces which in turn impede access to natural light.

Image – Existing building



15. The site is located within the Central Activities Zone and is surrounded by mixed commercial and residential uses including hotels, offices, student accommodation and flatted dwellings. The site has street frontages onto Lavington Street and Ewer Street and is bound to the south by Network Rail offices and the Grand Vitesse railway viaduct which dates from 1836. Further to the west is Great Suffolk Street. Principal road routes located close to the site include Southwark Street and Blackfriars Road. Southwark Underground Station lies approximately 480m to the west whilst Blackfriars Station is the closest mainline railway station to the site, being located to the north at a distance of approximately 600m.

### Site Plan



16. Building heights within the immediate area range from two storeys up eight/ten storeys, with some taller elements within the wider area such as Neo Bankside at 24 storeys. Taller developments that have been consented and are in the early stages of construction include the development at Ludgate House and Sampson House which rises to 49 storeys and the development site known as 18 Blackfriars which includes buildings up to 53 storeys in height.
17. As previously mentioned, the railway viaduct site to the south is owned by Network Rail. Prefabricated offices (for use by Network Rail) are located on the surface of the viaduct alongside some car parking. At ground level the space is used as a car park. Access to the offices for pedestrians is via an entrance on Great Suffolk Street whilst vehicles gain access via a ramp starting on Dolben Street. The pre-fabricated offices benefit from a temporary consent which will expire in March 2024. Beyond that Network Rail have aspirations to develop the site however no firm proposals have been brought forward to date and the Council is not currently in any pre-application discussions regarding the site.

### Details of proposal

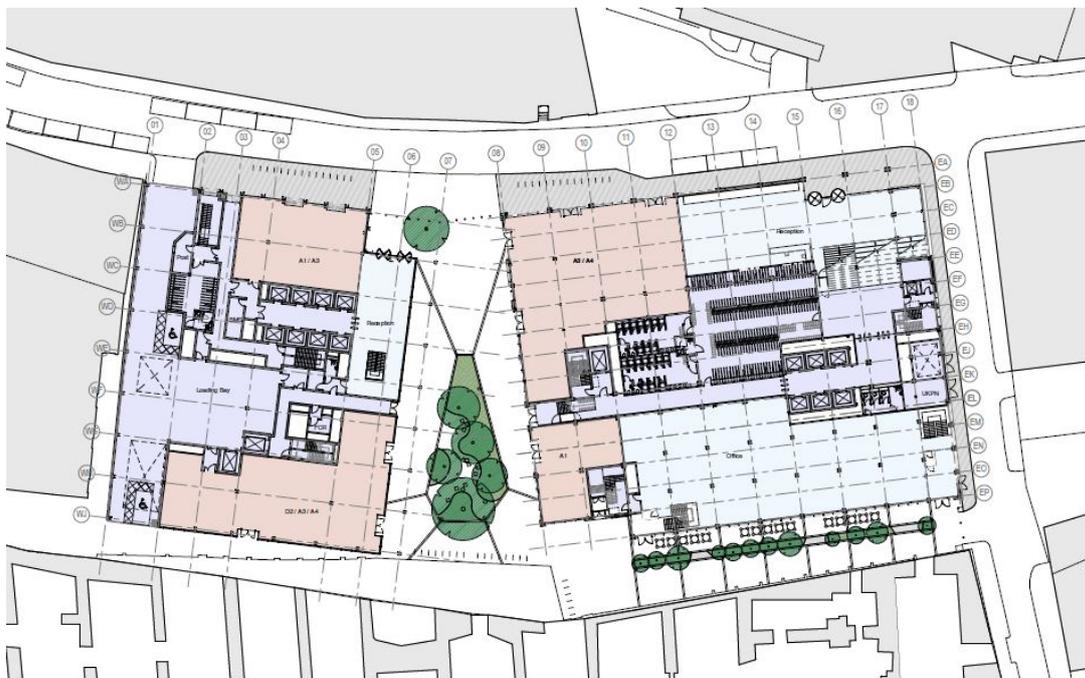
18. Planning consent is sought for the complete demolition of the West Building and redevelopment of the site with a retained and extended East building to provide two separate buildings arranged around a new central public realm

that would also provide a new pedestrian route linking Lavington Street to the railway arches and Ewer Street. The proposed quantum of floorspace is set out as follows:

Proposed Use	Proposed Floorspace (sqm GIA)
Class B1 Office	50,155
Class A1 Retail	138
Flexible Class A1/A3	214
Flexible Class A3/A4	615
Flexible Class A3/A4/D2	642
Total	51,764

19. The West Building would be completely demolished and replaced with a new 15 storey building with two levels of basement. This building would principally be Class B1 office space however there would be two commercial units at ground floor. The first commercial unit would face onto Lavington Street and would be for Class A1/A3 (retail/café/restaurant) use. The second retail unit would have frontages onto the new public realm and the railway arches as well as extending down into the basement and would be for Class A3/A4/D2 (drinking/dining/leisure) use.
20. The lower six storeys of the East Building would be retained, with a four storey extension which would bring the East Building to ten storeys plus a lower ground floor and basement. This building would also be primarily in Class B1 office use although there would be a Class A3/A4 retail unit on the corner of Lavington Street and the new central public realm which would also extend to basement level. A further smaller Class A1 retail unit would be located to the rear corner of the East Building, fronting the new public realm and the railway arches.
21. Both buildings would be linked below ground at upper basement level. There would be a vehicular access to the new West Building from Lavington Street and this would provide access to a loading bay which would be used to service the entire development through the linked basements.

Image – Proposed ground floor layout



22. The development is proposed as car free with the exception of two accessible car parking spaces which would be provided within the site alongside 805 cycle parking spaces.

### Planning history

23. On the 30 January 2018, the Planning Committee resolved to grant planning consent to application 16/AP/2668 for:
24. *Demolition of existing buildings and redevelopment of the site to provide a 10 storey (plus basement) commercial building with two flexible A1/A3/B1 units at ground/basement level and B1 floorspace on all upper levels and accessible parking/vehicular access and servicing from Ewer Street; 170 apartments in three residential buildings at 8, 13 and 21 storeys (plus basement, including roof plant) with a flexible A1/A3/B1 unit at basement/ground floor level; parking/vehicular access from Lavington Street; 3 mews houses (3 storeys); new public realm; hard and soft landscaping; pedestrian routes; alterations to the public highways including widened footways, relocated parking and service bays, tree planting, resurfacing and associated works.*
25. Following the resolution to grant consent, officers commenced negotiations with the applicant on the S106 Agreement in order to prepare the application for Stage II referral to the Mayor of London. During the course of these negotiations, the developer sold the site to the current applicant, who withdrew the application in order to proceed with a commercial-led scheme which is now the subject of the current application. As such, no decision was ever issued on application 16/AP/2668.

Image – Resolution scheme



26. Following withdrawal of the resolution scheme, the applicant undertook a detailed pre-application exercise with the Council. This was an ongoing and iterative process involving a series of meetings in order to resolve outstanding issues regarding height, scale, massing, detailed design and public realm.

### **Planning history of adjoining or nearby sites**

27. 18/AP/1603 – Sampson House, 64 Hopton Street, SE1 9JH  
 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.  
 Decision: Resolved to Grant Permission subject to S106 and Mayoral Referral.  
 Decision date: 24/02.2020  
 This application is with the Greater London Authority as part of the Stage II Mayoral Referral process.
28. 16/AP/5239 – Land at 18 Blackfriars Road  
 Redevelopment of site to create four levels of basement and the erection of six buildings ranging from five to 53 storeys plus plant (heights ranging from 23.1m AOD - 183.5m AOD) to provide; office space (Class B1); 548 room hotel (Class C1); 288 residential units (Class C3); flexible retail uses (Classes A1/A2/A3/A4); restaurant (Class A3); music venue (Class D2);

storage (Class B8); new landscaping and public realm; reconfigured vehicular and pedestrian access; associated works to public highway; ancillary servicing and plant; car parking and associated works.

Decision: Granted with Legal Agreement

Decision date: 19/07/2017

This development has been implemented and is in the early stages of construction.

29. 13/AP/2075 – Isis House, 67-69 Southwark Street  
Demolition of existing building and erection of a part 13, part 16 storey building comprising a retail unit on the ground floor (Use Class A1) and 9 self-contained residential units above (Use Class C3).  
Decision – Granted with Legal Agreement  
Decision date: 06/05/2014  
This development has now been completed.
30. 12/AP/3940 – Ludgate House (Blackfriars Road) and Sampson House (Hopton Street).  
Demolition of existing buildings and the construction of a mixed use development totalling 144,622 sq.metres GEA comprising 489 flats (Class C3), 45,378 sqm (including basement) of offices (Class B1), 2,627sqm of retail (Classes A1-A5), 1,969sqm of community uses (Class D1) and 1,014sqm of gym (Class D2). New open space including formation of two new east-west routes, new public square, reconfigured vehicular and pedestrian access and works to the public highway with associated works including landscaping and basement car park for 200 cars (including 54 disabled car parking spaces) plus servicing and plant areas. Change of use of the railway arches from a nightclub to retail, gym and community uses. Configuration of the toilet block for retail uses and toilets.
31. The development contains of 9 new buildings: Ludgate A: 13 storeys (62.08m AOD), Ludgate B: 49 storeys (169.60m AOD), Ludgate C: 15 storeys (73m AOD), Sampson A: 17 storeys (62.85m AOD), Sampson B: 31 storeys, (112.10m AOD), Sampson C: 27 storeys (98.30m AOD), Sampson D: 14 storeys (60.80m AOD), Sampson E: 5 storeys (24.6m AOD), Sampson F: 6 storeys (28.9m AOD).  
Decision: Granted with Legal Agreement  
Decision date: 08/10/2013  
This development has been implemented and is currently under construction.

## **KEY ISSUES FOR CONSIDERATION**

### **Summary of main issues**

32. The main issues to be considered in respect of this application are:
- Principle of the proposed development in terms of land use;
  - Affordable workspace

- Design, layout, heritage assets and impact on Borough and London views;
- Landscaping and trees;
- Impact of proposed development on amenity of adjoining occupiers and surrounding area;
- Transport and highways;
- Noise;
- Energy and sustainability;
- Ecology and biodiversity;
- Air quality;
- Ground conditions and contamination;
- Water resources and flood risk;
- Archaeology;
- Wind microclimate;
- 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;
- All other relevant material planning considerations

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

## **Legal Context**

34. 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. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires decision-makers determining planning applications for development within Conservation Areas to pay special attention to the desirability of preserving or enhancing the character or appearance of that area. Section 66 of the Act also requires the Authority to pay special regard to the desirability of preserving listed buildings and their setting or any features of special architectural or historic interest which they possess.

35. 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**

36. The statutory development plans for the Borough comprise the London Plan 2016, Southwark Core Strategy 2011, and saved policies from The Southwark Plan (2007 - July). The National Planning Policy Framework (2019) and emerging policies constitute material considerations but are not

part of the statutory development plan.

The site is located within the:

- Air Quality Management Area
- Bankside, Borough and London Bridge Strategic Cultural Area
- Bankside, Borough and London Bridge Opportunity Area
- Archaeological Priority Zone
- Central Activities Zone
- Bankside and Borough District Town Centre
- Proposal Site NSP01

37. The site has a Public Transport Accessibility Level (PTAL) of 6b where 1 is the lowest level and 6b the highest, indicating excellent access to public transport.
38. The site is located within Flood Zone 3 as identified by the Environment Agency flood map, which indicates a high probability of flooding however it benefits from protection by the Thames Barrier.
39. The site does not sit within any of the London View Management Framework (LVMF) protected views. The site does not fall within a conservation area and there are no listed buildings on or adjoining the site, although 97 and 99 Southwark Street further to the north of the site are Grade II listed. The closest conservation areas are Thrale Street and Union Street that lie to the east and south east respectively. The policies considered to be the most relevant are set out below.

#### National Planning Policy Framework (NPPF)

40. The revised National Planning Policy Framework ('NPPF') was published in February 2019 which sets out the national planning policy. 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.
41. Chapter 2 Achieving sustainable development  
Chapter 6 Building a strong, competitive economy  
Chapter 7 Ensuring the vitality of town centres  
Chapter 8 Promoting healthy and safe communities  
Chapter 9 Promoting sustainable transport  
Chapter 11 Making effective use of land  
Chapter 12 Achieving well-designed places  
Chapter 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

- 42. 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 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

43. 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 10 - Jobs and businesses  
Strategic Policy 12 - Design and conservation  
Strategic Policy 13 - High environmental standards

#### The Southwark Plan 2007 (Saved policies)

44. In 2013, the Secretary of State issued a saving direction in respect of certain policies in the Southwark Plan 2007. These saved policies continue to form part of the statutory development plan. 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 3.18 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

45. Design and Access Statements SPD 2007  
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

46. Central Activities Zone SPG 2016  
Character and Context (SPG, 2014)  
Energy Assessment Guidance (2018)  
London View Management Framework 2012  
Sustainable Design and Construction (Saved SPG, 2006)  
Town Centres (SPG, 2014)

### **Emerging policy**

#### Draft New London Plan

47. The draft New London Plan was published on 30 November 2017 and the first and only stage of consultation closed on 2nd March 2018. Following an Examination in Public, the Mayor then issued the Intend to Publish London Plan, which was published in December 2019.
48. The Secretary of State responded to the Mayor in March 2020 where he expressed concerns about the Plan and has used his powers to direct changes to the London Plan. The London Plan cannot be adopted until these changes have been made.
49. The draft New London Plan is at an advanced stage. Policies contained in the Intend to Publish (ItP) London Plan published in December 2019 that are not subject to a direction by the Secretary of State carry significant weight. Paragraph 48 of the NPPF states that decision makers may give weight to

relevant policies in emerging plans according to the stage of preparation of the emerging plan, the extent to which there are unresolved objections to the policy and the degree of consistency with the Framework.

GG1: Building strong and inclusive communities  
GG2: Making the best use of land  
GG3: Creating a healthy city  
GG5: Growing a good economy  
GG6: Increasing efficiency and resilience  
SD1: Opportunity Areas  
SD4: The Central Activities Zone  
SD5: Offices, other strategic functions and residential development in the CAZ  
SD6: Town centres and high streets  
SD7: Town centres development principles and Development Plan Documents  
D1: London's form, character and capacity for growth  
D2: Infrastructure requirements for sustainable densities  
D3: Optimising site capacity through the design-led approach  
D4: Delivering good design  
D5: Inclusive design  
D8: Public realm  
D14: Noise  
S1: Developing London's social infrastructure  
E1: Offices  
E2: Providing suitable business space  
E3: Affordable workspace  
E9: Retail, markets and hot food takeaways  
E11: Skills and opportunities for all  
HC1: Heritage conservation and growth  
G1: Green infrastructure  
G5: Urban greening  
G6: Biodiversity and access to nature  
G7: Trees and woodlands  
SI1: Improving air quality  
SI2: Minimising greenhouse gas emissions  
SI7: Reducing waste and supporting the circular economy  
SI12: Flood risk management  
SI13: Sustainable drainage  
T1: Strategic approach to transport  
T2: Healthy streets  
T3: Transport capacity, connectivity and safeguarding  
T4: Assessing and mitigating transport impacts  
T5: Cycling  
T6: Car parking  
T7: Deliveries, servicing and construction  
T9: Funding transport infrastructure through planning  
DF1: Delivery of the Plan and Planning Obligations.

#### New Southwark Plan (NSP)

50. For the last 5 years the council has been preparing the New Southwark Plan

(NSP) which will replace the saved policies of the 2007 Southwark Plan and the 2011 Core Strategy. The council concluded consultation on the Proposed Submission version (Regulation 19) on 27 February 2018. The New Southwark Plan Proposed Submission Version: Amended Policies January 2019 consultation closed in May 2019. These documents and the New Southwark Plan Submission Version (Proposed Modifications for Examination) were submitted to the Secretary of State in January 2020 for Local Plan Examination.

51. In April 2020 the Planning Inspectorate provided their initial comments to the New Southwark Plan Submission Version. It was recommended that a further round of consultation takes place in order to support the soundness of the Plan. Consultation on the Proposed Changes to the Submitted New Southwark Plan and additional evidence base documents started in August until 2 November 2020.
52. The Examination in Public (EiP) is expected to take place in early 2021 and the amendments within the Proposed Changes to the Submitted New Southwark Plan will be considered along with the consultation responses received at each stage of public consultation. It is anticipated that the plan will be adopted later in 2021 following the EiP.
53. 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.
54. The evidence base to support the NSP is substantially complete. The NPPF states that the more advanced the preparation of the plan, the more weight can be given. The NSP has been subject to six rounds of consultation and comprehensive consultation reports have been prepared at each stage in response to representations. The council received 332 representations to the Proposed Submission Version (2018) and as a result some policies were amended and further consultation took place in 2019. The council received 131 representations to the Amended Policies consultation. A full consultation report incorporating comments from both stages of the Regulation 19 consultation was prepared alongside Submission. The council is meeting various community planning interest groups, as well as preparing Statements of Common Ground with individuals and organisations who will be taking an active part in the EiP.
55. In response to the various rounds of consultation on the NSP, a variety of comments and objections were received from individuals, groups and businesses. Where no objections were received a draft policy can be given more weight than for policies where objections were received and have not been resolved, particularly where there is little change from current adopted policies. For example, the following NSP policies can be given moderate weight as no objections were received or they are very similar to policies in the development plan.

56. P12 Design of places  
P13 Design quality  
P15 Designing out crime  
P17 Efficient use of land  
P18 Listed buildings and structures  
P19 Conservation areas  
P22 Archaeology  
P32 Business relocation  
P48 Public transport  
P49 Highway impacts  
P50 Walking  
P52 Cycling  
P53 Car parking (no substantial objections were received, comments related to minimising residential car parking)  
P55 Protection of amenity  
P58 Green infrastructure  
P59 Biodiversity  
P60 Trees  
P61 Reducing waste  
P63 Contaminated land and hazardous substances  
P64 Improving air quality  
P67 Reducing flood risk  
P68 Sustainability standards.
57. Where draft policies are different from the adopted policy (or are completely new policies) and objections were received, the specifics of those objections and the differences from the adopted policy need to be considered for each planning application proposal. For example:
58. P27 Access to employment and training – objection was received relating to the financial burden.  
P29 Office and business development – objections related to the two year marketing justification and differentiation of B Class uses.  
P30 Affordable workspace – objections relating to strengthening the policy and including viability testing.  
P34 Town and local centres – objections relate to a lower threshold and strengthening the policy.  
P40 Hotels and other visitor accommodation – objections received in terms of the new ancillary features requirement.  
P46 Community uses – objections to strengthening this policy.  
P65 Reducing noise pollution and enhancing soundscapes – the agent of change principle in the NPPF must also be considered.
59. Where objections were received to a draft policy and these have not been resolved through revisions, that policy can have only limited weight. In these instances, the degree of change from adopted policy on these topics should also be considered. Examples of these policies include:
60. P54 Parking standards for disabled people and mobility impaired people.  
P69 Energy – objections that the December 2017 version P62 being too onerous for the carbon reductions

61. The NSP responds positively to the NPPF, by incorporating area visions, development management policies and 82 site allocations which plan for the long term delivery of housing. The NSP responds to rapid change which is occurring in Southwark and London as a whole and responds positively to the changing context of the emerging New London Plan.
62. Site allocation NSP01 covers the application site as well as the Network Rail site to the south. This designation seeks redevelopment of the site to provide employment use, new open space, new retail opportunities and enhancements to open up and enliven the Low Line. This will be discussed in more detail below.

## **ASSESSMENT**

### **Principle of the proposed development in terms of land use**

#### Introduction

63. The redevelopment of the site would be office led, creating a significant uplift in Class B1 office space in addition to the introduction of retail opportunities at street level and within a new public realm which would create active frontages where there is currently very little animation, activity or interest at street level.

#### *Policy background*

64. 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. Relevant paragraphs of the NPPF are considered in detail throughout this report

#### *Bankside, Borough and London Bridge Opportunity Area*

65. The London Plan designates Bankside, Borough and London Bridge as one of four Opportunity Areas in the London South Central area.
66. 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. This is further reflected in Policy SD2 – Opportunity Areas of the 'Intend to publish' London Plan which sets a target of 5,500 new jobs.
67. 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, retail and around 25,000 jobs by 2026. Additionally, Strategic Policy 10 states that between 400,000sqm and 500,000sqm of additional business floorspace will be provided within the Opportunity Area to help meet Central London's need for office space.

### *Central Activities Zone and Bankside and Borough District Town Centre*

68. 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.
69. In addition, part of the site is within the Bankside and Borough District Town Centre. 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.

### *Bankside, Borough and London Bridge Strategic Cultural Area*

70. The application site lies within the Bankside, Borough and London Bridge Strategic Cultural Area. Strategic Cultural Areas have been designated as such in order to protect and enhance the provision of arts, culture and tourism uses. Development of the tourism sector has significant local economic benefits through employment, regeneration and visitor spending in other local businesses. However, these developments must focus on effective visitor management and accessibility for all. Policy 1.11 of the Southwark Plan states that permission will be granted for new facilities provided they do not unacceptably compromise the character of an area. The policy states that management plans will be required for these uses in order to mitigate and manage impacts on local amenity.

### *Draft New Southwark Plan Site Allocation NSP01*

71. The New Southwark Plan is in its Proposed Modifications for Examination version and was submitted to the Secretary of State in January 2020 for Local Plan Examination. The examination in public and formal adoption is set to take place in 2021 and as such the policies currently have limited weight. The site is listed as an allocated site under the New Southwark Plan. The site allocation (NSP01) covers the application site as well as the Network Rail site to the south which is inclusive of the railway viaduct and extending to Great Suffolk Street to the west. The site allocation sets out that the development must:
- Provide at least the amount of employment floorspace (B class) currently on the site or provide at least 50% of the development as employment floorspace, whichever is greater; and
  - Provide ground floor active frontages with ground floor town centre uses (A1, A2, A3, A4, D1, D2) enhancing the Low Line walking route adjacent to the railway viaduct; and
  - Provide new open space of at least 15% of the site area.

72. The site allocation also sets out that the development 'should' provide

housing as opposed to it being a mandatory requirement under ‘must’.

### Conclusion on policy designations

73. The principle of a large scale development containing a mix of uses including Class B1 office space; Class A1/A3/A4 retail; and Class D2 would support the role and functioning of the Central Activities Zone and the Bankside and Borough District Town Centre as well as being consistent with the policies for the Opportunity Area and the Strategic Cultural Area. The acceptability of each use will be considered below.

#### *Offices*

74. 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).
75. 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.
76. Saved policy 1.4 of the Southwark plan states that development will be permitted subject to there being no net loss of Class B floorspace (subject to a number of exceptions)
77. The site currently provides 18,715sqm of employment floorspace. The proposed development would provide a total of 50,155sqm of Class B1 floorspace resulting in an uplift of 31,440sqm which meets the policy objectives of protecting employment floorspace and is welcomed as a significant benefit of the scheme. The provision of 50,155sqm of Class B1 floorspace would have the potential to provide up to 3,380 jobs which would be an uplift of approximately 2,980 jobs and satisfies the aims of the Core Strategy and London Plan in creating new jobs and high quality office space within the Central Activities Zone and the Opportunity Area.

#### *Retail*

78. The development would include flexible retail units (A1/A3/A4) at ground and lower ground level of both buildings. Across the proposed commercial units a total of 1,609sqm of flexible retail floorspace is proposed and can be broken down as follows:

Proposed Use	Proposed Floorspace (sqm) GIA
Class A1 Retail	138
Flexible Class A1/A3	214

Flexible Class A3/A4	615
Flexible Class A3/A4/D2	642
Total	1,609

79. The provision of new town centre uses such as retail is supported by saved Southwark Plan Policy 1.7 since the site lies within the Bankside and Borough District Town Centre. The retail units would activate the ground floor of the development, particularly within the new central public realm and along Lavington Street. The retail units would serve the existing population as well as visitors to the area and new workers and would contribute to the vitality of the Bankside and Borough District Town Centre. The current linked buildings have a very inactive frontage whereas the proposal would create a much more attractive, spacious, welcoming and open street environment with retail opening out onto the newly formed public space. This is consistent with site allocation NSP01.
80. 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.

#### *D Class Floorspace*

81. The development has made provision for a small area of Class D2 floorspace within one of the flexible retail units. The flexible Class D2 floorspace would amount to 642sqm and would be located at ground and basement level. The developer has not finalised what this use would be as no operator has been found at this stage, due to the development being at planning stage only, therefore a flexible use of Class D2 has been applied for. Under Class D2, the space could be used as a cinema, bingo hall, music venue or gym in addition to being used as Class A3/A4 retail under the overall flexible use being sought. Given the small size of the D2 space and its location to the rear of the site at ground and basement level it is considered that its inclusion would not significantly alter the local character of the area and as such would comply with saved policy 1.11 as well as meeting the objectives for development within the Strategic Cultural Area.

#### Conclusions on land use

82. The proposal involves the provision of high quality office floorspace alongside a range of acceptable town centre retail uses. The provision of new offices is fully supported and the provision of modern, high quality offices is considered to be a benefit of the scheme and would facilitate a growth of employment within the Central Activities Zone and Opportunity Area. The proposed development includes a mix of uses that are appropriate for the site's location within the CAZ, Opportunity Area, Strategic Cultural Area and District town centre.

#### **Affordable workspace**

83. Intend to Publish (ItP) London Plan Policy E2 - Providing suitable business space, seeks the provision of low cost Class 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 determined lower threshold) should consider the provision of a proportion of workspace that would be suitable for these target businesses.

84. ItP 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.
85. 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 new 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
86. Taking into account the requirements of emerging policy P30, the proposed development would need to provide at least 10% of the uplift in commercial floorspace as affordable workspace. Since the uplift in floorspace is 33,048sqm this would equate to 3,305sqm affordable workspace. The applicant proposes to meet this requirement in its entirety within the East Building, the West Building or a combination of both. As such the quantum of affordable workspace being provided is compliant with the emerging London Plan and New Southwark Plan policies.
87. In order to ensure the space is attractive to potential occupiers, the s106 agreement will require 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.
88. 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 discount of 25% 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;
  - detailed plans showing final location of affordable workspace;
  - 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.
89. As previously mentioned, the affordable workspace would be provided for 30 years, over the course of which the rental levels for each occupier would 'staircase' as set out below:
- 0-6 months at peppercorn rent;
  - 6-13 months at 40% of the Local Open Market Rent;
  - 14-22 months at 60% of the Local Open Market Rent; and
  - from month 23 onwards at 75% of the Local Open Market Rent.

## **Environmental impact assessment**

90. The applicant applied for a Screening Opinion under application reference 19/AP/5852.
91. Based on the assessment undertaken as part of the Screening Opinion, no significant likely effects were identified and accordingly the conclusion reached was that the proposed development would not be likely to have any significant effects upon the environment by virtue of factors such as its nature, size or location. The Screening Opinion concluded that the matters to be considered can be adequately assessed through the submission of technical reports submitted with the planning application. The proposed development was therefore not considered to constitute EIA development.
92. The applicant has submitted various technical reports in order to allow a full assessment of environmental matters and these are addressed individually in this report.

## **Design**

93. 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.
94. The relevant Southwark design and conservation policies are Strategic Policy 12 of the Core Strategy and Saved Policies 3.12, 3.13, 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

### *Site context*

95. The application site contains two substantial linked buildings of mainly three large storeys above a semi-basement level that addresses Lavington Street,

with an additional setback fourth storey and a further fifth that is L-shaped in planform and runs centrally along the length of the block and southwards, originally forming part of the building's west flank elevation. The linked building has been extended on several occasions, with smaller additions to its western flank, including an oddly-shaped brick and glass stair core

Image – Surrounding tall buildings



96. The site is located mid-point along Lavington Street, which is a short street that runs diagonally off from Southwark Street and connects through to Great Suffolk Street. The main building sits at the back edge of the pavement onto Lavington Street and occupies almost the full depth of the site, separated at the rear from the adjacent railway viaducts and former high level sidings (former Grand Vitesse depot) by a narrow service road that runs parallel to the viaduct and is gated onto Ewer Street. The building's western extensions sit back from Lavington Street, providing an off-street surface servicing area and car park.
97. The building sits among other substantial buildings and plots located off Southwark Street, reflecting the local area's industrial past and extensive redevelopment before and after the Second World War. Many have recently been adapted and extended or replaced with larger buildings for new commercial uses, making for a varied townscape. The area contrasts with the more traditional, finer grained built form that characterises other sections of Southwark Street and the streets beyond the railway viaduct, particularly

to the east. The building is not listed and not within a conservation area. The closest conservation areas are Thrale Street and Union Street which lie to the east and south east respectively. The nearest listed buildings are located at 89 and 97 Southwark Street (both Grade II).

### *Proposal*

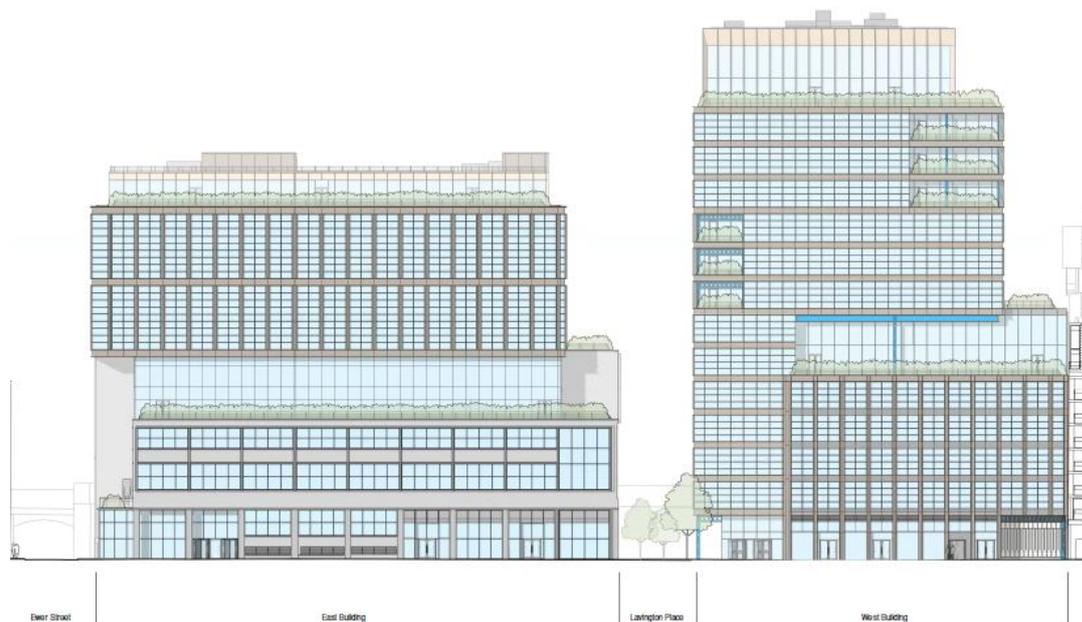
98. The application is for the part extension and part redevelopment of the building for high quality offices. The scheme is made up of two buildings arranged either side of a new central space. For the East Building, the proposal is to retain a significant part of the existing structure and to extend it to ten storeys, using a hybrid lightweight steel and Cross Laminated Timber (CLT) construction with unitised curtain wall glazing. The West Building comprises a new 15 storey block and uses the same hybrid construction and curtain walling, but throughout, taking the finish down to grade. The architecture has an industrial character that reflects the former printworks. It also has a strong sustainability focus, reusing a significant proportion of the current building fabric and its embodied energy. The central space is wedge-shaped, widening towards the viaduct to create a south-facing public open space. This new open space connects with the new route alongside the railway arches connecting to Ewer Street which is re-landscaped as a shared public space. The intention is to open up the public realm to address the railway arches, as part of the Low Line project.

### *Site layout*

99. The design approach in effect retains the extensive footprint and back-of-pavement condition of the existing main building and adds a further large footprint building on the same building lines to the west. However, the scheme makes a conscious effort to relieve the coarse-grained character of the built form by extensively opening up the ground floor of both buildings and by introducing a central public space. The development provides a series of office and retail frontages around much of the buildings' perimeters. Importantly, the public realm is activated and enlivened on all frontages rather than focussed on the central public space, which is supported.
100. The East Building's main entrance is located towards the corner of Lavington/ Ewer Street, where it is directly approached from the junction with Southwark Street. The entrance is legible and recessed back from the pavement to provide a decent threshold space, whilst the reception foyer is generous and welcoming, enlivening the street scene. Some 40% of the building's street elevation comprises retail, which then wraps around to form almost the entire frontage onto the new public space, with multiple entrances offering good activation and flexibility of use. The building's southern elevation is animated by large ground floor and semi-basement windows onto the offices and workshops at these levels, with end doorways offering access, though these are likely to be used more informally. A further building entrance is located on the corner of Ewer Street and the Low Line route. This

brings a more engaging appearance to this corner of the building and offers a greater flexibility of use, which is welcome.

Image – Lavington Street elevation



101. The West Building presents mainly retail onto Lavington Street with two shop entrances shown. The building's main entrance is recessed back from the street to provide a large threshold space, with its large reception foyer partly animating the new public space. Further retail completes the building's frontage onto the central space, as well as wrapping onto the rear service road with shop entrances on both elevations.
102. The central public space is generous in size and is well contained by the proposed buildings. The space opens up rearwards towards the railway viaduct; the latter's Victorian architecture providing an attractive backdrop and the potential for further activation with the re-purposing of the archways in the future. The public space is designed to be south-facing, providing good daylight penetration into the space. The public space connects eastwards with the proposed Low Line route connecting back to Ewer Street and improving local permeability. The new lane is shown ungated, although its free flow to the general public should be ensured by controls in the S.106. The use of the route as part of the Low Line is currently curtailed since the onward route is presently blocked on both sides of the scheme. Nonetheless, the proposed contribution to an extended public realm and improved local permeability are welcome.

Image – Lavington Street view



103. Importantly, servicing has been rationalised in the proposed layout, with both buildings serviced by a single, dedicated basement loading facility, which is positioned to the west of the site within the new building, with goods and refuse moved between buildings at basement level. This minimises the deadening effect of service bays and refuse storage on the ground floor elevations, and helps ensure the public realm remains uncluttered, which is welcome. Overall, although the buildings each have a large footprint, the ground floor condition should offer a varied and engaging public realm, with good access and good informal surveillance.

*Scale, height and massing*

104. The increase in height of the East Building would bring the building to 10 commercial storeys above a semi-basement level and an overall height of c.46m (including plant). The new West Building would be 15 commercial storeys above grade, with an overall height of c.62m (including plant). Both buildings would meet the definition of tall buildings by exceeding 30m in height.

105. Looking at the local context within Lavington Street, by comparison both proposed buildings would rise above their immediate neighbours, with the increase in height of the West Building being particularly significant. Whilst there is some variety of storey heights, the street is characterised as generally mid-rise of between 22m (Europoint House) and 29m (Premiere Inn). However, the wider context has changed with the more recent developments of the 16-storey Isis House (53m) at 67-69 Southwark Street on the junction with Lavington Street, and the 14-storey student housing block (41m) immediately to the west of the site, at the rear of 15 Great Suffolk Street. Generally, the East Building is not dissimilar in height to these taller buildings, albeit the West Building rises prominently above.

Image - Lavington Street long views



106. A material consideration is that the Council had been minded to grant approval for a mixed-use scheme for the application site that included a 10 storey office building (c.44m) in much the same location as the East Block and a series of residential towers that stepped in height to 21 storeys (c.70m). The application was given a resolution to grant permission by the Planning Committee but was subsequently withdrawn by the new site owners prior to completing the Stage II Mayoral referral process.
107. The currently proposed height, combined with the large building footprints, makes for two substantial buildings within a densely built-up context. The main consideration is how the height and massing are articulated and the overall scale perceived within the local context. Both buildings are extensively articulated to break up their volumes and to help ground them within their immediate context. In the instance of the East Building, the former industrial building is effectively used as the base of the new office building; with its primary 3.5-storey (20m) volume retained onto Lavington Street and sitting moderately below the 5-storey shoulder heights of its neighbours to the east (20 and 22 Lavington Street) and Europoint House opposite.
108. Above this base, the new extension is conceived in three parts: a 2-storey 'margin' which is still within the massing of the existing building; the 4-storey middle; and the single storey rooftop pavilion. The margin is formed by setting in the massing by 6m behind the main façades, mimicking to an extent the massing of the upper floors of the current building. The margin would not be generally seen from street level. Above this, the massing then

cantilevers out to read as an evident addition to the original building. Its four storey volume establishes a new main building height of ten storeys (40m).

109. The extensive articulation of the East Building, coupled with the elevational treatment, work well to break down the apparent scale of the new building and to confirm a comfortable scale at its base onto the street. Moreover, it brings clarity of form and a dynamic quality to the new addition above, which is engaging. These features are evident in the townscape views along Lavington Street towards the East Building (View 16). The same qualities are brought to the 'rear' elevation onto the service road, where the new upper volume would be seen to sit above the adjacent viaduct. They are also brought round onto the flank elevations onto Ewer Street and the new space, albeit the original five storey central spine briefly interrupts the margins on both elevations, but which only adds to the articulation and visual interest. Overall, the scale of the East Building is well handled.
110. Whilst the West Building is new, it uses much the same massing devices as its partner building. It presents a similar lower rise element onto Lavington Street, establishing a familiar shoulder height onto the street, although in this instance achieving five storeys within a 22m height and mediating well with the neighbouring seven storey shoulder height of the Premier Inn Building (15 Great Suffolk Street). The main building volume is recessed back behind the street volume, and is again separated in part by a two storey 'margin', which sets in approximately six metres from the façade below, with the main volume cantilevering above. The main volume rises above this for an additional six floors, establishing a primary building height of 13 storeys (53m). Whilst two further set back storeys (62m) are provided, they are recessed back some nine metres from the north elevation and would not be seen from the street. In addition to the main articulation, two groups of stacked corner balconies cut into the façade, eroding the main mass.
111. In terms of visual impact, whilst the main volume would be evident, it would be seen to sit back and discretely from the street volume, with the latter maintaining the contextual shoulder line and a coherent scale onto Lavington Street. The cantilever with a slight twist in the alignment of the upper volume bring the same dynamic quality to the designs and an obvious dialogue with its partner building. However, it also allows the main building to be read within a separate context to the street, one that is more related to the new central space, as illustrated in the townscape views along Lavington Street. Its presence in the background, however, would emphasise the built-up character of the local townscape.
112. Unlike the East Building, the same articulation is not carried round onto the remaining side, with each responding to their own contexts. In terms of the public space, the massing is more straightforward, with the built form extruded upwards to the primary building height of 13 storeys. The main articulation comes from lifting part of the tall ground floor onto columns to provide an arcade onto the public space, emphasizing a sense of base; and only modestly setting back the final uppermost floors, which can be read as a

top, bringing a hierarchy to the building. A further group of stacked, cut-out balconies bring some movement to the massing. The scale of the building is sufficiently relieved by the generous size of the public space and its open aspect towards the south.

113. The rear (south) façade is simpler, being a relatively flat façade across its height and much of its breadth, with the uppermost floors brought onto the same façade line. Elements of articulation are provided by a projected bay that runs between second and eighth storey and the stacked, cut-out balconies above on the southwest corner. Its scale and simplicity works with the notion of being onto the rear lane enclosed by the viaduct, adding a distinctly urban quality to the street scene. Lastly, the west elevation is notable for the eroded profile of the upper floors, generated by the cut-out balconies, and for the off-set position of the top floors. This elevation is experienced mostly in long distance views, where the top floors almost appears to project over the main building's edge. In these views the building is seen in isolation and distant from any townscape context.
114. Overall, the new building is substantial, but sits sufficiently well within Lavington Street, which is characterised by large floorplate buildings. Its lower massing onto Lavington Street is particularly welcome, infilling the current off-street parking area and completing the street frontage. The additional height and massing are well handled. The proposed buildings must be regarded in the wider locality of Bankside, with its occasional tall slender buildings (Neo-Bankside), but also its occasional substantial office building (Blue Fin Building). The proposed West building would read very much part of this scale and character of Bankside.

### *Architecture*

115. Looking at the East Building, the design approach is to re-purpose the existing foundations, concrete frame and heavy floorslabs of the main building, and to remodel the existing brickwork elevations at ground, first and second floor levels to provide a more perforate ground floor level, whilst retaining the robust character of the host architecture. Importantly, this includes reinstating the south elevation in brickwork with traditional bay openings, replacing the crude curtain walling of the previous adaptation scheme. The building was previously adapted for offices. The brickwork brings a simple, but handsome solidity to the base of the building, and a texture and patina of age that helps embed the building within its local context. The replacement brickwork is recycled from the demolition of the existing extensions, albeit a condition is recommended to confirm the brickwork and any substitution that may be required.
116. The base is then extended upwards seven additional floors, using a hybrid system of cross laminate timber (CLT) and steel for the main body of the building. The new volume above has a contrasting architecture, with a distinctive change in material finishes and detailed designs; the modern, unitised curtain walling system with aluminium framing bringing a lightness to

the new volume. Its detailed design is nonetheless complementary, with the aluminium framing profiled and coloured to give a modern, industrial aesthetic, similar to cast iron or blackened steel. Cast or translucent glass would be used for solid or opaque panels. The framing has a vertical emphasis, which contrasts with the horizontality of the building and the brickwork below, which is an appealing detail.

117. The distinction between the heavyweight base and lightweight body is emphasised by recessing the third and fourth floors in a glazed 'girdle' and cantilevering out the main volume above. This articulation gives the two volumes greater individual expression, as well as brings an engaging, dynamic quality to the composition. Finally, the top floor addition is recessed and not seen from street level, but is nonetheless thoughtfully designed; its lightweight framing complementary in appearance and helping to conceal the rooftop plant. Overall, the elevational design of the East Building is well considered and appealing.
118. The 15 storey West Building is more straightforward in its design, with its use of the same hybrid structural framework and unitised, aluminium-framed, curtain-walling system throughout. The facades are expressed as a rational, modular grid. The detailed architecture comes from raising the front of the building onto exposed structural columns that form a colonnade onto the new space; switching the vertical and horizontal design emphasis of the framing across the different facades; and from introducing groups of stacked balconies and terraces enlivened with greenery that bring movement and occasional softness to the modern, industrial-aesthetic. The double-storey rooftop pavilion is notable for being offset both towards the front façade and particularly the south, where it appears to hover above the roofline, adding a sense of drama. Overall, the architecture is strong and sufficiently engaging. The less corporate and more quasi-industrial character is particularly welcome and complements its partner building, bringing a good sense of place to the new central public space. The success of the architecture, however, is dependent on the detailing and material finishes, which should be conditioned to ensure their high quality. This would include the profiles and finishes of the columns and metalwork frames.
119. Regarding the functional quality of the new offices, the specification is high, with good-sized office floorplates, sensibly placed cores and the use of CLT with steel that offers the flexibility for double-height spaces or additional stairs. The opportunity for several entrances at ground floor level within the East Building brings further flexibility to the designs.

Image – New public realm



120. The internal ceiling heights are excellent, with 2.8m headroom to trusses and 3.7m to soffit finish for the East Building and 2.75m to trusses and 3.45m to soffit finish for the West Building on the main floors, and double-height spaces at ground. The upper floor offices have mixed-mode ventilation, with vent panels discreetly incorporated into the framing system. The floor to ceiling glazing provides good levels of daylight penetration, with the frame depths adjusted in relation to each façade's orientation to provide an element of solar shading. The East Building in particular features a large central atrium that runs from the third floor upwards, making good use of an existing rooflight within the host building. The internal finishes are mostly in timber, bringing warmth and texture to the designs. The layout features balconies, terraces and planted roof gardens for use by the tenants.
121. Overall, the architecture is well considered and sustainable with its repurposing of the existing building's main structure and use of CLT. The designs have an engaging quality that work well compositionally and should make for contemporary, high quality offices. The buildings are substantial in scale, but reflect the coarse-grained character of the area and remain comfortably scaled for the immediate street context. The buildings are perforate, providing good activation and animation of the street scene, including the new central public space. The proposals are of a sufficiently high standard of architecture and urban design, and would be a notable improvement in the local townscape within Lavington and Ewer Street.

#### *Tall buildings*

122. The two proposed buildings reach a maximum of 46m and 62m above grade, when measured to the top of plant enclosures, which meet the definition of a tall building. The buildings are located within CAZ and Opportunity Area, where intensification of development is generally appropriate. The wider area contains a number of tall buildings, including Isis House, Neo-Bankside the Blue Fin Building. Other tall buildings are under construction in the wider area, including at the former Ludgate House site. That said, the tall buildings are nonetheless expected to comply with Saved Southwark Plan policy 3.20. Looking at the requirements in turn:

123. **Positive contribution to the landscape:** The development provides a number of significant extensions to the public realm, most notably the new public space and route through the site. The new wedge-shaped space is around 800sqm and would sit between the proposed buildings, presenting onto Lavington Street at its apex end. The space comprises hard landscaping and tree planting to soften the landscape. The public space opens southwards towards the railway viaduct, where it connects with the current service road and which would become a publicly accessible Low Line route through to Ewer Street, improving local permeability. The streetscape would be upgraded in a single surface treatment and include soft landscaping. The scheme also includes pavement extensions outside the main office entrances, setting back the reception to provide new threshold areas, and the possible widening and/or levelling of the footway at the entrance to the new public space to improve access. Subject to securing high quality landscaping and public access, the landscape contribution is commensurate with the scale of development.
124. **Point of landmark significance:** The site is located within the CAZ where tall buildings may be considered appropriate. Although the site itself does not mark a point of particular significance, it is part of a wider cluster of taller buildings moving towards the bridgehead of Blackfriars Bridge. The buildings would not stand as isolated features marking a specific point, but rather as part of the experience of a range of larger buildings, and emphasising the low line route and contribution to public space. The space would add to the series of public spaces in and around the Bankside area that are often associated with similar large-scale developments.
125. **Highest architectural standard:** The scheme is in part an extensive re-adaptation of an existing building that cleverly utilises the building's underlying structure to create a sustainable, high-quality office development. The scheme 'reinstates' the host building as an attractive, contextual base for a new structure above. The additional volume both complements and contrasts with the base, providing an architecture that is engaging and coherent. The designs are carried through to the second, taller building, which shares the same industrial character and finish. The architecture is convincing in its sustainable design approach, its aesthetic quality and high standard of office accommodation. Centred around an attractive public space, the new buildings should provide a distinctive sense of place.
126. **Relates well to its surroundings:** The tall buildings relate sufficiently well to their immediate surroundings in terms of their strongly articulated and engaging designs. Both buildings bring a low-rise volume onto Lavington Street, maintaining an evident shoulder line that relates well to neighbouring buildings and brings a coherency to the street. The more overt East Building on the junction with Ewer Street retains and remodels the existing building on site, maintaining its familiarity of form and materials, embedding the development within its context. The upper volume of the East Building and the treatment of the West Building have an industrial aesthetic that intimates the industrial character of the area. The ground floor plan of the new west building and the altered plan of the east building will ensure that the frontages are activated, bringing activity and animation to the street and

public routes.

127. **Positive contribution to the London skyline:** The proposed buildings will add to London's skyline, but as part of the general densification of the Central Activities Zone within Southwark. The buildings are tall enough to sit above the immediate setting, but not so tall as to dominate the wider context or define its skyline's profile. They will appear above local rooflines and read as further examples of substantial office buildings that increasingly typify the London Bridge, Bankside and Blackfriars areas. The East Building's silhouette is rational and ordered, with a distinct main roofline and a modest, setback pavilion that obscures the rooftop plant. The West Building presents a more varied silhouette, with corner balconies eroding its edges and the double-height rooftop pavilion distinctly offset. Nonetheless, the impact on the skyline is generally low-key and relatively calm; the drama being more mid-height with the dynamic cantilevers. Overall, the development's designs sufficiently meet the policy criteria for a new tall building.

Image – View from Great Suffolk Street



### *Townscape*

128. The submission includes a townscape visual impact analysis (TVIA) that provides 21 townscape images of the development, including 19 verified images, when viewed from locations in and around the Bankside area. In the majority of the CGI views the proposed development would not be highly visible. In large part, this is because of the relative narrowness of the streets, the nearby railway viaduct and other large buildings positioned relatively close by that tend to mask the development from wider view.

129. The taller elements of the development would be noticeable in views from Great Guildford Street (view 2), Borough High Street along Union Street (view 4) and occasionally within Union Street (views 5 and 6), Mint Street Park (view 7) and Sawyer Street (view 8). The upper floors are more obvious in the views from Loman Street/ Risborough Street (view 9) and Dolben Street (views 11 and 2), but generally the development is not imposing; its rational form and appearance sitting calmly as a large building within a built-up context. Two views, however, are more challenging. In the view along Scoresby Street (view 10) the building is seen in relative isolation and becomes a focal point within the townscape. Its form contrasts with the distant Shard, but importantly remains lower than the Shard in perspective, which retains its prominence as the outstanding landmark feature.
130. The other is within Southwark Street, where approaching from the west or Sumner Street (view 13) the development will be seen above the more moderate scaled Victorian townscape. However, the views are seen more in passing and the visual disruption is short-lived, and experienced as part of the more varied townscape experience within Bankside. Overall, the impact on the wider townscape is for the most part neutral.

#### *Heritage implications*

131. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities to consider the impacts of proposals upon a conservation area and its setting and to pay “special regard to the desirability of preserving or enhancing the character or appearance of that area”. Section 66 of the Act also requires the Authority to consider the impacts of a development on a listed building or its setting and to have “special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”. The NPPF provides guidance on how these tests are applied, referring in paras 193-196 to the need to give great weight to the conservation of the heritage asset (and the more important the asset, the greater the weight); evaluate the extent of harm or loss of its significance; and, where necessary, weigh this against the public benefits of the scheme. Para 197 goes on to advise taking into account the effect of a scheme on the significance of a non-designated heritage asset.
132. Significantly, its site does not align with any of the protected strategic views of St Paul’s or the protected borough views of the cathedral. It is also sufficiently distant from the River Thames not to appear in the backdrop to the Tower of London (World Heritage Site) or any of the riverside prospects, as illustrated by the modelled view from the Millennium Bridge, where the buildings would remain obscured by the massing of Tate Modern (see views A1 and A2). Nonetheless, the development does remain visible in a number of nearby and middle distance views, where it is seen within the settings of designated heritage assets although this is not in itself harmful.

#### *Impact on Listed Buildings*

133. The application site is in the vicinity of a number of listed buildings and structures (incl. bollards and railing), most notably: Hoptons Almshouses,

Hopton Gardens (Grade II\*) and the Kirkaldy Works, 99 Southwark Street (Grade II\*), along with 89, 97 and 124-126 Southwark Street (Grade II) to the northeast/ north; the Welsh Congregational Chapel (Grade II) and Former Fire Station and Winchester House (Grade II) in Southwark Street to the east/ southeast; and Rochester House, 43-44 Dolben Street; (Grade II) to the west of the site.

134. As with the townscape impacts, because of the scale and built up character of the urban fabric, the development is generally obscured from views when looking towards the listed buildings, including the Grade II\* Kirkaldy Works and Hopkins Buildings. Where the development is visible, it is often the uppermost storeys that are seen, but without appearing so prominent as to disrupt the settings of the listed buildings. In the view of Rochester House (view 11), the development is to the right of the Grade II listed building, where it is mostly obscured by the railway viaduct in the middle ground. The outcome is that it is read as being distinctly at a distance, where its rational appearance has no detrimental impact on the heritage asset. Similarly, in the view of the Welsh Chapel (view 18), the upper floors will be seen to the left of the listed building, but in the distance where they will form part of the evolving backdrop that would not affect the listed building's setting (view 18).
135. The exception is the view from immediately outside Neo-Bankside in Southwark Street (view 13), where the upper floors of the East Building appear above the Grade II listed warehouse (89 Southwark Street) and the final full floor and set back upper floor of the West Building sit directly above the unlisted 95 Southwark Street, but to the left of the Grade II listed Holmwood Buildings (97 Southwark Street) on the opposite corner. The development would be more obvious, but the view would be glimpsed and experienced within a wider context of large scale buildings. The impact on the settings would be minor and would not detract from the significance of the listed buildings.

*Impact on Conservation Areas and non designated heritage assets*

136. The application site is not within a conservation area, albeit the conservation areas Thrale Street and Union Street are located nearby to the east and south/ southeast of the site, respectively. The submission provides verified views from each of the conservation areas. Looking at them briefly, from the Thrale Street conservation area the most evident view towards the proposed tall buildings is from Thrale Street at its junction with Southwark Street (view 3). This confirms that neither building would be visible, being fully obscured by the mid-rise blocks along the main road (no.55, 57 and 59 Southwark Street).
137. From Union Street conservation area, the uppermost floors of the West Building are visible, as is the top of the East Building above the foreground buildings; although in the case of Flat Iron Square (view 5) and Mint Street park (view 7) and Sawyer Street (view 8) the views include trees that would obscure the buildings when in leaf. The buildings are more obvious in the westward views along Union Street towards its junction with Borough High Street, where the East Building would terminate the view and the West Building rise slightly to the left. However, they remain in scale with the middle

ground buildings within the conservation area and would become obscured by trees when in leaf (view 4). The buildings are fully obscured by the context in the view from Great Guildford/ Copper Street (view 16). Finally, closer by from Union Street/ Ewer Street (view 6), the buildings are distinctly visible rising above the railway viaduct. Though large, they appear calm and well-ordered, and do not dominate the context.

138. Overall, whilst the buildings are occasionally seen from nearby conservation areas, they do not detract from the views or harm their settings as heritage assets.

### *Landscaping*

139. The scheme includes extensive new landscaping both at street and roof levels that is well-designed and appropriate. At grade, the proposed central open space is set out as a central landscaped public space, comprising hard landscaping with tree cover. The hardscape is reclaimed bricks from the site. The printworks theme is brought through to the proposed street furniture, which features large, wooden cube seating that mimic oversized printing blocks
140. The soft landscaping includes a 170sqm area of tree planting and green space in the middle of the central public space, laid out as group of trees towards the south of the public space as well as planting on the pedestrian route to Ewer Street and the provision of a tree at the entrance to the public space on Lavington Street. The provision of trees is welcome; the balance of hard to soft landscaping within the space was initially a concern but the applicant has increased the planted area by 55% and now the balance between planting and hard landscaping is considered to be optimal.
141. Elsewhere, the currently gated service road at the rear is made publicly accessible and is resurfaced in reclaimed cobblestones as a shared surface, intended to provide mainly pedestrian access as part of the Low Line, connecting the new public space with Ewer Street, but also access to the railway arches. The choice of finish is potentially high quality and appropriate, helping to retain the industrial character of the context, although care will be needed in terms of ensuring comfortable disabled access. The route is lined on the north side by a planting swathe with several trees and bench seating. The green zone functions as part of a SUDs system, with rainwater run-off collected in repurposed holding tanks that would be sunk below pavement level. The approach is novel and provides an attractive amenity. The surrounding highway is repaved in concrete paving.
142. Finally, the buildings propose well planted high level terraces and rooftop gardens that whilst providing good amenity for the office tenants, are also occasionally glimpsed, providing a welcome green fringe to the buildings' shoulders and main rooflines.
143. Overall, the landscaping is generous, good quality and welcome in principle, and it is acknowledged that an element of events programming/ meanwhile activity would help to animate the space. An Urban Greening Factor of 0.3 would be achieved which is compliant with the standards set out in the ItP

London Plan and 15.6% of the site would be open space which meets the requirements set out in the New Southwark Plan site allocation. A condition for the landscaping is recommended in order to secure appropriate planting and species.

#### *Design Review Panel*

144. The proposals were considered by the Council's DRP at the pre-application stage in November 2019. The Panel acknowledged the opportunity for an exemplary scheme for sustainable design, with the re-purposing of the existing building and targeting of a carbon-neutral development. It accepted the general scale, albeit the Panel was not unanimous. However, it did highlight the plant rooms as being too prominent and the massing of the West Building as too much for the central open space, which consequently felt residual. It encouraged more articulation of its frontage. The Panel also highlighted the importance of activating the public realm and landscaping.
145. In response, the designs have been amended to better incorporate the plant, revising the set back top floor designs to incorporate the plant and extend their elevations to obscure the plant from view. The scale of the West Building has been modified and its massing eased, lowering elements and cutting stacked balconies into its main elevation onto the public space. The ground floor designs have evolved, with the retail predominating onto the public space and the main office reception helping to animate the space. The size of the central public space and the landscaping approach remain generally unchanged. Overall, the response to the DRP's comments has been generally positive.

#### Conclusions on design and heritage

146. The proposals are for a new office development that builds on the existing grain and texture of industrial buildings, providing two substantial, tall buildings set either side of a new public space. The scheme aims to be sustainable, making use of a significant element of the existing printworks as a base for a ten storey building, extended using a hybrid CLT and steel structure and modern curtain walling.
147. The 15 storey is new build using the new system throughout. Materials are recycled for use on the site where possible. The architecture is engaging, both in terms of its animation of the public realm and its appearance within Lavington Street and Ewer Street. The buildings are large scale, but are well articulated, bringing a coherency in shoulder height to the street, and a dynamic form above. Despite the buildings' scale, they are not especially prominent within the wider townscape; their ordered form and appearance sitting calmly within most backdrops and becoming part of the more varied townscape that is emerging within Bankside.
148. The development does not detract from the settings of the nearby listed buildings and conservation areas. The functional quality of the commercial offices is high. The development includes a new central public space and opens up a rear service road for public access, providing welcome public open space in a built-up area and increasing local permeability. Subject to

confirmation of detailing and material finishes (including landscape), the development should make for a high quality design with a strong sense of place

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

149. 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.
150. A development of the size and scale proposed has the potential to impact on the amenities and quality of life of occupiers of properties both adjoining and in the vicinity of the site.

#### Overlooking

151. 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.
152. This distance would be met in all instances with the exception of the building located on the adjacent site to the rear of 15 Great Suffolk Street. This is a tall building (14 storeys) that comprises student accommodation and the opposing façades between this building and the West Building would be nine metres apart. In this instance the separation distance is considered acceptable as the affected façade on the student accommodation building accommodates a stairwell, and bathrooms on either side of the stairwell. These are not habitable rooms and as such would not be impacted in terms of overlooking or sense of enclosure. There would be bedroom windows located at each end of this façade however these bedrooms benefit from additional windows on the north or south facades and as such it is considered that amenity levels would be retained.

#### Daylight

153. 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.
154. 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 dense urban environments and areas of modern high rise buildings, a higher

degree of obstruction may be unavoidable to match the height and proportion of existing buildings. The application site is located within an Opportunity Area within the CAZ and has been identified as suitable for a tall building. There are several examples of tall buildings within the local area including the completed developments at Neo Bankside and Bankside 123 as well as consented schemes at Sampson House and Ludgate House, and the site known as 18 Blackfriars Road, which are all within close proximity to the site.

155. The BRE sets out the detailed daylight tests. The first is the Vertical Sky Component test (VSC). 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. Impacts on VSC can generally be categorised as:

Reduction in VSC	Level of impact
0-20%	Negligible (not noticeable)
20.1-30%	Minor
30.1-40%	Moderate
40% +	Major

156. 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.

157. The daylight study considers the impact on the following neighbouring buildings:

- Braque Building, 86 Ewer Street
- Ernst Building, 142 Union Street
- Rosler Building, 85 Ewer Street
- 144-158 Union Street
- 160-162 Union Street (in part)
- 28 Great Suffolk Street
- 30 Dolben Street
- 20-22 Great Suffolk Street
- 18 Great Suffolk Street
- Isis House, 69 Southwark Street

158. Each of these properties will be taken in turn.

*Braque Building, 86 Ewer Street*

159. No windows within this building would experience a noticeable loss of VSC and none of the rooms assessed would be subject to noticeable reductions in NSL. As such the impact on this building is considered to be negligible as all rooms and windows would continue to comply with the BRE guidelines.

*Ernst Building*

160. As with the Braque Building, no windows at Ernst House would experience a noticeable loss of VSC and no rooms would be subject to any noticeable reduction in NSL. As such the impact on this building is considered to be negligible as all rooms and windows would continue to comply with the BRE guidelines.

*Rosler Building*

161. The Rosler Building sits on the corner of Ewer Street and Union Street, to the south east of the application site. The Braque Building and Ernst Building sit to the west and closer to the proposed development. Given that the proposed development would have no noticeable impact on either the Braque Building or the Ernst building, it can be determined that there would be no changes to either VSC or NSL at the Rosler Building outside the scope of the BRE Guidelines and as such there would be no noticeable impact on this building.

*144-158 Union Street*

162. None of the windows assessed for VSC at these buildings would see any noticeable losses as defined by the BRE. With regards to NSL, 20 of the 24 rooms assessed would remain fully compliant with the BRE. There would be a total of four rooms that would see reductions in NSL of between 25% and 26.6% which would constitute a minor impact overall and would be balanced against the fully compliant VSC levels.

*160-162 Union Street*

163. No windows within this building would experience a noticeable loss of VSC and none of the rooms assessed would be subject to noticeable reductions in NSL. As such the impact on this building is considered to be negligible as all rooms and windows would continue to comply with the BRE guidelines.

*28 Great Suffolk Street*

164. No windows within this building would experience a noticeable loss of VSC and none of the rooms assessed would be subject to noticeable reductions in NSL. As such the impact on this building is considered to be negligible as all rooms and windows would continue to comply with the BRE guidelines.

*30 Dolben Street*

165. No windows within this building would experience a noticeable loss of VSC and none of the rooms assessed would be subject to noticeable reductions in NSL. As such the impact on this building is considered to be negligible as all rooms and windows would continue to comply with the BRE guidelines.

*20-22 Great Suffolk Street*

166. No windows within this building would experience a noticeable loss of VSC and none of the rooms assessed would be subject to noticeable reductions in NSL. As such the impact on this building is considered to be negligible as all rooms and windows would continue to comply with the BRE guidelines.

*18 Great Suffolk Street*

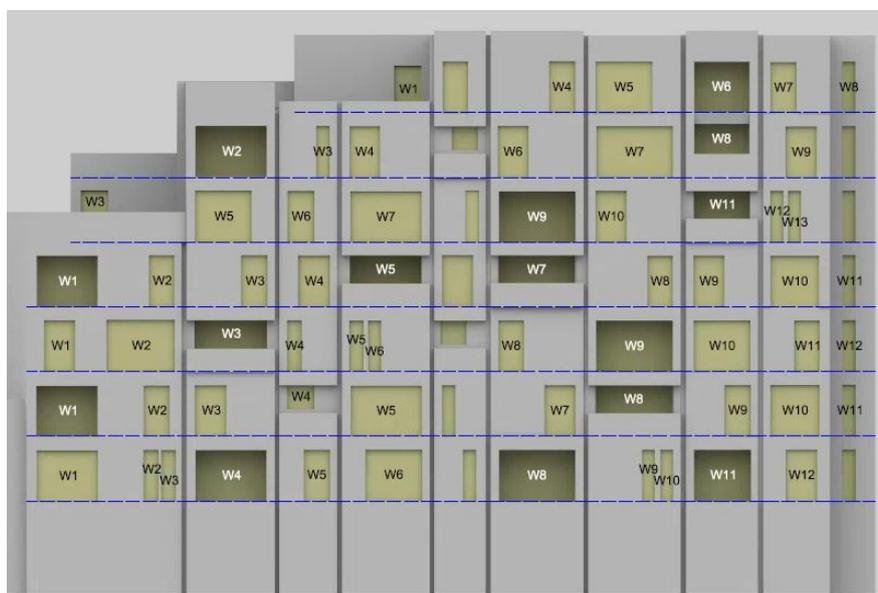
167. A total of 68 windows have been assessed for VSC at 18 Great Suffolk Street. 60 of the windows would remain compliant with the BRE in terms of experiencing less than a 20% reduction in VSC and as such it is concluded that they would experience no noticeable VSC impact. The remaining eight windows would experience VSC reductions of more than 20% which may be noticeable to the occupiers and these results are set out below:

Room Use	Existing VSC	Proposed VSC	Loss	%Loss
W11/10	4.17	2.84	1.87	39.70
W8/11	6.33	4.81	1.52	24.01
W9/12	7.59	6.03	1.56	20.55
W1/13	4.14	3.06	1.08	26.09
W11/14	10.47	7.88	2.59	24.74
W2/15	5.86	3.27	2.59	44.20
W8/15	15.03	11.87	3.16	21.02
W6/16	13.13	9.44	3.69	28.10

168. In terms of the scope of impact six of the windows would see reductions of between 20.55% and 28.10% which would be categorised as minor; one window would see a reduction of 39.70% which would be a moderate impact and one window would see a reduction of 44.2% which could be categorised as a major impact. However it should be noted that the existing VSC levels are low and as such any reduction would result in a disproportionate % reduction in VSC. It should therefore be noted that despite there being one window each experiencing a moderate and major impact, the actual real terms reduction in VSC for these windows would be 1.87 and 2.59 respectively.

169. It should also be noted that these windows are located either within recesses in the building or behind recessed balconies as can be seen on the image below:

Image – 18 Great Suffolk Street Window Map



170. Deep recesses and recessed balconies impede views and light from the top portion of the sky and as such can impact on a window's VSC. In accordance with the BRE guidance, an additional assessment has been undertaken that brings the face of the window forward so that instead of being recessed or hidden behind a deep balcony, they appear aligned with the main façade of the building and this alternative testing is endorsed by the BRE. The results of this test demonstrate that the eight windows set out above would meet the BRE criteria in that no reductions in excess of 20% would be experienced. The results therefore demonstrate that it is the presence of the recess/balcony that is the main factor in the loss of light rather than the proposed development.
171. In terms of NSL, 59 rooms have been assessed and 55 of these rooms would continue to have BRE compliant NSL with no noticeable impacts. The remaining four rooms would see losses of between 22.1% and 29.2% which would all be categorised as minor impacts. As with the VSC results, three of the affected rooms would be located behind recesses/balconies and applying the same methodology as before it can be established that it is this design feature which is the main limiting factor. Additionally, two of these rooms would benefit from windows that would be unaffected in terms of their VSC levels
172. The remaining affected room would experience a loss of NSL of 22% which is only slightly beyond the BRE guidelines and would also benefit from a window that would have no noticeable loss of VSC. It is therefore considered that there would be no significant impact on this building or its occupiers in terms of a loss of VSC or NSL.

*Isis House, 69 Southwark Street*

173. A total of 42 windows have been assessed for VSC at Isis House. 37 of the windows would remain compliant with the BRE in terms of experiencing less than a 20% reduction in VSC and as such it is concluded that they would experience no noticeable VSC impact. The remaining five windows would experience VSC reductions of more than 20% which may be noticeable to the occupiers and these results are set out below.

Window	Existing VSC	Proposed VSC	Loss	% Loss
W1/191	1.29	0.36	0.93	72.09
W2/191	0.47	0.21	0.26	55.32
W2/192	2.84	1.50	1.34	47.18
W3/192	2.56	1.81	0.75	29.30
W1/193	6.79	4.72	2.07	30.49

174. Each of these five windows has a very low level of VSC at present and as such any reduction in VSC would result in a disproportionate loss in percentage terms. As can be seen from the table set out above, the real terms loss of VSC for these windows would equate to between 0.26 and 2.07.
175. Each of these five windows is located behind a deep recessed balcony as

shown on the window map below:

Image – Isis House window map



176. As has been explained previously deep recesses and recessed balconies can impact on a windows ability to maximise light levels as they typically remove the top portion of the sky from views in the window plane. As such, a further assessment has been undertaken for these affected windows which

would remove the balcony. The results of this assessment demonstrate that the five windows in question would meet the BRE criteria in that no reductions in excess of 20% would be experienced and as such there would be no noticeable reductions. The results therefore demonstrate that it is the presence of the recessed balcony that is the main factor in the loss of light rather than the proposed development.

177. In terms of NSL, 21 rooms have been assessed and of these 17 would remain compliant with the BRE guidance. The remaining four rooms would see reductions in excess of 20% and as such would be noticeable to the occupiers however it should be noted that all four of these rooms are positioned below balconies which have been demonstrated to impede daylight availability. Additionally, two of these rooms benefit from windows that would be unhindered in terms of VSC. Overall the impacts of the development on this building are considered to be minor in nature and would have no significant impact on amenity.
178. The applicant has also assessed the impact of the development on the adjacent site at 55 Ewer Street which benefits from a consent to redevelop the site with a six storey building for either residential or aparthotel use. If the consented development was to be implemented as an aparthotel then the BRE guidelines would not apply given the transitory nature of an aparthotel's accommodation. If implemented as residential then there would be an expectation that the homes would be well lit. The applicant has undertaken an assessment of the consented scheme using Average Daylight Factor which the BRE considers as appropriate for new homes.
179. The results of the assessment demonstrate that all Living room/Kitchen/Diners or bedrooms that met the BRE guidance in the existing (approved) context would continue to meet the BRE guidance in the proposed context. Whilst there would be some reductions in ADF, there would be no reductions significant enough to take formerly compliant rooms below the BRE standards.
180. Given the building is not completed there are no occupants in place to experience any reduction of daylight or sunlight, the proposed level of impact is considered acceptable.

#### Sunlight

181. 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 hours of 21 September and 21 March, then the room would be adequately sunlight.
182. 82 rooms have been assessed for sunlight at 18 Great Suffolk Street, 20-22 Great Suffolk Street and Isis House. A total of four rooms would see reductions in sunlight beyond the BRE guidelines however this would be reduced to three rooms when overhanging balconies and recesses are taken into account and the three remaining rooms (all located in Isis House) would only see reductions in winter months as they would meet the BRE

requirements for annual sunlight. Overall, the impact on sunlight is considered to be limited and acceptable in the context of the level of impact and the urban environment.

#### Conclusion on daylight and sunlight

183. The results of the daylight assessment demonstrate that there would be a very limited number of windows and rooms that would not meet the relevant daylighting standards of the BRE and in all cases would be affected by overhanging balconies and window recesses. The level of individual and cumulative impact is considered to be minor and would not detrimentally harm the amenity of the current occupiers. Consideration should also be given to the fact that the site is in an Opportunity Area within a Central London location and accordingly the BRE standards should be applied with some degree of flexibility. Overall, the impact of the proposed development in terms of daylight and sunlight is considered to be acceptable.

#### Solar Glare

184. The BRE notes that glare or solar dazzle can occur when sunlight is reflected from a glazed façade or area of metal cladding. This can affect road users. As such the applicant has considered the impact of solar glare to nearby road users and the railway. The streets that could potentially be affected by glare are Lavington Street and Ewer Street. Other streets are considered to be sufficiently separated or screened such that glare is not likely to be a problem.
185. In terms of glare on Ewer Street, it is considered that the potential for glare exists only for a short time at high angles to the road users' vision and only for short periods throughout the year. Low angled glare, which would only occur early in the morning and evening when the sun rises and falls thereby reflecting off a vertical façade, is unlikely to occur due to shielding from other buildings which would block the sunlight being reflected.
186. On Lavington Street which sits immediately to the north of the application site, glare would only be likely to occur in the morning or evening at the height of summer and even then the instances of glare would likely be low and short lived due to the position and size of the existing nearby buildings.
187. The applicant has also considered the impact on the railway line which sits to the south of the site. Train drivers can only travel in either an east or west direction and as such the potential for glare only exists in the mornings and evenings when the sun is facing the opposite direction to the driver. At these times any sunlight reflected off of the proposed buildings would be unlikely to affect drivers due to the presence of intervening buildings such as James Frobisher House.

#### **Noise and vibration**

188. Demolition and construction activities including associated traffic could give rise to some noise disturbance at nearby homes and adjacent buildings as well as affecting pedestrians at street level. These impacts are associated

with the demolition and construction of the development and whilst they have the potential to cause disturbance they would be short term and temporary and relevant planning conditions would be imposed to offer mitigation and control hours of work as well as agreeing routes for construction vehicles.

189. The completed development is unlikely to result in any adverse noise or vibration impacts and other than standard conditions around hours of use and plant noise, no further mitigation would be required.

## **Energy and sustainability**

190. 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.
191. 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. London Plan policy 5.7 requires that major development proposals should provide a reduction in expected carbon dioxide emissions through the use of on-site renewable energy generation, where feasible.
192. 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*

193. The measures proposed include:
- Taking a fabric-first approach in order to reduce energy demand and CO2 emissions by optimising the building façade which will balance the provision of natural light against artificial lighting and the provision of passive solar heating to limit the need for space heating in winter whilst limiting solar gain in summer and the need for space cooling;
  - Use of efficient thermal envelopes to optimise heat losses and gains;
  - Efficient glazing energy and light transmittance;
  - High efficiency mechanical ventilation with heat recovery;
  - Water efficient fixtures and fittings that will limit demand for hot water;

### *Be Clean*

194. Currently there are no nearby district heating networks for the site to connect to and no on-site CHP system is proposed. As such, no carbon savings are reported from the 'Be Clean' stage of the energy hierarchy. The development

would be futureproofed in order to ensure the potential to connect to a future district heating network should one become available.

### *Be Green*

195. The measures proposed include:

- Use of High Efficiency Air Source Heat Pumps with simultaneous heating and cooling;
- Provision of photovoltaic panels on the roofs of both buildings to generate electricity.

### *Be Seen*

196. Introduced as part of the Intend to Publish New London Plan, 'Be Seen' is the newest addition to the GLA's energy hierarchy. It requires developments to predict, monitor, verify and improve their energy performance during actual operation.

197. The applicant has confirmed that the proposed development would be one of the first in the UK to follow the new Design for Performance (DfP) (NABERS UK) rating system, and is pursuing a DfP "base building rating". Design for Performance is a Better Buildings Partnership (BBP) initiative to tackle the 'performance gap' and ensure new office developments deliver on their design intent. The applicant is a key sponsor of the scheme as DfP 'Pioneers' with a commitment to seek to implement this approach on pilot schemes and commit resources to developing the scheme in the UK.

198. As part of the DfP process, advanced energy simulation is being completed during design stages and will be updated post-construction, and will inform commissioning and post-occupancy optimisation of the completed building. Effective metering and monitoring will be enabled by suitable sub-metering infrastructure within the buildings. This approach will ensure energy efficiency is delivered in reality, and is identified as best practice within GLA "Be Seen" draft guidance.

### *Whole life carbon and the circular economy*

199. Policy GG5 (Growing a Good Economy) of the Intend to Publish London Plan promotes the benefits of transitioning to a circular economy as part of the aim for London to be a zero-carbon city by 2050. Policy D3 (Optimising Site Capacity Through the Design-Led Approach) requires the principles of the circular economy to be taken into account in the design of development proposals in line with the circular economy hierarchy. Policy SI7 (Reducing Waste and Supporting the Circular Economy) of the Intend to Publish New London Plan requires referable applications to develop circular economy statements.

200. The development has fully considered the circular economy, waste reduction and whole life carbon as key elements of the project. Both the architectural

and structural design of the development have been influenced by the need to minimise whole life carbon. Central to this is the retention of the majority of the structure of the East Building. Retention enables the existing building to be renewed and brought up to modern standards whilst minimising the use of natural resources. Overall embodied carbon emissions are therefore significantly reduced as a result of retaining the majority of the East Building

201. An overarching philosophy of 'lightweight' design has been adopted, whilst enabling Design for Manufacture and Assembly (DfMA) opportunities. It is proposed that the East building extension will be created using an efficient, lightweight truss steel frame, with cross laminated timber (CLT) floor panels. Due to the original use of the East Building as a paintworks incorporating lots of heavy duty machinery and materials, the existing building was designed for heavy loads and as such the existing foundations can accommodate the increased loads of the extension without requiring foundation strengthening which in turn saves carbon.
202. The new West Building has been conceived as a simple rectilinear block which maximizes Design for Manufacture and Assembly (DfMA) potential being composed of a single efficient repetitive structural module. The structural grid has been optimised to achieve the most efficient structure with cellular steel beams and cross laminated timber (CLT) floor panels proposed. Using CLT also has further circularity advantages over traditional construction, for example ease of disassembly, adaptation & re-use at end-of-life.

#### *Conclusions on energy and sustainability*

203. Retention of the existing building makes a substantial contribution towards minimising the whole life carbon of the scheme and the proposed construction method and materials being proposed will allow for sustainability measures to be maximised. In terms of the energy hierarchy the Be Lean and Be Green measures would achieve a total carbon reduction of 35.5% taking into account SAP10 and decarbonising of the electricity grid and would exceed the requirements of the policy. Furthermore, BREEAM 'Excellent' is forecast to be achieved which is positive factor and will be secured by condition.

#### **Ecology and biodiversity**

204. The applicant has submitted an Ecological Appraisal which confirms that the site is currently of low ecological value with minimal coverage of semi natural habitats and no ecological receptors of note such as for protected species. The scheme therefore has the potential to provide ecological enhancements in order to achieve net gains for biodiversity through the proposed enhancements:
205.
  - Extensive, substrate-based biodiverse roofs on suitable flat roof areas;
  - Vertical greening/green walls composed of climbing plants supported by trellis systems;

- Provision of bird, bat and invertebrate nest boxes in suitable locations, targeting notable/protected species known to be in the area; and
- Wildlife friendly landscaping in all soft landscaping/public realm areas.

206. The ecological measures set out above in addition to the landscaping strategy for the development is expected to achieve an Urban Greening Factor of 0.3 which is a requirement of Policy G5 of the Intend to Publish New London Plan. The Council's ecologist has reviewed the application and raises no objection subject to additional conditions to maximise the positive ecological benefits of the development.

### **Air quality**

207. It is anticipated that there would be some impacts on air quality as a result of the construction phase of the development. During the demolition and 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.

208. A Site Suitability Assessment has been completed to quantify the concentrations of nitrogen dioxide and particulate matter at the site and the overall results conclude that the site is suitable for office use. Overall, air quality impacts during the construction and operation of the proposed development are not considered to be significant and the development would be expected to achieve Air Quality Neutral status.

### **Ground conditions and contamination**

209. An assessment of the ground and groundwater conditions has been undertaken. Given the sites previous industrial use it is considered that there is likely to be contamination as a result of made ground in addition to some asbestos and waste from the previous industrial use of the site. As such it is recommended that condition relating to site investigations and remediation strategies are imposed on any consent issued.

### **Wind**

210. A Wind Assessment has been submitted that quantifies the risk of excessive windiness to pedestrians as well as wind comfort analysis. A total of 27 locations have been assessed including 12 at ground floor level and 15 above ground level. In all instances the assessment utilises the Lawson Comfort Criteria to establish suitable climatic conditions for the intended use.

211. The application site is generally sheltered from all wind directions due to the surrounding built environment. No landscaping proposals were included within the development as part of the initial assessment and as such this constitutes a conservative approach to pedestrian wind modelling. Prior to the inclusion of landscaping elements, three locations were found to have wind conditions which would not be appropriate for their intended use and as

such would require mitigation. These locations are:

212. • Location 3 - North outdoor seating area  
• Location 4 - South outdoor seating area  
• Location 26 - Level 13 terrace (west side)
213. The wind assessment confirms that the landscaping strategy would provide sufficient mitigation against the wind effects described at these locations. In terms of Location 26, mitigation would be in the form of planters and perimeter hedge planting. This would be secured through a Wind Mitigation Strategy which will be included as an obligation within the S106 Agreement.

### **Water resources and flood risk**

214. The application site is located within Flood Zone 3 and as such is at risk of flooding although it does benefit from protection from the Thames Barrier tidal flood defence. The Environment Agency have reviewed the application and have confirmed that they have no objection.

### **Fire Safety**

215. Policy 7.13 (B) of the London Plan 2016 requires development proposals to contribute to the minimisation of potential physical risks, including those arising as a result of fire. Policy D12 of the Intend to Publish New London Plan expects all development proposals to achieve the highest standards of fire safety and to this end requires applications to be supported by an independent Fire Strategy, produced by a third party suitably qualified assessor.
216. A Fire Safety Statement has been submitted which covers the following elements:
- Building construction;
  - Means of escape provisions;
  - Features incorporated to reduce the risk to life;
  - Fire fighting access within the building;
  - Fire fighting access to the building;
  - Measures to protect the base build fire safety strategy.
217. The Strategy was produced by Hoare Lee and has been reviewed and approved by a senior chartered fire engineer. The London Fire and Emergency Planning Authority have also been consulted on the proposed development and have raised no objection subject to an undertaking being given that access for fire appliances as required by Part B5 of the current Building Regulations Approved Document B and adequate water supplies for firefighting purposes will be provided.

### **Archaeology**

218. The site is located within the Borough Bermondsey and Rivers

Archaeological Priority Zone in an area of known roman archaeology and the site contains the first site in Southwark where the Kirkcaldy Testing Machine was in use.

219. The applicant has submitted a desk based assessment however the Council's Archaeologist has reviewed this and considers that the applicant will need to produce a written scheme of investigation (which will be secured by condition) that covers the following points:
220. Firstly the archaeological monitoring of site investigation works and boreholes is essential to the understanding of the geo-archaeology, and underlying topography of the site. These elements should be assessed against the construction impacts and further mitigation suggested. The presence of roman vessels on the site indicates the topography in this area is complex. The written scheme of investigation will need to provide an adequate archaeological background that represents a suitable understanding of the site.
221. Following demolition to slab level only, a programme of evaluation works will need to be planned to determine the survival of material on site. This will then need to be followed by a programme of archaeological excavation and recording.
222. Historic England have listed the Kirkcaldy Testing Works and machine at grade II\* a clear indication of the national significance of this structure and machine. Should remains of the earlier machine and support be identified on site these will require recording. If finds related to the machine are identified on site then provision should be made for these to be passed to the Kirkaldy Testing Museum. As assets of high significance are potentially being impacted by this development consideration should be made for the interpretation of the site and a public engagement event, in consultation with the Kirkaldy Testing Museum.
223. Further conditions that are recommended and will be attached to any consent issued include: Archaeological Evaluation; Archaeological Fieldwork; Foundation and Basement Design; Archaeological Public Engagement; and Archaeological reporting and publication.

## **Transport**

224. 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.
225. 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*

226. Lavington Street is a two way carriageway subject to a 20 mph speed restriction and connects to the A3200, Southwark Street in the north and Great Suffolk Street in the west. Ewer Street is a one way street northbound. The area is highly accessible being less than 1 minute walk to bus stops for access to London Bridge and Waterloo and an approximate 500 metre walk east from Southwark Underground Station. As such the site benefits from a PTAL of 6b. Lavington and Ewer Street sit within CPZ C1 which operates Mon – Fri 8 – 18.30 and Sat 9.30 – 12.30.

### *Site layout*

227. The proposed buildings are arranged around a central public space accessed from Lavington Street. This public realm will provide access from Lavington Street to the railway arches and along a new public route to the rear of the site to Ewer Street. The layout is rational and would improve pedestrian connectivity as well as opening up a section of the low line which is a benefit of the scheme. There would be a single point of access for vehicles and this would be located on Lavington Street, providing access to the internal loading bay from which the entire site would be serviced as both buildings are linked at basement level.

Image – New pedestrian route (future ‘Low Line’)



### *Cycling and cycle hire*

228. The development would provide a total of 805 cycle parking spaces which would include 705 long stay spaces in the upper basement level and 100

short stay spaces distributed across the ground floor. This complies with current policy as well as the standards set out in the ItP London Plan. However further cycle parking should be provided to bring the development in line with the increased standards set out in the draft New Southwark Plan and this should include raising the proportion of Sheffield stands to 20% as well as providing space for six disabled cycle parking spaces and four cargo bikes. A planning condition will be imposed in order to maximise cycle parking.

229. Transport for London have advised that the cycle hire stations throughout Bankside are heavily used and as a result the developer will need to make a contribution of £220,000 towards new cycle hire docking stations in the vicinity of the site and this will be secured as part of the S106 Agreement.

#### *Deliveries and servicing*

230. The two buildings would be serviced off street via the loading bay in the West Building and linked basements. On-site servicing is welcomed as this will minimise any impact on the highway.
231. The loading bay will have capacity for three servicing vehicles and this will meet the servicing demands of the building. It is recommended that full details of servicing, how it will be managed and how deliveries could be consolidated be secured by a Service Management Plan as part of the S106 Agreement.

#### *Traffic and transport impacts*

232. The Council's Transport Officer has undertaken an independent review of trip generation for the site using the TRICS database. The use of TRICS is supported by TfL.
233. The Transport Officer, using TRICS, has calculated that in terms of servicing, the development would produce approximately 55 and 50 two-way net additional vehicle movements in the morning and evening peak hours respectively. This level of trip generation is a significant increase on the applicant's estimates but even with the higher figures generated through the TRICS database, this level of vehicle movement would not have any noticeable adverse impact on prevailing vehicle movements on Lavington Street or adjoining roads or any adverse impact on the transport network.
234. In terms of public transport, the development proposal would produce around 1119 and 919 net supplementary two-way public transport trips in the morning or evening peak hours. Transport for London have confirmed that the development, due to the high PTAL and various modes of public transport available, would not have any significant adverse impact on the public transport network. Notwithstanding, the Council's Transport Officer has requested that the applicant make a financial contribution of £135,000 towards securing improved bus services in the area and this will be included as part of the S106 Agreement.

#### *Car parking*

235. Saved Policy 5.6 (Car Parking) of the Southwark Plan and Core Strategy Policy 2 (Sustainable Transport) state that 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.
236. The development would provide two off-street accessible car parking bays which is considered acceptable and supported by both TfL and the Council's Transport Officer.

#### Conclusions on transport

237. The proposed site layout including the vehicular access points, position of buildings in relation to highways and the new pedestrian routes are all welcomed. The proposed development would minimise car parking whilst encouraging walking and cycling which supports the Council's sustainability agenda.
238. The development has been shown to have a very limited impact on the public transport network in terms of vehicle trips and the proposed servicing arrangements would minimise any highways impacts.
239. The S106 Agreement should secure details of a Demolition/Construction Environmental Management; Construction Logistics Plan, Delivery Consolidation Strategy; Service Management Plan; Car Parking Exemption; and Travel Plan.

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

240. 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
241. 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 workspace	3,305sqm of workspace provided on affordable terms at a discount of 25% on market rent for a period of 30 years.	Agreed.
Archaeology	£11,171	Agreed.
Cycle Hire	Three years membership for all eligible occupiers.	Agreed.
Employment During Construction	Provide 108 jobs, 108 short courses and 27 construction industry apprentices for Southwark residents or make a payment of £521,100.	Agreed.
Employment in the Development	Provide 343 sustained jobs for unemployed Southwark residents or make a payment of £1,474,900.	Agreed.
Public realm improvements	Footway improvements - £26,080 Delivery of new public space and low line route	Agreed.
Transport for London	Cycle hire docking station - £220,000. Legible London – £25,000	Agreed.
Transport (site specific)	Raised entry treatments - £60,000 Raised tables - £58,000 Bus service improvements - £135,000 DSP Bond - £32,700	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 - £6,000 per	Agreed.

	tree.	
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### *S106 Provisions*

242. The legal agreement will also secure a Construction Logistics Plan; Site Wide Energy Strategy; Landscaping Strategy; Parking Permit Exemption; and Wind Mitigation Strategy. The agreement will also secure an admin charge of 2% of the total contributions.
243. As well as securing the affordable workspace at a 25% discount for 30 years, the legal agreement will also secure the key terms of the lease, a final specification of the workspace, review periods, rent free periods (and rent stair casing) and service charge caps. The rent staircasing (or an equivalent discount if that it considered more appropriate to the development, to be agreed in writing) will be set out as follows:
- 0-6 months at peppercorn rent;
  - 6-13 months at 40% of the Local Open Market Rent;
  - 14-22 months at 60% of the Local Open Market Rent; and
  - from month 23 onwards at 75% of the Local Open Market Rent.
244. The agreement will set out an obligation for the developer to submit and affordable workspace management plan and an affordable workspace marketing strategy.
245. The Legal Agreement will also secure the following S.278 works:
- Repave and widen footways including new kerbing fronting the development on Ewer Street and Lavington Street using materials in accordance with Southwark's Streetscape Design Manual (Yorkstone natural stone paving slabs and 300mm wide natural granite kerbs).
  - Reinststate redundant vehicle crossover on Lavington Street as footway.
  - Construct a raised pedestrian crossing on Lavington Street.
  - Construct the vehicle crossover to the relevant SSDM standards (DS132).
  - Resurface the carriageway for the site frontage on Lavington Street.
  - All utility covers on footway areas are to be changed to recessed type covers.
  - Upgrade street lighting on Ewer Street and Lavington Street to current LBS standards.
  - Repair any damage to the highway due to construction activities for the Development including construction work and the movement of construction vehicles

246. In the event that an agreement has not been completed by 31<sup>st</sup> March 2021, the Committee is asked to authorise the Director of Planning to refuse permission, if appropriate, for the following reason:
247. In the absence of a signed S106 legal agreement there is no mechanism in place to 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)**

248. 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. Southwark's CIL will provide for infrastructure that supports growth in Southwark. In this instance, based on information provided by the applicant, an estimated Mayoral CIL payment of £6,062,448.93 and a Southwark CIL payment of £3,012,630.36 would be due. This figure is an estimate only, and would be calculated in more detail once a final CIL liability form is submitted prior to implementation.

### **Community involvement and engagement**

249. As part of the pre-application process the applicant held meetings with neighbouring landowners/occupiers as well as with Ward Councillors and resident groups and these are set out in the table below:

Meeting	Date
Meeting with Network Rail (neighbours of the site).	May 2019 – ongoing
Meeting with representatives of the Crane Building (neighbouring site).	15 August 2019
Meeting with representatives of the Mercure Hotel (adjacent to the site)	17 September 2019
Meeting with Ward Councillors	10 October 2019
Residents group meeting	11 October 2019
Meeting with representatives of the Europoint Building (neighbouring	11 October 2019

site)	
Meeting with representatives of the Chapter Living Student Accommodation (adjacent site)	21 October 2019
Stakeholder group meeting	29 October 2019 5 December 2019 6 March 2020
Meeting with Cllr Peter John and Cllr Johnson Situ	8 January 2020

250. The applicant also held four public consultation events throughout the pre-application period as set out below:

- Thursday 17th October 2019 – Jerwood Gallery – 17.30-18.30 (stakeholder preview only)
- Thursday 17th October 2019 – Jerwood Gallery –18.30-20.30
- Saturday 19th October 2019 – Better Bankside Community Space – 15.30-20.30
- Monday 9th December 2019 – Better Bankside Community Space – 17.30-20.30

251. Further consultation was undertaken through the following:

- Dedicated consultation website ([lavingtonst.co.uk](http://lavingtonst.co.uk)) launched on 17 October 2019. Updated 9 December 2019;
- Invitation to both rounds of public exhibitions (including details of the website) mailed to 5,014 local residents in advance of the events;
- Half Page Colour advertisements placed in The Southwark News in the week prior to both rounds of public exhibitions. These advertisements included details of the website, along with a QR code enabling those with smart phones to link to a fly-thorough of the proposed development; and
- Posters featuring the details of the website and the QR code placed in locations such as shop windows to publicise the public exhibitions.

252. 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 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**

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

254. Environment Agency: The Environment Agency have commented that the applicants Flood Risk Assessment should:

- Use the latest information available to assess the flood risk. In the submitted FRA on page 7 it states that the modelling was completed in May 2017. The latest flood data was produced in December 2017.
- Provide suitable modelled flood levels (in metres above Ordnance Datum, mAOD) representing flood risk across the site;
- The submitted FRA (page 7) refers to a map of node locations in appendix B but the map in appendix B (titled exceedance flow plan) does not appear to contain any node locations and instead appears to include a number of measurement that do not appear to relate to the nodes in table 5 on page 7. It is unclear what the measurements are for and what units they are in.
- State the finished floor levels for the proposed development (in metres above Ordnance Datum, mAOD).

**Response:** The applicant has submitted additional supplementary information that addresses these comments, including confirming that they have used the most up to date information as supplied by the Environment Agency themselves. The Environment Agency has reviewed the application and given that it is for commercial use which is a less sensitive use than residential they have confirmed that they have no objection.

255. Greater London Authority: In terms of the main points raised, the GLA are supportive of the redevelopment of the site to provide new office space subject to suitable affordable workspace being provided in line with the ItP London Plan. This should also include how a range of workspace typologies and rents can be accommodated. In terms of design the architectural approach is supported however it is considered that the East Building would benefit from refinement and simplification and key details in relation to architecture and materials should be secured by condition. With regard to energy, the GLA encourage the applicant to undertake more work to ensure the carbon reductions under Be Lean achieve the minimum of 15% reduction as set out in the ItP plan. Furthermore, the applicant should confirm what Urban Greening Factor the development would achieve.

**Response:** The applicant has provided further information on affordable workspace including quantum of floorspace, location and level of market rent reduction. The building itself has been designed/refurbished to offer maximum flexibility to meet the needs of a variety of potential occupiers. In terms of design, the approach to the East Building is fully supported by officers and will bring the existing building into a meaningful re-use with high quality architecturally designed additions providing an interesting and dynamic interface between the existing building and the proposed extensions. Materials and other details will be secured by condition. The applicant has also revisited energy and would now achieve an 18.3% reduction under Be Lean, thereby meeting the requirements of the ItP London Plan. The Urban Greening Factor has been confirmed as 0.3 which would also be compliant for an office led scheme.

256. Historic England: Do not wish to offer any comments and suggest that the views of the Council's specialist conservation advisers are sought.  
**Response:** Noted.
257. London Fire Authority: An undertaking should be given that, access for fire appliances as required by Part B5 of the current Building Regulations Approved Document B and adequate water supplies for firefighting purposes will be provided.  
**Response:** Noted and agreed, the relevant undertaking will be secure by condition on any planning consent issued.
258. London Underground: No comment.  
**Response:** Noted.
259. Metropolitan Police: It is possible for the scheme to achieve Secured by Design standard and a condition should be added to that effect.  
**Response:** Noted and agreed, the relevant condition will be attached to any consent issued.
260. Natural England: No objection.  
**Response:** Noted.
261. Network Rail: Network Rail have responded noting the proposed development, the design and development intention, the public realm, opening up of the arches and potential pinch points for when the Network Rail site is developed, which they note is likely to be after the Lavington Street site. At this stage Network Rail have not raised any objection and note that the sites would be delivered separately. Network Rail have included guidance that will be attached to any consent issued as an informative that provides advice and guidance on developing land in close proximity to Network Rail infrastructure.  
**Response:** Noted.
262. 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.
263. Transport for London: No objections subject to conditions requiring a Travel Plan, Delivery and Servicing Management Plan and Construction Logistics Plan alongside contributions towards new Legible London signage and cycle hire infrastructure.  
**Response:** Noted and agreed, the relevant plans, strategies and financial contributions will be secured in the S106 Agreement.

#### **Consultation response from neighbours and representees**

264. Following neighbor consultation, one letter of objection was received. The main points of this letter have been summarised and addressed below:
265. Objection: The proposed development and range of uses being proposed would result in noise, nuisance and anti-social behaviour. This would include noise from the proposed uses, noise from collections/deliveries, disturbance

and nuisance from smokers and disturbance from the new route onto Ewer Street which should be gated in the evenings.

**Response:** The proposed development and range of uses is not anticipated to cause any detrimental disturbance or nuisance to adjacent residential properties. Deliveries and servicing would be controlled via Service Management Plan and the commercial units at ground floor as well as the office terraces would have their hours of use controlled by condition. The provision of a gate restricting access to the new public route is not supported however this route is not considered to be a threat to amenity as it simply links to Lavington Street through the new public realm.

## **Community impact and equalities assessment**

266. The Council must not act in a way which is incompatible with rights contained within the European Convention of Human Rights
267. The Council has given due regard to the above needs and rights where relevant or engaged throughout the course of determining this application.
268. 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.
269. 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**

270. 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.
271. This application has the legitimate aim of providing new 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**

272. 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.
273. 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**

274. None identified.

### **CONCLUSION**

275. The principle of redeveloping this site for a large scale development including tall buildings was accepted in the previous committee resolution and continues to be acceptable under the current application. Redevelopment of the site to provide new retail, leisure space and a significant uplift in high quality, modern office space is welcomed and the

improved connectivity and public realm will be beneficial to the local area and contribute to the wider low line project. The range of uses being proposed is in line with development plan policy aspirations to improve the area and maximise the number of jobs.

276. The currently underdeveloped site would be capable of providing a substantial uplift in office and employment floorspace and could provide up to 3,380 jobs through maximising the development potential of the site. The provision of affordable workspace on site would meet the requirements of emerging New Southwark Plan and ItP London Plan policies and is an added benefit of the scheme.
277. The provision of new retail opportunities will provide appropriate shops and services for the uplift in 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 D2 space is fully supported.
278. The surrounding townscape is varied, with lower rise buildings on Lavington Street and much taller buildings completed and consented to the north on Southwark Street, and to the north east at the junction of Blackfriars Road and Stamford Street. There are also tall buildings much closer to the application site including the student housing scheme on the adjacent site on Great Suffolk Street and Isis House at the western end of Lavington Street. The proposed development would therefore contextualise with the surrounding local and wider townscape, providing buildings of scale that successfully integrate with the surrounding context and contribute to the high quality townscape of the area without compromising surrounding amenity or important views.
279. The public realm improvements with the creation of a new route between Lavington Street and Ewer Street and a new central public space would result in much improved permeability and connectivity in the area and would provide key linkages to other adjacent development sites such as the railway arches, the low line and the wider Network Rail site to the south. 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.
280. It is acknowledged that there would be some minor and limited impacts on nearby residents in terms of daylight and sunlight however these are considered to be acceptable and would not detrimentally harm the amenity of the occupiers. The proposed impacts are in line with those typically seen in dense urban environments and would be acceptable taking into account the local context and the flexible application of the BRE guidelines in the central London location
281. In terms of energy and sustainability the development would meet current policy with regards to reducing carbon emissions. Additionally, as the development incorporates the partial retention of one of the buildings on site, waste would be minimised and the embodied carbon footprint significantly reduced. In terms of the new build elements of the proposed development,

priority has been given to materials with low embodied carbon such as sustainably sourced cross laminated timber (CLT). The overall approach to carbon reduction and sustainability is positive.

282. The impacts identified in the application documents and through Officer assessment have been 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.

283. It is therefore recommended that planning permission be granted, subject to conditions, the completion of a S106 Agreement and referral to the Mayor of London.

## BACKGROUND INFORMATION

### BACKGROUND DOCUMENTS

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

## APPENDICES

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

## AUDIT TRAIL

<b>Lead Officer</b>	Simon Bevan, Director of Planning	
<b>Report Author</b>	Terence McLellan, Team Leader	
<b>Version</b>	Final	
<b>Dated</b>	10 November 2020	
<b>Key Decision</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>

Strategic Director of 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
<b>Date final report sent to Constitutional Team</b>		13 November 2020