

GREATER LONDON AUTHORITY

Development, Enterprise and Environment

Vikki Lewis
Southwark Council
Chief Executive's Department
Planning
Development Management
PO Box 64529
London SE1P 5LX

Our ref: GLA/4243/01/JS
Your ref: 17/AP/4797
Date: 18 June 2018

Dear Ms Lewis,

**Town & Country Planning Act 1990 (as amended); Greater London Authority Act 1999 & 2007; Town & Country Planning (Mayor of London) Order 2008. Burgess Business Park, Camberwell
Local planning authority reference: 17/AP/4797**

I refer to the copy of the above planning application, which was received from you on 15 March 2018. On 18 June 2018, the Mayor considered a report on this proposal (Ref: GLA/4243/01). A copy of the report is attached, in full. This letter comprises the statement that the Mayor is required to provide under Article 4(2) of the Order.

The Mayor considers that the scheme does not comply with the London Plan and draft London Plan, for the reasons set out in paragraph 57 of the above-mentioned report; but that the possible remedies set out in paragraph 57 of this report could address these deficiencies.

If your Council subsequently resolves to make a draft decision on the application, it must consult the Mayor again under Article 5 of the Order and allow him fourteen days to decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 to refuse the application, or issue a direction under Article 7 that he is to act as the local planning authority for the purpose of determining the application and any connected application. You should therefore send me a copy of any representations made in respect of the application, and a copy of any officer's report, together with a statement of the decision your authority proposes to make, and (if it proposed to grant permission) a statement of any conditions the authority proposes to impose and a draft of any planning obligation it proposes to enter into and details of any proposed planning contribution.

Please note that the Transport for London case officer for this application is Tim DeLaat (TimDeLaat@tfl.gov.uk)

Yours sincerely,



pp **Juliemma McLoughlin**
Chief Planner

cc Florence Eshalomi, London Assembly Constituency Member
Nicky Gavron, Chair of London Assembly Planning Committee
National Planning Casework Unit, DCLG
Lucinda Turner, TfL
Agent: Mel Wykes, DP9, 100 Pall Mall, London, SW1Y 5NQ

18 June 2018

Burgess Business Park, Camberwell

in the London Borough of Southwark

planning application no. 17/AP/4797

Strategic planning application stage 1 referral

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.

The proposal

Demolition of the existing buildings and redevelopment of the site to provide 505 residential units, up to 3375 sqm (GIA) of Class B1 commercial floorspace, up to 117 sqm (GIA) of Class D2 leisure floorspace and up to 570 sqm (GIA) of Class A1-A3 floorspace (retail / financial and professional services / cafe / restaurant) within 13 blocks of between 3-14 storeys (max AOD height 50.74m) with basement, car and cycle parking and associated hard and soft landscaping.

The applicant

The applicant is **Dunnett Investments Ltd** and the architect is **HTA**.

Strategic issues

Land use principles: The site is a Locally Significant Industrial Site (LSIS). The scale of industrial floorspace loss is contrary to London Plan Policy 4.4, draft London Plan Policies E4, E6, the adopted local plan and the emerging local plan site allocation. The scale of loss is unacceptable and the re-provision of industrial floorspace (B1c/B2/B8) must be increased. (paragraphs 14-17)

Affordable housing: The scheme proposes 35% affordable housing (by habitable room). The provision falls below the 50% threshold for LSIS set out within Policy H6 of the draft London Plan, and a late stage review mechanism should be secured, alongside the early review. The viability is currently being examined to ensure the offer is the maximum reasonable amount. (paragraphs 18-24)

Urban design: The site layout is supported. There are residential quality issues which should be addressed, particularly the relationship between Blocks I and H. A management plan should be secured for this high density development. Verified views are required to assess the proposal's impact upon London Panorama 1A.2. (paragraphs 26-38).

Transport: TfL will be seeking proportionate contributions towards buses, cycle hire scheme and Legible London signage. (paragraphs 45-54)

Recommendation

That Southwark Council be advised that the application does not comply with the London Plan and draft London Plan for the reasons set out in paragraph 57 of this report, but possible remedies set out in that paragraph can address those deficiencies.

Context

1 On 19 March 2018 the Mayor of London received documents from Southwark Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor has to provide the Council with a statement setting out whether he considers that the application complies with the London Plan and draft London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2 The application is referable under the following Categories of the Schedule to the Order 2008:

- Category 1A: *“Development which comprises or includes the provision of more than 150 houses, flats, or houses and flats”.*
- Category 1C: *“Development which comprises or includes the erection of a building more than 30 metres high outside the City of London.”*

3 Once the Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or allow the Council to determine it itself.

4 The environmental information for the purposes of the applicable Town and Country Planning (Environmental Impact Assessment) Regulations has been taken into account in the consideration of this case.

5 The Mayor of London's statement on this case will be made available on the GLA website www.london.gov.uk.

Site description

6 The site (1.59ha, refer to Figure 1) currently comprises of a mix of commercial units in a variety of uses (B1/B8/sui generis) which form part of the Burgess Business Park, predominantly 3-storeys in height, with height increasing away from existing 2 storey residential terraced properties which run along Parkhouse Street, which dissects the site east to west. The site also includes three residential flats at 45 Southampton Way. The site is adjacent to Burgess Park, which is to the north of the site. The site is bound by Wells Way to the east and Cottage Green to the south, with low rise residential beyond. Southampton Way runs along the western boundary of the site, which has a mixed character of low and mid-rise residential and commercial uses.

7 The site is served by two bus routes with the bus stops being within 250m of the site. The site is not within the Public Transport Access Level (PTAL) assessment walking distance for any London Underground or National Rail Station. Consequently this is reflected with a PTAL on the site of predominantly 2, this represents a 'low' level of accessibility via public transport to the site. The western section of the site has a PTAL rating of 4.



Figure 1: Aerial view and site boundary.

8 The site is not within a conservation area and none of the existing buildings on-site are listed; however there are a number of listed buildings around the site, including 113 Wells Way, Collingwood House, 73,75 & 77 Southampton Way (all Grade II). Key heritages assets within the vicinity of the site are the Former Church of Saint George, Groundwork Trust Offices, Almhouses (all Grade II) and the Addington Square Conservation Area to the west of the site (which comprises a number of Grade II listed buildings). The site has no strategic designations; however Burgess Park and the New Church Road Nature Area, adjoining the northern portion of the site are designated as Metropolitan Open Land (MOL) and local Sites of Importance for Nature Conservation (SINCs). The site is currently identified within the Southwark Core Strategy as a Preferred Industrial Location.

Details of the proposal

9 The proposal seeks the redevelopment of part of the existing commercial buildings to provide 505 units and up to 4,062 sq.m of commercial space (Class B1/A1/A3/D2) in blocks of 3 – 14 storeys, plus basement, alongside associated parking and landscaping.

Use	Floorspace (GIA)
Residential (Class C3)	48,840sq.m
Retail (Class A1 – A3)	570 sq.m
Business (Class B1a -B1c)	3,375 sq.m
Gym (Class D2)	117 sq.m
Total	52,902sq.m

Figure 2: Proposed development

Case history

10 Pre-planning application meetings were held on 9 May 2017 and 10 August 2017, with written advice reports issued on 19 June 2017 and 24 August 2017. In summary, GLA officers were supportive of the principle of a high density mixed-use redevelopment, subject to satisfying issues raised in relation to employment re-provision, affordable housing and urban design.

Strategic planning issues and relevant policies and guidance

11 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the Southwark Core Strategy (2011), the 'saved' Policies of the 2007 Unitary Development Plan and the London Plan 2016 (The Spatial Development Strategy for London Consolidated with Alterations since 2011).

12 The following are relevant material considerations:

- The National Planning Policy Framework and National Planning Practice Guidance.
- Draft London Plan 2017, which should be taken into account on the basis explained in the NPPF.
- On 5 March 2018, the Government published the draft revised National Planning Policy Framework for consultation (until 10 May 2018). This should be taken into account appropriately in accordance with its early stage of preparation.
- New Southwark Plan (proposed submission December 2017).

13 The relevant issues and corresponding policies and guidance are as follows:

- Mix of Uses *London Plan;*
- Employment *London Plan;*
- Housing *London Plan; Housing SPG; Housing Strategy; Shaping Neighbourhoods: Play and Informal Recreation SPG;*
- Affordable housing *London Plan; Housing SPG, Affordable Housing & Viability SPG;*
- Density *London Plan; Housing SPG;*
- Urban design *London Plan;*
- Inclusive access *London Plan; Accessible London SPG;*
- Air Quality *London Plan; the Mayor's Air Quality Strategy;*
- Sustainable development *London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change and Energy Strategy; Mayor's Water Strategy;*
- Transport and parking *London Plan; the Mayor's Transport Strategy;*

Land use principles

14 The existing site is designated as a Preferred Industrial Location in the Southwark Core Strategy. Such sites are designated as Locally Significant Industrial Sites (LSIS) within London Plan Policy 4.4 and Policies E4 and E6 of the draft London Plan, with the assumption that LSIS are the focus for B1c, B2 and B8 uses. The retention and provision of industrial capacity within LSIS should be planned, monitored and managed, having regard to the industrial property market and borough-level categorisation. Southwark is designated as a 'retain' borough in Table 6.2 of the draft London Plan, with the assumption that existing industrial capacity should be maintained over the plan period.

15 The site is included within a wider site allocation (NSP 23) in the Proposed Submission Version of the New Southwark Plan (December 2017) for mixed-use redevelopment. The site allocation seeks the re-provision of all the employment use on the site, or the provision of at least 50% of the development as employment floorspace.

16 Figure 3 sets out the existing uses and floorspace on the site. It should be noted that many of the existing units on the site are Class B1, and thus can be used for any use within Class B1 under permitted development, i.e. light industrial uses (B1c) can be switched to offices (B1a) without a requirement for planning permission. The planning history indicates that the majority of the units have been in office use.

Use	Floorspace (GIA sq.m)
Class B1a offices	8,027 sq.m
Class B2 workshop	1,010 sq.m
Class B8 storage	3,007 sq.m
Sui Generis car wash	515 sq.m
Class C3 residential	3 flats
Total	12,559 sq.m

Figure 3: Existing uses and floorspaces

Use	Existing floorspace (GIA sq.m)	Proposed floorspace (GIA sq.m)	+/- (GIA sq.m)
Class A1- A3 Retail	-	570 sq.m	+570 sq.m
Class B1a offices	8,027 sq.m	1,487 sq.m	- 6,540sq.m
Class B1c light industrial	-	1,610sq.m	+1,610 sq.m
Class B2 workshop	1,010 sq.m	-	-1,010 sq.m
Class B8 storage	3,007 sq.m	-	-3,007 sq.m
Class D2 Gym	-	117 sq.m	+117 sq.m
Sui Generis (car wash)	515 sq.m	-	- 515 sq.m
Sui Generis** (microbrewery)	-	278 sq.m	+278 sq.m
TOTAL	12,559 sq.m	4,062 sq.m	-8,497 sq.m

Figure 4: Comparison of proposed and existing commercial uses.

**Use is likely to be a mix of Class B2 and Class A4

17 Figure 4 sets out a comparison of the existing and proposed uses. As currently proposed the development would only re-provide a third of the existing employment floorspace on the site and a sizeable loss of industrial floorspace (B1c/B2/B8) on a locally protected industrial site. The scale of the proposed loss is unacceptable and the industrial capacity must be increased, in line with local and strategic planning policy.

Housing and affordable housing

18 Figure 5 sets out the proposed housing mix. Notwithstanding, the concerns of the loss of industrial floorspace (B1c/B2/B8) on the site, the provision of new homes is supported by London Plan Policy 3.3 and will contribute towards the delivery of London's housing requirements and the Council's minimum target of 2,736 homes per year between 2015 and 2025. Draft London Plan Policy H1 seeks to decrease Southwark's annual target to a minimum of 2,554 homes per year between 2019 and 2029.

Unit type	Market	Affordable Rent	Intermediate	Total
Studio	31	-	-	31 (6%)
1-bed	117	41	39	197 (39%)
2-bed	118	30	23	171 (34%)
3-bed	72	34	-	106 (21%)
Total	338 (67%)	105 (21%)	62 (12%)	505

Figure 5: Proposed housing mix and tenure (by unit)

Affordable housing

19 London Plan Policy 3.12 seeks the maximum reasonable amount of affordable housing. The Mayor's Affordable Housing and Viability SPG establishes a minimum pan-London threshold level of 35% affordable housing (without grant) with a strategic target of 50%. The SPG also sets out a preferred tenure split of at least 30% low cost rent (social or affordable rent significantly less than 80% of market rent), at least 30% intermediate (with London Living Rent and shared ownership being the default tenures), and the remaining 40% to be determined by the LPA. The SPG approach is formalised within draft London Plan policies H5, H6 and H7. In addition, draft London Plan Policy H6 sets an affordable housing threshold of 50% for locally significant industrial sites. Schemes on locally significant industrial sites which provide 50% affordable housing by habitable room and meet the tenure split would be eligible for a Fast Track Route, which does not require supporting viability information with any planning application or a late stage review mechanism. Where the requirements of the Fast Track Route are not met, schemes are subject to the Viability Tested Route set out in draft London Plan Policy H6 and Affordable Housing and Viability SPG. Southwark's Local Plan seeks a minimum of 35% affordable housing, split 70:30 between social/affordable rent and intermediate tenures.

20 As set out in Figure 5, the proposed affordable housing offer is 33% affordable housing by unit or 35% by habitable room. The scheme would not be eligible for consideration under the Fast Track Route as it currently falls below the threshold of 50% on locally significant industrial land, as set out in draft London Plan Policy H6. The applicant has confirmed the application should be considered under the Viability Tested Route and has submitted a full Financial Viability Assessment (FVA). The applicant's FVA is currently being reviewed independently, on behalf of the Council, to ensure that the offer constitutes the maximum reasonable amount and discussions are being progressed between the applicant and the Council.

21 If the affordable housing offer remains less than 50%, then a late stage review mechanism will be required, in accordance with draft London Plan Policy H6, subject to any amendments published prior to the expected London Plan Examination in Public in Autumn 2018. An early stage review will also be required; to be triggered if an agreed level of progress is not made within two years of the permission being granted (or a period agreed by the borough).

22 The proposed tenure split at 70:30 affordable rent to intermediate shared ownership responds positively to draft London Plan Policy H7 and the Affordable Housing & Viability SPG (Paragraph 2.40) and provides at least 30% low cost rent and at least 30% intermediate provision. Details of the affordability of the units should be confirmed, with reference to London Affordable Rent and London Shared Ownership. The London Shared Ownership properties should be secured as affordable to a range of incomes below the upper limit of £90,000 per annum and benchmarked against the monitoring figure of £56,200 per annum in the London Plan Annual Monitoring Report, with low cost rented units secured substantially below 80% of market rent in accordance with Policy H7 of the draft London Plan.

23 The Council must publish the financial viability assessment in accordance with Policy H6 of the draft London Plan and the Mayor's Affordable Housing & Viability SPG. GLA officers will ensure that the assessment is made available, to ensure transparency of information.

Children's play space

24 Policy 3.6 of the London Plan states that development proposals that include housing should make provision for play and informal recreation, based on the expected child population generated by the scheme and an assessment of future needs. Policy S4 of the draft London Plan states residential developments should incorporate good-quality, accessible play provision for all ages, of at least 10 sq.m per child.

25 Based on the mix in Figure 5, a child yield of 146 can be expected, resulting in a requirement for 1460 sq.m of playspace, of which 730 sq.m should be doorstep play for under 5s. The scheme identifies 680 sq.m of doorstep play for under 5s within the scheme, located within the podium courtyards and roof terraces. There is no provision for older children on-site, and the applicant has identified equipped provision within Burgess Park, Brunswick Park and pocket parks within 5 minutes walk of the site. The proposed strategy to use off-site provision to meet the needs of the development is acceptable. The Council should identify any required improvements or enhancements to the existing equipment in the locale, and secure any necessary contributions within the s106 legal agreement.

Urban design

Layout

26 The general layout approach is supported and the applicant has worked to integrate the proposed public realm and key pedestrian routes with the wider street network. The retained chimney provides a focal node for the development, and the proposed layout also allows the potential for permeability across the site, in the event of adjoining sites coming forward for redevelopment. There is strong potential to create a vibrant public realm through the site, flanked with a range of commercial and 'makers' uses. Servicing yards, refuse and cycle stores are located to the rear of blocks or designed to have minimal frontage onto the public realm.

Residential quality

27 London Plan Policy 3.5 and draft London Plan Policy D4 promote quality in new housing provision, with further guidance provided by the Mayor's Housing SPG (2016). In accordance with strategic priorities, it is essential that residential quality is embraced fully, and baseline standards exceeded wherever possible. All units meet or exceed the relevant space standards, with external amenity provided in the form of balconies, terraces on upper floors, and gardens for the larger houses. The site is laid out to meet design guidelines, with no more than eight units per core, generous floor to ceiling heights and no single aspect north facing units. However there are symptoms of overdevelopment with a number of corridors having no natural light and ventilation and a number of single aspect units (albeit not north facing). The internal daylight sunlight report accompanying the application indicates that studio units in Block H will fail to achieve adequate levels of daylight and this is unacceptable. These issues must be addressed.

Density

28 London Plan Policy 3.4 requires development to optimise housing output for different locations taking into account local context and character, design principles set out in London Plan Chapter 7 and public transport capacity. Draft London Plan Policy D6 seeks a more design-led approach to density, based on an assessment against the housing standards within Policy D4 and the long-term management proposals for higher density developments. Draft London Plan H12 seeks to ensure scheme deliver an appropriate mix of units to the nature and location of the site. As set out above, there are qualitative symptoms which indicate the proposals are an overdevelopment of the site, and these should be addressed. As the density exceeds 240 units per hectare in an area with a PTAL of 2, a management plan should be secured in line with Part C of draft London Plan Policy D6.

Height and massing

29 The heights and massing strategy has blocks generally stepping down in scale to address the low-rise character of the immediate context. Heights increase towards the centre of the site, with the tallest building (Block I) at 14 storeys. Whilst the height and massing strategy responds to the constraints of existing residential amenity around the site; as set out above, the studio flats in Block H have an unacceptable level of proposed daylight within the units and this raises concerns that the amenity of proposed residents is being unacceptably compromised by the height of Block I. This needs to be resolved.

Architecture

30 The proposed architectural approach has been carefully considered to respond to the context of the site, with a clear aim to differentiate between different character areas, activities and uses within the site. Whilst brickwork will knit the development together, different tones of brick, articulation and detailing will create variation. The overall approach and palette of materials is welcomed and the proposed public realm is high quality, providing a focal point for activity.

Response to historic environment

31 Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 respectively require the decision maker to have “special regard” to the desirability of preserving a listed building or its setting, and pay “special attention” to the desirability of preserving or enhancing the character or appearance of a conservation area. As set out in paragraph 9, the site is not within a Conservation Area and contains no listed properties, however there is a Conservation Area (CA) within a 500 metres radius of the site (Addington Square) and a number of Grade II Listed Buildings within 500 metres radius of the site, most notably 73,75 and 77 Southampton Way, Collingwood House and 113 Wells Way (all to the immediate south of the site) and Former Church of St George, Groundwork Trust Offices and Almshouses (all to the north east of the site). A detailed Built Heritage, Townscape and Visual Impact Assessment (HTVIA) has been prepared and submitted with the application.

32 The NPPF states that where a proposed development will lead to substantial harm to designated heritage assets, permission should be refused unless it can be demonstrated that the substantial harm is necessary to achieve substantial public benefits that outweigh the harm or in wholly exceptional circumstances identified in paragraph 133 of the NPPF. Where the proposal will lead to less than substantial harm, that harm should be weighed against the public benefits of the proposal. Having found harm to a heritage asset, the decision maker must give that harm considerable importance and weight, even when the harm in NPPF terms is less than substantial.

33 The submitted HTVIA demonstrates that there would be harm to the setting of a designated heritage assets (Former Church of St George) but, on balance, this harm is considered to be less than substantial.

34 In assessing the proposals in accordance with the statutory and policy tests, GLA officers conclude the harm identified to the designated heritage assets, namely the introduction of a tall building affecting its setting, would be less than substantial and, having given the harm considerable importance and weight, would be outweighed by the public benefits of the proposal including the delivery of new homes, notably affordable homes.

35 Accordingly, GLA officers are satisfied that the proposal accords with London Plan Policy 7.8, draft London Plan Policy HC1 and the NPPF.

Strategic Views

36 As set out in London Plan Policy 7.11 and Map 7.3, the site is located beyond the London Panorama 1A.2 Alexandra Palace to Central London. London Plan Policy 7.12C states that development proposals in the background of a view should give context to landmarks (in this case, St Paul's Cathedral) and not harm the composition of the view as a whole.

37 Draft London Plan Policies HC3 and HC4 seeks a stronger emphasis on background views, notably Policy HC4 F3 states that *“development in the background should not harm the composition of the Protected Vistas, nor the viewer’s ability to recognise and appreciate the Strategically-Important Landmark, whether the development proposal falls inside the Wider Setting Consultation area or not”*.

38 The non-verified views within the submitted HTVIA shows that the proposed development would appear in the sky gap between the dome of St Paul's Cathedral and the western towers. Verified views should be provided to enable GLA officers to assess whether the proposed development harms the composition of the Protected Vista, or the viewers ability to appreciate the Strategically-Important Landmark of St Paul's Cathedral in line with London Plan Policies 7.11, 7.12 and draft London Plan Policies HC3 and HC4.

Inclusive design

39 London Plan Policy 7.2 seeks to ensure that new development achieves the highest standards of accessible and inclusive design. In line with the national housing standards, London Plan Policy 3.8 and draft London Plan Policy D5 outline that 90% of units should meet Building Regulation requirement M4(2) and the remaining 10% of units meet Building Regulation requirement M4(3). The applicant has stated that 51 (10%) of the units will be M4 (3) units and should confirm that the remainder of the units will be compliant with M4(2). These should be secured by condition.

40 The accompanying Design & Access Statement sets out how the proposed block and landscaped areas will be accessible for all users. The detailed design of the public realm and landscaping should ensure materiality to enable blind and partially sighted residents to be aided with their navigation and ensure there are no conflicts with the yard space and vehicular accesses throughout the site.

41 All 18 residential parking spaces will be accessible bays (Blue Badge). This provision meets the requirements of Draft London Plan Policy T6.1.

Energy

42 Through a range of proposed passive design measures, Combined Heat and Power (CHP), photovoltaic (PV) panels air source heat pumps (ASHPs) the residential development would achieve an overall carbon dioxide saving of 40% compared to a 2013 baseline. These savings exceed the on-site target set within Policy 5.2 of the London Plan. Once all opportunities to minimise on-site carbon emissions have been robustly investigated, the applicant should ensure that the remaining regulated CO₂ emissions is met through a contribution to the borough's offset fund, in order to meet the zero-carbon target for residential development and draft London Plan Policy SI 2. The commercial development would achieve an overall carbon dioxide saving of 29% compared to a 2013 baseline, which falls below the 35% target within Policy 5.2 of the London Plan. Again, once all opportunities to minimise on-site carbon emissions have been robustly investigated, the applicant should ensure that this shortfall in regulated CO₂ emissions is met through a contribution to the borough's offset fund Further technical information is required to verify the proposed carbon emissions savings, full details of which have been sent to the applicant and Council.

Flood Risk and drainage

43 A Flood Risk Assessment (FRA) has been prepared and confirms the site is within Flood Zone 3a, but defended to a high level. The northern portions of the site are at risk of surface water flooding and groundwater flooding, however mitigation measures are proposing including raised floor levels and tanked basement. The proposals are acceptable in terms of London Plan Policy 5.12 (Flood risk).

44 The drainage strategy proposes a combination of green roofs and attenuation tanks. The applicant has set out the difficulties in delivering SuDS within the 'working yard' spaces and the active public realm, and this is accepted. The proposal complies with London Plan policy 5.13 (sustainable drainage).

Transport

Car Parking

45 The proposed development includes 18 disabled parking spaces, which is sufficient for draft London Plan (2017) standards, which requires at least 3 per cent disabled blue badge parking at the outset of the development. The residential travel plan should include details how on-site disabled car parking will be managed.

Walking and cycling

46 The proposed development includes a number of new routes through the site, albeit these will be for pedestrians and cyclists and service vehicles and blue badge vehicles only. These routes should be accessible to the public 24 hours a day, 7 days per week if on foot or cycle. These requirements should be secured by condition and/or s106 if planning permission is granted.

47 TfL requests a contribution of £15,000 from the applicant payable to Southwark to be included in the s106 agreement in order to provide new signage along the site's boundary and update existing signage at key decision points in the site's surrounding area.

48 During pre-planning discussions TfL requested that land and/or a financial contribution via s106 should be secured for a medium sized cycle hire docking station, to promote active travel. TfL continues to be of the opinion that a medium size (30 docking points) cycle hire docking station is justified to meet demand arising from this development and are requesting a contribution of £200,000, to be secured in the s106 agreement. The cycle hire station would be positioned outside of the site boundary and therefore no land is required from the developer.

49 Long and short stay cycle parking will be provided in accordance with London Plan (2016) minimum standards. The form of the proposed long stay cycle parking provision for the non-residential uses should be confirmed.

Public transport

50 Bus demand is forecast to increase, especially as there are no stations within reasonable walking distance. At this stage, it is not clear whether the proposed development (and others in the vicinity) would cause capacity issues given existing bus patronage and initiatives to encourage active travel. TfL therefore consider that a s106 contribution of £90,000 is justified, but which would only be drawn down if there is bus overcrowding being monitored, having reviewed the position at the end of two years from first occupation or upon occupation of 300 homes, whichever is sooner.

Travel plan

51 The submitted framework travels plans are broadly acceptable and detailed comments have been issued by TfL. Full travel plans for residential and commercial uses should be secured via conditions or s106.

Servicing

52 Detailed comments have made by TfL on servicing arrangements, and these are broadly acceptable. A full delivery and servicing plan should be secured by s106 and/or conditions.

Construction

53 An outline construction and logistics plan has been provided. A detailed construction and logistics plan should be secured through conditions or planning obligations, to include construction staff travel plans and monitoring.

Local planning authority's position

54 The proposal has been the subject of pre-application discussions with Southwark Council planning officers. The application is still under consideration, but officers have concerns in relation to the proposed height, loss of employment floorspace and affordable housing provision.

Legal considerations

55 Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 of the Order to refuse the application, or issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application and any connected application. There is no obligation at this present stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's statement and comments.

Financial considerations

56 There are no financial considerations at this stage.

Conclusion

57 London Plan and draft London Plan policies on land use, housing, affordable housing, urban design, climate change and transport are the key strategic issues relevant to this planning application. The application does not comply with the London Plan and draft London Plan. The following changes could possibly lead to the application becoming compliant with the London Plan and draft London Plan:

- **Land use principles:** The site is locally protected for industrial uses. The proposals would lead to a significant loss of industrial floorspace (B1c/B2/B8), contrary to London Plan Policy 4.4, draft London Plan Policies E4 and E6 and the draft site allocation. The scale of loss is unacceptable and the quantum of industrial floorspace (B1c/B2/B8) must be increased.

- **Affordable housing:** The scheme proposes 35% affordable housing (by habitable room). The provision falls below the 50% threshold for LSIS set out within Policy H6 of the draft London Plan, and a late stage review mechanism should be secured, alongside the early review, subject to any amendments published prior to the expected London Plan Examination in Public in Autumn 2018. The viability is currently being examined to ensure the offer is the maximum reasonable amount. The provision should be secured through a s106 legal agreement, including the appropriate review mechanisms, as well as details of affordability.
- **Urban design:** The site layout is supported. There are residential quality issues which should be addressed, particularly the relationship between Blocks I and H. A management plan should be secured for this high density development. Verified views are required to assess the proposal's impact upon London Panorama 1A.2.
- **Inclusive design:** The proposals are in line with London Plan Policies 3.8, 7.2 and draft London Plan Policies D3 and D5. 90% M4(2) units and 10% M4(3) units should be secured by condition.
- **Climate change:** The residential savings exceed the on-site target set within Policy 5.2 of the London Plan, however the non-residential savings fall below the on-site target of Policy 5.2. In order to meet the zero-carbon target for residential development and draft London Plan Policy SI 2, the applicant should maximise on-site carbon reductions before any remaining regulated CO₂ emissions are met through a contribution to the borough's offset fund which should be secured through legal agreement.
- **Transport:** The proposal for car-free development is welcomed. TfL are seeking contributions towards buses, cycle hire scheme and Legible London signage which should be secured through the s106 agreement. Detailed travel plans, construction logistics plan and delivery and servicing plan should be secured by condition or s106 for the application to be in accordance with the transport policies of the London Plan.

for further information, contact the GLA Planning Team:

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