

Statement of Case
Avonmouth House

Relating to site at
6 Avonmouth Street, London, SE1 6NX

July 2022



hghconsulting.com

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1.0 Introduction

- 1.1 This Appeal Statement of Case (“SoC”) has been prepared by hgh Consulting on behalf of Tribe Avonmouth House Limited (“the Appellant”).
- 1.2 This appeal relates to the non-determination of a planning application (ref: 21/AP/4297) by the London Borough of Southwark (“LB Southwark”) for the mixed-use redevelopment of Avonmouth House, 6 Avonmouth Street, London, SE1 6NX (“the site”). A site location plan is included at Figure 1 of the draft Statement of Common Ground (“SoCG”).
- 1.3 The SoC should be read in conjunction with the draft SoCG (including Core Documents List at Appendix A) and Annexe K Statement outlining why the Appellant considers it appropriate that the appeal proceeds by way of a public inquiry and the evidence to be called.
- 1.4 For brevity, this SoC refers to a number of the supporting documents that formed the basis of the application (contained in the Core Documents List) to avoid undue duplication.
- 1.5 Planning permission is sought for:
- “Demolition of existing building and structures and erection of a part 2, part 7, part 14, part 16 storey plus basement mixed-use development comprising 1733sqm (GIA) of space for Class E employment use and/or community health hub and/or Class F1(a) education use and 233 purpose-built student residential rooms with associated amenity space and public realm works, car and cycle parking, and ancillary infrastructure.”*
- 1.6 The Appellant has sought very hard to understand what the key issues are (as evidenced in section 5 of this SoC); however, LB Southwark has not indicated their stance on the planning application nor its acceptability. In the absence of any reasons for refusal or identified concerns that LB Southwark has with the application, this SoC addresses the areas that are considered most likely to generate any objections to the appeal proposal¹. The principal area of potential dispute is considered to be the height of the proposed building. Accordingly, section 7 focuses on this matter. However, it also addresses three other potential planning considerations as follows:
- Impacts on neighbouring amenity (daylight, sunlight, and overshadowing);
 - The principle and quantum of Class E/F1(a) employment/health/education floorspace; and
 - The principle of purpose-built student accommodation (“PBSA”).
- 1.7 Tribe is a relatively new independent provider of student accommodation, having been established in 2020. Tribe provides high quality and good value student accommodation across London. Tribe is currently in the process of delivering 910 purpose-built student bedspaces within the Old Kent Road (LB Southwark) and Deptford (LB Lewisham) areas and has a further 1,398 student bedspaces in the planning system awaiting determination. With a steadily growing portfolio, Tribe has established a good relationship with Higher Education Institutions across London, including within Southwark, and has recently secured Nomination Agreements with the University of London. The Tribe company

¹ As per the Planning Inspectorate guidance titled ‘Statements of Case Where an Inquiry is Requested’, Part 2

brochure enclosed at **Appendix 1** demonstrates the high quality student accommodation that Tribe delivers.

1.8 The Appellant contends that the proposed development involves a high quality and sensitive design by award-winning architects, Stitch, that responds directly to the site context and delivers a significant number of planning benefits, including:

- Regeneration and optimisation of a highly accessible, brownfield site, allocated for redevelopment within the Southwark Plan, to contribute to the regeneration of the Elephant and Castle Opportunity Area;
- Modern, flexible, employment generating floorspace, including 10% affordable workspace, fronting Avonmouth Street and Tiverton Street with views across Newington Gardens;
- 233 high quality PBSA bedrooms, including 35% affordable and 5% wheelchair accessible bedrooms, supporting the Borough's higher education establishments and contributing towards the Mayor's target of 3,500 new PBSA bedrooms per annum;
- An indirect contribution of 93 homes towards LB Southwark's annual housing target (based on the London Plan ratio of 2:5:1), which, in turn, would free up conventional housing and reduce pressure on the local private rental housing market;
- Active frontages and enhanced public realm on Avonmouth Street and Tiverton Street that would create an attractive, safe and high quality environment for people and students to work, live and visit, better revealing local distinctiveness and providing a strong sense of place;
- Exemplary new architecture that is sympathetic to the local vernacular and history and provides visual enhancements to the local townscape, whilst maximising the site's potential;
- Up to 158² new jobs once the building is operational/completed, as well as indirect employment in the construction and supply chain;
- Fiscal benefits through increased spending power in the area from the future student occupants; CIL payments; section 106 contributions; and annual business rates;
- A highly sustainable, zero carbon, air quality neutral development with BREEAM 'Excellent' rated employment floorspace;
- Introduction of urban greening to improve the biodiversity of the area; and
- The potential for public realm improvements to the wider area including a newly created "pocket park" and associated highway improvements.

1.9 The Statement is structured as follows:

- Section 2 describes the site and its surroundings;
- Section 3 summarises the pre-application consultation undertaken;
- Section 4 describes the appeal scheme;

² As calculated in Chapter 2 of the Economic Impact and Regeneration Statement by Propernomics (Core Document 3.0)

- Section 5 provides a summary of engagement with LB Southwark and other key stakeholders during the determination of the application;
- Section 6 highlights the key Planning Policy Framework;
- Section 7 contains an assessment of the proposed development against relevant planning policies and other material considerations; and
- Section 8 provides a summary.

2.0 Appeal Site and Surroundings

- 2.1 Details of the site (including its planning history and designations) and the surrounding area are set out in sections 2 and 6 of the SoCG.

3.0 Pre-application Consultation

- 3.1 The Appellant recognises the importance and benefits of pre-application discussions for all parties and therefore sought to engage proactively with key stakeholders. A summary of pre-application engagement is provided below.

Pre-application discussions with the Greater London Authority (“GLA”) and Transport for London (“TfL”)

- 3.2 A virtual pre-application meeting with the GLA’s planning and design officers and TfL was held on 6 July 2021 via Microsoft Teams. Officers provided verbal feedback at the meeting, confirming their support for the principle of redevelopment and general form, height, and massing of the proposed scheme. The formal pre-application response letter had not been received at the point of submission of the planning application (18 November 2021), however, it has subsequently been received. The letter dated 7 March 2022 is included at **Appendix 3** and concludes:

“This purpose-built student accommodation scheme would make a contribution to addressing overall housing need within Southwark and London and would provide for housing choice. Notwithstanding this contribution to housing, to ensure that the proposed student accommodation scheme will be supporting London’s higher education institutions, the majority of the bedrooms should be subject to a nominations agreement for one or more specified higher education institutions. In addition, the scheme is expected to deliver 35% affordable student accommodation. The principle of the provision of tall building within the site is accepted by GLA Officers, subject to a detailed assessment of the criteria set out in Part C of London Plan Policy D9.”

Pre-application discussions with the London Borough of Southwark

- 3.3 A formal request for a pre-application meeting and written advice was submitted on 9 June 2021 and a virtual meeting with senior officers was held on 17 August 2021.
- 3.4 The pre-application scheme constituted a 2-16 storey stepped building with re-provision of the existing commercial floorspace (1,307sqm) at basement, ground and first floors, and 223 student bedspaces at upper floors, of which 35% would be affordable and 5% wheelchair accessible.
- 3.5 The pre-application fee (£6,000) paid by the Appellant was the amount payable for both a meeting and follow-up formal advice letter. However, officers did not produce the advice letter, nor any form

of written advice. A Planning Performance Agreement was also suggested by the Appellant to continue the pre-application dialogue with dedicated officer resource; however, it was not progressed by LB Southwark.

3.6 Officers made the following points verbally at the meeting:

- Emerging site allocation NSP43 (now NSP46) requires B class/town centre uses and housing to be delivered; it does not refer to student accommodation.
- The proposal does not meet the emerging site allocation requirement to re-provide the amount of employment floorspace currently on the site or provide at least 50% of the development as employment floorspace, whichever is greater.
- Members are not enthusiastic about large amounts of student housing in the area, particularly direct let student housing.
- A tall building of the scale proposed is not supported. A 7 storey building is considered more appropriate for the site.
- The scheme could struggle to meet a policy compliant Urban Greening Factor score.
- The Council has appointed Tibbalds to prepare an urban design framework and associated “assessment tool” to enable future development scenarios of a number of sites in and around Newington Causeway to be assessed in terms of their environmental and townscape impacts, including the various sites that comprise emerging allocation NSP43 (incorporating Coburg House and Avonmouth House). Tibbalds have consulted with the other landowners and their agents within NSP43.

Engagement with Tibbalds

3.7 Following the pre-application meeting with LB Southwark, and having been made aware of Tibbalds’ involvement, a meeting was arranged on 6 October 2021 involving Tibbalds, LB Southwark officers from the regeneration and planning team, the Appellant and their design team. The purpose of the meeting was for Tibbalds to present and explain their work.

3.8 The Appellant welcomed the engagement with Tibbalds. Tibbalds appeared unconcerned about the proposed building height. Although the Appellant considers that there are clear limitations with the Tibbalds framework³, they have nonetheless responded to it within the planning application⁴. The Appellant has demonstrated⁵ that the appeal scheme follows the same design rationale as the framework, whereby the massing steps up away from Borough Road towards the tallest building in the north Southwark Cluster, 251 Newington Causeway (41 storeys high).

Public Consultation

3.9 A thorough pre-application consultation process was undertaken with non-statutory stakeholders, including locally elected political representatives, local community groups, residents and businesses

³ See paragraph 5.10 of the Planning Statement (Core Document 1.44)

⁴ See paragraph 5.8 of the Planning Statement

⁵ See diagrammatic sections on page 21 of the Design and Access Statement (Core Document 1.39)

around the site, and neighbouring landowners. A summary can be found in section 5 of the Planning Statement and full details are contained within the Statement of Community Involvement⁶.

3.10 The following changes were made to the scheme following the public consultation and pre-application discussions:

- The quantum of employment generating floorspace in the scheme was increased from 1,307sqm to 1,733sqm (GIA) by increasing the area of employment use at basement level. The basement level mechanical plant and student cycle storage was relocated to a new sub-basement (basement -2).
- A single on-site disabled car parking bay was added.

3.11 Due to the potential delay associated with a further round of pre-application discussions, a decision was taken to proceed with the submission of a planning application.

4.0 The Appeal Scheme

4.1 Section 4 of the Planning Statement provides a full description of the appeal scheme.

5.0 Determination of the Planning Application

5.1 The planning application was submitted on 18 November 2021 and validated by LB Southwark on 22 December 2021, although the statutory determination period was started from 19 November 2021.

5.2 In the seven-month period since the application was validated by LB Southwark, the Appellant has had very limited feedback on the proposals from LB Southwark.

5.3 The only correspondence with LB Southwark during the determination of the application has been regarding the application process and queries arising (see Core Documents 4.0 to 4.15). A chronological summary is contained below.

1. Email from senior officer (Group Manager, Strategic Applications, LB Southwark) dated 22 December 2021 requesting clarity on the position regarding the Nomination Agreement (Core Document 4.0).
2. Email responding to senior officer dated 23 December 2021 confirming that the proposal is for a “nomination scheme”, as opposed to a direct let student housing scheme (Core Document 4.1).
3. Email from senior officer dated 4 January 2022 requesting further certainty and commitment from the Appellant regarding the nomination position (Core Document 4.2).
4. Email responding to senior officer dated 6 January 2022 further clarifying the position regarding the Nomination Agreement (Core Document 4.3).

⁶ Core Document 1.65

5. Email to the case officer dated 12 January 2022 requesting an update on the consultation process (Core Document 4.4). No acknowledgement or response received.
 6. Email to the case officer dated 19 January 2022 requesting an update on the viability audit (Core Document 4.5). No acknowledgement or response received.
 7. Email to the case officer dated 25 January 2022 requesting a copy of the consultee responses (Core Document 4.6). No acknowledgement or response received.
 8. Email to senior officer dated 3 February 2022 attaching a letter of support from London South Bank University ("LSBU") reiterating the Appellant's commitment to a Nomination Agreement (Core Document 4.7). No acknowledgement or response received.
 9. Emails to LB Southwark Planning Support dated 14 February, 17 February, and 2 March 2022 requesting a copy of the consultation responses received (Core Document 4.8).
 10. Email from Planning Support dated 3 March 2022 informing us that the case officer has been asked to respond to us directly (Core Document 4.9).
 11. Email to Planning Support dated 7 March 2022 requesting an update (Core Document 4.10). No acknowledgement or response received.
 12. Email to the case officer dated 14 March 2022 requesting a general update on the application and the consultation responses received (Core Document 4.11). No acknowledgement or response received.
 13. Email to Planning Support dated 22 March 2022 requesting an update (Core Document 4.12).
 14. Email from Planning Support dated 24 March 2022 advising that the case has been escalated to Head of Planning (Core Document 4.13).
 15. Email to the case officer dated 13 April 2022 again requesting a copy of the consultation responses received (Core Document 4.14). No acknowledgement or response received.
 16. Email to the case officer dated 20 April 2022 enclosing a letter providing an update on the Appellant's discussions with LSBU (Core Document 4.15). No acknowledgement or response received.
- 5.4 The only statutory consultee responses received that the Appellant is aware of are from Thames Water, the Environment Agency, the Health and Safety Executive, the London Fire Brigade, TfL and the GLA.
- 5.5 LB Southwark referred the application to the GLA on 18 March 2022 (four months after it was submitted and validated) and it was validated the same day by the GLA (GLA reference: 2022/0221/S1). The Mayor's Stage 1 Report was received on 6 May 2022 (enclosed at **Appendix**

4). A summary of the strategic issues is reproduced below. The report contains detailed comments in relation to transport, sustainable development, and environmental issues.

“Land use principles: *The principle of the redevelopment and optimisation of the brownfield site within the CAZ, involving the re-provision of town centre uses, delivery of purpose-built student accommodation, and contribution to strategic housing targets, and is supported.*

Affordable student accommodation: *The proposed 35% on-site affordable student accommodation is supported subject to this being secured through a S106 agreement, including the rent levels and eligibility criteria. The obligation to enter into a nomination agreement must also be secured.*

Urban design: *The principle of a tall building could be supported in strategic terms, subject to addressing its impacts. The small size of some of the regular and cluster accommodation should be reconsidered. A revised fire statement and inclusive access statement are required.”*

- 5.6 The Appellant has formally responded to all matters raised in the Stage 1 Report and has provided additional information/clarification, including a revised Fire Statement and Inclusive Access Statement⁷, to the GLA and LB Southwark case officers.
- 5.7 In responding to the comment that *“the small size of some of the regular and cluster accommodation should be reconsidered”*, it is noted that the student ensuite bedrooms are all at least 12sqm with a bedroom area, excluding the ensuite, of over 7.5sqm, which is the minimum size of a single bedroom set out in Nationally Described Space Standards and London Plan Policy D6 (Housing Quality and Standards). The layouts in the student rooms allow a clear access zone of at least 750mm around and between furniture which is the standard set out in Building Regulations Part M(4)2 deemed sufficient for circulation space within bedrooms.
- 5.8 Notwithstanding the above, minor amendments have been made to the furniture layouts to improve internal circulation, as detailed in item 2 of the Appellant’s table of responses⁸.
- 5.9 Two further points that should be noted are:
- There has been very limited public interest or indeed objection to the application. Of the 330 addresses consulted by LB Southwark, only eight objections have been recorded on the online planning application file. The comments mainly relate to issues regarding environmental effects (loss of daylight/sunlight, noise pollution), highways impacts, increased pressure on local infrastructure, and overdevelopment. The Appellant has not formally responded to individual comments, but they have been addressed in **Appendix 2** for the purposes of the appeal.
 - A virtual meeting was held on 23 May 2022 attended by Councillor Helen Dennis (Chaucer ward councillor and Cabinet Member for Climate Change and Sustainable Development), Councillor Joseph Vambe (Chaucer ward councillor), the Appellant and relevant members of

⁷ Core Documents 2.18 and 2.20

⁸ Core Document 2.16

the design team. The meeting was arranged to discuss the revised planning application⁹ that was submitted more recently, although that application is very similar to the subject appeal proposal. Of note, the principle of a PBSA-led development on the site, affiliated with LSBU or another HEI through a Nomination Agreement, which is common to both applications, was supported by both councillors at the meeting.

Reasons for the Appeal

- 5.10 LB Southwark officers have failed to respond to numerous requests for information and updates on this appealed application over a seven-month period since the application was validated. The lack of co-operation or willingness of LB Southwark to engage with the Appellant or provide any feedback on the planning application, including sharing consultee responses (which the Appellant is unable to retrieve themselves), has resulted in the Appellant taking the decision to appeal.
- 5.11 The Annex K Statement outlines the reasons why a public inquiry would be the most appropriate format for the appeal.

6.0 Planning Policy Framework

- 6.1 The statutory development plan and other relevant planning policy, guidance, and material considerations are set out in sections 7 and 8 of the SoCG.
- 6.2 Since the application was submitted (18 November 2021), the Southwark Core Strategy and Saved Southwark Plan Policies have been replaced by the Southwark Plan 2022.
- 6.3 The Planning Statement accompanying the application cited both the adopted Southwark Core Strategy and Saved Southwark Plan and the emerging Southwark Plan policies as they were at the time. Since then, the Southwark Plan 2022 has been adopted. This SoC therefore refers only to the adopted Southwark Plan policies.

7.0 The Case for the Appellant

- 7.1 The PINS guidance stipulates that, where the appeal is against non-determination, the SoC must address the areas that are considered “most likely” to comprise the local planning authority’s objections to the appeal proposals. Accordingly, this section focuses principally on the proposed building height. However, it also addresses three other planning considerations as follows:
- Impacts on neighbouring amenity (daylight, sunlight, and overshadowing);
 - The principle and quantum of Class E/F1(a) employment/health/education floorspace; and
 - The principle of PBSA.
- 7.2 A full assessment of the merits of the appeal proposal, including technical matters, is contained in sections 7 and 8 of the Planning Statement.

⁹ See paragraph 6.2 of the SoCG

Building height

- 7.3 The appeal proposal is supported by a thorough Heritage, Townscape and Visual Assessment (“HTVA”) undertaken by Citydesigner. Citydesigner is a consultancy of experienced professionals from the areas of architecture, urban design and heritage, all trained in townscape and architectural assessments by its founder, Richard Coleman, who has carried out design assessments since 1985.
- 7.4 Citydesigner has worked collaboratively with the architects and design team throughout the design development process with the intention of achieving a high quality of design in order to maximise the beneficial effects of the proposed development on heritage assets, townscape and views. Digital models were used during the design process to test how different iterations of the design would affect views, and this information was then used to make early assessments of the effects and inform modifications to the design.
- 7.5 The proposal has been assessed against key policies relating to tall buildings contained within the NPPF, London Plan (Policy D9), Southwark Plan (Policy P17, formerly P16), and guidance contained within the Elephant and Castle SPD and OAPF¹⁰.
- 7.6 In undertaking the HTVA, the Appellant has also had regard to Section 66(1) and Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 7.7 The appeal proposal was subject to a rigorous design evolution process as evidenced in section 3 of the Design and Access Statement submitted in support of the application. The appeal scheme is of high-quality, fitting for a tall building.
- 7.8 The context of the appeal site was considered in detail by the Appellant, including the fact that it is identified as being appropriate for tall buildings in the Southwark Plan¹¹. The acceptability of tall buildings is also borne out by the existing context which includes several tall buildings close by¹², including the recently constructed 24 storey mixed-use retail/residential/hotel building at 87 Newington Causeway known as “The Kite”, which has been shortlisted for a Tall Building Award in the ‘Best Mixed-Use or Commercial Tall Building Project’ category for 2022¹³. This position is not only supported by the physical site context, but also by GLA officers in their Stage 1 Report, which confirms:
1. The principle of a tall building in this location accords with Southwark Plan Policy P17, which states that tall buildings may be appropriate in certain locations, such as Major Town Centres, Opportunity Area Cores, and the Central Activities Zone;
 2. By virtue of point 1, the appeal proposal complies with London Plan Policy D9 part B;
 3. In respect of part C of London Plan Policy D9:

¹⁰ See paragraphs 7.83-7.114 of the Planning Statement (Core Document 1.44), paragraphs 5.8-5.12 of the HTVA (Core Document 1.69) and section 2 of the Design and Access Statement (Core Document 1.39).

¹¹ Figure 4: Tall buildings map

¹² See paragraphs 2.12-2.13 of the SoCG

¹³ 2022 Tall Buildings Awards Finalists (tallbuildingsawards.co.uk/finalists)

- Visual impacts¹⁴:

“The bulk of the building would sit comfortably within the site and its context and the articulated massing would create visual interest.”

“In mid-range views, GLA officers consider the form and proportions of the building would make a positive contribution to the local townscape.”

“In terms of immediate views, the stepped massing with 2 storeys at the rear helps to create some separation distance for neighbouring existing properties, and provides an appropriate transition in scale between the proposed tall buildings and their surrounding context...”

“The building would be of good quality in appearance with well-considered architecture and detailing that references local character.”

“The proposed development would cause no harm to heritage assets (as assessed at this stage) and is not expected to cause adverse glare or excessive light pollution.”

- Functional impacts¹⁵:

“The proposed development would optimise the development potential for the site as well as creating new jobs in an area with the highest possible transport accessibility level.”

- Environmental impacts¹⁶:

The GLA have acknowledged that the Appellant has undertaken the requisite technical assessments and that these do not indicate any adverse effects.

- Cumulative impacts¹⁷:

“The proposed development would optimise the development potential for the site as well as creating new jobs in an area with the highest possible transport accessibility level...”

- 7.9 The evidence above leads to a conclusion that the proposed height is appropriate and in accordance with the Development Plan, including London Plan Policy D9 and Southwark Plan Policy P17. Supplementary evidence will be provided by Citydesigner and Stitch Architects in relation to the proposed building height and townscape impacts following receipt of the Council’s Statement of Case.

¹⁴ GLA Stage 1 Report, paragraphs 53-57

¹⁵ GLA Stage 1 Report, paragraphs 58 and 59

¹⁶ GLA Stage 1 Report, paragraphs 60-62

¹⁷ GLA Stage 1 Report, paragraph 63

Impacts on neighbouring amenity (daylight, sunlight, and overshadowing)

- 7.10 The form and layout of the proposed scheme has been informed by the local context.
- 7.11 As noted in paragraph 7.4, computer models were used during the design process to test how different iterations of the design would affect views, and this information was then used to make early assessments of the effects and inform modifications to the design.
- 7.12 The result of this iterative design process was to orientate the taller elements to the north of the site, with the building stepping down at the southern end to respect the existing scale and outlook of the nearby Rockingham Estate.
- 7.13 A Daylight and Sunlight Assessment has been undertaken by Point 2 Surveyors¹⁸ which considers the effects of the proposed development on the properties neighbouring the site (including buildings within the Rockingham Estate) in relation to the BRE guidelines on daylight and sunlight. It also assesses the overshadowing effects on Newington Gardens to the east of the site.
- 7.14 The properties surrounding the site that fall within the scope of the assessment based on their proximity to the development site and the fact that they contain residential accommodation are:
- Telford House
 - Stephenson House
 - 57-61 Newington Causeway (Balppa House)
 - 2 Avonmouth Street
- 7.15 In relation to the daylight and sunlight effects on neighbouring residential properties, the report concludes *“while there will inevitably be some noticeable reductions as the existing site massing is modest, overall, we consider the effects to be acceptable. Retained levels of amenity are generally good and compare favourably with those appropriate for the urban location”*.
- 7.16 In terms to overshadowing, Newington Gardens will retain “excellent” levels of sunlight amenity following the construction of the development.
- 7.17 Overall, the effects of the proposed development in relation to daylight, sunlight and overshadowing are considered to be acceptable.
- 7.18 Since the original Daylight and Sunlight Assessment was undertaken to support the planning application, a new version of the BRE guidelines has been published, replacing the previous version published in 2011. A Technical Note has been prepared by Point 2¹⁹ to address the new guidelines. It concludes:
- “In summary, the methodology for the assessment of the impact of proposed schemes on neighbouring properties provided in the recently published update of the BRE Report has not materially altered from the previous version. Therefore, in relation to our assessment of the effects of the Proposed Scheme on the surrounding properties, the conclusions of our previous report remain.*

¹⁸ Core Document 1.55

¹⁹ Core Document 3.1

As the assessment methodology in relation to internal daylight has altered, we have undertaken an assessment in relation to this new guidance. Levels of compliance with the new CBDM DI targets are excellent, and again we conclude that overall daylight amenity within the proposed scheme will be very good."

- 7.19 If necessary, further evidence will be provided by Point 2 to demonstrate the acceptability of the daylight and sunlight amenity impacts on surrounding buildings.

Principle and quantum of Class E/F1(a) employment/health/education floorspace

Principle of Class E/F1(a) employment/health/education floorspace

- 7.20 At the heart of the NPPF ("the Framework") is the presumption in favour of sustainable development. Paragraph 11 advises that the presumption in favour of sustainable development should be applied to decision-taking by approving development proposals which accord with an up-to-date development plan without delay.
- 7.21 Paragraph 81 of the Framework says that "significant weight" should be given to supporting economic growth and productivity, taking into account local business needs and opportunities for development.
- 7.22 Both the London Mayor and LB Southwark consider Class E and Class F1(a) uses to be acceptable uses generally within the Central Activities Zone ("CAZ"), Elephant and Castle Major Town Centre, and Elephant and Castle Opportunity Area (and specifically, the Enterprise Quarter)²⁰.
- 7.23 Planning policy directs higher and further education uses to accessible locations with good public transport accessibility²¹ and where they meet identified needs, while health facilities are supported within the Enterprise Quarter²².
- 7.24 Site Allocation NSP46 requires the following uses to be provided across the site allocation as a whole (measuring 3,784sqm and comprising multiple sites and landowners):
- Employment floorspace (Class E(g), formerly B class);
 - A theatre or alternative cultural use (Class D2);
 - New homes (Class C3); and
 - A new community health hub (Class E(e)).
- 7.25 The provision of employment/health/education uses at the site is therefore appropriate in planning policy terms because:
- The site is in a highly accessible part of Inner London, as demonstrated by its PTAL rating of 6b ("excellent");
 - The site is located within the Elephant and Castle Major Town Centre and Opportunity Area (and specifically, the Enterprise Quarter part of the Opportunity Area);

²⁰ London Plan Policies SD4 and SD5, Southwark Plan Policies AV.09, P30, and P35, and Elephant and Castle SPD and OAPF Policy SPD4

²¹ London Plan Policy S3 and Southwark Plan Policy P27

²² Elephant and Castle SPD and OAPF, Policy SPD 49, paragraph 5.8.11

- The site is located within the CAZ;
- It accords with the proposed uses identified for Site Allocation NSP46; and
- It meets the objectives of the Southwark Plan and London Plan economic policies by creating new jobs, employment floorspace and economic growth.

Quantum of Class E/F1(a) employment/health/education floorspace

- 7.26 The appeal scheme includes 1,733sqm (GIA) of high quality, sustainable, employment generating floorspace, which is estimated to generate up to 158 full-time jobs²³.
- 7.27 Elephant and Castle is identified in the London Plan as an Opportunity Area with potential for 5,000 new homes and 10,000 new jobs by 2041.
- 7.28 Policy ST1 of the Southwark Plan provides a strategic target of 58,000 new jobs between 2019 and 2036, of which 10,000 are expected within the Elephant and Castle Opportunity Area, and 460,000sqm office floorspace within the same period, of which around 80% is expected to be delivered in the CAZ and in town centres.
- 7.29 Policy P30 'Office and business development' of the Southwark Plan concerns the quantum of employment floorspace in new developments. The policy requires development within the CAZ, town centres, opportunity areas, and individual development plots within site allocations where employment re-provision is required to *"Retain or increase the amount of employment floorspace on site (GIA) of E(g), B2, B8 class use or sui generis employment generating uses"*. The proposals result in a net increase of 426sqm (GIA) of employment-generating floorspace in compliance with the policy.
- 7.30 At a site-specific level, Site Allocation NSP46 notes that the "existing uses" are:
- Southwark Playhouse (Sui Generis) – 816sqm
 - Office (E) (g) (i) – 4,168sqm
 - Light industrial uses (B1c) – 827sqm
 - Job Centre (E(c)(i)) – 546sqm
- 7.31 Following on from this, it notes the "site requirements" (for the allocation as a whole), which are to:
- Provide at least the amount of employment floorspace (E(g), B class) currently on the site or provide at least 50% of the development as employment floorspace, whichever is greater;
 - Retain the existing theatre use or provide an alternative cultural use (D2);
 - Provide active frontages including ground floor retail, community or leisure uses on Newington Causeway;
 - Provide new homes (C3); and
 - Provide a new community health hub (E(e)).
- 7.32 The appeal site clearly does not comprise the Southwark Playhouse, light industrial use or job centre. It must, therefore, have been assumed to be in office use and therefore form part of the 4,168sqm of existing office floorspace that is referenced in the allocation. This is factually incorrect. The planning

²³ As calculated in Chapter 2 of the Economic Impact and Regeneration Statement by Propernomics (Core Document 3.0)

history²⁴ confirms that in 1989, planning permission was granted for use of the site for education purposes (Class D1). Since then, and for at least the last 10 continuous years, the existing occupier, etc. venues, have used the site in a variety of ways, not limited to training activities, but also including conferencing, meeting rooms, offices, kitchen, and dining facilities, with the training activity comprising only one component of the overall use. So, whilst the planning permission in 1989 was for education use, this has not been the primary use for at least the last 10 years. The Appellant therefore contends that the site's lawful use is sui generis. Even if it was disputed that the site's lawful use is sui generis, there is no evidence to suggest that it is an office. This is simply an error in the drafting of the site allocation.

- 7.33 Notwithstanding the above, the appeal scheme would deliver 1,733sqm of employment floorspace, which represents 35% of the total floorspace proposed in the scheme and equates to an uplift of 426sqm compared to the existing floorspace on the site.
- 7.34 The Southwark Plan evidence base²⁵ provides an employment capacity for the whole allocation of 6,947sqm (GIA) and, for completeness, a residential floorspace capacity of 6,904sqm (GIA) or 93 residential units. The provision of 1,733sqm employment floorspace as proposed would therefore equate to 25% of the total employment capacity requirement for the whole allocation. The footprint of the appeal site is approximately 30% of the footprint of the overall allocation. Taking into account the fact that the proposed building does not use the full extent of the site due to the service zone required to the rear of the buildings fronting Newington Causeway, the proposed quantum of employment floorspace at the site is proportionate to the site-wide capacity target for NSP46. In other words, the appeal scheme is providing "its share" of the employment capacity target for NSP46.
- 7.35 Furthermore, the site allocation was drafted at time when demand for good quality office accommodation in Inner London was stable. However, the last two years have seen a reduced take-up in the local and wider area.
- 7.36 The Employment Land Report (ELR) dated November 2021 by Union Street Partners provides an overview of current market trends within the office market and an analysis of the supply and demand for office floorspace in the local and wider area around Southwark and Borough. The Appellant will present further market evidence, if necessary, which will refer to the abovementioned report, and conclude that:
- The provision of c 47,000sqft of employment floorspace at the site (i.e., 50% of the floorspace in the proposed development), as sought by the site allocation, would be unrealistic, unviable and at odds with the market based on current and predicted future trends post-Covid, which clearly were not considered (or capable of being considered) when the site allocation was drafted.
- 7.37 Directing consideration to the objectives of Site Allocation NSP46 (which are based on the perceived breakdown of existing uses) and development plan policies as a whole, the proposed quantum of 1,733sqm floorspace for Class E/F1(a) employment/health/education use should be regarded as acceptable in the following respects:

²⁴ In Section 6 of the SoCG

²⁵ EIP82b – Site Allocations Methodology Report May 2021

- It replaces 1,307sqm of non-Class E floorspace with 1,733sqm of Class E/F1(a) floorspace, resulting in a net increase of 426sqm employment floorspace in compliance with Southwark Plan Policy P30. Although a range of uses is sought for the 1,733sqm floorspace, it could all be secured for office use (Class E(g)(i)) by way of a planning condition if required.
- It would equate to 25% of the site-wide employment capacity target and thus make a proportionate contribution relative to the size of the allocation as a whole.
- It would comprise 10% affordable workspace, in accordance with Southwark Plan Policy P31.
- It includes the potential for a community health hub, as sought by Site Allocation NSP46.
- It would ensure that the objectives of the Southwark Plan 2022 and London Plan 2021 to meet employment floorspace and job creation targets would be met by providing up to 158 new full-time jobs (a net increase of 153 jobs) and 1,733sqm employment floorspace. This is a considerable benefit which should be given significant weight.
- It accords with Southwark Plan Policy P35 by providing active use at ground floor on Avonmouth Street and Tiverton Street, enlivening the streetscape which is severely compromised by the expansive area of dead frontage presently on the site.

7.38 The provision of highly sustainable (BREEAM Excellent rated), superior quality employment generating floorspace meets the objectives of the development plan. It provides a significant quantum of jobs compared with the existing position in a form that meets market demands and is sustainable.

Principle of PBSA

- 7.39 Policy P5 of the Southwark Plan and H15 of the London Plan deal specifically with student housing.
- 7.40 In terms of location and context, Policy H15 requires PBSA to contribute to a mixed and inclusive neighbourhood at the neighbourhood level, and it encourages boroughs, student accommodation providers and higher education providers to develop student accommodation in locations well connected to local services by walking, cycling and public transport, as part of mixed-use regeneration and redevelopment schemes. It also seeks to ensure the local and strategic need for PBSA is addressed, and the Mayor's Academic Forum has established that there is an annual requirement for 3,500 PBSA bed spaces over the plan period.
- 7.41 Southwark Plan Policy P5 is silent on the location of student housing, however, the Elephant and Castle SPD and OAPF (the 'SPD') provides the following guidance:
- The "vision" for the OA as set out at paragraph 3.1.4 highlights that *"London South Bank University and London University of the Arts will develop further as important centres of learning"*
 - Proposals for provision of space used for higher education and for student housing "will be supported" (SPD 8 'Higher education and student housing').
- 7.42 There are further references in the supporting text²⁶ of the SPD highlighting the importance of the two universities in the Opportunity Area, LSBU and the London College of Communication (LCC) (which is a constituent college of the University of the Arts), including how they are *"an important presence*

²⁶ Paragraphs 4.3.8 – 4.3.11

in the area, providing first class teaching and research facilities and making a strong contribution to its economic life”.

- 7.43 The need for more student housing for both universities is also highlighted in the SPD²⁷, a need which has only increased since the adoption of the SPD 2012, as examined in paragraphs 7.49 and 7.50 below.
- 7.44 Site Allocation NSP46 makes references to the need for redevelopments (across the site as a whole) to provide “new homes (C3)” and it specifies an indicative residential capacity of **93 homes**.
- 7.45 Although regarded as a form of non-self-contained accommodation in the planning system, paragraph 4.15.1 of the London Plan sets out that the housing need of students in London, whether in PBSA or shared conventional housing, is an element of the overall housing need for London, and that new PBSA all contributes to meeting London’s housing need. Specifically, paragraph 4.1.9 of the London Plan sets out that *“net non-self-contained accommodation for students should count towards meeting housing targets on the basis of a 2.5:1 ratio, with two and a half bedrooms/units being counted as a single home”*.
- 7.46 As such, the delivery of 233 student homes would contribute the equivalent of 93 homes towards LB Southwark’s strategic housing target of 2,355 new homes per annum for the period 2019/20 to 2028/29. The delivery of student housing at the site would not, therefore, compromise LB Southwark’s ability to meet their housing target. At the same time, it would reduce pressure on the local private rented market by releasing 93 single dwellings back to the private rented sector.
- 7.47 The provision of 93 equivalent general needs homes would meet exactly the residential capacity for the wider site allocation, notwithstanding that the 93-home indicative capacity applies to the allocation as a whole - as opposed to the appeal site in isolation or any other individual plot for that matter. It is more likely than not that additional new homes will come forward in future on other parts of the allocation, therefore, in reality, likely that the capacity figure will be exceeded, potentially by a significant margin.
- 7.48 The demand for student housing in the local context is also a key material consideration having regard to national planning guidance contained in the PPG²⁸. The Southwark Plan evidence base includes a background paper on student housing dated December 2019. It refers to the Council’s Strategic Housing Market Assessment (SHMA) Update 2019 which found that over 21,000 students aged 20 or above live in the Borough during term time, and that there are 23,500 places at Higher Education Institutions in Southwark. At least 50% of these students live in private rented accommodation, and 15% live with their parents. There are some 7,800 bed spaces in PBSA and independent halls of residence in the Borough for LSBU, King’s College, University of the Arts. The evidence-based paper sets out the student schemes in the Borough at that time; however, there are currently 5,036 student bedspaces within approved or live (awaiting determination) applications or under construction²⁹. This represents a substantial deficit in the supply of student housing relative to the number of students living and studying in the Borough.

²⁷ Paragraph 4.3.10 of the supporting text

²⁸ Paragraph: 004 Reference ID: 67-004-20190722)

²⁹ Student Housing Demand Study by Knight Frank (Core Document 1.74)

- 7.49 The planning application was accompanied by a Student Housing Demand Study³⁰ by Knight Frank, a summary of which is contained in paragraphs 7.56-7.60 of the Planning Statement. The study evidences a significant unmet need for good quality student accommodation locally and across London, concluding that within a 30-minute travel time of the site, there are 3.5 students per available bed space.
- 7.50 Since November 2021, when the planning application was submitted, the pressure and demand for student accommodation has increased as follows:
- Full-time students studying at higher education institutions within a 30-minute travel time of Avonmouth House increased from 119,861 to 132,456 (+11%)
 - Full-time students living within a 30-minute travel time of Avonmouth House increased from 42,842 to 50,749 (+18%)
 - The student per bed space ratio within a 30-minute travel time of Avonmouth House increased from 3.5 to 4.3.
- 7.51 Further evidence of the demand for PBSA will be presented, as necessary, with reference to the latest available data from UCAS, HESA, Knight Frank (PBSA supply and pricing), Rightmove (PRS supply) and LB Southwark's development pipeline.
- 7.52 The proposed PBSA is appropriate and should be regarded as acceptable in the following respects:
- The site benefits from excellent accessibility to local services and amenities by walking, cycling and public transport, as well as "doorstep" open space at Newington Gardens;
 - The site is located within the Elephant and Castle Opportunity Area, which is identified as being appropriate for student housing generally, and furthermore, within the Enterprise Quarter part of the Opportunity Area, in which student housing proposals "will be supported"³¹;
 - The site is also located within a Major Town Centre and the CAZ, both of which are accepted as being appropriate locations for PBSA in principle;
 - Within a conveniently short (5 minute) walk of the site are two University campuses, LSBU and University of the Arts;
 - LSBU have confirmed their support for the proposals³² and this has resulted in them agreeing Heads of Terms for a Nomination Agreement with Tribe, which will secure the accommodation for students of LSBU upon the grant of planning permission;
 - The PBSA would contribute 233 bedspaces towards both the London Plan target of 3,500 PBSA bedspaces to be provided annually across London, and LB Southwark's housing target of 2,355 new homes per annum;
 - The PBSA would help meet a substantial local need as well as London-wide need for student housing, as evidenced by the Student Housing Demand Study;
 - A minimum of 35% affordable student accommodation would be secured;
 - A total of 5% of the student rooms would be provided as accessible rooms;

³⁰ Core Document 1.74

³¹ Elephant and Castle SPD and OAPF (2012), SPD 29: Land uses

³² Core Document 2.0

- The PBSA would be of high quality and provide a high standard of living accommodation³³; and
- It is fully supported by the GLA in their Stage 1 report which confirms at paragraph 21: *“The scheme proposes to deliver 233 new student bedrooms in a PBSA facility. The proposal would contribute to both PBSA bed space targets and housing targets set out in the London Plan in a highly accessible location.”*

³³ See paragraphs 7.124-7.125 of the Planning Statement and paragraphs 5.7-5.8 of the SoC

8.0 Conclusion

- 8.1 This SoC has been prepared on behalf of Tribe Avonmouth House Limited to support an appeal for non-determination of a planning application by the LB Southwark for the mixed-use redevelopment of Avonmouth House (ref: 21/AP/4297).
- 8.2 The Appellant considers it appropriate that the appeal proceeds by way of a public inquiry and has submitted an Annexe K Statement outlining the reasons why.
- 8.3 LB Southwark has not indicated their stance on the planning application nor its acceptability. In the absence of any reasons for refusal or clear expression of the concerns LB Southwark has with the application, this SoC focusses on the matters that are considered most pertinent to the appeal proposal.
- 8.4 It is not possible to provide detailed expert evidence at this stage, since we do not know the basis of LB Southwark's concerns (such as they may be). Accordingly, supplementary technical expert evidence will be submitted in due course and following receipt of the Council's Statement of Case.
- 8.5 As set out at paragraph 1.8 of this SoC, the Appellant contends that the proposed development constitutes a high quality and sensitive design by award-winning architects, Stitch, which responds directly to the site context and delivers a significant number of planning benefits.



hghconsulting.com



APPENDIX 1 – TRIBE BROCHURE

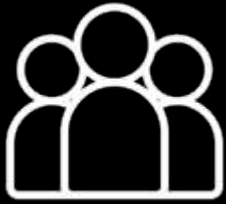
TRIBE

www.yourtribe.london

ABOUT TRIBE



Founded in 2020, we're here to solve the shortage of good quality accommodation needs for London's students.



Born from a company with over 15-years' experience in the UK private housing sector, we know how to deliver exceptional customer service and offer a premium living solution.



As the academics, creatives and problem-solvers of the future, we understand that you need a quality, inclusive and fresh approach to your home, in order to focus and calm your mind without the added burden of bills and landlords to manage.

Our all-inclusive accommodation takes away the stress, with wi-fi, laundry facilities, communal spaces, en-suites, $\frac{3}{4}$ double size beds and secure key-fob entry as standard.



WHY TRIBE

LOCATION

All TRIBE sites are in central locations, near to campus, with transport links taking you across London quickly.

VALUE

One price; bills and services are included as standard.

QUALITY

Large well-proportioned rooms, built and designed to a high-spec.

TECH

The very latest technology integrated throughout the building.

AMENITIES

Every TRIBE building has generous on-site amenity spaces.

SUSTAINABLE

TRIBE are committed to delivering green and sustainable developments.



The Group:



Founded in
1995



180+
sites acquired



7,200+

Residential units delivered,
consented or in the pipeline

675,000^{sqft}

Commercial space delivered
or in the pipeline



Gross Development Value

£1.8 Billion

of Sales and Site Values



Founded in 1995, Aitch Group has earned a reputation as a leading property developer in London.

Built upon strong values, we're committed to uncovering the potetial for communities to flourish and build a future for people to thrive.



TRIBE



HAWK



WHAT WE OFFER

Providing a cradle to grave solution



In house **Land Acquisition Department** to source both unconditional and subject to planning opportunities.

In house **Planning Department** that specialise in obtaining maximised planning consents, in an as efficient time as possible.

In house **Development Department** that value engineer the scheme and run construction tenders to obtain the most competitive Guaranteed Maximum Price.

In house **Management Department** can undertake the ongoing management of the building or work alongside a preferred Operational Partner.

All departments are involved every step of the development journey, to ensure each discipline inputs from the very beginning
Providing a cradle to grave solution

TRIBE LONDON DEVELOPMENT PIPELINE



313-349 Ilderton Road

LONDON SE15 1NW



250
student
beds



58
affordable
residential
apartments



13,685
sq ft of class E
commercial
space



164-196 Trundley's Road

LONDON SE8 5JE



393
student
beds



58
affordable
residential
apartments



19,988
sq ft of class E
commercial
space



671-679 Old Kent Road

LONDON SE15 1JS



267
student
beds



35%
affordable
student rooms



2,766
sq ft of class E
commercial
space



Avonmouth House

LONDON SE1 6NX



233
student
beds



35%
affordable
student rooms



15,521
sq ft of class E
commercial
space



Watkin Road

LONDON HA9 ONL



613
student
beds



50%
affordable
student rooms




15,780
sq ft of class E
commercial
space



Brunner Road

LONDON E17 7NW


343
student
beds


50%
affordable
student rooms

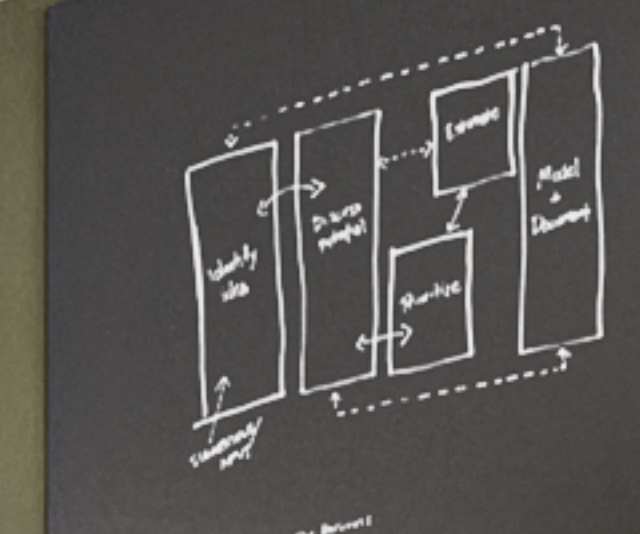

11,046
sq ft of class E
commercial
space







Q1 IDENTIFY NEW REVENUE
Q2 ORGANIZATIONAL RESTRUCTURING
Q3 OFFERING (A) DEVELOPMENT
Q4 CUSTOMER RESEARCH AND TRACKING



EGO KILLS
by Scott Talbot

TRIBE

www.yourtribe.london



APPENDIX 2 – APPELLANT’S RESPONSE TO OBJECTIONS RECEIVED

	Matters of objection	Appellant's response
1	Proposed building is too tall	The proposed building height is considered appropriate for the reasons set out in paragraphs 7.3-7.9 of the Statement of Case.
2	Loss of daylight/sunlight to surrounding properties	<p>The Daylight and Sunlight report accompanying the planning application assesses the effects of the proposed scheme on the properties neighbouring the site in relation to the BRE guidelines on daylight and sunlight.</p> <p>The report concludes that while there will inevitably be some reductions to the daylight and sunlight amenity to surrounding properties as the existing site massing is modest, overall, the effects are considered acceptable. Retained levels of amenity are generally good and compare favourably with those appropriate for the urban location.</p> <p>Further details are contained within the Daylight and Sunlight report.</p>
3	Noise pollution and anti-social behaviour from students	<p>A Student Housing Management Plan (SHMP) prepared by Tribe has been submitted with the planning application which deals with all matters relating to the operation of the student accommodation, including management of the student halls and amenity spaces, maintenance and housekeeping issues, servicing and deliveries, safety and security, and community liaison.</p> <p>On page 7 of the SHMP, it is noted that <i>"Noise complaints will be regarded as a serious breach of the terms of the tenancy agreement and will lead to action including eviction of the relevant tenant."</i></p> <p>An ongoing commitment to a SHMP would be secured by way of a planning obligation to ensure that the accommodation is maintained to a high standard during its lifespan.</p>
4	Noise and vibration during construction	A Noise and Vibration Assessment has been submitted with the planning application, which specifies construction noise limits that should be adhered to during construction works (at Table 4-2 on page 8 of the report). Measures to minimise noise and vibration during construction are set out at paragraphs 6.16 to 6.21 of the report. In addition, a Construction Environmental Management Plan will be secured via a planning condition or obligation.
5	Increased traffic and congestion with delivery drop-offs, students moving in/out etc.	<p>A Delivery and Servicing Management Plan (DSMP) has been prepared to support the planning application.</p> <p>The DSMP demonstrates that the site is expected to generate a low number of servicing movements, with only 5 vehicles expected per day. The vast majority of these vehicles are expected to be 3.5T small vans such as</p>

		<p>couriers, therefore on-street loading is expected to be minimal. Despite this, there is a significant amount of single yellow line kerb areas where safe legal loading can take place and a loading area could be specified on Avonmouth Street.</p> <p>With regards to student move in/out arrangements, the Student Management Plan prepared by Ardent sets out the booking system to be implemented and also outlines the required number of slots and number of slots available based on the amount of available safe loading space. Booking slots will be strictly managed to ensure that loading only takes place during identified times, therefore minimising impact on the local highway network. This approach mirrors the approach taken on similar schemes in Southwark in the Old Kent Road Road area (refs: 20/AP/2701 and 20/AP/1329), both approved by LBS and TfL with the same level of detail.</p>
6	Increase in waste generation/potential for litter by student residents and associated issues with pest control	<p>See response to matter 3 above.</p> <p>The SHMP confirms on pages 7 and 8 that:</p> <p><i>“The Housekeeping Team will monitor and clean the bin store, for which the refuse collection will be carried out weekly via a waste management service.”</i></p> <p><i>“Regular building inspections include checks for evidence of pests, and contracts will be in place with national service partners for reactive pest control. Cleaning and waste management regimes also form an important part of infestation control in all properties.”</i></p>
7	Increased pressure on local infrastructure	<p>The proposed development makes provision for a new community health hub.</p> <p>Notwithstanding, due to the transient nature of student populations, they are unlikely to place as much strain on local infrastructure (such as health surgeries) than conventional housing.</p> <p>Mandatory CIL payments arising from the proposed development will contribute towards the delivery of new and improved infrastructure.</p>
8	Effect on property values	This is not a material consideration.



APPENDIX 3 – GLA PRE-APPLICATION LETTER DATED 7 MARCH 2022

GREATER **LONDON** AUTHORITY

Good Growth

Lauren Manoharan

Our ref: 2021/0683/P2I

Date: 7 March 2022

By email

Dear Lauren Manoharan

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

Site: Avonmouth House, Avonmouth Street

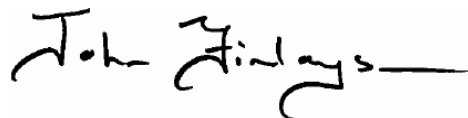
LPA: Southwark

Our reference: 2021/0683/P2I

Further to the pre-planning application meeting held on 6 July 2021, I enclose a copy of the GLA's assessment which sets out our advice and matters which will need to be fully addressed before the application is submitted to the local planning authority.

The advice given by officers does not constitute a formal response or decision by the Mayor with regard to future planning applications. Any views or opinions expressed are without prejudice to the Mayor's formal consideration of the application.

Yours sincerely



John Finlayson

Head of Development Management

cc Allison Flight, Deputy Head of Development Management
Danny Calver, TfL

Avonmouth House, Avonmouth Street

Local Planning Authority: Southwark

The proposal

The proposals are for a mixed-use scheme of 2 – 16 storeys comprising 1,307 sq.m. commercial floorspace at basement, ground and first floor and 223 purpose-built student bedspaces above.

The applicant

The applicant is **Tribe Student Housing Limited**, the agent is **hgh Consulting** and the architect is **Stitch**.

Assessment summary

This purpose-built student accommodation scheme would make a contribution to addressing overall housing need within Southwark and London and would provide for housing choice. Notwithstanding this contribution to housing, to ensure that the proposed student accommodation scheme will be supporting London's higher education institutions, the majority of the bedrooms should be subject to a nominations agreement for one or more specified higher education institutions. In addition, the scheme is expected to deliver 35% affordable student accommodation. The principle of the provision of tall building within the site is accepted by GLA Officers, subject to a detailed assessment of the criteria set out in Part C of London Plan Policy D9.

Key next steps

The application will need to address the issues raised in this report with respect to land uses, affordable student accommodation, urban design, student accommodation quality, fire safety, inclusive access, energy, flood risk, sustainable drainage, water efficiency, biodiversity, green infrastructure, circular economy and transport, to ensure accordance with the London Plan.

Context

1. On 6 July 2021, a virtual pre-planning application meeting to discuss a proposal to develop the above site for the above uses was held with the following attendees:

GLA group

- Leah Moniz, Senior Strategic Planner (case officer)
- Reece Harris, Team Leader – Development Management
- Ei-Lyn Chia, Urban Design Officer
- Jack Kinder, TfL Spatial Planning

Applicant

- Nick Lawrence, Tribe
 - Roger Hephher, hgh
 - Elizabeth Woodall, hgh
 - Lauren Manoharan, hgh
 - Sally Lewis, Stitch Architects
 - Louise Billingham, Stitch Architects
 - Richard Coleman, Citydesigner
 - Jess James, JAW Sustainability
 - Bill Springett, Ardent
2. The advice given by GLA officers does not constitute a formal response or decision by the Mayor with regard to future planning applications. Any views or opinions expressed are without prejudice to the Mayor's formal consideration of an application.

Site description

3. The 0.12 hectare brownfield site within the Elephant and Castle Opportunity Area, Elephant and Castle Major Town Centre, and the Central Activities Zone comprises a two storey building originally constructed in 1985. It is currently occupied by a conference centre operator with training and meeting facilities.



Figure 1 and 2: Existing Avonmouth House

4. The site is located approximately 482 metres from the University of Arts Elephant and Castle campus, and 322 metres from London South Bank University.
5. There are no listed buildings on the site, and the site is not located within a Conservation Area. There are a number of Grade II Listed buildings and structures within 250 metres of the site, including the Inner London Sessions Court building, and Hanover House. and the Trinity Church Square Conservation Area, approximately 250 metres north-east of the site. The site is located in Flood Zone 3, in an area that benefits from flood defences. The site also falls within an Air Quality Focus Area.

6. The site is located within the Central Activities Zone (CAZ) and Elephant and Castle District Town Centre, on the southern side of Avonmouth Street. Vehicular access is provided from Avonmouth Street, approximately 50 metres from the Newington Causeway junction. The site lies away from the Transport for London Road Network (TLRN) and Strategic Road Network (SRN), the roads surrounding the site being borough highway, although the Inner Ring Road (TLRN) is 300m to the south of the site at Elephant & Castle.
7. The site has the highest possible public transport accessibility level (PTAL) of 6b, being close to Elephant and Castle London Underground (LU) and National Rail stations, which is also key interchange for bus services. There are in addition a number of bus stops nearby on Newington Causeway, Borough Road and Southwark Bridge Road.
8. The site is very well located for the strategic cycle network (SCN), with Cycleway 7 (C7) located approximately 300 west along Southwark Bridge Road and C6 on St George's Road, 400 metres to the south west. The Council and TfL also aspire to further improve cycle facilities more generally in this part of inner Southwark, for example along Borough High Street, which is a key corridor into the City, complimenting London Street Space schemes in the London Bridge area.

Details of this proposal

9. The proposals are for a mixed-use scheme of 2 – 16 storeys comprising 1,307 sq.m. commercial floorspace (Use Class E) at basement, ground and first floor and 223 purpose-built student bedspaces above.
10. The application is expected to be referable to the Mayor under the following categories of the Mayor of London Order 2008:
 - 1B(c): *“Development (other than development which only comprises the provision of houses, flats, or houses and flats) which comprises or includes the erection of a building or buildings - outside Central London and with a total floorspace of more than 15,000 square metres”; and*
 - 1C: *“Development which comprises or includes the erection of a building that is more than 30 metres high and is outside the City of London”.*

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 comprises the Southwark Plan 2019-2036 (2022); and, the London Plan 2021.
12. The following are relevant material considerations:
 - The National Planning Policy Framework and National Planning Practice Guidance;
 - The National Design Guide; and
 - Elephant and Castle SPD and OAPF 2012.
13. The relevant issues, corresponding strategic policies and guidance (supplementary planning guidance (SPG) and London Plan guidance (LPG)), are as follows:

- Central Activities Zone *London Plan;*
- Opportunity Area *London Plan;*
- Student housing and affordable housing *London Plan; Housing SPG; Affordable Housing and Viability SPG; Character and Context SPG;*
- Urban design and heritage *London Plan; Character and Context SPG; Optimising Site Capacity: A Designed Approach draft LPG; Fire Safety draft LPG;*
- Inclusive access *London Plan; Accessible London: achieving an inclusive environment SPG;*
- Sustainable development *London Plan; Circular Economy Statements draft LPG; Whole-life Carbon Assessments draft LPG; 'Be Seen' Energy Monitoring Guidance LPG; Urban greening factor draft LPG; London Environment Strategy;*
- Air quality *London Plan; the London Environment Strategy; Control of dust and emissions during construction and demolition SPG; Air Quality Neutral draft LPG;*
- Transport and parking *London Plan; Sustainable Transport, Walking and Cycling draft LPG; the Mayor's Transport Strategy;*
- Biodiversity *London Plan; the London Environment Strategy.*

Summary of meeting discussion

14. Following a presentation of the proposed scheme from the applicant team, meeting discussions covered strategic issues with respect to land uses, student accommodation and affordable student accommodation, urban design, and transport. Issues with respect to sustainable development and climate change were not discussed in detail at this stage. Based on the information made available to date, GLA officer advice on these issues is set out within the sections that follow.

Land use principles

15. The application site is located within the London Central Activities Zone (CAZ), Elephant and Castle Opportunity Area, and the Elephant and Castle Major Town Centre. The London Plan seeks to ensure that Opportunity Areas fully realise their growth and potential. Quantitatively, the London Plan identifies the

Elephant and Castle Opportunity Area as having an indicative employment capacity for 10,000 new jobs and the potential for 5,000 new homes. The site forms part of a larger site allocation in the adopted Local Plan (NSP46) for a mixed-use development, requiring the reprovision of the employment floorspace currently on site (Use Class E(g)/B) or 50% of the development as employment floorspace, whichever is greater. In addition, redevelopment must provide active frontages including ground floor retail, community, or leisure uses along Newington Causeway. Redevelopment of the site should also provide an indicative number of 93 new homes (Use Class C3). The land use principles are considered within this context below.

Student accommodation

16. Policy H1 of the London Plan seeks to increase the supply of housing in the capital and sets a ten-year housing target for Southwark of 23,550 homes per year for the period 2019/2020 to 2028/2029. London Plan Policy H15 also seeks to ensure the local and strategic need for PBSA is addressed, and the Mayor's Academic Forum has established that there is an annual requirement for 3,500 Purpose Built Student Accommodation (PBSA) bed spaces over the plan period.
17. Paragraph 4.15.1 of the London Plan sets out that the housing need of students in London, whether in PBSA is an element of the overall housing need for London, and that new PBSA all contributes to meeting London's housing need. The completion of new PBSA therefore contributes to meeting London's overall housing need and is not in addition to this need. In addition, it is noted that the provision of high-density student accommodation can help to free up existing housing stock in the private rented sector, noting that London Plan Policy SD1 seeks housing choice for Londoners.
18. The scheme proposes to deliver 223 new student bedrooms in a purpose-built student accommodation facility. GLA Officers recognise that such a proposal would contribute to both PBSA bed space targets and housing targets set out in the London Plan; however, full details of the proposed schedule of accommodation must be provided to GLA Officers as part of any planning application to enable an assessment of the proposal in the policy context of the London Plan. For reporting purposes, reflective of the contribution of the student accommodation element of the scheme towards the achievement of housing targets, the student beds should be calculated on the basis explained in paragraph 4.1.9 of the London Plan.
19. In accordance with Policy H15 of the London Plan, a nominations agreement must be in place from initial occupation with one or more higher education providers to provide housing for its students, and to commit to have such an agreement for as long as the development is used for student accommodation. Paragraph 4.15.3 of the London Plan is clear that a nomination agreement is required to demonstrate need for student accommodation; in the absence of this paragraph 4.15.5 states that the development will not be considered as meeting a need for purpose-built student accommodation. As such, if the accommodation is not secured for use by students and secured through a nomination agreement, it will not be considered as PBSA and will normally be considered large scale purpose-built shared living and will therefore be assessed against the requirements of Policy H16 of the of the London Plan.

The applicant should be aware of the recently published draft Large Scale Purpose Built Shared Living LPG in this regard.

20. The requirement for the provision of on-site affordable student accommodation within the proposed purpose-built student accommodation scheme is discussed from paragraph 30 of this report.

Conference and training facilities

21. London Plan Policies SD4 and SD5 outline the strategic functions of the CAZ, of which offices and other strategic functions are one, stating that its unique mix of uses should be promoted and enhanced. Policy SD6 of the London Plan recognises that the vitality and viability of London's varied town centres should be promoted and enhanced, and that town centres should be a foci for commercial activity and for mixed-use intensification to optimise residential growth potential. Policy SD8 of the London Plan seeks a range of sizes of commercial units to support the diversity of the town centre.
22. Given the site's town centre location, a diverse range of town centre uses on the site should be sought. The proposals comprise the redevelopment of the site for the provision of student accommodation-led development, with commercial uses proposed at basement, ground, and first floor. Specifically, the pre-application documents set out that 1,307 sq.m. of commercial floorspace is proposed within the development, which is understood to be a like-for-like re-provision of the existing commercial use on the site, and would be occupied by the current conference and training centre provider. This aligns with the site allocation for this site and is also supported in strategic terms.
23. It is recognised the scheme would contribute to the wider regeneration aims of the Elephant and Castle Town Centre and Opportunity Area. Given the floorspace is proposed to be re-provided on a like-for-like basis, the applicant should confirm whether the redevelopment would result in the additional creation or loss of jobs through the provision of non-residential floorspace within the Elephant and Castle Town Centre, as part of any future planning application.

Conclusion

24. This purpose-built student accommodation scheme would make a contribution to addressing overall housing need within Southwark and London and would provide for housing choice. The proposed re-provision of the conference and training centre would support the strategic functions of the CAZ and is supported.

Affordable student accommodation

25. Policy H4 of the London Plan sets a strategic target for 50% of all new homes delivered across London to be genuinely affordable. The Mayor's Affordable Housing and Viability Supplementary Planning Guidance seeks to increase the provision of affordable housing in London and embed affordable housing into land prices.
26. Policy H15 of the London Plan sets out the parameters of providing student housing, stating that PBSA must provide the maximum level of affordable accommodation. The Mayor's Annual Monitoring Report (the most recent being

the London Plan Annual Monitoring Report 16), sets the formula for determining the affordability of appropriate affordable student accommodation student accommodation, based on a maximum of 55% average student income. Paragraph 4.15.7 also encourages providers of PBSA to develop models for delivery of PBSA in London which minimise rental costs for the majority of the bedrooms in the development and bring these rates nearer to the rate of affordable student accommodation.

27. The applicant is proposing approximately 223 beds within purpose-built student accommodation. Based on discussions, it is understood the applicant is proposing 35% of bedspaces to be affordable student accommodation. If the scheme does not provide 35% on-site affordable student accommodation required to follow the Fast Track Route then the application must follow the Viability Tested Route set out in Policy H5 Threshold approach to application. The applicant's viability information will be robustly scrutinised by GLA officers to ensure that the maximum amount of affordable student accommodation is being delivered. The applicant should note that all Stage 1 and 2 referrals following the Viability Tested Route will be required to pay the GLA's costs via an upfront payment of £10,000 plus VAT.
28. The affordable student accommodation should be equivalent to the non-affordable rooms in the development in terms of room sizes and room occupancy level. The rent charged must include all services and utilities which are offered as part of the package for an equivalent non-affordable room in the development. There should be no additional charges specific to the affordable accommodation. The initial annual rental cost for the element of affordable accommodation should not exceed the level set out in the Mayor's Annual Monitoring Report for the relevant year. For following years, the rental cost for this accommodation can be linked to changes in a nationally recognised index of inflation such as the Consumer Prices Index or CPIH. A review period, such as every three years, could be set by the borough to allow for recalibrating the affordable student accommodation to the level stated as affordable in the Mayor's Annual Monitoring Report. As per Policy H15 of the London Plan, the affordable student accommodation bedrooms should be allocated by the higher education provider(s) that operates the accommodation, or has the nomination right to it, to students it considers most in need of the accommodation.
29. To maximise the delivery of affordable student accommodation by increasing the profitability of the development, temporary use of accommodation during vacation periods for ancillary uses should be considered. Examples of such uses include providing accommodation for conference delegates, visitors, interns on university placements, and students on short-term education courses at any institution approved in advance by the borough. Any temporary use should not disrupt the accommodation of the resident students during their academic year.
30. In accordance with the Mayor's Affordable Housing and Viability SPG, the Section 106 legal agreement must include an early stage viability review mechanism to be triggered if an agreed level of progress on implementation has not been made within two years of any planning permission. A late stage review will also be required and secured within the Section 106 legal agreement if the application proceeds down the Viability Tested Route. A draft

of the Section 106 legal agreement should be provided for GLA officers to review prior to any Stage II referral from the Council to ensure wording for review mechanisms and affordability is effective and meets London Plan requirements.

Urban design

31. Chapter 3 of the London Plan sets out key urban design principles to guide development in London. Design policies in this chapter seek to ensure that development optimises site capacity; is of an appropriate form and scale; responds to local character; achieves the highest standards of architecture, sustainability and inclusive design; enhances the public realm; provides for green infrastructure; and respects the historic environment.

Development layout

32. The proposed ground floor layout should be further discussed with the Council to ensure the objectives of the site allocation are being satisfied, in relation the street activation along Newington Causeway.
33. Options should be explored to maximise the active frontage along the street-facing boundaries of the development to create safe and welcoming spaces. The applicant is encouraged to ensure the scheme delivers high-quality design through appropriate landscape treatment, planting, furniture, surface materials, and lighting particularly along the approaches to residential entrances and bicycle store. Opportunities to improve footpath widths would be strongly encouraged. Daylight levels should be optimised and overheating risks managed through angular facades. The planning submission should detail how this will be achieved.
34. In line with London Plan Policy D8, the management and maintenance of the public realm in accordance with the Public London Charter LPG should be appropriately secured.

Student accommodation quality

35. Policy H15(A)(5) of the London Plan requires that student accommodation provides adequate functional living space and layout, and paragraph 4.15.6 sets out that the design of the development must be high quality and in accordance with the requirements of Policy D3 Optimising site capacity through the design-led approach. Whilst there are no space standards for student accommodation, the development should be fit for purpose and provide for student well-being and activities, ensuring a range of high-quality and accessible, internal and external, communal amenity spaces.
36. The proposed layouts generally demonstrate that an adequate functional living space and layout for the occupants can be achieved. Student units are organised in clusters with access to shared amenities on each floor, which is welcomed.
37. The applicant should demonstrate within any application that a sufficient quantum and quality of student ancillary spaces have been provided for the quantum of student accommodation proposed within the development and should demonstrate that sufficient outdoor space has been provided for student

use. The applicant should also confirm as part of any application that these spaces are for sole access use by students.

38. While the proportion of single aspect north facing units would not be acceptable within a self-contained housing scheme, the arrangement proposed does not raise any particular strategic planning concerns in this instance, given the short term nature of student accommodation tenancies and the provision of communal amenity spaces with alternative aspects within the scheme. However, should a nominations agreement not be secured, these units would raise concerns with respect to the quality as it would need to be assessed as a shared living scheme.

Scale and massing

39. London Plan Policy D9 seeks to manage the development and design of tall buildings within London. It states that tall buildings should only be developed in locations identified as suitable in development plans, provided that their visual, functional, environmental and cumulative impacts are addressed.
40. The Southwark Local Plan Policy P17 defines tall buildings a tall building in this location as above 30 metres and also where they are significantly higher than surrounding buildings or their emerging context. The development would rise to 16 storeys, and would very likely meet the local definition of a tall building. The applicant should confirm the height of each proposed building in metres within the planning application.
41. The Local Plan Policy P17 states that tall buildings may be appropriate in certain locations, such as Major Town Centres, Opportunity Area Cores, and the Central Activities Zone. The site falls within these areas and therefore GLA officers consider that the tall building could be in an appropriate location in accordance with London Plan Policy D9.
42. All tall buildings would be subject to the criteria set out in Parts B and C of London Plan Policy D9. The applicant should therefore fully address the criteria in Policy D9 within any planning application to allow officers to assess whether the proposed development is acceptable on balance.
43. An appropriate townscape analysis with view studies should be undertaken to present the potential impacts of the proposed built form, height and massing as part of any future planning application. The townscape analysis should consider the three scales outlined within London Plan Policy D9 as below:
- Long range views – noting the site is located in close proximity to the designated London View Management Framework Protected Vista 23A.1 - Centre of Bridge over the Serpentine to the Palace of Westminster, a view showing the impact on this strategic view and any impact on the Westminster World Heritage Site should be provided. The applicant should also work with Southwark Council to identify any locally important views;
 - Mid range views – including key neighbourhood views demonstrating any impacts on the conservation areas, listed buildings, key areas of public realm and the surrounding streetscape; and,
 - Immediate views – presenting the lower storeys of the building which should introduce a human scale to the building in line with the broader

context as well as responding to the existing and proposed public realm interventions.

44. Any emerging tall buildings in the immediate area should also be captured as part of the view studies. The application should also be supported by a wind/micro-climate study.

Fire safety

45. In line with Policy D12 of the London Plan the future application should be accompanied by a fire statement, prepared by a suitably qualified third party assessor, demonstrating how the development proposals would achieve the highest standards of fire safety, including details of construction methods and materials, means of escape, fire safety features and means of access for fire service personnel.
46. Further to the above, Policy D5 within the London Plan seeks to ensure that developments incorporate safe and dignified emergency evacuation for all building users. In all developments where lifts are installed, as a minimum, at least one lift per core (or more subject to capacity assessments) should be a suitably sized fire evacuation lift suitable to be used to evacuate people who require level access from the buildings.

Inclusive access

47. Policy D5 of the London Plan seeks to ensure that new development achieves the highest standards of accessible and inclusive design (not just the minimum). The future application should ensure that the development: can be entered and used safely, easily and with dignity by all; is convenient and welcoming (with no disabling barriers); and provides independent access without additional undue effort, separation or special treatment. This should be set out within an inclusive design statement in the Design and Access Statement which should also meet the requirements of paragraph 3.5.3 of Policy D5.
48. Policy D7 of the London Plan requires that at least 10% of new build dwellings meet Building Regulation requirement M4(3) 'wheelchair user dwellings' (designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users); and all other new build dwellings must meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings'. The applicant would provide 10% of the rooms as wheelchair accessible, which would be acceptable.
49. The future application should include plans that show where the wheelchair accessible homes would be located and how many there would be. These should be distributed across tenure types and sizes to give disabled and older people similar choices to non-disabled. This information and typical flat layouts and plans of the wheelchair accessible homes should be included in the design and access statement. The Council should secure M4(2) and M4(3) requirements by condition as part of any permission.

Heritage

50. The NPPF states that when considering the impact of the proposal on the significance of a designated heritage asset, great weight should be given to the

asset's conservation and, the more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Significance is the value of the heritage asset because of its heritage interest, which may be archaeological, architectural, artistic or historic, and may derive from a heritage asset's physical presence or its setting. Where a proposed development will lead to 'substantial harm' to or total loss of the significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. Where a development will lead to 'less than substantial harm', the harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. London Plan Policy HC1 states that development should conserve heritage assets and avoid harm, which also applies to non-designated heritage assets.

51. Although the application site is not located within a conservation area, it is noted that there are listed heritage assets in the surrounding area. Any application should include an assessment of the potential impacts of the development on these heritage assets, to enable officers to fully assess the level of harm caused in accordance with the NPPF and London Plan policies. Additionally, verified views as part of a Townscape and Visual Impact Assessment are required to enable officers to fully assess the level of harm caused to heritage assets. The applicant should agree views, including longer range views, with the Council.

Strategic views

52. Table 7.1 of the London Plan provides a list of Strategic Views that include London's designated views, panoramas and river prospects. London Plan Policy HC4 and London View Management Framework SPG (LVMF SPG) provide guidance on the impact of proposals affecting strategic views.
53. The site itself is not located within any of the key strategic viewing corridors or protected vistas identified in Policy HC3 or the LVMF. However, the application should provide a view showing its impact on Protected Vista 23A.1 - Centre of Bridge over the Serpentine to the Palace of Westminster, given the site's location bordering the Wider Setting Consultation Area.

Transport

Healthy Streets transport assessment

54. Any planning application should demonstrate how the proposal accords with Healthy Streets policy (London Plan Policy T2), via an active travel zone and pedestrian comfort level assessment, in line with TfL Transport Assessment (TA) guidance and London Plan Policy T4. A commitment should also be made to necessary mitigation of issues identified.
55. The TA should provide a multi-modal trip generation assessment, so that impacts on the transport network can be considered and any mitigation identified.

Public transport impacts

56. Bus capacity contributions from other developments in this corridor have been secured and may be justified in respect of this site. An assessment will be made once the TA has been presented. In addition, a contribution towards the new ticket hall at Elephant & Castle London Underground station would be assessed as necessary mitigation pro rata to that secured from other developments in the area in respect of the new commercial (office) floorspace. On the assumption that the student housing would be directly let at market rents, then the contribution would be via BCIL in accordance with the agreement between Southwark and TfL.

Highway impacts

57. Officers welcome proposals to improve the surrounding public realm beyond the site's red line boundary in line with London Plan Policies T2 and D8, and encourage the applicant to discuss improvements with Southwark Highways from an early stage. Such improvements should include increasing pedestrian footway widths, particularly along Tiverton Street where existing footway provision for pedestrians is inconsistent and narrow. Tactile paving at crossing points should also be introduced. These public realm works should be secured via S106 and/or S278 agreement with the Council. The site would benefit from integration into the Legible London sign system including map refresh and this should be appropriately secured.
58. Officers encourage the safeguarding of space within public realm north of the pocket park proposed to the east of the site, to enable the future creation of a pedestrian link through to Newington Causeway, as outlined as a key opportunity within the Local Plan site allocation in line with London Plan Policies T1, T2 and D8.

Car parking

59. A 'car free' scheme is strongly supported, given the high PTAL location in the CAZ and in line with the London Plan. The London Plan requires a level of disabled persons' parking (Blue Badge (BB)). However, given the dense fully accessible bus network and low BB take up in this area and with the delivery of step-free access as part of the Elephant & Castle station project, officers would accept no or limited on site disabled persons' parking. This should be discussed further with the Council including the potential for on street provision instead and would be on the basis that space on site would be utilised to support other healthy streets objectives and travel by disabled people by other modes e.g. more accessible cycle parking.

Cycle parking

60. The potential for high cycle mode share should be supported by the highest quality cycle parking, both short and long stay, for the commercial uses and student accommodation. Subject to assessment of the detailed arrangements, the quantum of long-stay cycle parking currently proposed for student accommodation accords with the minimum standards set out in London Plan Policy T5, but it is not clear which standard has been used to determine the quantum of commercial or short-stay cycle parking.

61. The detailed layout of the cycle parking should accord with London Cycle Design Standards (LCDS) as also required by Policy T5, and plans clearly showing routes to the cycle stores, location of short stay cycle parking and layout of the long stay cycle parking should be provided in the application. End of journey facilities including showers, lockers, dryers and cycle repair equipment should be provided in line with London Plan Policy T5.
62. As with other major developments in the Elephant and Castle area, additional Santander Cycle Hire capacity is likely to be required, given the rapidly growing demand. Officers would seek a proportionate contribution towards providing a new Docking Station in the area. Based upon the quantum and type of development an initial assessment is that £100,000 is likely to be necessary to mitigate impact. This is additional to cycle parking in accordance with Policy T5 and not instead of some of this provision.

Travel planning

63. In accordance with London Plan Policy T4, a travel plan will be required to support sustainable and active travel. This should be prepared in accordance with TfL guidance. Given the site's excellent accessibility on foot and by cycle, travel plan targets and measures should focus upon increasing the active travel mode share in line with the London Plan mode shift target for Inner London. It is noted the development is already car free and thus there should be no need for measures to reduce car travel beyond any controlled parking zone contribution and permit free agreement.

Deliveries, servicing, and construction

64. Officers note existing proposals to pursue an on-street servicing strategy using Avonmouth Street. Given servicing will be undertaken from borough highway, the Council's views on this servicing strategy should be sought. TfL would encourage the removal of an existing parking space located on Avonmouth Street to allow for a dedicated servicing bay on-street and to avoid potential highway user conflicts.
65. In accordance with London Plan Policies T4 and T7, a Delivery and Servicing Plan (DSP) and a Construction Logistics Plan (CLP), prepared in line with TfL guidance 3, should be submitted with the application having regard to matters including the local environment, concurrent developments and ensuring safe walking and cycling in an area with many pedestrians and cyclists in line with the Mayor's Vision Zero objective.
66. The DSP should set out estimates of servicing requirements which should take account of the significant growth in home deliveries even before the pandemic. A key aim of the DSP should be to reduce to a minimum the number of vehicle movements in pedestrian and cyclist peak hours, encourage the use of cargo bikes for office food deliveries and delivery consolidation including potentially sharing deliveries with adjacent workplaces. A concierge system should also be considered.

Sustainable development

Energy strategy

67. Applicants should follow the [GLA Energy Assessment Guidance 2020](#) which sets out the information that should be provided within the energy assessment to be submitted with a planning application.

Net zero carbon target

68. The London Plan requires all major developments (residential and non-residential) to meet a net-zero carbon target. This should be met with a minimum on-site 35% reduction in carbon emissions beyond Part L of 2013 Building Regulations with any carbon shortfall to net zero being paid into the relevant borough's carbon offset fund.
69. Applicants should submit a completed [Carbon Emissions Reporting spreadsheet](#) alongside any planning application to confirm the anticipated carbon performance of the development and should clearly set out the carbon emission factors they are proposing to use in their energy assessment. Although results for both sets of carbon emission factors should be submitted, applicants are encouraged to use the SAP 10.0 carbon emission factors for referable applications when estimating carbon dioxide emission performance against London Plan policies. For developments in Heat Network Priority Areas with the potential to connect to a planned or existing district heating network (DHN) the SAP 2012 emission factors may be used provided that the heat network operator has developed, or is in the process of developing, a strategy to decarbonise the network which has been agreed with the GLA.
70. The carbon emission figures should be reported against a Part L 2013 baseline. Sample SAP full calculation worksheets (both DER and TER sheets) and BRUKL sheets for all stages of the energy hierarchy should be provided to support the savings claimed.

Be Lean

71. Applicants are expected to meet the London Plan energy efficiency targets:
- a. **Residential** – at least a 10% improvement on 2013 Building Regulations from energy efficiency measures alone
 - b. **Non-residential** – at least a 15% improvement on 2013 Building Regulations from energy efficiency measures alone
72. The applicant is expected to design buildings to be able to meet all energy policy areas and should consider how building form is contributing to the meeting of energy policy targets. Consideration should be given to the suitability of other design areas, which may be negatively impacting the energy consumption and overheating risk of the proposed development.
73. The applicant will be expected to consider and minimise the estimated energy costs to occupants and outline how they are committed to protecting the consumer from high prices. See the guidance for further detail.

Energy flexibility

74. Applicants will be expected to investigate the potential for energy flexibility in new developments, include proposals to reduce the amount of capacity

required for each site and to reduce peak demand. The measures followed to achieve this should be set out in their energy assessment. See the 2020 guidance for further details. Thermal as well as electrical storage measures should be considered.

Cooling and overheating

75. The Good Homes Alliance (GHA) [Early Stage Overheating Risk Tool](#) should be submitted to the GLA alongside any planning application to identify potential overheating risk and passive responses early in the design process.
76. Evidence should be provided on how the demand for cooling and the overheating risk will be minimised through passive design in line with the cooling hierarchy. Dynamic overheating modelling in line with CIBSE Guidance should be carried out (TM59 for residential and TM52 for non-residential) for all TM49 weather scenarios.
77. The area weighted average (MJ/m²) and total (MJ/year) cooling demand for the actual and notional building should be provided and the applicant should demonstrate that the actual building's cooling demand is lower than the notional.

Be Clean

78. The applicant should investigate opportunities for connection to nearby existing or planned district heating networks (DHNs). Where such opportunities exist, this should be the priority for supplying heat to the site in line with the London Plan heating hierarchy. Evidence of this investigation should be provided including evidence of active two-way communication with the network operator, the local authority and other relevant parties. This should include information on connection timescales and confirmation that the network has available capacity. See the guidance for full details on the information to be provided.
79. The site should be provided with a single point of connection and a communal heating network where all buildings/uses on site will be connected. Relevant drawings/schematics demonstrating the above should be provided.
80. The applicant should provide evidence confirming that the development is future proofed for connection to wider district networks now or in the future, where an immediate connection is not available.
81. Where a DHN connection is not available, either now or in the future, applicants should follow the London Plan heating hierarchy to identify a suitable communal heating system for the site.
82. The London Plan limits the role of CHP to low-emission CHP and only in instances where it can support the delivery of an area-wide heat network at large, strategic sites. Applicants proposing to use low-emission CHP will be asked to provide sufficient information to justify its use and strategic role while ensuring that the carbon and air quality impact is minimised.

Be Green

83. All major development proposals should maximise opportunities for renewable energy generation by producing, using, and storing renewable energy on-site.

84. Solar PV should be maximised; the applicant proposes this and is seeking to fully exploit both the roof (with low angle E/W panels) and potentially considering BIPV as well. This is welcomed. Applicants should submit the total PV system output (kWp) and a plan showing that the proposed installation has been maximised for the available roof area and clearly outlining any constraints to further PV.
85. Should heat pumps be proposed, the applicant will be expected to demonstrate a high specification of energy efficiency measures under Be Lean, a thorough performance analysis of the heat pump system and, where there are opportunities for DHN connection, that the system is compatible. The detail submitted on heat pumps should include:
- a. An estimate of the heating and/or cooling energy (MWh/annum) the heat pumps would provide to the development and the percentage of contribution to the site's heat loads.
 - b. Details of how the Seasonal Coefficient of Performance (SCOP) and Seasonal Energy Efficiency ratio (SEER) has been calculated for the energy modelling. This should be based on a dynamic calculation of the system boundaries over the course of a year i.e. incorporating variations in source temperatures and the design sink temperatures (for space heat and hot water).
 - c. The expected heat source temperature and the heat distribution system temperature with an explanation of how the difference will be minimised to ensure the system runs efficiently. The distribution loss factor should be calculated based on the above information and used for calculation purposes.
 - d. Whether any additional technology is required for top up or during peak loads (e.g. hot water supply) and how this has been incorporated into the energy modelling assumptions.

Carbon offsetting

86. The applicant should maximise carbon emission reductions on-site. Should the site fall short of the carbon reduction targets and clearly demonstrate that no further carbon savings can be achieved, the applicant would be required to make a cash-in-lieu contribution to the boroughs' carbon offset fund using the GLA's recommended carbon offset price or, where a local price has been set, the borough's' carbon offset price.
87. Energy strategies should provide a calculation of the shortfall in carbon emissions and the offset payment that will be made to the borough.

Whole Life-Cycle Carbon Assessment

88. In accordance with London Plan Policy SI2 the applicant will be expected to calculate and reduce whole life-cycle carbon emissions to fully capture the development's carbon footprint. The applicant should submit a whole life-cycle carbon assessment to the GLA as part of any planning application submission, following the Whole Life-Cycle Carbon Assessment Guidance and using the GLA's reporting template. The applicant will also be conditioned to submit a post-construction assessment to report on the development's actual WLC

emissions. The assessment guidance and template are available on the GLA [website](#).

Be Seen

89. The applicant will be expected to monitor its development's energy performance and report on it through an online monitoring portal. The applicant should review the 'Be Seen' energy monitoring [guidance](#) to ensure that it is fully aware of the relevant requirements to comply with the 'Be Seen' policy. The applicant should provide a commitment that the development will be designed to enable post construction monitoring and that the information set out in the 'Be Seen' guidance is submitted to the GLA's portal at the appropriate reporting stages. This will be secured through suitable legal wording.

Circular economy

90. London Plan Policy SI7 requires development applications that are referable to the Mayor of London to submit a Circular Economy Statement, whilst Policy D3 requires development proposals to integrate circular economy principles as part of the design process. The GLA has released draft guidance for developers on how to prepare Circular Economy Statements and a 'Design for a circular economy' Primer that helps to explain the principles and benefits of circular economy projects.
91. Therefore, the applicant is required to submit a Circular Economy Statement in accordance with the GLA [guidance](#).

Digital connectivity

92. A planning condition should be secured requiring the submission of detailed plans demonstrating the provision of sufficient ducting space for full fibre connectivity infrastructure within the development in line with London Plan Policy SI6.

Environmental issues

Urban greening

93. London Plan Policies G1 and G5 embed urban greening as a fundamental aspect of site and building design. Features such as street trees, green roofs, green walls, rain gardens, and hedgerows should all be considered for inclusion and the opportunity for ground level urban greening should be maximised. The applicant must calculate the Urban Greening Factor as set out in London Plan Policy G5 and seek to achieve the specified target prior to the Mayor's decision-making stage. A landscaping plan should also be provided.

Sustainable drainage and flood risk

94. The drainage strategy should aim to reduce surface water discharge from the site to greenfield rates in accordance with London Plan Policy SI 13. Where greenfield runoff rates cannot be achieved and robust justification is provided, a discharge rate of three times the greenfield rate may be acceptable.
95. The drainage strategy should maximise opportunities to use Sustainable Drainage System (SuDS) measure at the top of the drainage hierarchy, as set out in London Plan Policy SI 13. Roofs and new public realm areas present an opportunity to integrate SuDS such as green and blue roofs, tree pits, and

permeable paving into the landscape, thereby providing amenity and water quality benefits.

Water efficiency

96. The residential components of the development should achieve a water consumption of less than 105l/person/day, in line with Policy SI5 of the London Plan. The non-residential components of the development should achieve the equivalent of an 'Excellent' rating on the water elements of BREEAM, in line with Policy SI5 of the London Plan. Water reuse should be included in the development to meet both water efficiency and sustainable drainage requirements. Compliance with London Plan Policy SI5 should be secured by planning condition for any grant of planning permission.

Air quality

97. London Plan Policy SI1 requires applications to be accompanied by an air quality assessment, which demonstrates how the development would not lead to further deterioration of existing poor air quality, create any new areas that exceed air quality limits (or delay the date at which compliance will be achieved in areas that are currently in exceedance of legal limits) or create unacceptable risk of high levels of exposure to poor air quality. Development proposals must be at least air quality neutral. The formal application should be supported by an air quality assessment in line with the requirements of London Plan Policy SI1.
98. The site is located within an Air Quality Focus Area (AQFA) and suffers from poor air quality. Whilst it is unlikely that the development will lead to further air quality deterioration as a result of increased vehicle traffic, since the development would be car-free, the development should be designed to prevent and minimise increased exposure to existing air pollution.
99. The use of an all-electric system for heating and hot water is supported in air quality terms.
100. The Air Quality Assessment should include an assessment of: the existing baseline conditions, exposure to the 1-hour mean air quality objectives at any of the public-accessible spaces, proposed combustion plant, including emergency diesel generators, if required, of construction dust impacts, and construction traffic impacts if movements are above the EPUK/IAQM screening criteria, and an air quality neutral assessment, including mitigation should the transport or building emissions benchmarks be exceeded. The applicant should review the Air Quality Positive draft [guidance](https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/london-plan-guidance/air-quality-positive-agp-guidance)¹ and the Air Quality Neutral draft [guidance](https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/london-plan-guidance/air-quality-neutral-agn-guidance)² to ensure that it is fully aware of the relevant requirements to comply with London Plan Policy SI1.
101. The applicant should commit to the NRMM Low Emission Zone during the construction phase.

¹ <https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/london-plan-guidance/air-quality-positive-agp-guidance>

² <https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/london-plan-guidance/air-quality-neutral-agn-guidance>

Biodiversity

102. Policy G6 of the London Plan makes clear that development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain, informed by the best available ecological information and addressed from the start of the development process. The formal application should set out the development's biodiversity net gain.

Conclusion

103. This purpose-built student accommodation scheme would make a contribution to addressing overall housing need within Southwark and London and would provide for housing choice. Notwithstanding this contribution to housing, to ensure that the proposed student accommodation scheme will be supporting London's higher education institutions, the majority of the bedrooms should be subject to a nominations agreement for one or more specified higher education institutions. In addition, the scheme is expected to deliver 35% affordable student accommodation. The principle of the provision of tall building within the site is accepted by GLA Officers, subject to a detailed assessment of the criteria set out in Part C of London Plan Policy D9.
104. The future application will need to address the issues raised in this report with respect to land uses, affordable student accommodation, urban design, student accommodation quality, fire safety, inclusive access, energy, flood risk, sustainable drainage, water efficiency, biodiversity, green infrastructure, circular economy and transport, to ensure accordance with the London Plan.

for further information, contact GLA Planning Unit (Development Management Team):

Leah Moniz, Senior Strategic Planner (case officer)

email: leah.moniz@london.gov.uk

Reece Harris, Team Leader – Development Management

email: reece.harris@london.gov.uk

Allison Flight, Deputy Head of Development Management

email: alison.flight@london.gov.uk

John Finlayson, Head of Development Management

email: john.finlayson@london.gov.uk

Lucinda Turner, Assistant Director of Planning

email: lucinda.turner@london.gov.uk



APPENDIX 4 – GLA STAGE 1 REPORT DATED 6 MAY 2022

Avonmouth House

Local Planning Authority: Southwark

Local Planning Authority reference: 21/AP/4297

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 existing building and structures and erection of a part 2, part 7, part 14, and part 16 storey plus basement development comprising 1,733 sq.m. (GIA) of Class E employment use and/or community health hub and/or Class F1(a) education use, and 233 purpose-built student residential rooms with associated amenity space and public realm works, car and cycle parking, and associated infrastructure.

The applicant

The applicant is **Tribe Avonmouth House Limited** and the architect is **Stitch**.

Strategic issues summary

Land use principles: The principle of the redevelopment and optimisation of the brownfield site within the CAZ, involving the re-provision of town centre uses, delivery of purpose-built student accommodation, and contribution to strategic housing targets, and is supported.

Affordable student accommodation: The proposed 35% on-site affordable student accommodation is supported subject to this being secured through a S106 agreement, including the rent levels and eligibility criteria. The obligation to enter into a nomination agreement must also be secured.

Urban design: The principle of a tall building could be supported in strategic terms, subject to addressing its impacts. The small size of some of the regular and cluster accommodation should be reconsidered. A revised fire statement and inclusive access statement are required.

Other issues on **transport, sustainable development** and **environmental issues** also require resolution prior to the Mayor's decision making stage.

Recommendation

That Southwark Council be advised that the application does not yet comply with the London Plan for the reasons set out in paragraph 145. Possible remedies set out in this report could address these deficiencies.

Context

1. On 18 March 2022 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 must provide the Council with a statement setting out whether he considers that the application complies with the 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:
 - 1B(c): *"Development (other than development which only comprises the provision of houses, flats, or houses and flats) which comprises or includes the erection of a building or buildings - outside Central London and with a total floorspace of more than 15,000 square metres"; and*
 - 1C: *"Development which comprises or includes the erection of a building that is more than 30 metres high and is outside the City of London".*
3. Once Southwark 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 Mayor of London's statement on this case will be made available on the GLA's public register: <https://planning.london.gov.uk/pr/s/>.

Site description

5. The 0.12 hectare brownfield site within the Elephant and Castle Opportunity Area, Elephant and Castle Major Town Centre, and the Central Activities Zone (CAZ) comprises a two storey building originally constructed in 1985. It is currently occupied by a conference centre operator with training and meeting facilities.



Figure 1 and 2: Existing Avonmouth House

6. The site is located on the southern side of Avonmouth Street, 482 metres from the University of Arts Elephant and Castle campus, and 322 metres from London South Bank University.
7. The site is located in Flood Zone 3, in an area that benefits from flood defences. The site also falls within an Air Quality Focus Area.
8. There are no listed buildings on the site, and the site is not located within a Conservation Area. There are a number of Grade II Listed buildings and structures within 250 metres of the site, including the Inner London Sessions Court building, and Hanover House, as well as the Trinity Church Square Conservation Area which is approximately 250 metres north-east of the site.
9. Vehicular access is provided from Avonmouth Street, approximately 50 metres from the Newington Causeway junction. The nearest section of the Transport for London Road Network (TLRN) is approximately 170 metres away on A3 Newington Causeway.
10. The site has the highest possible public transport accessibility level (PTAL) of 6b, being close to Elephant and Castle London Underground (LU) and National Rail stations, which is also key interchange for bus services. There are in addition 25 bus stops within a reasonable walking distance of the site, with the nearest stops being about 70 metres away.
11. The site is very well located for the strategic cycle network (SCN), with Cycleway 7 (C7) located approximately 400 metres northwest along Southwark Bridge Road and C17 on Harper Road and Falmouth Road, 400 metres to the southeast.

Details of this proposal

12. The applicant is proposing a full redevelopment of the site to provide a mixed-use scheme of 2 – 16 storeys plus basement comprising 1,733 sq.m. commercial floorspace (Use Class E) at basement, ground and first floor for employment use and/or community health and/or Class F1(a) education use, with 233 purpose-built student accommodation (PBSA) bed spaces above with associated amenity space, public realm works, car and cycle parking, and ancillary infrastructure.

Case history

13. On 6 July 2021, a pre-application meeting was held with GLA officers for the redevelopment of the site to provide a purpose-built student accommodation scheme of 2 to 16 storeys, comprising 1,307 sq.m. of commercial floorspace at basement, ground, and first floor, with 223 student bedspaces above. GLA officer advice was issued on 7 March 2022 (GLA ref: 2021/0683) stating that the land use principles were supported, but further work was required with

respect to urban design, fire safety, inclusive access, heritage, transport, and sustainable development.

Strategic planning issues and relevant policies and guidance

14. For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area comprises the Southwark Plan 2019-2036 (2022); and, the London Plan 2021.
15. The following are also relevant material considerations:
 - The National Planning Policy Framework and National Planning Practice Guidance;
 - The National Design Guide; and,
 - The Affordable Housing and Viability SPG
 - Elephant and Castle SPD and OAPF 2012.
16. The relevant issues, corresponding strategic policies and guidance (supplementary planning guidance (SPG) and London Plan guidance (LPG)), are as follows:
 - Central Activities Zone - London Plan;
 - Opportunity Area - London Plan;
 - Student housing and affordable housing - London Plan; Housing SPG; the Mayor's Housing Strategy;
 - Retail / Office - London Plan;
 - Urban design - London Plan; Character and Context SPG; Fire safety draft LPG; Housing SPG; Optimising site capacity: A design-led approach draft LPG;
 - Heritage - London Plan;
 - Inclusive access - London Plan; Accessible London: achieving an inclusive environment SPG;
 - Sustainable development - London Plan; Circular Economy Statements LPG; Whole-life Carbon Assessments LPG; 'Be Seen' Energy Monitoring Guidance LPG; London Environment Strategy;
 - Air quality - London Plan; London Environment Strategy; Control of dust and emissions during construction and demolition SPG; Air Quality Neutral draft LPG;
 - Ambient noise - London Plan; London Environment Strategy;

- Transport and parking - London Plan; the Mayor's Transport Strategy; Sustainable Transport, Walking, and Cycling draft LPG;
- Biodiversity - London Plan; the Mayor's Environment Strategy; Urban greening factor draft LPG.

Land use principles

17. The application site is located within the London Central Activities Zone (CAZ), Elephant and Castle Opportunity Area, and the Elephant and Castle Major Town Centre. London Plan Policy SD1 seeks to ensure that Opportunity Areas fully realise their growth and potential. Quantitatively, the London Plan identifies the Elephant and Castle Opportunity Area as having an indicative employment capacity for 10,000 new jobs and the potential for 5,000 new homes.
18. The site forms part of a larger site allocation in the adopted Local Plan (NSP46) for a mixed-use development, requiring the reprovizion of the employment floorspace currently on site (Use Class E(g)/B) or 50% of the development as employment floorspace, whichever is greater. In addition, redevelopment must provide active frontages including ground floor retail, community, or leisure uses along Newington Causeway. Redevelopment of the site should also provide an indicative number of 93 new homes (Use Class C3). The land use principles are considered within this context below.

Student accommodation

19. Policy H1 of the London Plan seeks to increase the supply of housing in the capital and sets a ten-year housing target for Southwark of 23,550 homes per year for the period 2019/2020 to 2028/2029. London Plan Policy H15 also seeks to ensure the local and strategic need for PBSA is addressed, and the Mayor's Academic Forum has established that there is an annual requirement for 3,500 PBSA bed spaces over the plan period. Policy H15 further states that PBSA should be developed in locations that are well connected local services by walking, cycling and public transport and should contribute to a mixed and inclusive neighbourhood.
20. Paragraph 4.15.1 of the London Plan sets out that the housing need of students in London, whether in PBSA or shared conventional housing, is an element of the overall housing need for London, and that new PBSA all contributes to meeting London's housing need.
21. The scheme proposes to deliver 233 new student bedrooms in a PBSA facility. The proposal would contribute to both PBSA bed space targets and housing targets set out in the London Plan in a highly accessible location. Specifically, paragraph 4.1.9 of the London Plan sets out that "net non-self-contained accommodation for students should count towards meeting housing targets on the basis of a 2.5:1 ratio, with two and a half bedrooms/units being counted as a single home". As such, reflective of the contribution of the student accommodation element of the scheme towards the achievement of housing targets, the delivery of 233 student beds is equivalent to 93 homes.

22. Policy H15 of the London Plan sets out that a nominations agreement must be in place from initial occupation with one or more higher education providers to provide housing for its students, and to commit to have such an agreement for as long as the development is used for student accommodation.
23. The applicant has indicated that the proposed development would be affiliated with a Higher Education Institution (HEI), which is expected to be the University of London or London South Bank University, with all occupiers of the student accommodation required to be registered students attending the relevant HEI. An occupation restriction limiting occupation to students, and ideally to those attending the relevant HEIs detailed above, must be secured through a Section 106 (S106) agreement.
24. Paragraph 4.15.3 of the London Plan is clear that a nomination agreement is required to demonstrate need for student accommodation; in the absence of this paragraph 4.15.5 states that the development will not be considered as meeting a need for PBSA. As such, if the accommodation is not secured for use by students and secured through a nomination agreement at the Mayor's decision making stage (Stage II), it will not be considered as PBSA and will normally be considered large scale purpose-built shared living and will therefore be assessed against the requirements of Policy H16 of the London Plan.
25. The requirement for the provision of on-site affordable student accommodation within the proposed PBSA scheme is discussed from paragraph 32 of this report.
26. Paragraph 4.15.13 of the London Plan encourages flexibility for the temporary use of accommodation during vacation periods for ancillary uses. It is proposed that outside of term-time, the accommodation would also be available to students on courses at other institutions such as language schools or short-term summer courses. The planning statement sets out that these temporary uses will not disrupt the accommodation of the resident students during their academic year. This is all supported and should be secured through an obligation within a S106 agreement.

Commercial

27. London Plan Policies SD4 and SD5 outline the strategic functions of the CAZ, of which offices and other strategic functions are one, stating that its unique mix of uses should be promoted and enhanced. Policy SD6 of the London Plan recognises that the vitality and viability of London's varied town centres should be promoted and enhanced, and that town centres should be a foci for commercial activity and for mixed-use intensification to optimise residential growth potential. Policy SD8 of the London Plan seeks a range of sizes of commercial units to support the diversity of the town centre.
28. Given the site's town centre location, a diverse range of town centre uses on the site should be sought. The proposals comprise the redevelopment of the site for the provision of student accommodation-led development, with commercial uses proposed at basement, ground, and first floor. Specifically,

1,733 sq.m. of commercial floorspace is proposed over four levels including 10% affordable workspace, and is designed to accommodate various future occupiers. The existing building comprises 1,307 sq.m. of floorspace which is presently occupied by a conference and training centre provider, though it is now understood that the present occupier will be vacating the site. The re-provision of the commercial floorspace is supported from a strategic perspective and should be appropriately secured. The affordable workspace is strongly supported and should be secured in a S106 agreement.

29. The applicant has demonstrated different ways in which the proposed Class E/F1(a) floorspace could be occupied, with a focus at ground floor to attract occupiers that would provide activation and animation to create a street presence. The Council should consider securing a condition to ensure the ground floor commercial space would provide active street frontages in perpetuity, in order to secure a high-quality environment in line with London Plan Policies D3 and SD6, which is discussed further in paragraphs 41-43 of this report.

Land use principles conclusion

30. This purpose-built student accommodation scheme would make a contribution to addressing overall housing need within Southwark and London and would provide for housing choice. Subject to a nomination agreement and appropriate occupation restrictions being secured, the principle of the use of the land for student accommodation could be acceptable in strategic planning terms.
31. Given the commercial floorspace proposed would result in an uplift of 426 sq.m. against the current provision on site, the principle of the creation of jobs through the provision of non-residential floorspace and affordable workspace within the CAZ and Elephant and Castle Town Centre and Opportunity Area is supported in strategic planning terms.

Affordable student accommodation

32. Policy H4 of the London Plan sets a strategic target for 50% of all new homes delivered across London to be genuinely affordable. The Mayor's Affordable Housing and Viability Supplementary Planning Guidance seeks to increase the provision of affordable housing in London and embed affordable housing into land prices. London Plan Policy H15 and the Mayor's Affordable Housing and Viability SPG set out that affordable student accommodation should be provided onsite in line with the Mayor's Housing SPG.
33. Policy H15 of the London Plan states that to follow the Fast Track Route (FTR), at least 35% of the accommodation must be secured as affordable student accommodation. Such applications are not required to submit viability information to the GLA and are also exempt from a late stage review mechanism. All affordable bedrooms should also accord with the definition of affordable student accommodation set out in paragraph 4.15.8 of the London Plan. Given that the lawful use of the site is sui generis, a 35% threshold would apply in this case.

34. The applicant is proposing 233 beds within PBSA. The scheme proposes 35% on site affordable student accommodation which are proposed to be mixed throughout the proposed cluster flats, and so the scheme is eligible for the Fast Track Route. As per paragraph 4.15.10, the applicant should confirm that all affordable student accommodation would be equivalent to the non-affordable rooms in the development in terms of room sizes and room occupancy level. The applicant must also confirm that the rent charged would include all services and utilities which are offered as part of the package for an equivalent non-affordable room in the development, with no additional charges specific to the affordable accommodation.
35. The Council should secure the initial annual rental cost for the element of affordable accommodation as part of any planning permission, which should be provided at a rental cost for the academic year equal to or below 55% of the maximum income that a new full-time student studying in London and living away from home could receive from the Government's maintenance loan for living costs for that academic year. For following years, the rental cost for this accommodation can be linked to changes in a nationally recognised index of inflation such as the Consumer Prices Index or CPIH. A review period, such as every three years, could be set by the Council to allow for recalibrating the affordable student accommodation to the level stated as affordable in the Mayor's Annual Monitoring Report.
36. As per Policy H15 of the London Plan, the affordable student accommodation bedrooms should be allocated by the higher education provider(s) that operates the accommodation, or has the nomination right to it, to students it considers most in need of the accommodation. This should be secured within a S106 agreement.

Urban design

37. Chapter 3 of the London Plan sets out key urban design principles to guide development in London. Design policies in this chapter seek to ensure that development optimises site capacity; is of an appropriate form and scale; responds to local character; achieves the highest standards of architecture, sustainability and inclusive design; enhances the public realm; provides for green infrastructure; and respects the historic environment.

Optimising development capacity

38. London Plan Policy D3 requires the optimisation of sites by following a design-led approach, having regard to site attributes, local context, design principles, public transport accessibility, and capacity of existing and future transport services. In this case, the site is an underutilised brownfield site in a highly accessible town centre location within the CAZ. Given the highly urbanised environment and good transport accessibility, the proposed development is considered to appropriately optimise the development of the site through a design-led approach.

39. The higher the density of a development, the greater the level of design scrutiny that is required, particularly qualitative aspects of the development design, as described in London Plan Policy D4.
40. In accordance with Policy D4, the proposal must have undergone at least one design review before a planning application is made, or demonstrate that it has undergone a local borough process of design scrutiny, based on the principles set out in Policy D4E. It is noted that the scheme has been presented to GLA and Southwark planning and design officers at pre-application stage. However, the application has not been through a design review process and therefore the scheme has not been subject to an appropriate level of design scrutiny prior to application submission, contrary to the objectives of London Plan Policy D4.

41. The overall layout sensibly separates the employment and student uses and appears to be an appropriate response to the site. Options have been provided for the commercial floorspace proposed from basement to first floor level. However, the options have not fully maximised the active frontage potential along the street-facing boundaries of the development, which would enable the creation of safe and welcoming spaces.
42. London Plan Policy D3 states that development proposals should provide active frontages and positive reciprocal relationships between what happens inside the buildings and outside in the public realm to generate liveliness and interest. The location of a substation, bin stores, and cycle parking at ground floor level reduces the quantity of active street frontage.

Figure 3: Proposed ground floor arrangement

at ground floor. The applicant should also consider stepping the ground floor slightly back to increase the width of the footway at the north of the site in particular. Ground floor elevations could more clearly reveal entrances to contribute towards a safe and inclusive building that activates the street; this could be achieved through materiality, signage, and lighting.

- 44. The student accommodation appears reasonably laid out, providing efficient cluster and studio-to-core ratios and access to outdoor amenity via the communal terraces.
- 45. In line with London Plan Policy D8, the management and maintenance of the public realm in accordance with the Public London Charter LPG should be appropriately secured.

Student accommodation quality

- 46. Policy H15(A)(5) of the London Plan requires that student accommodation provides adequate functional living space and layout, and paragraph 4.15.6 sets out that the design of the development must be high quality and in accordance with the requirements of Policy D3, which seeks to optimise site capacity through the design-led approach. Whilst there are no space standards for student accommodation, the development should be fit for purpose and provide for student well-being and activities, ensuring a range of high-quality and accessible, internal and external, communal amenity spaces.
- 47. The student housing must also provide adequate functional living space and layout. In this regard, the ensuite cluster rooms would measure between 12.2 sq.m. and 16.1 sq.m. and the studio rooms would measure between 19.2 sq.m. and 19.6 sq.m. The studios have been designed to accommodate kitchenettes, an ensuite with shower and workspace. The cluster flat rooms would each have an ensuite with shower and workspace within a private room, with shared cooking and social facilities designed in cluster flats of 4-8 beds each.
- 48. In the case of the studios, the kitchenettes are far too small to be considered functional. These units would have no access to any further internal communal amenity space to compensate for their small size, and so would offer a lower quality of accommodation when compared to the cluster flats. The scale of some cluster units also raises concerns, especially the cluster units located in the north eastern corner of the site, which appear to be quite cramped. The applicant should reconsider the size and internal layout of these units.
- 49. Whilst the proposal includes external communal amenity space totalling 165 sq.m., the scheme does not provide any internal communal amenity space outside of the communal kitchen/dining rooms within the cluster flats, which is not supported. GLA officers consider the quality of the accommodation could be significantly improved through the inclusion of internal communal functional living space such as lounges, which would enhance student well-being; any internal amenity spaces should be secured for use by students only within a S106 agreement. Further information should be provided to demonstrate that a sufficient quantum and quality of student ancillary spaces have been provided

within the development, and that sufficient outdoor space has been provided for student use in addition to any internal ancillary spaces.



Figure 4: Proposed seventh floor arrangement

50. While the proportion of single aspect north facing units would not be acceptable within a self-contained housing scheme, the arrangement proposed does not raise any particular strategic planning concerns in this instance, given the short term nature of student accommodation tenancies, subject to the adequate provision of communal amenity spaces with alternative aspects within the scheme. As mentioned previously, should a nominations agreement not be secured, these units would raise concerns with respect to the quality as it would need to be assessed as a shared living scheme.

Scale and massing

51. London Plan Policy D9 seeks to manage the development and design of tall buildings within London. It states that tall buildings should only be developed in locations identified as suitable in development plans, provided that their visual, functional, environmental and cumulative impacts are addressed.

Appropriateness of the site for tall buildings

52. The Southwark Local Plan Policy P17 defines tall buildings in this location as above 30 metres, and also where they are significantly higher than surrounding buildings or their emerging context. The development would rise to 16 storeys or 58 metres, and therefore meets the local definition of a tall building. Local Plan Policy P17 states that tall buildings may be appropriate in certain locations, such as Major Town Centres, Opportunity Area Cores, and the Central Activities Zone. The principle of the proposed tall buildings at this site complies with the strategic locational requirement of London Plan Policy D9 part B. Proposed tall buildings are however also subject to the criteria set out in Part C of Policy D9, relating to visual, environmental, functional and cumulative impacts which are assessed in the following paragraphs.

Visual impacts

53. The proposed development would range in height from 2 to 16 storeys, with lower heights proposed at the rear of the site adjacent to existing properties fronting Newington Causeway.
54. The bulk of the building would sit comfortably within the site and its context and the articulated massing would create visual interest. With contrasting materials defining the two taller elements of the proposed development, the building would appear in mid-range views; this is further discussed in paragraph 78 of this report. In mid-range views, GLA officers consider the form and proportions of the building would make a positive contribution to the local townscape.
55. The submitted HTVIA does not include any long-range views and therefore officers cannot conclude whether the development would make a positive contribution to the existing and emerging skyline. Further information is also required as detailed in paragraph 66 of this report in relation to strategic views.
56. In terms of immediate views, the stepped massing with 2 storeys at the rear helps to create some separation distance for neighbouring existing properties, and provides an appropriate transition in scale between the proposed tall buildings and their surrounding context along the rear site boundary.
57. In terms of visual impacts, GLA officers consider that the proposal could have a positive impact on views from different distances, but further information is required. The building would be of good quality in appearance with well-considered architecture and detailing that references local character. The proposed development would cause no harm to heritage assets (as assessed at this stage) and is not expected to cause adverse glare or excessive light pollution.



Roof plan showing proposed heights

Figure 5: Proposed massing

Functional impacts

58. The proposed development would optimise the development potential for the site as well as creating new jobs in an area with the highest possible transport accessibility level. Contributions are sought as detailed in paragraphs 81-83 of this report to further increase the capacity of the local transport network. Further information is required as detailed in the transport section of this report in regards to deliveries and servicing. GLA officers will conclude on the building's functional impacts at Stage II.
59. The applicant should also work with the Council to ensure that any aviation, navigation or telecommunication impacts arising from the development are suitably addressed in line with London Plan Policy D9C2f.

Environmental impacts

60. A daylight and sunlight assessment has been carried out which assesses the impact on surrounding buildings, including residential buildings, some of which would be impacted upon by the development.
61. The applicant has carried out a wind microclimate assessment of the proposed development, which considered pedestrian access routes, seating areas, as well as building entrances and terraces. The assessment concludes that wind conditions on and off the site would generally be suitable for the intended use.

62. The Council should scrutinise the daylight, sunlight and wind assessments to ensure that impacts resulting from the proposed height and massing are addressed. GLA officers will conclude on the building's environmental impacts at Stage II.

Cumulative impacts

63. In combination with surrounding completed and emerging tall buildings, the development is not expected to have any adverse impacts however, further information is required as detailed above prior to GLA officers concluding on the building's cumulative impacts at Stage II.

Tall buildings summary

64. GLA officers could be supportive of the proposed tall building subject to addressing its impacts, and taking into account any material considerations relevant to the proposed development, and other relevant development plan policies in balance against any non-compliance with London Plan Policy D9.

Strategic views

65. Policy HC4 of the London Plan states that development proposals should not harm, and should seek to make a positive contribution to, the characteristics and composition of strategic views and their landmark elements.
66. Whilst the site itself is not located within any of the key strategic viewing corridors or protected vistas identified in Policy HC3 or the LVMF, the application should provide a view showing its impact on Protected Vista 23A.1 - Centre of Bridge over the Serpentine to the Palace of Westminster, given the site's location bordering the Wider Setting Consultation Area. This is important to ensure that the requirements of Policy HC4 are addressed and verify whether any harm is caused to the Palace of Westminster World Heritage Site.

Fire safety

67. In line with Policy D12 of the London Plan a fire statement has been submitted with the planning application. In accordance with Part B of Policy D12, as well as the Fire Safety draft LPG, the fire statement should be amended to confirm that the author is suitably qualified and evidence of competency of the author of the Fire Statement should be detailed in a clearly identified section at the beginning of the Fire Statement.
68. While GLA Officers recognise that some of the requirements of Part B of Policy D12 have been included at a high level, there is very limited detail provided in respect of majority of the requirements in order to satisfactorily detail how the development proposal will function, and the fire statement does not include a statement of compliance. This must be addressed prior to Stage II, and compliance with the updated fire statement must then be secured by condition.
69. Further to the above, Policy D5 within the London Plan seeks to ensure that developments incorporate safe and dignified emergency evacuation for all

building users. In all developments where lifts are installed, as a minimum, at least one lift per core (or more subject to capacity assessments) should be a suitably sized fire evacuation lift suitable to be used to evacuate people who require level access from the buildings. The development consists of one core involving two lift shafts. The fire statement states that one evacuation lift is proposed to be provided as part of the lift bank serving the residential areas, while the other lift would be a firefighting lift. This should be suitably secured by the Council by way of condition.

Inclusive access

70. Policy D5 of the London Plan seeks to ensure that new development achieves the highest standards of accessible and inclusive design (not just the minimum). Development proposals should ensure that the development: can be entered and used safely, easily and with dignity by all; is convenient and welcoming (with no disabling barriers); and provides independent access without additional undue effort, separation or special treatment.
71. The applicant has confirmed that every part of the building can be reached via lift and level access. Whilst the submitted Design and Access Statement has indicated that widened footways to improve pedestrian experience are a design objective of the scheme, the width of the proposed footway to be provided on the site frontage has not been detailed and should be clarified, particularly on the southern corner of the site.
72. The application sets out that a total of 5% of the bedrooms will be wheelchair accessible. Whilst GLA officers welcome the inclusion of wheelchair accessible rooms available on every floor, giving disabled students similar choices to non-disabled students, the applicant has not indicated whether any further rooms would be adaptable should the need arise. Furthermore, whilst a section on accessibility has been provided within the submitted Design and Access statement, an inclusive design statement has not been provided in accordance with London Plan Policy D5C. However, GLA officers do not anticipate any adverse impacts in regards to inclusive access to arise as a result of the development.

Heritage

73. The Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the statutory duties for dealing with heritage assets in planning decisions. In relation to conservation areas, for all planning decisions “special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area. In relation to listed buildings, all planning decisions should ‘should 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’.
74. Policy HC1 of the London Plan states that development should conserve heritage assets and avoid harm, which also applies to non-designated heritage

assets. In line with case law, any harm identified must be given considerable importance and weight.

75. Paragraph 194 of the NPPF further specifies that in determining applications, local planning authorities should require an applicant to describe the significance of any affected heritage assets, including any contribution made by their setting. Furthermore, paragraph 203 states that the effect of an application on the significance of a non-designated heritage asset should also be taken into account in determining the application. A balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.
76. Although the application site is not located within a conservation area, there are several listed heritage assets in the surrounding area including the Inner London Sessions Court building, and Trinity Church Square Conservation Area which are located approximately 38 and 204 metres respectively to the northeast of the site.

Conservation area

77. The submitted HTVIA concludes that the proposed development would be hidden from view in Trinity Church Square at the northern junction with Trinity Street, or from a similar position in Merrick Square. It will therefore have no effect on the significance of the two principal set pieces of the conservation area. The proposed development will however alter the wider setting of the conservation area. As it is not visible from within the conservation area, this change to setting will not affect the ability to appreciate its significance. Therefore, from the information available and views provided, GLA officers consider there to be no harm to the significance of the conservation area.

Listed assets

78. The proposal would rise above the roofline of the Grade II Listed Inner London Sessions court and sit adjacent in the skyline to No. 87 Newington Causeway, which rises to 25 storeys. It would be of comparative prominence to No. 87 Newington Causeway, and GLA officers recognise that the perceived massing of the proposed development is mitigated by its distinctive consecutive parts, achieved by alternating planes and the contrast in brickwork tones that separate its elevations. The HTVIA concludes that the visibility of the proposed development would cause no harm to the significance of the heritage asset, and that the appearance of an additional city building would have no material effect on the significance of the asset. Therefore, from the information available and views provided, GLA officers consider there to be no harm to the significance of the Inner London Sessions court building.

Conclusion

79. On the basis of the information provided within the TVIA, GLA officers consider that the impact that would arise to the setting of the Trinity Church Square Conservation Area constitutes no harm to the significance of the designated

heritage asset. The results of the assessment by the Council on the proposals' impact on heritage assets will be reported to and taken into account by the Mayor at decision making stage.

80. Policy HC1 of the London Plan relates to all heritage assets, including designated and non-designated heritage assets. In respect of non-designated heritage assets, the heritage statement sets out that there are also a number of non-designated heritage assets within proximity to the application site. The Council should confirm whether it agrees with the conclusions set out in the heritage statement in respect of the non-designated heritage assets, and should confirm if there are any additional non-designated heritage assets in proximity to the site (including, for example, locally listed buildings and structures) that should also be assessed as part of consideration of the application. GLA Officers will provide an update to the Mayor in respect of Policy D9 and Policy HC1 at decision making stage.

Transport

Healthy Streets

81. All developments proposed should support the Mayor's Healthy Streets approach in line with Policy T2 of the London Plan. From the submitted Active Travel Zone assessment, the route between the site and Elephant and Castle Underground Station needs the most improvement. It has narrow footways, a lack of lighting and indiscriminate parking which creates pinch points along the route. This area should be improved to meet Vision Zero and Healthy Streets policies. As this is borough highway, these improvements should be agreed with the Council and secured through a S278 agreement.
82. Whilst there are existing Legible London signs in the wider area, a new Legible London sign at a decision point close to the site and a contribution to any necessary amendment of any existing signs to incorporate this proposed development will be welcomed.
83. It is expected that this development will attract many more people than currently and will therefore create a greater demand on the Santander Cycle Hire scheme. Furthermore, cycling is a fast way to travel in central London and the universities that would be served by the proposed development. Whilst there are two nearby cycle hire docking stations, additional provision is needed to mitigate the demand from this development in the context also the growth in patronage generally and within this area of cumulative growth. Taking account of the nature and size of this development a S106 contribution of £120,000 is requested in line with Policy T4. This will help facilitate a strategic modal shift at this site, in line with Policy T1.

Trip generation

84. To determine the trip generation rates, sites with a PTAL 4 have been used and some of the sites are not car-free. It is unclear how this has been dealt with to suit the characteristics of this site. Given the high accessibility of the site, it is

recommended that only sites with a PTAL 6a/6b are used. The mode split would also appear to underestimate trips by cycle and on foot and this needs to be addressed.

85. Once this information is available, TfL officers will be able to assess whether any further mitigation additional to those mentioned above will be required in line with Policy T4.
86. The worst-case use should be assessed and mitigated for in respect of the proposed flexible ground floor unit.
87. A travel plan should be secured in line with London Plan Policy T4.

Student move in/out

88. It is noted that students move in/out will be managed through a booking system and that the intention is that loading/unloading for students moving in/out will be on street where parking but not loading is restricted. With the limited space available and the proposed quantum of student bedrooms, further information is required on the measures that are to be implemented to minimise the impact that this would have on the surrounding road network and in particular upon pedestrians and cyclists and buses. This should be provided prior to determination.
89. The Council should secure a move-in/move-out plan through condition.

Car parking

90. Officers welcome the proposed car-free development, with the exception of disabled persons' parking in line with Policy T6. This should be subject to a permit-free agreement, secured through condition, alongside funding towards a review of the timing of on street controls in the area recognising that an office use is being replaced by primarily student housing.
91. Only one on-site disabled persons' parking space is proposed, which equates to less than one percent of dwellings having a disabled persons' parking space. Given the location and PTAL of the site, this it is considered acceptable, in line with similar applications. However, increased provision to facilitate travel for disabled residents should be made including a contribution towards station improvements and more than the minimum provision for active travel. Furthermore, the universities to be attended by the students living in the development should be asked to confirm alternative accommodation arrangements for disabled students to show that there is good choice.
92. The disabled persons' parking space is proposed to be allocated to a specific dwelling. This is contrary to Policy T6H which states that such parking should be allocated on the basis of need and not tied.
93. Given that only one car parking space is proposed, this space should have active electric vehicle charging provision in line with Policy T6.

Cycle parking

94. The development is proposed to provide 200 long-stay and 10 short-stay cycle parking spaces, which aligns with the minimum standards of Policy T5. This quantum has been calculated based on the commercial element being for office use. It should be noted that the cycle parking provision required will depend on the end use of the flexible commercial use proposed. However, the design of the cycle parking is not yet to the standards in the London Cycle Design Standards (LCDS) and, as a result, Policy T5. Design amendments should be secured prior to determination to ensure that fully policy compliant cycle parking is capable of being delivered.
95. It is noted that short stay cycle parking is planned to be placed on the footway which is outside of the site boundary rather than on site. No justification has been provided. This proposal will need to be agreed with the Council which is also the highway authority. However, it is of concern that the existing footway is not much wider than the absolute minimum 2 metres clear width required by TfL's Streetscape guidance for quiet streets let alone Avonmouth Street which is expected to be busy due to this development and others in the area. Further consideration of this proposal is therefore required.

Deliveries and servicing

96. Only smaller delivery vehicles will be able to be accommodated on-site. Further information is required to show how the larger vehicles will be accommodated and how all the demands will be managed. The use of sustainable modes such as cargo bikes is encouraged.
97. The swept path analysis for delivery and servicing to the site shows vehicles manoeuvring onto the wrong side of the road at the Avonmouth Street and Newington Causeway junction and hitting kerbs along Avonmouth Street. This is contrary to the Mayor's Vision Zero approach and could increase the risk of collisions between vehicles and pedestrians and cyclists. This could also have an impact on buses in the bus lane on Newington Causeway and traffic flows along Avonmouth Street. Further consideration of this aspect of the proposals to mitigate these risks is therefore required.
98. Controls on servicing to avoid times when there are many pedestrians and cyclists in the area should be imposed and consideration given to only night time/early morning activity. Appropriate facilities for charging electric vehicles and parking cargo bikes should be secured.
99. It is noted that a wide range of uses could be made of the ground floor commercial unit. At this stage it should be demonstrated that the servicing demands of the worst-case use can be accommodated.
100. A full Delivery and Servicing Plan (DSP) is required by Policy T7. This should be secured through condition and developed in line with TfL guidance. The DSP should contain targets to minimise large service vehicle movements and encourage smaller and sustainable means. Consolidation/sharing of deliveries should be included. A concierge system would also assist.

Construction logistics

101. An outline Construction Logistics Plan (CLP) has been provided. However, similarly further thought is required on vehicles manoeuvring into Avonmouth Street and on-street offloading and the potential impacts of this on bus services and traffic flows along Newington Causeway, Avonmouth Street and on pedestrians and cyclists.
102. As with servicing, controls on vehicle movement to avoid times when there are many pedestrians and cyclists in the area should be imposed and consideration given to only night time/early morning activity.
103. Given that local roads are not suitable for HGVs it should be demonstrated that their use is limited to only essential movements and how the safety and comfort of pedestrians and cyclists would be maintained.
104. A full CLP should be secured through condition, in line with Policy T4. In the CLP, it should be demonstrated how deliveries to the development through sustainable modes of transport, such as smaller electric vehicles and cargo bikes will be maximised. This is in line with Policy T7. Cargo bike facilities should be provided to support this.

Sustainable development

Energy strategy

105. The London Plan requires all major developments to meet a net-zero carbon target. Reductions in carbon emissions beyond Part L of the 2013 Building Regulations should be met on-site. Only where it is clearly demonstrated that the zero-carbon target cannot be fully achieved on-site a contribution to a carbon offset fund or reductions provided off site can be considered.
106. The energy strategy does not yet fully comply with London Plan policies. The applicant is required to further refine the energy strategy and submit additional information in order to fully comply with London Plan requirements, including:
 - review of the scheme's carbon reduction in order to meet the London Plan Be Lean energy efficiency targets for the non-domestic element;
 - further evidence regarding district heating networks (DHN) potential;
 - further information on a proposed communal heat network;
 - further information on an on-site network and future connection drawings;
 - PV roof layout and PV provision;
 - further information on an air-source heat pump (ASHP) system; and,

- confirmation of compliance with the Be Seen energy monitoring element of policy, including submission of planning stage data to the GLA, with compliance to be secured within the S106 agreement. More information is available on the GLA website¹.
107. The applicant's response to the GLA's energy comments should be provided directly within the energy memo. Any wider supporting material submitted should be referenced within the applicant's memo response. This should be provided prior to the Council's determination.
108. The development is estimated to achieve a 60% reduction in CO2 emissions compared to 2013 Building Regulations.
109. The development falls short of the net zero-carbon target in Policy SI2. As such, a carbon offset payment is required to be secured. This should be calculated based on a net-zero carbon target using the GLA's recommended carbon offset price (£95/tonne) or, where a local price has been set, the borough's carbon offset price. The draft S106 agreement should be submitted when available to evidence the agreement with the borough.

Whole Life-Cycle Carbon

110. In accordance with London Plan Policy SI2 the applicant is required to calculate and reduce whole life-cycle carbon (WLC) emissions to fully capture the development's carbon footprint.
111. The applicant has submitted a whole life-cycle carbon assessment. The WLC assessment does not yet comply with London Plan Policy SI2. Further information is required as detailed in the GLA WLC Memo, in order to fully address London Plan policies and guidance including but not limited to:
- a revised Whole Life-Cycle Carbon Assessment template;
 - further information on the operational modelling methodology;
 - further information on the cost allocated to each building element;
 - further information on the third-party verification mechanisms adopted to quality assure the assessment;
 - further information on the estimated WLC emissions;
 - further information on the retention of existing buildings and structures;
 - further information on the material quantity, assumptions, and end of life scenarios; and,

¹ <https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/london-plan-guidance/be-seen-energy-monitoring-guidance>

- further information on the global warming potential (GWP) for all life-cycle modules.
112. A condition should be secured requiring the applicant to submit a post-construction assessment to report on the development's actual WLC emissions. The template and suggested condition wording are available on the GLA [website](#)².

Circular Economy

113. Policy D3 requires development proposals to integrate circular economy principles as part of the design process. London Plan Policy SI7 requires development applications that are referable to the Mayor of London to submit a Circular Economy Statement, following the Circular Economy Statements LPG.
114. The applicant has submitted a Circular Economy Statement which is welcomed. However, the Circular Economy Statement does not yet comply with London Plan Policy SI7. A revised Circular Economy Statement must be submitted prior to the Mayor's decision making stage, in response to the comments made within the Circular Economy memo, including:
- further information on the Bill of Materials;
 - further information on the recycling and waste reporting;
 - further information on operational waste;
 - further information on plans for implementation; and,
 - further information on the end-of-life strategy.
115. The applicant should review the GLA's current guidance when preparing the statement.
116. A condition should be secured requiring the applicant to submit a post-construction report. The template and suggested condition wording are available on the GLA [website](#)³.

Environmental issues

Urban greening

117. The site is next to Newington Gardens. The landscape statement sets out that the emerging masterplan for the Enterprise Quarter, in which the site is located, includes a proposed green route along the site's southern boundary,

² <https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/london-plan-guidance/whole-life-cycle-carbon-assessments-guidance>

³ <https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/london-plan-guidance/circular-economy-statement-guidance>

terminating at Newington Gardens. Consideration of the site in the wider green infrastructure network is supported.

118. Whilst it is noted that the proposed green route requires planting beyond the site boundary, the applicant should consider increasing the amount of ground level planting within the site, on the southern boundary, seeking to strengthen the emerging green link. This may include, for example, a similar landscape treatment to that proposed at the south western corner of the building, on the south eastern corner.
119. The proposed development presents a well-considered approach to integrating green infrastructure and urban greening across the masterplan which is supported. The inclusion of trees on the second and seventh floor terraces is considered particularly positive.
120. The UGF score has been calculated to be 0.4, therefore meeting the target set in Policy G5 and indicating that urban greening has been included as a fundamental element of site and building design. The proposed development is therefore compliant with London Plan Policy G5.

Trees

121. One tree is located on site. Five other trees are located close to the site boundary. Details of these trees have been provided in the Arboricultural Survey. The loss of the on site tree (Category C) would be offset by new planting on site. The proposed development is therefore considered acceptable in line with London Plan Policy G7.

Sustainable drainage

122. The drainage strategy proposes to restrict runoff to 2l/s for the 100-year event plus 40% climate change, which is supported.
123. The drainage strategy states that the proposed hardstanding area is 0.116ha and that the allowance for green roofs has not been included within preliminary calculations to provide a conservative approach, which is supported. However, the drainage calculations in the appendices show a contributing area of 0.102 hectares. The calculations should be amended to suit.
124. In terms of SuDS, the drainage strategy proposes green roofs and permeable paving, which is welcomed.
125. The drainage strategy states that there are opportunities in amenity areas to provide rainwater harvesting, however as it is difficult to quantify contribution to the attenuation volume it has not been included in the surface water management strategy. This is understood; however further commitment to include rainwater harvesting and other smaller-scale green SuDS such as rain gardens should be provided to satisfy the requirements of London Plan Policy SI13.

126. The surface water drainage strategy for the proposed development generally complies with London Plan Policy SI13; however, the applicant should provide further commitment to the inclusion of rainwater harvesting and additional above ground green SuDS such as rain gardens.

Water efficiency

127. No Sustainability Statement or BREEAM Assessment has been provided. At least one Wat01 BREEAM credit should be targeted including information to demonstrate how this would be achieved.
128. Water efficient fittings, water meters, and leak detection systems should be incorporated, as well as water recycling and re-use. This could be integrated with the surface water drainage system to provide a dual benefit.
129. The proposed development does not currently meet the requirements of London Plan Policy SI5 as no information has been provided around the proposed water efficiency strategy.

Flood risk

130. The site is located in Flood Zone 3, in an area benefitting from the Thames Tidal Defences. A Flood Risk Assessment (FRA) has been submitted as required under the National Planning Policy Framework (NPPF).
131. In terms of the fluvial/tidal flood risk, the FRA proposes the following mitigation measures: floor levels of 'more vulnerable' uses 300 mm above the modelled flood level from a tidal defence breach, resistance/resilience measures, and safe access and egress routes. This is supported; however, the FRA states that these measures "should" be implemented. The applicant should clarify whether these measures have been agreed with the project team and have been included within the scheme proposals or whether they are simply recommendations.
132. The FRA should also demonstrate how sensitive plant at lower floors is protected to ensure that a safe haven can be provided at upper floors. In addition, the FRA should demonstrate that communal areas are available at upper floors for site users from the ground floor and basement to congregate in a flood event. This should be included within the Flood Warning and Evacuation Plan (FWEP).
133. The FRA adequately assesses the risk of flooding from pluvial, sewer, and reservoir flooding, which is considered to be low. The FRA provided for the proposed development generally complies with London Plan Policy SI12; however further information should be provided to demonstrate that a safe haven is provided at upper floors.

Air quality

134. Medium risk of human health impacts has been identified during construction and a low risk for demolition. Given the location of the proposed development in

proximity to a number of human health receptors, construction works mitigation relevant to the site along with requirements for non-road mobile machinery to comply with Low Emission Zone for Opportunity Areas standards, should be secured by condition, in line with London Plan Policy SI1D.

135. No discussion of any emergency generators is included (even if to say they are not included). Further information is therefore required to demonstrate compliance with London Plan Policy SI1B1a-b.
136. Exposure of future users of the development is assessed quantitatively, using dispersion modelling. Predicted concentrations at worst-case proposed receptors were found to be below the objectives and therefore acceptable for the proposed use without mitigation – compliant with London Plan policy SI1B1c.
137. The proposed development will not result in any building emissions, so development is better than air quality neutral for building emissions, and is 'car-free' so is considered air quality neutral for transport emissions. The development is therefore considered to be air quality neutral in accordance with London Plan Policy SI1B2a.
138. Confirmation is required that no emergency diesel-fired generators will be installed in the proposed development. If generators are proposed, then the proposed maintenance and testing schedule will need to confirm that routine operation will not result in exceedances of the air quality objectives.
139. On-site plant and machinery must comply with the London Non-Road Mobile Machinery (NRMM) Low Emission Zone standards Opportunity Areas, in accordance with London Plan Policy SI1D.
140. Measures to control emissions during the construction phase relevant to at least a medium risk site should be written into an Air Quality and Dust Management Plan (AQDMP), or form part of a Construction Environmental Management Plan, in line with the requirements of the Mayor's Control of Dust and Emissions during Construction and Demolition SPG. The AQDMP should be approved by the LPA and the measures and monitoring protocols implemented throughout the construction phase in accordance with London Plan Policy SI1D.

Digital connectivity

141. Policy SI6 of the London Plan requires development proposals to ensure sufficient digital connectivity, including full fibre connections and mobile connectivity, and provide space for mobile digital connectivity infrastructure. It that development proposals should ensure that sufficient ducting space for full fibre connectivity infrastructure is provided to all end users within new developments, unless an affordable alternative 1GB/s-capable connection is made available to all end users. The applicant should set out how such space would be provided, which should be secured by condition.

Local planning authority's position

142. Southwark Council planning officers are currently assessing the application. In due course the Council will formally consider the application at a planning committee meeting.

Legal considerations

143. 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 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

144. There are no financial considerations at this stage.

Conclusion

145. London Plan policies on the Central Activities Zone, student accommodation, urban design, heritage, transport, sustainable development, and environmental issues are relevant to this application. Whilst the proposed PBSA-led mixed use redevelopment could be supported in principle, the application does not currently comply with the London Plan as summarised below:

- **Land use principles:** The principle of the redevelopment and optimisation of the brownfield site within the CAZ, involving the re-provision of town centre uses, delivery of purpose-built student accommodation, and contribution to strategic housing targets, and is supported.
- **Affordable student accommodation:** The proposed 35% on-site affordable student accommodation is supported subject to this being secured through a S106 agreement, including the rent levels and eligibility criteria. The obligation to enter into a nomination agreement must also be secured.
- **Urban design:** The principle of a tall building could be supported in strategic terms, subject to addressing its impacts. The small size of some of the regular and cluster accommodation should be reconsidered. A revised fire statement and inclusive access statement are required.

- **Transport:** Further information on trip generation, cycle parking, deliveries and servicing, and construction logistics is required. A move-in/move-out plan and permit-free agreement should be secured through condition, as well as a travel plan and contributions that have been requested towards improving local infrastructure.
- **Sustainable development:** Further information on the energy strategy, whole life-cycle carbon, and circular economy is required. A commitment to post-completion reporting prior to occupation on whole life-cycle carbon and circular economy matters should be secured.
- **Environmental issues:** Further information on urban greening, sustainable drainage, water efficiency, flood risk, and air quality is required. Conditions to control the impact on air quality during the construction period should be attached to any planning permission.

For further information, contact GLA Planning Unit (Development Management Team):

Leah Moniz, Senior Strategic Planner (case officer)

email: leah.moniz@london.gov.uk

Reece Harris, Team Leader – Development Management

email: reece.harris@london.gov.uk

Allison Flight, Deputy Head of Development Management

email: alison.flight@london.gov.uk

John Finlayson, Head of Development Management

email: john.finlayson@london.gov.uk

Lucinda Turner, Assistant Director of Planning

email: lucinda.turner@london.gov.uk

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